

Council meeting agenda

Thursday, May 2, 2019

2:00 PM

Metro Regional Center, Council chamber

1. Call to Order and Roll Call

2. Public Communication

3. Resolutions

- 3.1 Resolution No. 19-4992, For the Purpose of Proclaiming [RES 19-4992](#)
May 5, 2019 as a Day of Awareness for Missing and
Murdered Indigenous Women

Presenter(s): Roger Gonzalez, Metro
Raahi Reddy, Metro

Attachments: [Resolution No. 19-4992](#)
[Staff Report](#)
[Attachment 1 to Staff Report](#)
[Attachment 2 to Staff Report](#)
[Attachment 3 to Staff Report](#)
[Attachment 4 to Staff Report](#)

4. Consent Agenda

- 4.1 Resolution No. 19-4983, For the Purpose of Adding or [RES 19-4983](#)
Amending Existing Projects to the 2018-21 Metropolitan
Transportation Improvement Program Involving One
Project Impacting SMART (AP19-08-APR)

Attachments: [Resolution No. 19-4983](#)
[Exhibit A to Resolution No. 19-4983](#)
[Staff Report](#)

- 4.2 Resolution No. 19-4990, For the Purpose of Confirming the Appointments of Derron Coles and Kelly Stevens to the Metro Central Station Community Enhancement Committee (MCSCEC) [RES 19-4990](#)

Attachments: [Resolution No. 19-4990](#)
[Staff Report](#)
[Attachment 1 to Staff Report](#)
[Attachment 2 to Staff Report](#)

- 4.3 Consideration for the Council Meeting Minutes for April 25, 2019 [18-5213](#)

5. Resolutions

- 5.1 Resolution No. 19-4991, For the Purpose of Approving an Intergovernmental Agreement with Housing Authority of Clackamas County to Provide Affordable Housing Bond Funding to Acquire Real Property [RES 19-4991](#)

Presenter(s): Emily Lieb, Metro

Attachments: [Resolution No. 19-4991](#)
[Exhibit A to Resolution No. 19-4991](#)
[Staff Report](#)
[Exhibit A to Staff Report](#)

- 5.2 Resolution No. 19-4976, For the Purpose of Approving the FY 2019-20 Budget, Setting Property Tax Levies and Transmitting the Approved Budget to the Multnomah County Tax Supervising and Conservation Commission [RES 19-4976](#)

Attachments: [Resolution No. 19-4976](#)
[Staff Report](#)

5.2.1 Public Hearings For Resolution No. 19-4976

6. Chief Operating Officer Communication

7. Councilor Communication

8. Adjourn

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬស្នើសុំទទួលបានកាតបណ្តឹងរើសអើងសូមចូលទស្សនាគេហទំព័រ www.oregonmetro.gov/civilrights។ បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំស្នើសុំអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក។

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Clackamas, Multnomah and Washington counties, and Vancouver, WA Channel 30 – Community Access Network <i>Web site:</i> www.tvctv.org <i>Ph:</i> 503-629-8534 Call or visit web site for program times.	Portland Channel 30 – Portland Community Media <i>Web site:</i> www.pcmtv.org <i>Ph:</i> 503-288-1515 Call or visit web site for program times.
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Oregon City and Gladstone Channel 28 – Willamette Falls Television <i>Web site:</i> http://www.wftvmedia.org/ <i>Ph:</i> 503-650-0275 Call or visit web site for program times.	

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Agenda Item No. 3.1

Resolution No. 19-4992, For the Purpose of Proclaiming
May 5, 2019 as a Day of Awareness for Missing and
Murdered Indigenous Women

Resolutions

Metro Council Meeting
Thursday, May 2, 2019
Metro Regional Center, Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF PROCLAIMING MAY 5,)	RESOLUTION NO. 19-4992
2019 AS A DAY OF AWARENESS FOR)	
MISSING AND MURDERED INDIGENOUS)	Introduced by Council President Lynn
WOMEN	Peterson

WHEREAS, Metro stands with other tribal, local, regional, state, and national governments and organizations in support of National Day of Awareness for Missing and Murdered Indigenous Women; and

WHEREAS, the lasting effect of colonization and history of oppressive policies directly correlates to the rise of violence against Indigenous women and girls in the United States, Canada, and Central America; and

WHEREAS, the disappearances and murders of Indigenous women and girls are often directly connected to domestic and other forms of violence, sexual assault, trafficking, and a history of childhood, intergenerational, and historical trauma; and

WHEREAS, these acts of violence and corresponding oversight and neglect of government law enforcement is a continued form of genocide and is a direct threat to tribal sovereignty, thus compromising Indian Country's self-determination and self-governance; and

WHEREAS, Metro recognizes that the issues of missing and murdered Indigenous women are not isolated to reservations or rural communities, but impact urban areas like the Portland metropolitan region; and

WHEREAS, Metro urges passage of House Bill 2625 at the Oregon Legislature, directing the Department of State Police to study how to increase and improve criminal justice resources for missing and murdered Native American women in Oregon; now therefore,

BE IT RESOLVED that the Metro Council proclaims May 5, 2019, as Day of Awareness for Missing and Murdered Indigenous Women in the greater Portland Region. We encourage other businesses, organizations, public institutions, and community members to observe this day and learn and teach others about the acute crisis facing Indigenous women.

ADOPTED by the Metro Council this 2nd day of May 2019.

Lynn Peterson, Council President

Approved as to Form:

Nathan A. S. Sykes, Acting Metro Attorney

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 19-4992, FOR THE PURPOSE OF
PROCLAIMING MAY 5, 2019 AS A DAY OF AWARENESS FOR MISSING AND
MURDERED INDIGENOUS WOMEN

Date: April 25, 2019

Department: Council Office

Meeting Date: May 2, 2019

Prepared by: Roger Gonzalez,
roger.gonzalez@oregonmetro.gov, 503-
797-1746

Presenter: Roger Gonzalez

Length: 10 minutes

ISSUE STATEMENT

Murder is the third leading cause of death among American Indian and Alaska Native women. As of 2018, there exists no database system in the United States to track how many Indigenous women have been abducted or murdered.

The Metro Council has an opportunity to stand with other tribal, local, regional, state, and national governments and organizations in honoring May 5, 2019 as a Day of Awareness for Missing and Murdered Indigenous Women.

ACTION REQUESTED

Consideration of and vote on Resolution No. 19-4992.

IDENTIFIED POLICY OUTCOMES

- 1) Renewing the Metro Council's proclamation related to a Day of Awareness for Missing and Murdered Indigenous Women.
- 2) Strategic Plan to Advance Racial Equity, Diversity, and Inclusion:
 - a. "Metro and other public agencies recognize that racial equity is a cornerstone of good governance to ensure the success of everyone, especially historically marginalized communities, by working together to end the avoidable inequities that prevent the realization of an individual's full potential and are detrimental to us collectively." (Page 13)
 - b. "By addressing the barriers experienced by people of color in the Portland metropolitan region, we will effectively also identify solutions and remove barriers for other disadvantaged groups. The result will be that all people in the region will experience better outcomes." (Page 52)
- 3) Support for HB 2625, which was approved at Council work session on April 23, 2019.

POLICY OPTIONS FOR COUNCIL TO CONSIDER

Council approval of this resolution will further its support for passage of HB 2625 and demonstrate Metro's continued commitment to advance racial equity.

STAFF RECOMMENDATIONS

Staff recommends the Metro Council adopt Resolution No. 19-4992.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

1. Known Opposition/Support/Community Feedback

None known at this time. The City of Portland and Multnomah County will also consider proclamations related to Missing and Murdered Indigenous Women.

2. Legal Antecedents

Resolution No. 18-4891

3. Anticipated Effects

May 5, 2019 will be honored as a Day of Awareness for Missing and Murdered Indigenous Women in the Portland region.

4. Financial Implications

None.

BACKGROUND

According to the Urban Indian Health Institute's 2018 report, *Missing and Murdered Indigenous Women & Girls: A snapshot of data from 71 urban cities in the United States*, of the 5,712 reports of missing American Indian and Alaska Native women and girls in 2016 only 116 cases were logged in the US Department of Justice's federal missing persons database. This same report noted that the Center for Disease Control and Prevention has reported that murder is the third-leading cause of death among American Indian and Alaska Native women and that rates of violence on reservations can be up to ten times higher than the national average.

A recent primer on missing and murdered Indigenous women by Luhui Whitebear highlighted when compared to the national averages Indigenous women are:

- 2.5 times more likely to be assaulted;
- 2 times more likely to be stalked;
- 5 times more likely to experience interracial violence;
- 10 times more likely to be murdered (on some reservations);
- More than 1 in 3 Indigenous women will be raped in her lifetime; and
- 6 in 10 Indigenous women will be physically assaulted.

There remains insufficient data on the total number of missing Indigenous women in the United States. Based on the Urban Indian Health Institute's report, "reasons for the lack of quality data include underreporting, racial misclassification, poor relationships between law enforcement and American Indian and Alaska Native communities, poor record-

keeping protocols, institutional racism in the media, and a lack of substantive relationships between journalists and American Indian and Alaska Native communities” (pg. 4).

HB 2625, sponsored by Representative Tawna Sanchez (Oregon House District 43), would direct the Department of State Police to study how to increase criminal justice and investigative resources towards future and past cases of missing and murdered Native American women in Oregon.

In 2018, the Metro Council passed Resolution No. 18-4891 proclaiming May 5, 2018 as a Day of Awareness for Missing and Murdered Native Women and Girls.

ATTACHMENTS

Urban Indian Health Institute’s 2018 report *Missing and Murdered Indigenous Women & Girls: A snapshot of data from 71 urban cities in the United States*; #MMIW: A Primer on *Missing and Murdered Indigenous Women*; HB 2625 Fact Sheet; Resolution No. 18-4891

MISSING AND MURDERED *INDIGENOUS* WOMEN & GIRLS

A snapshot of data from 71 urban cities in the United States

*This report contains strong language about violence against American Indian and Alaska Native women.

This report is the second of the Our Bodies, Our Stories series. Go to UIHI.org to read the first report regarding sexual violence against Native women in Seattle, Washington.

Urban Indian Health Institute is a division of the Seattle Indian Health Board. Donate to future projects that will strengthen the health of Native people by going to <http://www.sihb.org/get-involved-donate>.

**DUE TO URBAN INDIAN
HEALTH INSTITUTE'S LIMITED
RESOURCES AND THE
POOR DATA COLLECTION BY
NUMEROUS CITIES,
THE 506 CASES IDENTIFIED
IN THIS REPORT ARE
LIKELY AN UNDERCOUNT OF
MISSING AND MURDERED
INDIGENOUS WOMEN &
GIRLS IN URBAN AREAS.**

DATA A NATIONWIDE CRISIS: MISSING AND MURDERED INDIGENOUS WOMEN & GIRLS



MURDER

The third-leading cause of death among American Indian/Alaska Native women.ⁱⁱⁱ

Nationwide, the voices of Indigenous people have united to raise awareness of missing and murdered Indigenous woman and girls (MMIWG). Though awareness of the crisis is growing, data on the realities of this violence is scarce.

The National Crime Information Center reports that, in 2016, there were 5,712 reports of missing American Indian and Alaska Native women and girls, though the US Department of Justice's federal missing persons database, NamUs, only logged 116 cases.ⁱⁱⁱ The Center for Disease Control and Prevention has reported that murder is the third-leading cause of death among American Indian and Alaska Native women and that rates of violence on reservations can be up to ten times higher than the national average.^{iii, iv} However, no research has been done on rates of such violence among American Indian and Alaska Native women living in urban areas despite the fact that approximately 71% of American Indian and Alaska Natives live in urban areas.^v

To fill this gap, in 2017, Urban Indian Health Institute (UIHI), a tribal epidemiology center, began a study aimed at assessing the number and dynamics of cases of missing and murdered American Indian and Alaska Native women and girls in cities across the United States. This study sought to assess why obtaining data on this violence is so difficult, how law enforcement agencies are tracking and responding to these cases, and how media is reporting on them. The study's intention is to provide a comprehensive snapshot of the MMIWG crisis in urban American Indian and Alaska Native communities and the institutional practices that allow them to disappear not once, but three times—in life, in the media, and in the data.

AN OVERVIEW OF MMIWG IN URBAN AMERICA

Despite this ongoing crisis, there is a lack of data and an inaccurate understanding of MMIWG, creating a false perception that the issue does not affect off-reservation/village American Indian and Alaska Native communities.

However, according to an analysis of 2016 Census data, 50.2% of the urban Indian population identified as female.^{vi} The data in this report also includes LGBTQ, non-binary, and Two Spirit individuals. The majority of American Indian and Alaska Native people now live in urban communities due to a variety of reasons for migration, from forced relocation due to 1950s federal relocation and termination policies, to current barriers to obtaining quality educational, employment, and housing opportunities on tribal lands. Because of this, urban American Indian and Alaska Native people experience MMIWG-related violence in two ways—through losses experienced by extended family and community ties on reservations, in villages, and in urban communities themselves. Though there are critical issues regarding jurisdiction of MMIWG cases on reservation and village lands, lack of prosecution, lack of proper data collection, prejudice, and institutional racism are factors that also occur in urban areas.

In this study, UIHI sought to demonstrate the ways in which these issues also impact urban MMIWG cases, highlighting the results of a deeply flawed institutional system rooted in colonial relationships that marginalize and disenfranchise people of color and remains complicit in violence targeting American Indian and Alaska Native women and girls.

71% of American Indians/Alaska Natives live in urban areas.^v

Urban Indians are tribal people currently living off federally-defined tribal lands in urban areas.

Institutional racism is the process of purposely discriminating against certain groups of people through the use of biased laws or practices. Often, institutional racism is subtle and manifests itself in seemingly innocuous ways, but its effects are anything but subtle.^{vii, viii}

COLLECTING THE DATA

UIHI utilized a multi-pronged methodology to collect data on cases of MMIWG with the understanding that what is reported and recorded by law enforcement, covered by media, and remembered and honored by community members and family rarely matches.

As demonstrated by the findings of this study, reasons for the lack of quality data include underreporting, racial misclassification, poor relationships between law enforcement and American Indian and Alaska Native communities, poor record-keeping protocols, institutional racism in the media, and a lack of substantive relationships between journalists and American Indian and Alaska Native communities.

In an effort to collect as much case data as possible and to be able to compare the five data sources used, UIHI collected data from Freedom of Information Act (FOIA) requests to law enforcement agencies, state and national missing persons databases, searches of local and regional news media online archives, public social media posts, and direct contact with family and community members who volunteered information on missing or murdered loved ones.

Racial misclassification is the incorrect coding of an individual's race or ethnicity, e.g. an American Indian and Alaska Native individual incorrectly coded as white. Misclassification generally favors the larger race, so while American Indians and Alaska Natives are often misclassified as white, the reverse of that is rare.^{ix}

The **Freedom of Information Act (FOIA)** grants any person the right to request access to federal agency records or information.^x

UIHI'S DATA SOURCES



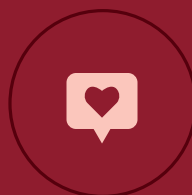
Law Enforcement
Records



State & National
Databases



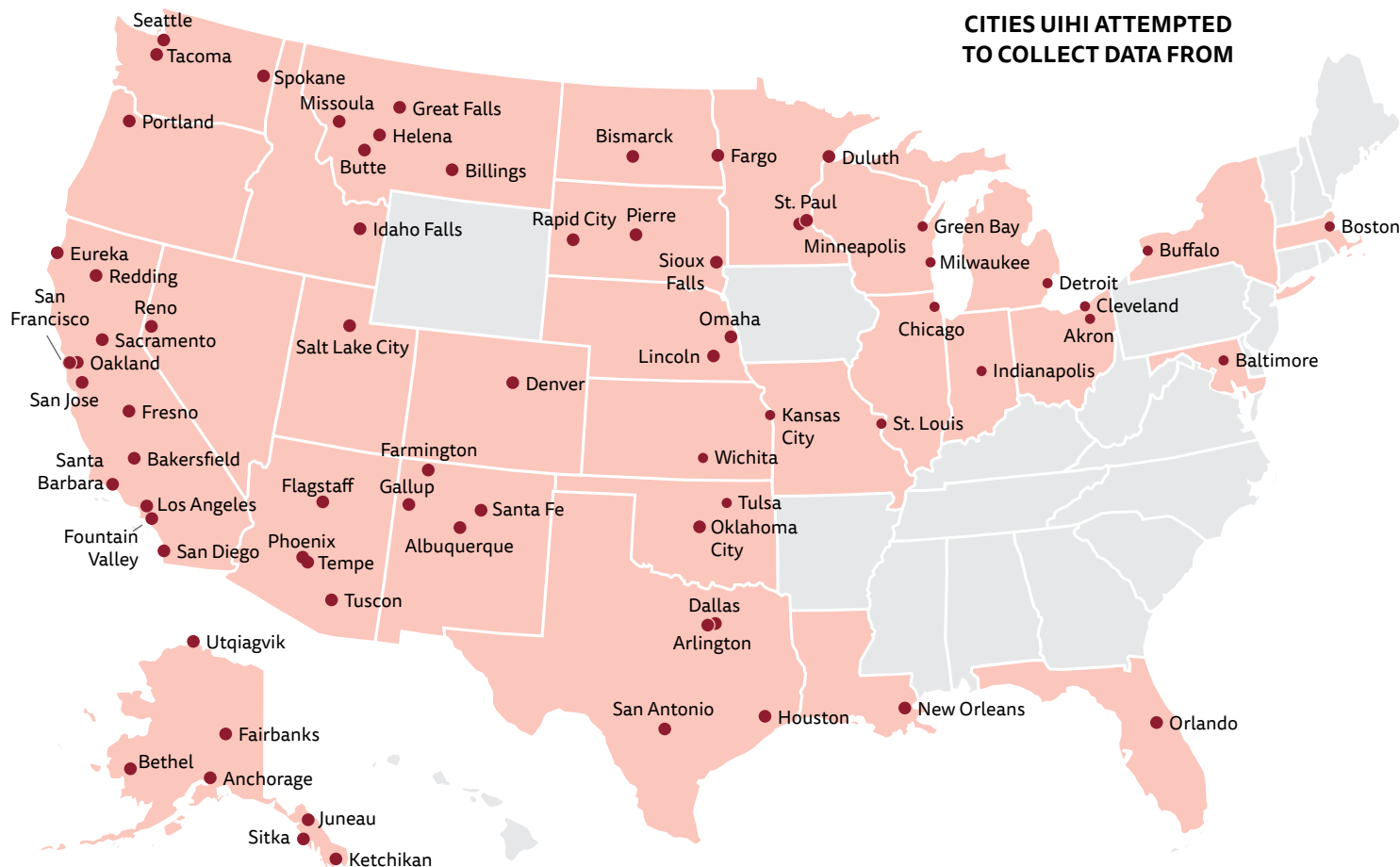
Media
Coverage



Social Media



Community & Family
Member Accounts



UIHI attempted to collect data in 71 cities across 29 states.

Due to challenges in collecting data on historical cases, approximately 80% of the cases in this report have occurred since 2000.

In these FOIA requests, UIHI requested all case data from 1900 to the present. No agency was able to provide data dating to 1900 but providing such a large date range was useful in accessing as much data as the agency had readily available, which varied across jurisdictions. The oldest case UIHI identified happened in 1943, but approximately two-thirds of the cases in UIHI's data are from 2010 to 2018. This suggests the actual number of urban MMIWG cases are much higher than what UIHI was able to identify in this study.

These cities were selected because they either have an urban Indian health center that is affiliated with UIHI, a significant population of urban Indians, or were found to have a large number of MMIWG cases in a preliminary consultation with key community leaders.

FINDINGS

UIHI identified 506 unique cases of missing and murdered American Indian and Alaska Native women and girls across the 71 selected cities—128 (25%) were missing persons cases, 280 (56%) were murder cases, and 98 (19%) had an unknown status.

Approximately 75% of the cases UIHI identified had no tribal affiliation listed.

Sixty-six out of 506 MMIWG cases that UIHI identified were tied to domestic and sexual violence.

The youngest victim was a baby less than one year old.

The oldest victim was an elder who was 83 years old.

A case was flagged as “status unknown” in two circumstances: when law enforcement gave a number of total cases in response to a record request but did not clarify how many were missing and how many were murdered (16 cases total), and when a case was listed on a missing persons database but had been removed, UIHI could not verify whether the woman or girl was located safe or deceased.

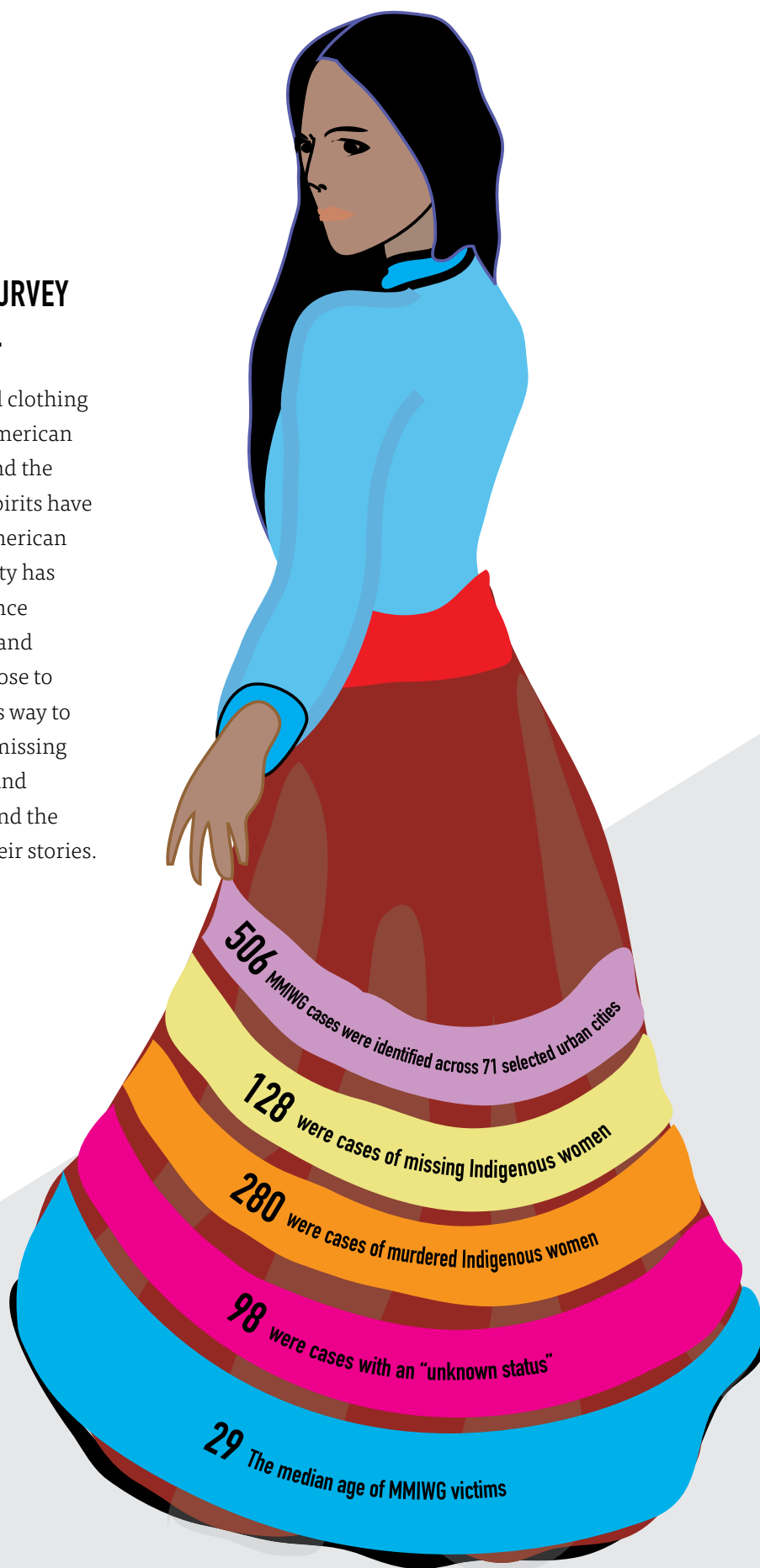
The identified cases were widely distributed by age and tribal affiliation. The youngest victim was under one year old and the oldest was 83 years old. One hundred and thirty-five cases (27%) were victims aged 18 or under, and mean victim age was approximately 29 years old (out of 387 cases for which victim age was able to be determined).

UIHI identified 96 cases that were tied to broader issues such as domestic violence, sexual assault, police brutality, and lack of safety for sex workers. In this report, domestic violence includes intimate partner violence and family violence. Forty-two (8% of all cases) cases were domestic violence related, and 14% of domestic violence fatalities were victims aged 18 and under. Three victims were pregnant at their time of death. At least 25 victims (6% of all cases) experienced sexual assault at the time of disappearance or death, 18 victims (4% of all cases) were identified as sex workers or victims of trafficking, and 39% of victims in the sex trade were sexually assaulted at the time of death. For this report, sexual assault is defined as penetrative and non-penetrative sexual violence and includes victims who were found murdered and left nude. Eight victims were identified as homeless, six were trans-women, and seven were victims of police brutality or death in custody.

UIHI was able to identify the victim’s relationship to the perpetrator in 24 cases; of these, 13 victims were killed by a partner or the partner of an immediate family member, three were killed by an immediate family member, six were killed by a serial killer, and two were killed by a drug dealer. Of the perpetrators UIHI was able to identify, 83% were male and approximately half were non-Native. Thirty-eight of the perpetrators were convicted, while nine were never charged, four were acquitted, one had a mistrial, and one committed suicide. Altogether, 28% of these perpetrators were never found guilty or held accountable. An additional 30 alleged perpetrators have pending charges.

MMIWG STATISTICS FROM A SURVEY OF 71 CITIES ACROSS THE U.S.

The ribbon skirt is a form of cultural clothing that represents the sacredness of American Indian and Alaska Native women and the deep connection their bodies and spirits have to the land. Just like a skirt, each American Indian and Alaska Native community has its own beauty and stories of resilience despite multiple ribbons of trauma and violence stacked upon them. We chose to represent the study's findings in this way to honor the sacredness of our urban missing and murdered Indigenous women and girls, the prayers we hold them in, and the responsibility we have to care for their stories.



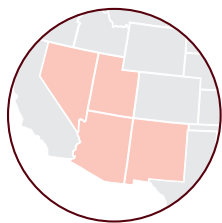
THE INVISIBLE 153

Number of cases identified by UIHI that currently **do not exist** in law enforcement records.

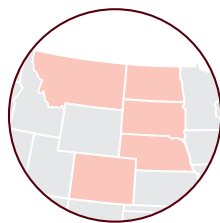
GEOGRAPHY

The 506 cases UIHI identified were dispersed over a wide geographic area. Regionally, the Southwest (157), Northern Plains (101), Pacific Northwest (84), Alaska (52), and California (40) were the areas with the highest number of cases. The cities that figure most prominently in the data are Seattle (45), Albuquerque (37), Anchorage (31), Tucson (31), and Billings (29).

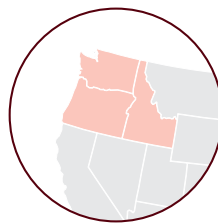
AREAS WITH THE HIGHEST NUMBER OF CASES (BY REGION)



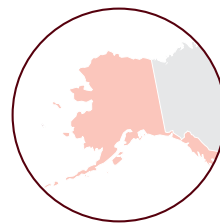
Southwest



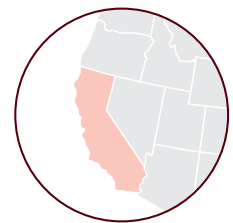
Northern Plains



Pacific Northwest



Alaska



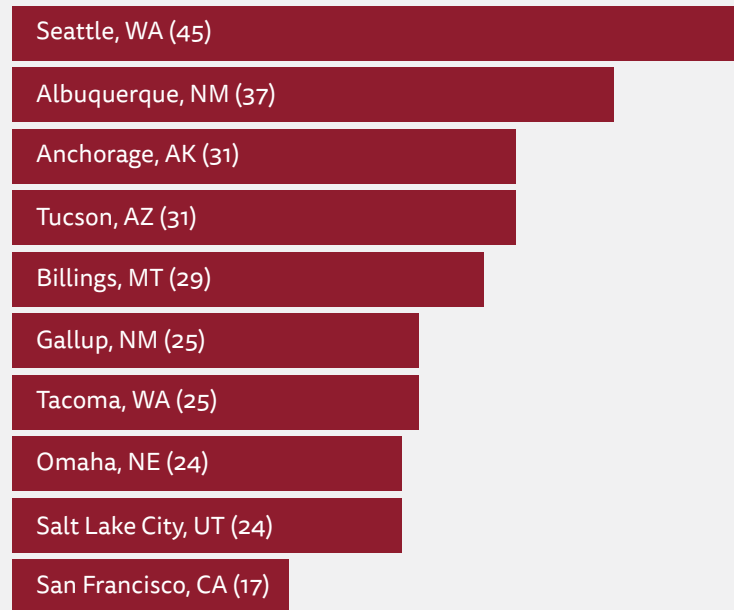
California

The states with the highest number of cases are as follows: New Mexico (78), Washington (71), Arizona (54), Alaska (52), Montana (41), California (40), Nebraska (33), Utah (24), Minnesota (20), and Oklahoma (18).

The areas with the largest number of urban cases with an unknown status were Albuquerque (18), San Francisco (16), Omaha (10), and Billings (8). Notably, both Albuquerque and Billings police departments acknowledged FOIA requests but did not provide any records or information or respond to any follow-up,

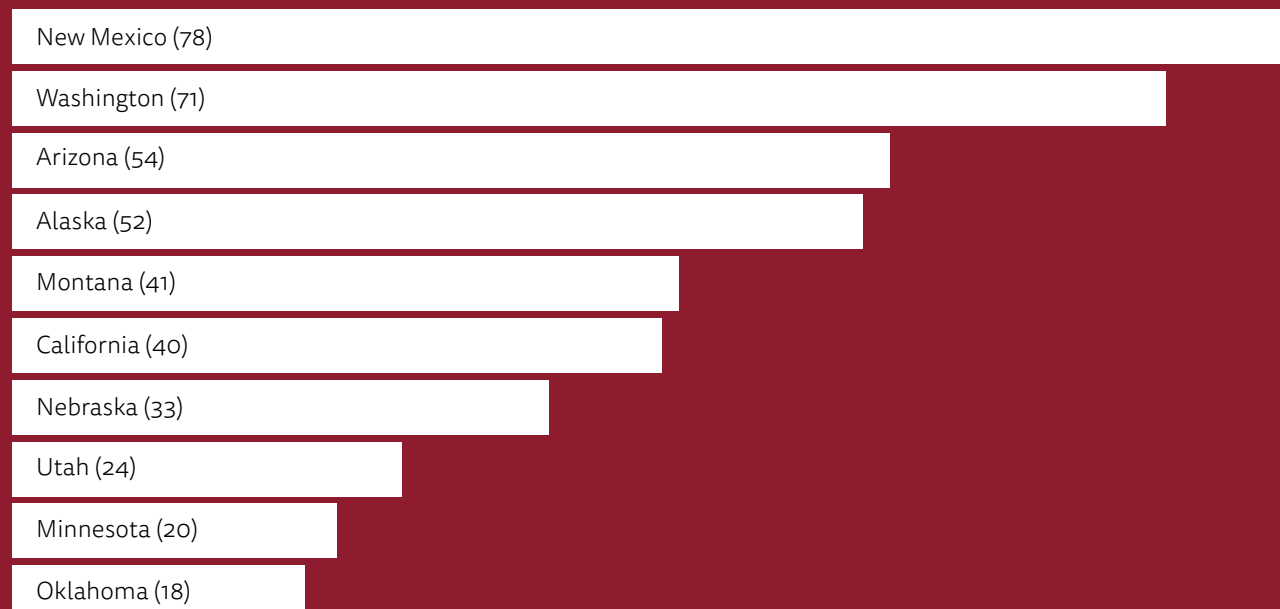
while the records provided by San Francisco police did not specify the name or status of any victim. Omaha figured prominently in this list because, like many jurisdictions across the country, when a person listed on the Nebraska missing persons database is located, the notice is removed with no public information as to whether they were found safe or deceased. Together, these cities highlight the need for changes to public information systems on missing persons and improvement in cooperation from law enforcement agencies.

TOP 10 CITIES WITH HIGHEST NUMBER OF MMIWG CASES



See Appendix for data from all 71 cities surveyed.

TOP 10 STATES WITH HIGHEST NUMBER OF MMIWG CASES



CHALLENGES AND OBSTACLES IN OBTAINING MMIWG DATA

“Until there is cooperation and better tracking systems at all government levels, the data on missing and murdered Indigenous women will never be 100 percent accurate, which is what we need to strive for in order to protect our mothers, daughters, sisters, and aunties.”

- Abigail Echo-Hawk (Pawnee), Director, Urban Indian Health Institute

ACCESSING LAW ENFORCEMENT DATA

UIHI filed FOIA requests with municipal police departments in all 71 cities included in the survey. In the case of Alaska, UIHI also filed a request with the Alaska Department of Public Safety (DPS) because a case that occurred in a major city was not considered city jurisdiction. To ensure other such cases would be included in the data, a request to DPS was necessary.

Initially, these requests were filed via the agency’s online request system, when one existed, and, in cases where there was no such system, via email. Where no online system or email was available, no contact was made. After a significant portion of these initial requests never received a response, UIHI utilized MuckRock, a paid service that assists in FOIA requests, to re-file prior requests and file new requests with agencies that had no online system or email available.

In these requests, UIHI asked for all data on cases of missing persons (unsolved only), homicides, suspicious deaths, and deaths in custody (solved and unsolved) involving an American Indian or Alaska Native victim that was female or identified as a trans-woman/girl.

FOIA RESULTS

Seventy-one city police agencies and one state police agency were surveyed. Forty agencies (56%) provided some level of data. Thirty-three of the 40 (and 46% of all surveyed) actually searched their records, though not all provided comprehensive data. Ten out of the 40 agencies provided data but with a “caveat”, meaning they only confirmed cases UIHI had already logged, provided what they could recall from memory, or gave partial data. Fourteen of the 72 agencies surveyed (20%) did not provide data, and 18 (25%) are still pending. Those combined with the 10 “caveat” cases comprised 59% of all the agencies surveyed. In sum, nearly two-thirds of all agencies surveyed either did not provide data or provided partial data with significant compromises.

Thirteen of the 72 agencies surveyed (18%) did not respond to our FOIA request within the time limit set by local statute, and an additional 12 agencies (17% of all agencies) failed to respond within their local time limit by ignoring the first attempt, but did respond in time when a second request was filed nine months later using MuckRock. Combined, these 25 agencies

“It is unacceptable that law enforcement feel recalling data from memory is an adequate response to a records request. In the one instance where this occurred and the officer searched their records after, several additional cases the officer could not recall were found. This highlights the need for improved records provision standards and shows that the institutional memory of law enforcement is not a reliable or accurate data source.”

- Annita Lucchesi (Southern Cheyenne), PhD-c

71 CITY POLICE DEPARTMENTS AND 1 STATE AGENCY WERE SURVEYED.

OUT OF THOSE:

40 AGENCIES
PROVIDED SOME
LEVEL OF DATA



14 AGENCIES
DID NOT
PROVIDE DATA



18 AGENCIES
STILL HAVE
PENDING FOIA
REQUESTS



as of our cutoff date,
October 15, 2018

Departments like Anchorage and Lincoln demonstrate that it is possible for urban police departments to respond to FOIA requests for such data and that the barriers other agencies have identified are not inherent to law enforcement as a whole.

"Your assertion that we have ignored a similar request from eight months ago is false. Unless you sent your request elsewhere, this is the first time we have seen it."

-Chief of Police in Billings, Montana, after receiving a second FOIA request. After receiving screen shots of first request, no further response was given.

represent over one-third (35%) of all agencies surveyed. Six agencies never responded to any FOIA requests: Albuquerque, Baltimore, Butte, Reno, San Jose, and Tempe. Sixty agencies (83%) required more than one communication regarding UIHI's request. Of those 60, 29 (40% of all agencies) needed more than two, and 16 (22% of all agencies) needed more than five.

The findings highlight that the FOIA process is, at best, laborious, requiring intensive follow up and resources from the requesting agency. For example, a representative from Juneau Police in Alaska explained that they received UIHI's initial request at the same time as an unaffiliated project at another institution filed a request for data on sexual assault on Alaska Native women. The agency assumed any request on violence against Alaska Native women must have come from the same source, so, when they filled the other institution's request, they closed out UIHI's. Similarly, in an October 2018 phone call, a representative from the Los Angeles Police claimed UIHI's two prior FOIA requests to their agency had been closed out by being lost in the system due to understaffing. They had a backlog of thousands of requests that three staff members were responsible for filling, and many were not answered (as UIHI's first request was) or were rerouted to the wrong agency (as UIHI's second request was). An entire year later, the agency expected UIHI to file a third request and "get back in line."

In another case, the Chief of Police in Billings, Montana, after having received a second FOIA request from UIHI, wrote, "Your assertion that we have ignored a similar request from eight months ago is false. Unless you sent your request elsewhere, this is the first time we have seen it." UIHI responded with screenshots of the initial request and of the automatic email received stating that the request was received and was processing, but UIHI never received any response to the email or to the record request to date.

However, some agencies were helpful and provided case data in a timely manner. For example, a representative from the Anchorage police department was one of the very first to provide comprehensive data on MMIWG cases in their jurisdiction. Not only did they search their records for

cases, they also searched the name of each case UIHI had logged to determine why they may not appear on the department's search results. Similarly, a representative from the Lincoln police department called for clarification of the request to ensure that they were pulling all of the pertinent records. They were very supportive of the project and dedicated hours of research at no cost to provide case data dating back to 1962.

FEES FOR ACCESSING DATA

Thirteen percent of all agencies surveyed charged a fee for accessing data: Fairbanks, Flagstaff, Juneau, Sitka, Kansas City, Ketchikan, Portland, Salt Lake City, Tucson, and Utqiagvik. If UIHI had paid every invoice received, it would have cost \$4,464.48 (not including the cost of the paid service for the FOIA requests). Alaska agencies comprised 93% of the total costs of invoices. The invoices UIHI paid totaled \$68, and, in turn, UIHI received data from three cities, resulting in an additional 51 cases logged. Portland police never provided any data despite their invoice being paid. As a small American Indian and Alaska Native organization with limited resources, UIHI was unable to pay a majority of the fees and thus was unable to access the data.

Of the agencies that did provide some kind of data, nine (23%) located data prior to 1990, 18 (45%) located data prior to 2000, and 29 (73%) located data prior to 2010. Accessing historical data was extremely difficult.

\$4,464

Total Required Fees
(from 13% of the cities)

\$68

UIHI's Budget
for FOIA Fees

FOIA REQUEST TO ALASKA

After UIHI's FOIA request was rejected by the Alaska State Troopers for being too burdensome, an appeal was denied by the Department of Public Safety because they estimated there were between 800 and 1,200 homicides of Alaska Native women since 1940 and it would require too many work hours to complete the request. Using one of the author's connections in Alaska, UIHI received assistance

from a prominent Alaska Native tribal leader, after which the agency offered to provide data only from 2013 to 2018 because those records had been digitized and were searchable. However, UIHI has still not received the data to date.

"[Many] Native Americans adopted Hispanic names back during colonial times...Our crime systems are not flexible enough to pick out Native Americans from others in the system...it would be impossible to compile any statistically relevant information for you."

-Representative from Santa Fe Police Department

"[Regarding the difference] the Homicide unit found that 'N' was being used in the 60s up through the late 70s and early 80s – meant Negro not Native American."

-Representative from Seattle Police Department

"Sometimes the information [on a victim's race] would not be asked and our record system defaults to white."

-Representative from Fargo Police Department

LACKING RECORDS AND RACIAL MISCLASSIFICATION

Nine cities (13% of total) reported the inability to search for American Indian, Native American, or Alaska Native in their data reporting systems despite the common and expected practice of classifying victims by race in data systems. A representative from Santa Fe police wrote, "[Many] Native Americans adopted Hispanic names back during colonial times...Our crime systems are not flexible enough to pick out Native Americans from others in the system...it would be impossible to compile any statistically relevant information for you."

In Seattle, UIHI was initially provided one list then subsequently provided another. Considering they had significant overlap, UIHI asked for an explanation of the difference between the two and were told: "[Regarding the difference] the Homicide unit found that 'N' was being used in the 60s up through the late 70s and early 80s – meant Negro not Native American." However, all of the names that were on the original list—which presumably had both American Indian and Alaska Native and African American names on it—were also on the second list and did not provide any clarification.

Additionally, several police departments provided UIHI with data that included both American Indians and Indian-Americans with visibly Indian-American surnames (e.g. Singh). When asked about this misclassification, a representative from Sacramento police claimed the Indian-American names must be victims who were biracial.

Misclassification can also occur due to lack of recognition of tribal nations. UIHI found that if a woman or girl was killed during the time their tribe was terminated, her citizenship may have never been restored when her nation was re-recognized, and she may have been falsely classified as white—or not racially classified at all—in documentation regarding her case. These cases would not be included in search results constrained to searching for records of Native American females. This is an issue that still impacts contemporary cases involving victims from tribes that are not federally recognized, and lack of recognition is an issue that disproportionately affects urban

Indian communities. For example, Seattle, San Francisco, and Los Angeles each are located on homelands belonging to tribes that are not federally recognized (the Duwamish, Ohlone, and Tongva peoples, respectively). In this way, it is possible that American Indian and Alaska Native women and girls indigenous to the land the city is located on may not even be included in the city's data on American Indian and Alaska Native people, and their deaths and disappearances go uncounted on their own homeland.

UIHI found that it was not just racial categories that held misclassifications. Records obtained from Anchorage police showed that two-thirds of the cases UIHI identified that were not in the data the agency provided were, indeed, in their system, but three cases were misclassified as white, one was classified as a suicide (despite the case having been reopened as a homicide), one was classified

as an overdose when her body had been moved and disposed of suspiciously, and one was not considered as having happened within the city because she had been kidnapped from a bar within the city but killed just outside of it.

Through research methods outside of FOIA requests (government missing persons databases, news reports, social media and advocacy sites, direct contact with families and community members who volunteered info), UIHI found 153 cases that were not in law enforcement records. Of all of the data gathered in the 40 cities where FOIA requests produced results, 42% of the cases were found by UIHI's diligent research and not present in law enforcement data. This 42% was made up of cases from 26 of the 40 cities (65%). The cities where UIHI located the highest number of cases not found in law enforcement records are listed in the table below.

TOP 10 CITIES WITH HIGHEST NUMBER OF MMIWG CASES THAT ARE NOT IN LAW ENFORCEMENT RECORDS

CITY	NUMBER OF CASES
Gallup, NM	20
Billings, MT	17
Omaha, NE	16
Seattle, WA	11
Anchorage, AK	9

CITY	NUMBER OF CASES
Farmington, NM	9
Denver, CO	7
Oklahoma City, OK	7
Rapid City, SD	6
Great Falls, MT	5

URBAN MMIWG IN THE MEDIA

METHODS

UIHI conducted a content analysis of media coverage on MMIWG in the areas covered by the study. The vast majority of coverage on MMIWG, both on individual cases and on the issue overall, was centered on reservation-based violence. Though coverage of reservation-based violence is critical, this bias does work to collectively minimize this issue in urban spaces. It also bolsters stereotypes of American Indian and Alaska Native people as solely living on reservations or in rural areas, perpetuates perceptions of tribal lands as violence-ridden environments, and, ultimately, is representative of an institutional bias of media coverage on this issue. Additionally, media sources have used language that could be perceived as violent and victim-blaming in their coverage of MMIWG cases. This type of coverage can also perpetuate negative stereotypes of American Indian and Alaska Native women and girls, so UIHI also conducted a qualitative analysis to identify this type of language.

UIHI conducted a comprehensive online search for media coverage on all 506 cases represented in the data. Each publicly-available article UIHI found was logged, assessed and coded for the type of language it used, and attributed to the outlet that originally published it.

MORE THAN 95%

of the cases in this study were never covered by national or international media.



FINDINGS

Media Coverage

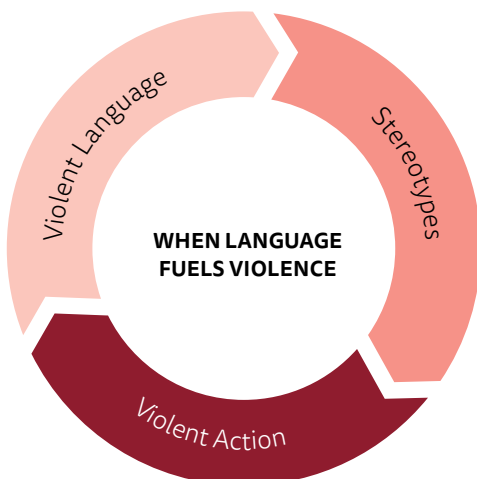
UIHI examined 934 articles, which collectively covered 129 cases out of the 506 represented in the study. One-quarter of the total number of cases were covered by local, regional, or national media. Less than one-fifth of the total number of cases were covered more than once (14%), less than one-tenth were covered more than three times (7%), and less than 5% of cases were covered more than five times. The top ten cases that received the most coverage comprised 62% of all coverage, and 47% of coverage was regarding just one case. Nearly all of the articles UIHI surveyed (91%) regarded a murder case, and 83% of the cases covered by media were murder cases. There were 27 articles printed in national or international media, covering 21 cases.

Violent Language

For the purposes of this analysis, UIHI defined violent language as language that engages in racism or misogyny or racial stereotyping, including references to drugs, alcohol, sex work, gang violence, victim criminal history, victim-blaming, making excuses for the perpetrator, misgendering transgender victims, racial misclassification, false information on cases, not naming the victim, and publishing images/video of the victim's death.

Of the articles analyzed, 46 media outlets had violent language in their coverage, representing nearly a third of all outlets surveyed (31%). Thirty-six media outlets (25%) used violent language in 50% or more of the cases they covered, and 22 (15%) used violent language in 100% of the cases they covered. UIHI identified prevalence of specific types of violent language in the table on the right.

If the case is covered in the media, the language that is used to describe the crime and the victim often causes additional harm. In addition, these findings demonstrate that media outlets are willing to publish a single story on this issue but not commit to sustained coverage on the cases that happen within the geographic areas they cover.



TYPES OF VIOLENT LANGUAGE USED IN ARTICLES

References to drugs or alcohol	38%
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Coverage of trans-women victims that misgendered the victim	33%
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References to victim's criminal history	31%
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References to sex work	11%
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Gave false information on the case or did not name the victim	8%
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Made excuses for the perpetrator or used victim-blaming language	4%
--	----

Showed images or video of victim death	3%
--	----

DISCUSSION

This study illustrates the maze of injustice that impacts MMIWG cases and demonstrates how they are made to disappear in life, the media, and in data. UIHI discovered a striking level of inconsistency between community, law enforcement, and media understandings of the magnitude of this violence. If this report demonstrates one powerful conclusion, it is that if we rely solely on law enforcement or media for an awareness or understanding of the issue, we will have a deeply inaccurate picture of the realities, minimizing the extent to which our urban American Indian and Alaska Native sisters experience this violence. This inaccurate picture limits our ability to address this issue at policy, programing, and advocacy levels.

Moreover, many of the reasons commonly attributed to root causes of MMIWG in the media and popular narrative—sex work and domestic violence, for example—are forms of violence that were not prominent in the cases UIHI found, and the geography of this data does not match an assumed perception on where MMIWG cases are more likely to occur. These narratives stress areas like Montana and North Dakota, while minimizing the issue in places like California and Alaska. This study shows these neglected areas need to be at the forefront of the dialogue rather than almost entirely absent from it. Overall, there is a need for more sustained and in-depth research on how and why urban American Indian and Alaska Native women and girls go missing and are killed and enforceable data collection practices for local, state, and federal agencies.

LAW ENFORCEMENT

The challenges and barriers in accessing data on this issue from law enforcement severely impede the ability of communities, tribal nations, and policy makers to make informed decisions on how best to address this violence. This is especially problematic in the case of grassroots organizers, who often serve as informal first responders and service providers for American Indian and Alaska Native women and their families. The average community member does not have thousands of dollars and unlimited time to continue to follow up for this data, and yet they are the entities staffing women's shelters, volunteering in searches, organizing memorials, advocating for policy changes, caring for families, holding ceremonies, fundraising for funerals, and organizing awareness campaigns. This indicates that measures need to be put in place for community access to information on this issue as the FOIA process is far from its democratic intentions.

Additionally, it is alarming that UIHI located records of 153 cases that are not in law enforcement records and that some cities still do not have systems that are searchable by race or include American Indian, Native American, or Alaska Native as categories. Record-keeping protocols must be updated and implemented immediately—no agency can adequately respond to violence it does not track.

More largely, continued research on racial and gender bias in police forces regarding how MMIWG cases are handled needs to occur. It is unacceptable that nearly a third of perpetrators were never held accountable, and the resistance to tracking this data

that UIHI experienced from agency leadership is indicative of larger institutional structural inequity. Ultimately, American Indian and Alaska Native women will continue to go missing and be killed as long as law enforcement does not account for this violence in accurate, meaningful ways and does not bring these cases to justice more consistently.

MEDIA

Based on UIHI's findings, it is clear that media coverage of this issue is extremely uneven, and the vast majority of cases occurring in urban areas are never covered by media at all. Combined with the inaccessibility of law enforcement data, this lack of reporting leads the general public to have an inaccurate understanding of the issue, and over two-thirds of the cases that happen in urban areas are rendered invisible. This not only prevents critical awareness of the issue and is hurtful to victims' families and communities, it limits efforts to engage in cross-cultural community dialogue on how to enhance safety, not just for urban American Indian and Alaska Native women and girls, but for all who live in the cities in which they go missing and are killed.

Similarly, existing media coverage remains deeply biased, and standards and protocols need to be put in place for covering these cases to decrease the amount of violent language used. It is imperative that stories on the violence our urban American Indian and Alaska Native women and girls experience are treated with care and respect. The Native American Journalist Association has created resources to assist reporters in evaluating their stories to determine if they rely on stereotypes; use of resources such as this will assist in decreasing, and ultimately ending, the use of racist, victim-blaming, and criminalizing language.^{xi}

Both the lack of reporting and the bias in existing coverage could be addressed through the presence of more Indigenous staff at media outlets, and efforts to build more substantive relationships with the communities they are reporting (or not reporting) on. In an urban context, these relationship-building opportunities are readily available through urban American Indian and Alaska Native community events, community organizations and programming, and outreach to American Indian and Alaska Native college students pursuing a career in journalism.

THE CHALLENGES AND BARRIERS IN ACCESSING DATA ON THIS ISSUE FROM LAW ENFORCEMENT SEVERELY IMPEDE THE ABILITY OF COMMUNITIES, TRIBAL NATIONS, AND POLICY MAKERS TO MAKE INFORMED DECISIONS ON HOW BEST TO ADDRESS THIS VIOLENCE.

RECOMMENDATIONS

The MMIWG epidemic deeply impacts urban American Indian and Alaska Native communities, and the dialogue must shift to include them. Any policy addressing MMIWG that does not account for the violence urban Native communities experience will not adequately address the issue. This includes the currently proposed Savanna's Act, a federal bill aimed at collecting data on new MMIWG cases. Though it is named after Savanna LaFontaine-Greywind, who was murdered in Fargo, North Dakota (one of the cities included in this survey), presently, it solely asks federal law enforcement to track and report data. Because cases occurring in urban areas are not federal jurisdiction, this means missing and murdered urban Native women and girls, including Savanna herself, would not be included in the data the bill aims to collect. Gaps such as these allow the violence urban Native women and girls experience to continue.

Tribal nations must have the ability to advocate for their citizens living in urban areas when they go missing or are killed. This is a courtesy extended to all other sovereign nations—when a citizen is killed while living or traveling outside the nation of which they are a citizen, the nation is notified of their death and able to advocate for their citizen's case and family. This basic respect must be afforded to tribal nations as well, so they are able to fully practice their inherent sovereignty by advocating for the health and safety of all their citizens, regardless of where they reside. Currently, this courtesy is not extended, and rarely is a tribal nation notified or given access to the data regarding their tribal citizens. The concept of Indigenous Data Sovereignty, which has been

adopted by the National Congress of American Indians in 2018, is defined as the right of a nation to govern the collection, ownership, and application of its own data, including any data collected on its tribal citizens.^{xii} The findings in this report show that racial misclassification and a lack of consistent data collection made for a significant undercount of urban MMIWG cases. Tribal nations should be part of meaningful consultations to ensure proper data collection and sustained access to the data.

Lastly, funding for research that will support effective policy on violence against American Indian and Alaska Native women and girls in urban areas is desperately needed—by mid-October 2018, 76 urban MMIWG cases had already occurred in the year. Despite calls to action from tribal leadership, federal agencies have not been able to conduct a comprehensive study on MMIWG, and a focused study on this violence as it occurs in urban areas has been deemed too difficult to include in a bill like Savanna's Act. However, UIHI completed this study in approximately one year. This demonstrates the deep commitment Indigenous research and epidemiology institutions have in honoring and better understanding the violence our sisters experience. This study shows the importance of creating funding opportunities to support a continuation of this work by the Indigenous institutions who are equipped to take it on in a good way.

*The data collected does not reflect any FOIA responses received after October 15, 2018 nor any community reported instances after that date. UIHI acknowledges that Chicago recently responded to the FOIA with 7 reported homicides, and 4 urban Indigenous women and girls have been murdered and are missing since this date.

The lack of good data and the resulting lack of understanding about the violence perpetrated against urban American Indian and Alaska Native women and girls is appalling and adds to the historical and ongoing trauma American Indian and Alaska Native people have experienced for generations. But the resilience of American Indian and Alaska Native women and girls has sustained our communities for generation after generation. As the life bearers of our communities, they have been integral to holding strong our culture and traditional practices. Bringing to light the stories of these women through data is an integral part of moving toward meaningful change that ends this epidemic of violence. UIHI is taking huge steps to decolonize data by reclaiming the Indigenous values of data collection, analysis, and research, for Indigenous people, by Indigenous people. Our lives depend on it.

END NOTES

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^{viii} Robertson, D.L. (2015) "Invisibility in the color-blind era: Examining legitimized racism against indigenous peoples." The American Indian Quarterly 39.2: 113-153.

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^{xi} Native American Journalists Association (2018). NAJA AP Style Guide. Retrieved from <https://www.naja.com/resources/naja-ap-style-guide/>

^{xii} National Congress of American Indians (2018). Support of US Indigenous Data Sovereignty and Inclusion of Tribes in Development of Tribal Data Governance Principles (Resolution #KAN-18-011). Retrieved from http://www.ncai.org/attachments/Resolution_gbuJbEHWpkOgcwCICRtgMJHMsUNofqYvuMSnzLFzOdxBIMIRjij_KAN-18-011%20Final.pdf

Missing & Murdered Indigenous Women & Girls in Pacific Northwest Cities

Spokane

UIHI has recorded 1 case in Spokane--Mary Bercier, who was announced as missing by a relative in 2018.



Seattle

UIHI has recorded 45 cases in Seattle, including Patricia YellowRobe, who was from the Rocky Boy Chippewa-Cree reservation and murdered by a serial killer in 1998, and Sandra Smiscon, Ashton Reyes, Nicole Westbrook, and Eveona Cortez. Representing the Yakama, Tlingit, Navajo, and Blackfeet nations, Sandra, Ashton, Nicole, & Eveona were all randomly killed in acts of gun violence, in 2003, 2012, and 2018.



Portland

UIHI has recorded 6 cases in Portland, including Dusti Grey, who was homeless when she was reported missing in 2017.



Tacoma

UIHI has recorded 25 cases in Tacoma, including Teekah Lewis, who went missing in 1999 at the age of 3, Teresa Davis, missing since 1973, and Jacqueline Salyers, who was a Puyallup tribal member who was pregnant when she was killed by law enforcement in 2016.



This map includes a Coastal-inspired orca design, honoring Tahlequah, a whale from Puget Sound, who the world joined in mourning for her spirit baby for 17 days in 2018. Like Tahlequah, Native mothers remain resilient leaders through the grief of losing their children to colonial violence. This map also includes cedar designs, to honor the prayers we say for these mothers and their babies.



Notes: data ranges from 1943 to 2018, but due to challenges in collecting data on historical cases, approximately 80% of the cases in this report have occurred since 2000. All MMIWG photos are sourced from public media.

Missing & Murdered Indigenous Women & Girls in California Cities

Eureka & Redding

UIHI has recorded 5 cases in Eureka, and 3 in Redding, including Jennika Suazo, a Tolowa high school student who was killed in 2016, and Heather Cameron, a Grand Ronde tribal member and mother of four who was last seen shortly before she made three 911 calls from her abusive ex-boyfriend's phone, saying she had been drugged and kidnapped.



Sacramento

UIHI has recorded 13 cases in Sacramento. None of these were ever reported on by media, so no photos or stories on these 13 stolen sisters are available. 3 remain missing, and 10 were murdered.

San Francisco

UIHI has recorded 17 cases in San Francisco, including Jezeille Murdock, who went missing on her 34th birthday in 2017.



Bakersfield

UIHI has recorded 4 cases in Bakersfield, including Peggy Humber, a 44-year-old woman missing since 2000.



San Diego

UIHI has recorded one case in San Diego--Linda Hewitt, murdered in 1978. No photo of Linda or information on her story is available.

UIHI has recorded a total of 41 cases of missing and murdered indigenous women and girls in cities across California. This map includes a design inspired by California tribal basket designs, with abalone components to honor the Yurok story of Abalone Woman, who was killed by her love, Dentalium Man, and became the beautiful shell that indigenous peoples across the continent admire and pray with.

Notes: data ranges from 1943 to 2018, but due to challenges in collecting data on historical cases, approximately 80% of the cases in this report have occurred since 2000. All MMIWG photos are sourced from public media.

Utgaivik

UIHI has recorded 1 case in Utgaivik--Nancy Brower, a 15-year-old high school student raped and murdered in 2002.

In 2018, UIHI filed a FOIA request to the Alaska State Troopers, for information on the number of MMIWG in the state. They estimated there are between 800 to 1,200 homicides of Alaska Native women in their records since 1940, but said the agency does not have the time to pull them. This map has over 1,200 feathers on it, to honor each of those files UIHI could not access. This map also honors the connection our stolen sisters have to our communities and the land, with Alaska-style forget-me-not beadwork designs.

Fairbanks

UIHI has recorded 6 cases in Fairbanks, including Sophie Sergie, a 20-year-old aspiring marine biologist, who was found raped and shot in a bathtub in a University of Alaska dorm in 1993.

Bethel

UIHI has recorded 8 cases in Bethel, including Stella Evon, a 17-year-old Yup'ik girl missing since 1996, and Sandra Frye, a 26-year-old mother of four found murdered in 2017.

Anchorage

UIHI has recorded 31 cases in Anchorage, including Annie Mann, Vera Hapoff, Della Brown, and Genevieve Tetpon, 4 of at least 10 murders of Native women in the span of a few years. Many of these cases remain unsolved, including Annie and Vera's.

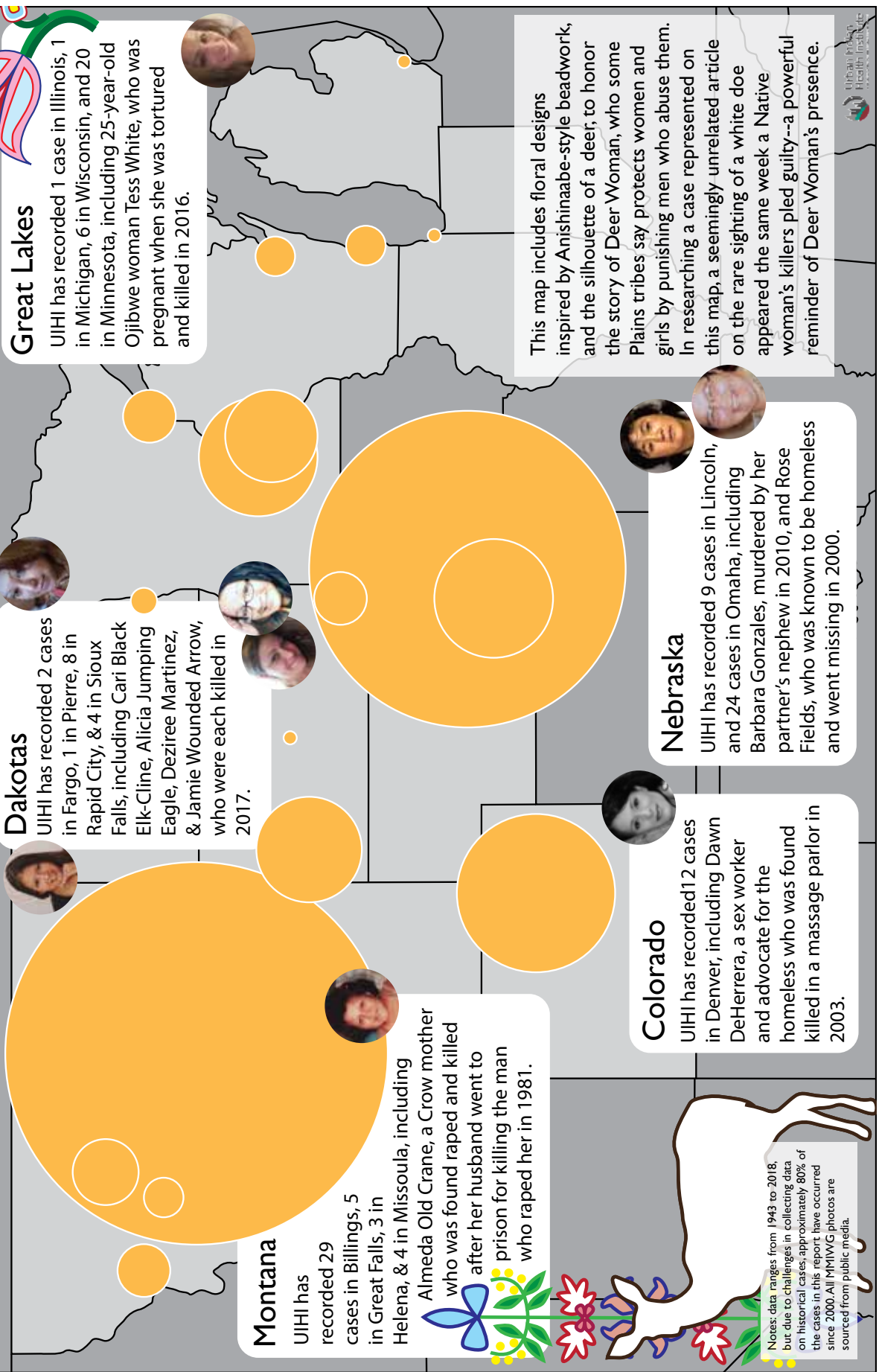
Juneau & Ketchikan

UIHI has recorded 3 cases each in Juneau and Ketchikan, including LoriDee Wilson, a Yup'ik mother of three missing since 2016, and Angeline Dundas, a 34-year-old woman, whose body was pulled from the Tongass Narrows in 2015, within 24 hours of seeking help at a local women's shelter.

Missing & Murdered Indigenous Women & Girls in Alaskan Cities

Notes: data ranges from 1943 to 2018, but due to challenges in collecting data on historical cases, approximately 80% of the cases in this report have occurred since 2000. All MMIWG photos are sourced from public media.

Missing & Murdered Indigenous Women & Girls in Northern Plains & Great Lakes Cities



Salt Lake City

UIHI has recorded 24 cases in Salt Lake City, including Deborah Haudley, who was living at a motel with her partner when he killed her in 2010.



Flagstaff

UIHI has recorded 6 cases in Flagstaff, including Nicole Joe, who was beaten by her partner and left outside in the cold, and died on Christmas Day in 2017.



Gallup

UIHI has recorded 25 cases in Gallup, including high school student Colleen Lincoln, who was beaten to death and burned two days before Christmas in 2010.



Farmington

UIHI has recorded 10 cases in Farmington, including Vanessa Tsosie, whose only photo circulated was the shoes she was wearing at time of death.



Santa Fe

UIHI has recorded 6 cases in Santa Fe, including Navajo woman Melissa Tsosie, who was killed in a homeless encampment in 2015.



Phoenix & Tempe

UIHI has recorded 14 cases in Phoenix, 3 in Tempe, and 4 in Tucson, including Jade Velasquez, who was killed by a serial killer in 2003, a 15-year-old Jane Doe found in 2002.



Tucson

UIHI has recorded 31 cases in Tucson, including Mia Henderson, a Navajo college student murdered in 2007.



Notes: data ranges from 1943 to 2018, but due to challenges in collecting data on historical cases, approximately 80% of the cases in this report have occurred since 2000. All MMWG photos are sourced from public media.

This map includes a design inspired by Southwestern weaving traditions, and images of corn, to honor the cultural and ceremonial uses of corn in the Southwest, and its ties to stories of the sacredness of women.

Albuquerque

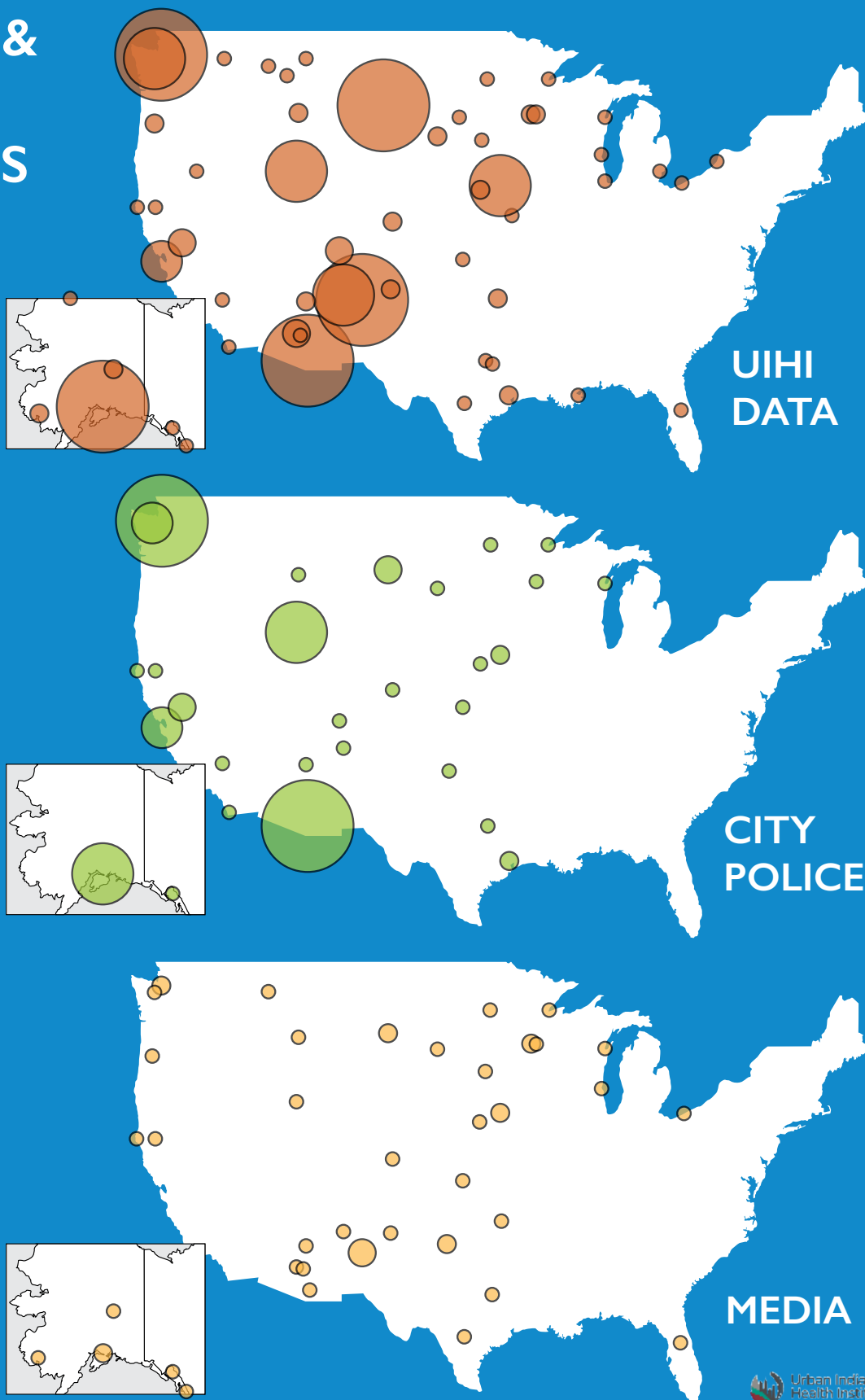
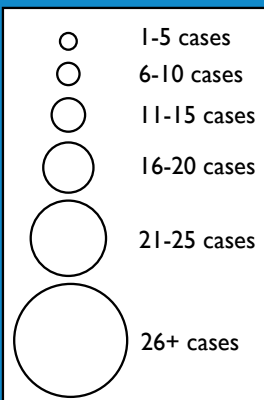
UIHI has recorded 37 cases in Albuquerque, including Terri Benally, Kelly Watson, & Ryan Hoskie, 3 Navajo trans-women killed from 2004-2009. No photos of them were published.



MISSING & MURDERED INDIGENOUS WOMEN & GIRLS IN MAJOR US CITIES

No agency has comprehensive data on the true number of missing and murdered indigenous women and girls, and that further research is needed. A challenge in researching this violence is the drastically different information each source has. On this map, we compare UIHI data to data obtained from FOIA requests to municipal police departments, and to data on which cases from those sources were covered by media. This comparison highlights the gaps and disconnects between community, law enforcement, and media awareness of urban MMIW cases.

Note: data ranges from 1943 to 2018, but due to challenges in collecting data on historical cases, approximately 80% of the cases shown here have occurred since 2000.



APPENDIX

CITY	MISSING	MURDERED	UNKNOWN	TOTAL
Akron, OH	0	0	0	0
Albuquerque, NM	3	16	18	37
Anchorage, AK	3	27	1	31
Arlington, TX	1	0	0	1
Bakersfield, CA	1	3	0	4
Baltimore, MD	0	1	0	1
Bethel, AK	1	3	4	8
Billings, MT	5	16	8	29
Bismarck, ND	0	0	0	0
Boston, MA	0	0	0	0
Buffalo, NY	1	0	1	2
Butte, MT	0	0	0	0
Chicago, IL	0	0	1	1
Cleveland, OH	1	1	0	2
Dallas, TX	1	1	0	2
Denver, CO	1	8	3	12
Detroit, MI	1	0	0	1
Duluth, MN	1	3	0	4
Eureka, CA	3	2	0	5
Fairbanks, AK	3	3	0	6
Fargo, ND	0	2	0	2
Farmington, NM	3	3	4	10
Flagstaff, AZ	0	7	0	7
Fountain Valley, CA	0	0	0	0
Fresno, CA	0	0	0	0
Gallup, NM	12	9	4	25
Great Falls, MT	2	0	3	5
Green Bay, WI	0	3	0	3
Helena, MT	0	0	3	3
Houston, TX	6	1	0	7
Idaho Falls, ID	2	2	3	7
Indianapolis, IN	0	0	0	0
Juneau, AK	2	1	0	3
Kansas City, MO	0	1	0	1
Ketchikan, AK	0	3	0	3
Lincoln, NE	2	5	2	9

CITY	MISSING	MURDERED	UNKNOWN	TOTAL
Los Angeles, CA	0	0	0	0
Milwaukee, WI	1	2	0	3
Minneapolis, MN	2	7	0	9
Missoula, MT	1	1	2	4
New Orleans, LA	1	0	0	1
Oakland, CA	0	0	0	0
Oklahoma City, OK	2	7	1	10
Omaha, NE	11	3	10	24
Orlando, FL	0	2	0	2
Phoenix, AZ	8	6	0	14
Pierre, SD	1	0	0	1
Portland, OR	4	0	2	6
Rapid City, SD	3	5	0	8
Redding, CA	2	1	0	3
Reno, NV	0	0	1	1
Sacramento, CA	3	10	0	13
Salt Lake City, UT	1	22	1	24
San Antonio, TX	1	0	0	1
San Diego, CA	0	1	0	1
San Francisco, CA	1	0	16	17
San Jose, CA	0	0	0	0
Santa Barbara, CA	0	0	0	0
Santa Fe, NM	2	1	3	6
Seattle, WA	7	38	0	45
Sioux Falls, SD	0	4	0	4
Sitka, AK	0	0	0	0
Spokane, WA	0	0	1	1
St. Louis, MO	0	0	0	0
St. Paul, MN	4	3	0	7
Tacoma, WA	13	10	2	25
Tempe, AZ	0	2	1	3
Tucson, AZ	1	30	0	31
Tulsa, OK	4	1	3	8
Utqiagvik, AK	0	1	0	1
Wichita, KS	0	2	0	2
TOTAL	128	280	98	506



Annita Lucchesi (Southern Cheyenne), PhD-c

Abigail Echo-Hawk (Pawnee), MA

Chief Research Officer, Seattle Indian Health Board

Director, Urban Indian Health Institute

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206-812-3030

Partial funding for this report was provided by the Indian Health Service Division of Epidemiology and Disease Prevention, grant #HHS-2016-IHS-EPI-0001. The report contents are solely the responsibility of the authors and do not necessarily represent the official views of the Indian Health Service.

Image credit: U.S. map by Theshibboleth [GFDL (<http://www.gnu.org/copyleft/fdl.html>) or CC-BY-SA-3.0 (<http://creativecommons.org/licenses/by-sa/3.0/>)], via Wikimedia Commons

#MMIW: A PRIMER ON MISSING AND MURDERED INDIGENOUS WOMEN

Violence against women has been a longstanding issue that needs to be addressed in the United States, and for some women, this violence is more prevalent. Indigenous women face the highest rates per capita out of any other race. Statistical data is complicated by inaccurate or absence of race documentation, misreporting gender, and underreporting by victims. Nevertheless, the current data available provides context that illustrates the necessity of community engagement in increasing awareness and addressing all types of violence against Indigenous women. When compared to national averages Indigenous women are:

- 2 ½ times more likely to be assaulted
- 2 times more likely to be stalked
- 5 times more likely to experience interracial violence
- 10 times more likely to be murdered (on some reservations)
- More than 1 in 3 (or 34.1 %) Indigenous women will be raped in her lifetime
- 6 in 10 Indigenous women will be physically assaulted

These statistics reflect the normalization of violence against Indigenous women in this country. ***“Indian Law attorney, Sarah Deer, notes that, “Predators may target Native women and girls precisely because they are perceived as marginalized and outside the protection of the American legal system.”***

Jurisdictional issues, as well as federal law and policies, have impacted Indigenous women on reservations and outside of reservation boundaries in tragic ways. The statistics about violence against Indigenous women is alarming. However, the lack of general awareness is equally, if not more, disturbing.

As of 2018, there is no database system in the United States that tracks how many Indigenous women have been abducted and/or murdered. Families are frequently left wondering about their missing loved ones for years or decades, often without acknowledgement from law enforcement or national data reporting. As the issue of missing and murdered Indigenous women gains more public awareness, it is now the time for all people to help carry the burden of advocating for greater awareness of the violence against Indigenous women in our Country. This is not just a tribal or reservation issue, this is an issue that affects our towns, cities, and states. It is time to for all people to ask for our local, state, and federal governments to do more to adequately track and address violence against Indigenous women.

AS A CALL TO ACTION, THE FOLLOWING STEPS CAN BE TAKEN IN YOUR COMMUNITY:

- Publicly declare Missing & Murdered Indigenous Women Day on May 5 to help raise awareness
- Work with local Indigenous communities to hold awareness and community healing events
- Contact local legislators to lobby for a national MMIW database as well as law reforms to address the prevalence of violence against Indigenous women
- Support families with missing loved ones in their searches and other needs
- Speak up against violence against Indigenous people in your community

Help raise awareness for all #MMIW and their families



Missing and Murdered Indigenous Women

BACKGROUND

Murder is the third leading cause of death among American Indian and Alaska Native women, yet there is no adequate system in place of reporting and investigating these deaths.*

- In 2016, there were 5,712 cases of MMIW, but only 116 of them were logged in the Dept. of Justice database.*
- One of the reasons for the difficulty of obtaining correct information on the actual amount of missing and murdered Indigenous Women is because of an issue called racial misclassification: the incorrect coding of an individual's race or ethnicity. An example of this is American Indian individuals being incorrectly coded as white.
- All of this is to emphasize that there is a need for changes to public information systems on missing people, specifically Native and Indigenous women, while also gaining cooperation from law enforcement agencies to strengthen accurate reporting, identifying, and investigating of missing Native community members.
- Washington state recently passed a MMIW bill, and we hope to follow their lead on taking the first step to establishing a comprehensive reporting system here in Oregon.

WHAT HB 2625 DOES



HB 2625 would direct the Department of State Police to study how to increase criminal justice resources relating to missing & murdered Native American women in Oregon. The study should determine how to increase criminal justice protective and investigative resources for reporting, identification and investigation of missing & murdered Native American women in this state.

Through this study, the department shall consult with:

The Commission of Indian Services



- o Convene meetings with tribal and local law enforcement partners, federally recognized tribes, and urban Indian orgs to determine scope of problem and find ways to create partnerships to increase reporting, identification and investigation of missing & murdered Native American women in OR

The US Dept of Justice

- o Determine ways to increase information sharing and coordination of resources to focus on reporting/identification/investigation of missing & murdered Native American women in OR

SUPPORT SHARED

MMIW USA
City of Portland
Ceasefire Oregon
Greater Portland NOW
Oregon Black Assembly
Oregon Student Association
Partnership for Safety & Justice
Multnomah County Chair Kafoury
Columbia River ANB/ANS Camp 49
Oregon Physicians for Social Responsibility

Representative Tawna Sanchez
rep.tawnasanchez@oregonlegislature.gov

*Data sourced from Urban Indian Health Institute Report on Missing and Murdered Indigenous Women & Girls, 2018

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF PROCLAIMING MAY 5,)	RESOLUTION NO. 18-4891
2018 AS A DAY OF AWARENESS FOR)	
MISSING AND MURDERED NATIVE WOMEN)	Introduced by Deputy Council President
AND GIRLS	Shirley Craddick

WHEREAS, Metro stands with other tribal, local, regional, state and national governments and organizations in support of National Day of Awareness for Missing and Murdered Native Women and Girls; and

WHEREAS, the lasting effect of colonization and a history of oppressive policies directly correlates to the rise of violence against Native women and girls, which is in direct conflict with tribal cultural values; and

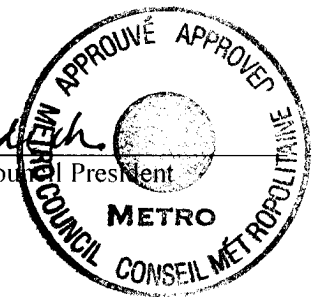
WHEREAS, the disappearances and murders of Native women and girls is often directly connected to domestic violence, sexual assault or trafficking, which is a direct threat to tribal sovereignty and compromises Indian Country's ability to heal from historic trauma; and

WHEREAS, American Indian and Alaska Native women are 2.5 times more likely to experience violent crimes – and at least twice as likely to experience rape or sexual assault crimes – compared to all other races, according to a 2013 National Congress of American Indian Policy Research Center report; now therefore,


BE IT RESOLVED that the Metro Council proclaims May 5, 2018 as a Day of Awareness for Missing and Murdered Native Women and Girls in the greater Portland region. We encourage other businesses, organizations, public institutions and community members to observe this day and learn and teach others about the acute crisis facing Native women and girls.

ADOPTED by the Metro Council this 3rd day of May 2018.


Shirley Craddick, Deputy Council President



Approved as to Form:


Alison R. Kean, Metro Attorney

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 18-4891, FOR THE PURPOSE OF PROCLAIMING MAY 5, 2018 AS A DAY OF AWARENESS FOR MISSING AND MURDERED NATIVE WOMEN AND GIRLS

Date: 4/26/18

Prepared by: Maiya Osife, Metro Parks and Nature

BACKGROUND

- American Indian and Alaska Native women are 2.5 times more likely to experience violent crimes – and at least twice as likely to experience rape or sexual assault crimes – compared to all other races, according to a 2013 National Congress of American Indian Policy Research Center report. On some reservations, Indigenous women are murdered at 10 times the national average rate.
- A 2016 National Institute of Justice–funded study revealed that a staggering 84% of Indigenous women have experienced violence in their lifetime, and 56% of Indigenous women are survivors of sexual violence.
- There remains insufficient data on the total number of missing Indigenous women in the United States or Canada because there's been no centralized database for keeping that information.
- In 2013, the Canadian government began a national inquiry into Missing and Murdered Indigenous women and girls, but the United States has yet to take such action.
- Metro Council has the opportunity to stand with other tribal, local, regional, state and national governments and organizations in honoring May 5, 2018 as National Day of Awareness for Missing and Murdered Native Women and Girls.

ANALYSIS/INFORMATION

1. **Known Opposition:** None.
2. **Legal Antecedents:** March 29, 2018: City of Portland passed a resolution to proclaim May 5, 2018 as a Day of Awareness for Missing and Murdered Native Women and Girls.
3. **Anticipated Effects:** May 5, 2018 will be honored as a National Day of Awareness for Missing and Murdered Native Women and Girls.
4. **Budget Impacts:** None.

RECOMMENDED ACTION

Staff recommends that the Metro Council adopt Resolution No. 18-4891 proclaiming May 5, 2018 as National Day of Awareness for Missing and Murdered Native Women and Girls.

Agenda Item No. 3.1

Resolution No. 19-4983, For the Purpose of Adding or Amending Existing Projects to the 2018-21 Metropolitan Transportation Improvement Program Involving One Project Impacting SMART (AP19-08-APR)

Consent Agenda

Metro Council Meeting
Thursday, May 2, 2019
Metro Regional Center, Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADDING OR)	RESOLUTION NO. 19-4983
AMENDING EXISTING PROJECTS TO THE)	
2018-21 METROPOLITAN TRANSPORTATION)	Introduced by: Chief Operating Officer
IMPROVEMENT PROGRAM INVOLVING ONE)	Martha Bennett in concurrence with
PROJECT IMPACTING SMART (AP19-08-APR))	Council President Lynn Peterson

WHEREAS, the Metropolitan Transportation Improvement Program (MTIP) prioritizes projects from the Regional Transportation Plan (RTP) to receive transportation related funding; and

WHEREAS, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council approved the 2018-21 MTIP via Resolution 17-4817 on July 27, 2017; and

WHEREAS, JPACT and the Metro Council must approve any subsequent amendments to add new projects or substantially modify existing projects in the MTIP; and

WHEREAS, the U.S. Department of Transportation (USDOT) has issued clarified MTIP amendment submission rules and definitions for MTIP formal amendments and administrative modifications that both ODOT and all Oregon MPOs must adhere to which includes that all new projects added to the MTIP must complete the formal amendment process; and

WHEREAS, the South Metro Area Regional Transit Agency (SMART) in Wilsonville received a \$320,000 Federal Transit Agency (FTA) discretionary grant under the 2016 FTA Section 5339(b) Bus and Bus Facilities program grant for the purchase of a new replacement bus; and

WHEREAS, FTA's 5339(b) Bus and Bus Facilities Program is a discretionary funding program with the purpose to improve the condition of the nation's public transportation bus fleets, expand transportation access to employment, educational, and healthcare facilities, and to improve mobility options in rural and urban areas throughout the country; and

WHEREAS, the 5339(b) funding award will enable SMART to purchase one replacement 30-foot low-floor, American Disabilities Act compliant diesel bus which will replace a high-floor bus which will provide improved accessibility for SMART ridership; and

WHEREAS, SMART is matching the \$320,000 5339(b) grant award with \$130,000 of their local funds as the project match resulting in a total project cost of \$450,000; and

WHEREAS, all amended projects were evaluated against seven revised MTIP review factors to ensure all requested changes and additions can be accomplished legally through the MTIP amendment process; and

WHEREAS, the MTIP review factors included project eligibility/proof of funding, RTP consistency with the financially constrained element, consistency with RTP goals and strategies, determination of amendment type, inclusion in the Metro transportation regional models, determination of Regional Significance, fiscal constraint verification, and compliance with MPO MTIP federal management responsibilities; and

WHEREAS, the MTIP's financial constraint finding is maintained as all projects proof of funding has been verified; and

WHEREAS, no negative impacts to air conformity will exist as a result of the changes completed through the April 2019 Formal MTIP Amendment; and

WHEREAS, all projects included in the April 2019 Formal MTIP Amendment successfully completed a required 30-day public notification/opportunity to comment period without any significant issues raised; and

WHEREAS, TPAC received their notification and recommended approval on April 5, 2019 and approved the amendment approval recommendation to JPACT; now therefore

BE IT RESOLVED that the Metro Council hereby adopts the recommendation of JPACT on April 18, 2019 to formally amend the 2018-21 MTIP to include the April 2019 Formal Amendment bundle consisting of one project.

ADOPTED by the Metro Council this ____ day of _____ 2019.

Approved as to Form:

Lynn Peterson, Council President

Nathan A.S. Sykes, Acting Metro Attorney

2018-2021 Metropolitan Transportation Improvement Program
Exhibit A to Resolution 19-4983



Proposed March 2019 Formal Amendment Bundle
Amendment Type: **Formal/Full**
Amendment #: **AP19--08-APR**
Total Number of Projects: 1

ODOT Key #	MTIP ID #	Lead Agency	Project Name	Project Description	Description of Changes
New TBD	New TBD	SMART	FY 2016 Bus Replacement (SMART)	FTA 5339(b) 2016 Discretionary Funding Award, D2016-BUSP- 042, procurement of one low- floor 30-foot replacement bus	ADD NEW PROJECT: The formal amendment adds SMART's discretionary FTA 5339(b) grant award to the MTIP enabling them to move forward and receive their grant funds to purchase 1 replacement 30-foot low-floor, ADA compliant, diesel bus



Metro
2018-21 Metropolitan Transportation Improvement Program (MTIP)
Exhibit A to Resolution 19-4983
PROJECT AMENDMENT DETAIL WORKSHEET

Formal Amendment
New Project
Initial Programming

Lead Agency: SMART					Project Type:	Transit		ODOT Key:	New	
Project Name: Purchase 1 Replacement 30 ft Low-Floor Diesel Bus (SMART) (FY 2016 Bus Replacement (SMART))					ODOT Type	Bike/Ped		MTIP ID:	New	
					Capacity Enhancing:	No		Status:	T22	
Short Description: FTA 5339(b) 2016 Discretionary Funding Award , D2016-BUSP-042, procurement of one low-floor 30-foot replacement bus					Conformity Exempt:	Yes		RTP ID:		11107
					On State Hwy Sys:	No		RFFA ID:		N/A
					Mile Post Begin:	N/A		RFFA Cycle:		N/A
					Mile Post End:	N/A		UPWP:		No
					Length:	N/A		UPWP Cycle:		N/A
Project Status: T22 = Programming actions in progress or programmed in current MTIP					1st Year Program'd:	2019		Past Amend:		0
			Years Active:	1	OTC Approve:		No			
Detailed Description: In the city of Wilsonville area for SMART in the southern Metro MPO region, procure one low-floor 30-foot replacement bus per FTA 5339(b) 2016 Discretionary Funding Award, D2016-BUSP-042										
STIP Description: TBD										
PROJECT FUNDING DETAILS										
Fund Type Code	Fund Code	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other (Transit)	Total		
Federal Funds										
5339(b)	TBD	2019					\$ 320,000	\$ 320,000		
								\$ -		
							Federal Total:	\$ 320,000		
State Funds										
								\$ -		
							State Total:	\$ -		
Local Funds										
Local	Match	2019					\$ 80,000	\$ 80,000		
Other	OTH0	2019					\$ 50,000	\$ 50,000		
							Local Total	\$ 130,000		
Phase Totals Before Amend:			\$ -	\$ -	\$ -	\$ -	\$ -	\$ -		
Phase Totals After Amend:			\$ -	\$ -	\$ -	\$ -	\$ 450,000	\$ 450,000		
Year Of Expenditure (YOE):								\$	450,000	

Notes and Changes:

Red font = prior amended funding or project details. Blue font = amended changes to funding or project details. Black font indicates no change has occurred.

Amendment Summary:

The formal amendment adds this new project to the 2018 MTIP for SMART. The programming will allow SMART to move forward and receive their grant award to procure one replacement 30-foot diesel bus. Project funding originates from a discretionary award from the FTA 5339(b) Bus and & Bus Facilities Investment Program consisting of \$320,000 of 5339(b) funds. The purpose of the Bus Program is to improve the condition of the nation's public transportation bus fleets, expand transportation access to employment, educational, and healthcare facilities, and to improve mobility options in rural and urban areas throughout the country.

RTP References:

> RTP ID: 11109 - Bus Replacements - including Alternative Fuel Vehicles

> RTP Description: Purchase buses to replace those that are out of date, unreliable or inoperable. Replacements buses could include alternative fuel vehicles or autonomous vehicles.

Fund Codes:

> 5339(b) = Federal Transit Agency (FTA) discretionary funding program with the purpose to improve the condition of the nation's public transportation bus fleets, expand transportation access to employment, educational, and healthcare facilities, and to improve mobility options in rural and urban areas throughout the country.

> Local = Local agency funds provided by the agency in support of the required match to the federal or state funds.

> Match note: Local match set at standard 20% requirement (\$80,000) with the remaining \$50,000 programmed as overmatch to the project.

Amendment Review and Development Personnel:

> Exemption Status: Exempt project per 40 CFR 93.126, Table 2 - Mass Transit, Purchase of new buses and rail cars to replace existing vehicles or for minor expansions of the fleet.

> ODOT LAL: Not Applicable.

> Project Manager or Agency Contact: Elli Work

> Metro MTIP Programming Manager: Ken Lobeck.

> ODOT Region 1 STIP Coordinator: Gabriela Garcia

Memo



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

Date: Thursday, April 18, 2019
To: Metro Council and Interested Parties
From: Ken Lobeck, Funding Programs Lead, 503-797-1785
Subject: April 2019 MTIP Formal Amendment plus Approval Request of Resolution 19-4983

STAFF REPORT

FOR THE PURPOSE OF ADDING OR AMENDING EXISTING PROJECTS TO THE 2018-21 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM INVOLVING ONE PROJECT IMPACTING SMART (AP19-08-APR)

BACKGROUND

What This Is:

The April 2019 Formal Metropolitan Transportation Improvement Program (MTIP) Amendment bundle (for FFY 2019) contains required changes and updates impacting SMART. One project comprises the amendment bundle.

What is the requested action?

JPACT recommends Metro Council approval for resolution 19-4983 and then on to USDOT for final approval enabling SMART's new project to be amended correctly into the 2018 MTIP.

The summary of the one project is shown in the below table:

Proposed April 2019 Formal Amendment Bundle Amendment Type: Formal/Full Amendment #: AP19-08-APR Total Number of Projects: 1					
ODOT Key #	MTIP ID #	Lead Agency	Project Name	Project Description	Description of Changes
New 21462	New TBD	SMART	FY 2016 Bus Replacement (SMART)	FTA 5339(b) 2016 Discretionary Funding Award, D2016-BUSP-042, procurement of one low-floor, ADA compliant, 30-foot replacement bus	ADD NEW PROJECT: The formal amendment adds SMART's discretionary FTA 5339(b) grant award to the MTIP enabling them to move forward and receive their grant funds to purchase the replacement 30-foot diesel bus

A detailed summary of the SMART's new project being add to the MTIP is provided in the tables on the following pages.

Project 1: FY 2016 Bus Replacement (SMART) (New Project)			
Lead Agency:	SMART		
ODOT Key Number:	New TBD	MTIP ID Number:	New TBD
Projects Description:	<p>Project Snapshot:</p> <ul style="list-style-type: none"> Proposed improvements: In the city of Wilsonville area for SMART in the southern Metro MPO region, purchase one low-floor, 30-foot, ADA compliant, replacement bus per FTA 5339(b) 2016 Discretionary Funding Award, D2016-BUSP-042 Source: New MTIP project Funding: Federal Transit Agency discretionary Section 5339(b) funding award Type: Transit Location: In the city of Wilsonville area for SMART Cross Streets: N/A Mile Post Limits: N/A Bus Type Purchase: Replacement Current Status Code: T22 = Programming actions in progress or programmed in current MTIP STIP Amendment Number: TBD MTIP Amendment Number: AP19-08-APR 		
What is changing?	<p>AMENDMENT ACTION: ADD NEW PROJECT</p> <p>SMART received a discretionary FTA funding award from the 2016 5339(b) Discretionary program. FTA's Section 5339(b) Bus and Bus Facilities program purpose is to improve the condition of the nation's public transportation bus fleets, expand transportation access to employment, educational, and healthcare facilities, and to improve mobility options in rural and urban areas throughout the country.</p> <p>The 5339(b) Discretionary program addresses FTA's statutory requirement to "consider the age and condition of buses, bus fleets, related equipment, and bus-related facilities". FTA will prioritize projects that demonstrate how they will address significant repair and maintenance needs, improve the safety of transit systems, deploy connective projects that include advanced technologies to connect bus systems with other networks, and support the creation of ladders of opportunity.</p> <p>From the 2016 5339(b) Discretionary Project call, SMART was awarded 5339(b) funds to purchase 1 replacement 30-foot low-floor, ADA compliant diesel bus. The new vehicle will replace a high-floor bus, which creates accessibility challenges for SMART's growing number of elderly and disabled riders. SMART is committed to converting our fleet to low-floor buses as replacements occur.</p> <p>The 5339(b) grant award is \$320,000 which SMART is matching with \$130,000 for a total project cost of \$450,000</p> <p>Added note: Subsequent discussions with FTA over the standard project naming convention rules in the STIP and MTIP resulted in a more general name to be used for the project. The revised name is now "FY 2016 Bus Replacement (SMART)". The project description will provide additional clarifying remarks about the bus purchase.</p>		

Additional Details:	Timing for MTIP programming and approval is urgent to enable sufficient time for SMART to submit their TrAMS transit grant request to FTA for approval to begin expending funds before the end of September 2019. Original grant award occurred on October 12, 2016.					
	<p style="text-align: center;">Federal Register / Vol. 81, No. 197 / Wednesday, October 12, 2016 / Notices 70485</p> <hr/> <p style="text-align: center;">TABLE 1—FY 16 GRANTS FOR BUSES AND BUS FACILITIES COMPETITION PROJECT SELECTIONS—Continued</p>					
	State	Recipient	Project ID	Project description	Allocation	Project rating
	NY	New York City Department of Transportation.	D2016-BUSP-038	Construct a combination of bus lanes, stations, refurbished bus stops and transfer points, safety improvements, and transit signal priority and signal timing changes.	4,273,771	Recommended.
	OH	Ohio Department of Transportation.	D2016-BUSP-039	Purchase replacement transit vehicles for rural service.	6,691,634	Highly Recommended.
	OK	Central Oklahoma Transportation and Parking Authority.	D2016-BUSP-040	Purchase CNG replacement buses.	1,932,000	Highly Recommended.
	OK	Oklahoma Department of Transportation.	D2016-BUSP-041	Purchase replacement ADA transit vehicles.	3,590,154	Highly Recommended.
	OR	City of Wilsonville—SMART Transit.	D2016-BUSP-042	Purchase low-floor 30-foot replacement bus.	320,000	Highly Recommended.
	PA	River Valley Transit (Williamsport, AA).	D2016-BUSP-043	Purchase CNG replacement buses.	2,040,000	Highly Recommended.
	PA	Southeastern Pennsylvania Transportation Authority (SEPTA).	D2016-BUSP-044	Rehabilitate Wissahickon Transit Center.	4,000,000	Highly Recommended.
	PA	Transportation and Motor Buses for Public Use Authority (Altoona, PA).	D2016-BUSP-045	Purchase replacement transit buses.	864,000	Highly Recommended.
Why a Formal amendment is required?	Per the FHWA/FTA/ODOT/MPO Amendment Matrix, new projects being added to the MTIP require a formal/full amendment.					
Total Programmed Amount:	The total project programming amount is \$450,000 of which \$320,000 is federal FTA 5339(b)					
Added Notes:	FTA verified the grant award to SMART					

Note: The Amendment Matrix located on the next page is included as a reference for the rules and justifications governing Formal Amendments and Administrative Modifications to the MTIP that the MPOs and ODOT must follow.

METRO REQUIRED PROJECT AMENDMENT REVIEWS

In accordance with 23 CFR 450.316-328, Metro is responsible for reviewing and ensuring MTIP amendments comply with all federal programming requirements. Each project and their requested changes are evaluated against multiple MTIP programming review factors that originate from 23 CFR 450.316-328. The programming factors include:

- Verification as required to programmed in the MTIP:
 - Awarded federal funds and is considered a transportation project
 - Identified as a regionally significant project.
 - Identified on and impacts Metro transportation modeling networks.
 - Requires any sort of federal approvals which the MTIP is involved.
- Passes fiscal constraint verification:
 - Project eligibility for the use of the funds
 - Proof and verification of funding commitment
 - Requires the MPO to establish a documented process proving MTIP programming does not exceed the allocated funding for each year of the four year MTIP and for all funds identified in the MTIP.

- Passes the RTP consistency review:
 - Identified in the current approved constrained RTP either as a stand- alone project or in an approved project grouping bucket
 - RTP project cost consistent with requested programming amount in the MTIP
 - If a capacity enhancing project – is identified in the approved Metro modeling network
- Satisfies RTP goals and strategies consistency: Meets one or more goals or strategies identified in the current RTP
- Determined the project is eligible to be added to the MTIP, or can be legally amended as required without violating provisions of 23 CFR450.300-338 either as a formal Amendment or administrative modification:
 - Does not violate supplemental directive guidance from FHWA/FTA's approved Amendment Matrix.
 - Adheres to conditions and limitation for completing technical corrections, administrative modifications, or formal amendments in the MTIP.
 - Is eligible for special programming exceptions periodically negotiated with USDOT as well.
 - Programming determined to be reasonable of phase obligation timing and is consistent with project delivery schedule timing.
- MPO responsibilities completion:
 - Completion of the required 30 day Public Notification period:
 - Project monitoring, fund obligations, and expenditure of allocated funds in a timely fashion.
 - Acting on behalf of USDOT to provide the required forum and complete necessary discussions of proposed transportation improvements/strategies throughout the MPO.

ODOT-FTA-FHWA Amendment Matrix	
Type of Change	
FULL AMENDMENTS	
1. Adding or cancelling a federally funded, and regionally significant project to the STIP and state funded projects which will potentially be federalized	
2. Major change in project scope. Major scope change includes:	
• Change in project termini - greater than .25 mile in any direction	
• Changes to the approved environmental footprint	
• Impacts to AQ conformity	
• Adding capacity per FHWA Standards	
• Adding or deleting worktype	
3. Changes in Fiscal Constraint by the following criteria:	
• FHWA project cost increase/decrease:	
• Projects under \$500K – increase/decrease over 50%	
• Projects \$500K to \$1M – increase/decrease over 30%	
• Projects \$1M and over – increase/decrease over 20%	
• All FTA project changes – increase/decrease over 30%	
4. Adding an emergency relief permanent repair project that involves substantial change in function and location.	
ADMINISTRATIVE/TECHNICAL ADJUSTMENTS	
1. Advancing or Slipping an approved project/phase within the current STIP (If slipping outside current STIP, see Full Amendments #2)	
2. Adding or deleting any phase (except CN) of an approved project below Full Amendment #3	
3. Combining two or more approved projects into one or splitting an approved project into two or more, or splitting part of an approved project to a new one.	
4. Splitting a new project out of an approved program-specific pool of funds (but not reserves for future projects) or adding funds to an existing project from a bucket or reserve if the project was selected through a specific process (i.e. ARTS, Local Bridge...)	
5. Minor technical corrections to make the printed STIP consistent with prior approvals, such as typos or missing data.	
6. Changing name of project due to change in scope, combining or splitting of projects, or to better conform to naming convention. (For major change in scope, see Full Amendments #2)	
7. Adding a temporary emergency repair and relief project that does not involve substantial change in function and location.	

APPROVAL STEPS AND TIMING

Metro's approval process for formal amendment includes multiple steps. The required approvals for the February 2019 Formal MTIP amendment will include the following:

Action

Target Date

- Initiate the required 30-day public notification process..... March 27, 2019
- TPAC notification and approval recommendation..... April 5, 2019
- JPACT approval and recommendation to Council..... April 18, 2019*

- Completion of public notification process..... April 25, 2019
- Metro Council approval..... May 2, 2019

Notes:

- * If any notable comments are received during the public comment period requiring follow-on discussions, they will be addressed by JPACT.

USDOT Approval Steps:

<u>Action</u>	<u>Target Date</u>
• Metro development of amendment narrative package	May 6, 2019
• Amendment bundle submission to ODOT for review.....	May 7, 2019
• Submission of the final amendment package to USDOT.....	May 7, 2019
• ODOT clarification and approval.....	Mid-April, 2019
• USDOT clarification and final amendment approval.....	Late April-early May, 2019

ANALYSIS/INFORMATION

1. **Known Opposition:** None known at this time.
2. **Legal Antecedents:** Amends the 2018-2021 Metropolitan Transportation Improvement Program adopted by Metro Council Resolution 17-4817 on July 27, 2017 (For The Purpose of Adopting the Metropolitan Transportation Improvement Program for the Portland Metropolitan Area).
3. **Anticipated Effects:** Enables the projects to obligate and expend awarded federal funds.
4. **Metro Budget Impacts:** None to Metro

RECOMMENDED ACTION:

JPACT recommends the approval of Resolution 19-4983.

- JPACT approval date: April 18, 2019
- TPAC approval date: April 5, 2019

No attachments

Agenda Item No. 3.2

Resolution No. 19-4990, For the Purpose of Confirming
the Appointments of Derron Coles and Kelly Stevens to the
Metro Central Station Community Enhancement
Committee (MCSCEC)

Consent Agenda

Metro Council Meeting
Thursday, May 2, 2019
Metro Regional Center, Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF CONFIRMING THE) RESOLUTION NO. 19-4990
APPOINTMENTS OF DERRON COLES AND)
KELLY STEVENS TO THE METRO CENTRAL) Introduced by Councilor Sam Chase
STATION COMMUNITY ENHANCEMENT
COMMITTEE (MCSCEC)

WHEREAS, Metro Code Chapter 2.19.030, "Membership of the Advisory Committees," states that all members and alternate members of all Metro Advisory Committees shall be appointed by the Council President and shall be subject to confirmation by the Council; and

WHEREAS, Metro Code Chapter 2.19.120, "Metro Central Station Community Enhancement Committee (MCSCEC)," provides for the MCSCEC; and

WHEREAS, Metro Code Chapter 2.19.120(b)(1) sets forth representation criteria for membership on the committee; and

WHEREAS, vacancies have occurred in representation of the Linnton Neighborhood and Northwest Business Community on the MCSCEC; and

WHEREAS, the Council President has appointed Derron Coles, a small business owner who operates within the enhancement boundary, Kelly Stevens, a resident of the Linnton Neighborhood, subject to confirmation by the Metro Council; and

WHEREAS, Metro Code Chapter 2.19.030 states that advisory committee members are limited to two consecutive two-year terms; and

WHEREAS, Derron Coles and Kelly Stevens are members in good standing and their appointment is supported by the Committee Chair; and

BE IT RESOLVED that the Metro Council confirms the appointments of Derron Coles and Kelly Stevens to Metro's Metro Central Station Community Enhancement Committee

ADOPTED by the Metro Council this 2nd day of May 2019.

Lynn Peterson, Council President

Approved as to Form:

Nathan Sykes, Metro Attorney

FOR THE PURPOSE OF CONFIRMING THE APPOINTMENTS OF DERRON COLES AND KELLY STEVENS TO THE METRO CENTRAL STATION COMMUNITY ENHANCEMENT COMMITTEE (MCSCEC)

Date: April 18, 2019
Department: Property and Environmental Services
Meeting Date: May 2, 2019

Prepared by: Rob Nathan, 503-797-1691
Presenter(s): Councilor Sam Chase and Rob Nathan
Length: Consent

ISSUE STATEMENT

Two vacancies have occurred in the Metro Central Station Community Enhancement Committee (hereinafter referred to as MCSCEC) membership. These vacancies in the MCSCEC membership currently exist due to the end of a term for members representing the Linnton Neighborhood and Northwest Business Owners.

ACTION REQUESTED

Lynn Peterson, Council President, and Councilor Sam Chase, chair of the MCSCEC recommend adoption of this resolution to confirm the appointment of Mr. Coles and Ms. Stevens to serve on the MCSCEC.

IDENTIFIED POLICY OUTCOMES

With adoption of this resolution, Derron Coles and Kelly Stevens will be appointed to one, two-year, term on the MCSCEC with the option to serve a second two-year term.

STAFF RECOMMENDATIONS

Staff recommends adoption of this resolution to appoint Derron Coles and Kelly Stevens to the MCSCEC. Their interest forms articulate their passion for community enhancement and their connectedness to the communities they work and live in. In addition, their experiences in equity and environmental work with the greater Portland area's most vulnerable populations make them especially well-positioned candidates for the MCSCEC.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

- How does this advance Metro's racial equity goals?
This engagement approach for recruiting committee members and the appointment of one of these members supports Goal B/Objective 2: Increase participation of communities of color in metro decision-making.
- How does this advance Metro's climate action goals?
Derron Coles and Kelly Stevens are actively engaged in improving the health of our natural environment in both their professional and personal lives. Their environmental stewardship work and residency in the Linnton Neighborhood makes them uniquely suited to address the diverse geography

of the Enhancement Grant boundary and promote community-based solutions to the environmental issues of their communities.

- Known Opposition/Support/Community Feedback
There is no known opposition to appointment of Derron Coles or Kelly Stevens to the MCSCEC
- Explicit list of stakeholder groups and individuals who have been involved in policy development.
Sam Chase, Metro Councilor District 5
Rob Nathan, Metro Community Enhancement Grant Manager
- Legal Antecedents
Chapter 2.19 of the Metro Code Relating to Advisory Committees; Section 2.19.120 provides for a Metro Central Station Community Enhancement Committee and sets forth guidelines for representation.
- Anticipated Effects
Adoption of this resolution would confirm the appointment of Derron Coles and Kelly Stevens to the MCSCEC.

BACKGROUND

The MCSCEC is charged with helping develop plans to administer grant funds, solicit and review grant applications, and select for funding improvement projects that benefit the area directly affected by the Metro Central transfer station, including portions of Northwest and North Portland.

Sam Chase, Councilor of Metro district 5, chairs the seven-member committee. Members are required to reside within the boundaries of their respective neighborhood associations. The business and environmental representatives have no residency requirement but must maintain interest in the enhancement boundary. This requirement does not apply to the Metro Councilor appointed to the committee.

A recruitment to fill the positions began in December of 2018, seeking replacement to represent three openings on the MCSCEC (Forest Park, Linnton, and a business representative). Metro staff engaged community partners who service historically marginalized communities to within the enhancement boundary in attempt to recruit members. We ended up with multiple referrals and had conversations with four different residents who qualified and met the requirements for the vacant seats. Two residents decided to submit interest forms and staff recommended both of these individuals for the Linnton Neighborhood seat and business community seat.

ATTACHMENTS

Attachment 1 – Derron Coles MCSCEC interest form

Attachment 2 – Kelly Stevens MCSCEC interest form



600 NE Grand Ave.
Portland, OR 97232-2736
oregonmetro.gov

Metro Central Community Enhancement Program Committee interest form

Please return completed two-page application to:

Metro Regional Center

Attn: Rob Nathan

Email: rob.nathan@oregonmetro.gov

Questions? Call 503-797-1691

Information

Name: Derron Coles

Organization or business (optional): DRC Learning Solutions

Mailing address: 8802 NW Shepherd Street

City: Portland State: Oregon Zip: 97231

Preferred phone: (541) 908-1594 Email: derron@drcLearningSolutions.com

Residential address: 8802 NW Shepherd Street

Check one:

☐ Forest Park Neighborhood Association

☐ Friends of Cathedral Park

☐ Linnton Neighborhood Association

☐ Northwest District Neighborhood Association

☒ Northwest Business Owner

Metro strives for membership on its committee that reflects the diversity of the Portland metro region.

The following demographic information is optional:

Gender: Male Age: 40 Race or ethnicity: African American

Briefly describe your interest in the Metro Central Enhancement Committee and why you would like to serve.

My interest in serving derives from my identity as a Black environmental steward. I have devoted my career to diversifying the green sector, while correcting the environmental injustices placed on low-income residents and communities of color. I continue to accomplish this goal through nonprofit workforce development programming (The Blueprint Foundation) and for-profit JEDI (justice, equity, diversity, and inclusion) assessment and training for green sector companies (DRC Learning Solutions). My work for both entities occurs in or near the project area and encompasses the community needs outlined as justification for the MCE grants; namely, community enhancement and wildlife area restoration, environmental literacy education and improving access to nature-based activities. Given this



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alignment of goals, I look forward to contributing to the successful launch of similar efforts that can add to our collective impact.

Members of the Metro Central Enhancement Committee offer a wide variety of complementary skills and experiences. Please describe your relevant knowledge and experience.

I would describe myself as a learning strategist with over 18 years of experience designing learner-focused competency development training. My curriculum design portfolio is wide-ranging, running the gamut from learning solutions for technical topics, like a globally utilized online training on river system analysis, to interpersonal skills training, such as his award-winning cultural competency curriculum.

I have a bachelor's degree in mechanical engineering from University of Maryland, Baltimore County, and a masters and doctorate in civil engineering with a water resources focus from Oregon State University. For the last 5 years, I have been executive director of the Blueprint Foundation, where I implement extracurricular programming for environmental science and green building that uses a model for student development called **WISE** (Witness, investigate, solve, educate), where students witness the beauty and benefits of nature, investigate environmental issues in their neighborhood and watershed, contribute to a solution (e.g., building a bioswale), then educate their community about what they learned. All programming is culturally responsive and takes into account the inequitable environmental burden placed on Black, Brown Indigenous and low-income communities.

Please explain how you keep informed and aware of the community's diverse needs and priorities. Summarize any relevant experience working with people of varied backgrounds

The Blueprint Foundation is, at its core, built upon relationships. These relationships are interwoven between TBF staff, the mentors we employ, the organizations and community members we partner with, and most importantly, the youth and their families that we serve. A key component of nurturing and strengthening these relationships is to give voice and agency to those we serve by formally and informally soliciting their feedback. This is done directly during group and one-on-one discussion sessions, via written pre/post assessments of learning and service activities, as well as routine surveys and questionnaires through the web-based Survey Monkey software. Feedback and data from these inquiries gauge impact and effectiveness of our learning activities, as well as identify activities, skills, and knowledge most valued by program participants.

I also learn of community needs and priorities through DRC Learning Solutions, as I provide program evaluation and strategic planning consulting to various community-based organizations, governmental entities, and private businesses. The focus of my company is JEDI; consequently, the goal of my assessments and planning assignments is usually determining the needs of historically marginalized communities and people.

Do you anticipate any conflicts of interest that might require you to excuse yourself from the review of any potential project? For example, do you or an immediate family member staff or sit on the board of an organization that might seek a grant from this program? Are you a consultant that might be interested in submitting a proposal for the type of work that this program funds? Please explain.

The Blueprint Foundation does have work that aligns with this program. We have not previously sought out funds from this grant program. If we decide to do so in future, I would excuse myself from the scoring and discussion of that project. Similarly, I would do so if one of our partner organizations applies. I have previously served on a Metro grant selection committee where the latter has occurred.



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Metro Central Community Enhancement Program Committee interest form

Please return completed two-page application to:

Metro Regional Center

Attn: Rob Nathan

Email: rob.nathan@oregonmetro.gov

Questions? Call 503-797-1691

Information

Name: Kelly Stevens

Organization or business (optional): ReBuilding Center

Mailing address: 8919 NW Mills Street

City: Portland State: OR Zip: 97231

Preferred phone: 541.968.4416 Email: kboreing@gmail.com

Residential address: 8919 NW Mills Street

Check one:

☐ Forest Park Neighborhood Association

☐ Northwest District Neighborhood Association

☐ Friends of Cathedral Park

☐ Northwest Industrial area (NINA)

☒ Linnton Neighborhood Association

Metro strives for membership on its committee that reflects the diversity of the Portland metro region.

The following demographic information is optional:

Gender: Female Age: 32 Race or ethnicity: White (Non-Hispanic)

Briefly describe your interest in the Metro Central Enhancement Committee and why you would like to serve.

I am passionate about working and volunteering for initiatives that improve the health of our natural environment and foster equity. As part of the Linnton neighborhood since 2017, I see joining the Metro Central Enhancement Committee as a way to bridge my skills and passion while supporting vital projects in my closest community. The Linnton community has a rich cultural history and a unique geography where forest meets heavy industry and river—and with that, environmental and justice concerns.



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Members of the Metro Central Enhancement Committee offer a wide variety of complementary skills and experiences. Please describe your relevant knowledge and experience.

I currently work as the Deputy Director at the ReBuilding Center where we are dedicated to making a material difference by building equitable, sustainable, and vibrant communities through reuse. Before that, I spent five years helping to mobilize “agents of change” at the Center for Earth Leadership as Associate Director. I also served as Interim Director of Senior Advocates for Generational Equity.

I know the sustainability community in the greater Portland area well. My personal skills and experience in this realm have largely focused on working on the behind-the-scenes operational details to ensure that organizations run efficiently and stay focused on mission-based work. I am eager to take on difficult challenges and work collaboratively to bring out the best in team members and programs.

Please explain how you keep informed and aware of the community’s diverse needs and priorities. Summarize any relevant experience working with people of varied backgrounds

At the ReBuilding Center, we work to ensure that people and building materials—specifically those perceived as liabilities and cast off by society—are valued and activated as community assets. We offer DIY Education classes, enhance environmental and community health through our reuse operations, and open employment pathways in the green trades for marginalized populations. We are a community-driven organization that continues to adapt and serve community needs as defined by the communities we serve.

Open to all, our priority is creating pathways to engage those experiencing disparities in our programs and services—including people of color, disadvantaged youth, the formerly incarcerated, people with disabilities, immigrants and refugees, people who have been priced out or are at risk of displacement, the LGBTQ+ community, women, the houseless, and low-income individuals. I thrive on serving my colleagues to carry out this work as well as those we directly serve. I am eager to activate my skills, resources, and passion to serve my community and the environment.

Do you anticipate any conflicts of interest that might require you to excuse yourself from the review of any potential project? For example, do you or an immediate family member staff or sit on the board of an organization that might seek a grant from this program? Are you a consultant that might be interested in submitting a proposal for the type of work that this program funds? Please explain.

I don’t anticipate any conflicts of interest. The ReBuilding Center is unlikely to seek a grant from the program given its geographic focus.

Materials following this page will be distributed at the meeting.

Agenda Item No. 3.3

Consideration for the Council Meeting Minutes for April 25, 2019

Consent Agenda

Metro Council Meeting
Thursday, May 2, 2019
Metro Regional Center, Council Chamber

Agenda Item No. 4.1

Resolution No. 19-4991, For the Purpose of Approving an
Intergovernmental Agreement with Housing Authority of
Clackamas County to Provide Affordable Housing Bond
Funding to Acquire Real Property

Resolutions

Metro Council Meeting
Thursday, May 2, 2019
Metro Regional Center, Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF FOR THE PURPOSE OF)	RESOLUTION NO. 19-4991
APPROVING AN INTERGOVERNMENTAL)	
AGREEMENT WITH HOUSING AUTHORITY OF)	Introduced by Chief Operating Officer
CLACKAMAS COUNTY TO PROVIDE AFFORDABLE)	Martha Bennett in concurrence with
HOUSING BOND FUNDING TO ACQUIRE REAL)	Council President Lynn Peterson
PROPERTY)	

WHEREAS, on June 7, 2018, the Metro Council adopted Resolution No. 18-4898, "For the Purpose of Referring to the Metro Area Voters a Ballot Measure Authorizing General Obligation Bond Indebtedness in an Amount Not to Exceed \$652 Million to Fund Affordable Housing; and Setting Forth the Official Intent to the Metro Council to Reimburse Certain Expenditures Out of the Proceeds of Said Bonds Upon Issuance," approving, certifying and referred by the Metro Council to the Metro Area voters on the November 6, 2018 General Election as Ballot Measure 26-199 ("Affordable Housing Bond Measure"); and

WHEREAS, at the General Election held on November 6, 2018, the Metro Area voters approved the Affordable Housing Bond Measure providing Metro with the authority under the laws of the State of Oregon and the Metro Charter to issue bonds and other obligations payable from ad valorem property taxes for the purpose of financing and identifying funds to be used for affordable housing; and

WHEREAS, on January 31, 2019, the Metro Council adopted Resolution No. 19-4975, adopting the Metro Housing Bond Measure Program Work Plan (the "Work Plan") to serve as a framework for the Metro Housing Bond implementation activities, providing that each local jurisdiction implementer create a plan outlining strategies for achieving its allocated share of unit production targets (the "Local Implementation Strategies") and requiring consideration and approval by the Metro Council of said strategies; and

WHEREAS, the staff report supporting Metro Council Resolution No. 19-4975 contemplated the likelihood that certain implementing jurisdictions would bring forward projects for funding in fiscal year 2019, prior to the completion of Local Implementation Strategies (the "Phase I Projects"), such that Metro consideration and approval of said Phase I Projects would need to occur outside the parameters of the Work Plan; and

WHEREAS, the Housing Authority of Clackamas County ("HACC") has requested \$2.7 million in Affordable Housing Bond Measure funding to acquire certain real property in the City of Gladstone that it intends to use to create 45 single-room occupancy (SRO) units providing long term supportive housing for individuals exiting homelessness; and

WHEREAS, Metro staff believes that HACC's Phase I Project will contribute to the County's unit production targets set forth in the Work Plan and HACC has committed to align the future project with all elements of its forthcoming Local Implementation Strategy, including strategies to advance racial equity;

WHEREAS, Metro staff has negotiated the terms and conditions under which the requested Affordable Housing Bond Measure funding will be provided to HACC, which terms and conditions are set forth in the proposed intergovernmental agreement attached hereto as Exhibit A; now therefore

BE IT RESOLVED that the Metro Council:

Approves the Housing Authority of Clackamas County's request for Metro Affordable Housing Bond Measure funding and authorizes the Metro Chief Operating Officer to enter into an intergovernmental agreement with HACC substantially in the form attached hereto as Exhibit A, or as otherwise approved by the Office of Metro Attorney.

ADOPTED by the Metro Council this _____ day of ____, 2019.

Lynn Peterson, Council President

Approved as to Form:

Nathan A. S. Sykes, Acting Metro Attorney



Intergovernmental Agreement

Housing Bond Measure Phase I

Metro Contract No. XXXXX

THIS INTERGOVERNMENTAL AGREEMENT ("Agreement") is between Metro, a metropolitan service district organized under the laws of the State of Oregon and the Metro Charter, located at 600 N.E. Grand Avenue, Portland, Oregon 97232-2736, and the Housing Authority of Clackamas County ("Local Implementation Partner"), located at 13930 Gain Street, Oregon City, Oregon 97045 and is dated effective as of the last day of signature set forth below (the "Effective Date").

RECITALS

A. The electors of Metro approved Ballot Measure 26-199 on November 6, 2018 (the "Bond Measure"), authorizing Metro to issue \$652.8 million in general obligation bonds to fund affordable housing (the "Bonds").

B. On January 31, 2019, the Metro Council adopted Resolution No. 19-4956, approving the Metro Affordable Housing Bond Measure Program Work Plan (the "Work Plan") which, among other things, allows Metro to distribute a portion of the proceeds of the Bonds (the "Bond Proceeds") to eligible local government affordable housing implementation partners.

C. Local Implementation Partner is a participating local government partner potentially eligible to receive Bond Proceeds under the Work Plan.

D. In accordance with the Work Plan, Local Implementation Partner is in the process of completing its Local Implementation Strategy, and anticipates it will be approximately five months before Local Implementation Partner has completed this strategy and is eligible to receive Bond Proceeds under the Work Plan.

E. Local Implementation Partner has identified an opportunity to acquire certain real property and improvements in the City of Gladstone, which Local Implementation Partner intends to rehabilitate to create 45 single-room occupancy (SRO) units providing long-term supportive housing.

F. In an effort to advance this opportunity without delay, Local Implementation Partner desires to use Bond Proceeds to acquire the Gladstone property prior to Local Implementation Partner's completion of its Local Implementation Strategy.

G. The parties desire to enter into this Agreement to provide the terms and conditions under which Metro will provide advance Bond Proceeds to Local Implementation Partner to use for property acquisition.

AGREEMENT

1. Purpose

The purpose of this Agreement is to provide Bond Proceeds to Local Implementation Partner for it to use to acquire certain real property commonly described as 18000 SE Webster Road, Gladstone, Oregon, and legally described in Exhibit A attached to this Agreement (the "Property"). Following acquisition, Local Implementation Partner plans to enter into a development and disposition agreement with a third-party (the "Project Developer") to redevelop the Property into affordable housing that supports veterans, seniors, and the disabled who are experiencing homelessness so they may transition to long-term supportive housing (the "Project"). The Project is more fully described in Exhibit B attached to this Agreement.

2. Metro Funding and Eligible Uses

Subject to Local Implementation Partner's full and complete performance under this Agreement, including without limitation, the Conditions Precedent to funding set forth below in Section 3, Metro will disburse to Local Implementation Partner Bond Proceeds in the amount not to exceed \$2.7 million (the "Project Funds"). Local Implementation Partner may use the Project Funds, and any investment earnings thereon, only for the Property acquisition costs set forth in the "Permitted Acquisition Costs List" attached hereto as Exhibit C. Investment earning on the Project funds may only be expended on costs set forth in the Permitted Acquisition Costs List.

3. Conditions Precedent to Funding

The conditions precedent to disbursement (the "Conditions Precedent") of the Project Funds set forth on attached Exhibit D must be satisfied prior to Metro's obligation to provide the Project Funds to Local Implementation Partner. These Conditions Precedent to disbursement are solely for Metro's benefit, and Metro will have the sole right and discretion to waive by written notice any of the conditions.

4. Affordable Housing Restrictive Covenant

Contemporaneously with Local Implementation Partner's acquisition of fee title to the Property, Local Implementation Partner will cause to be recorded a fully executed and acknowledged Affordable Housing Restrictive Covenant, substantially in the form attached hereto as Exhibit E (the "Covenant"). The Covenant will be executed and acknowledged by Metro and Local Implementation Partner and recorded in the official deed records of Clackamas County, free and clear of all liens and encumbrances, except for the permitted exceptions agreed to by Metro. If

for any reason Local Implementation Partner fails to record the Covenant, then Metro may, at its sole option and upon written notice to Local Implementation Partner, terminate this Agreement, in which case any Project Funds delivered to Local Implementation Partner shall be immediately due and payable by Local Implementation Partner to Metro. The parties to this Agreement acknowledge and agree that upon the closing of the financing of the Project, Local Implementation Partner and the Project developer will execute, deliver and record a restrictive covenant imposing long-term affordability restrictions on the Project in form and substance acceptable to Metro, at which time Metro will release the Covenant so that it is removed from title.

5. Failure to Acquire; Failure to Redevelop

a) By accepting the Project Funds, Local Implementation Partner agrees to use best efforts to diligently acquire the Property and develop the Property to support the affordable housing program as described in the attached Exhibit B. If Local Implementation Partner fails to acquire the Property within thirty (30) days after the Effective Date, unless Metro otherwise directs in writing, the Project Funds, including any interest earned thereon shall be immediately due and payable to Metro by Local Implementation Partner.

b) If Local Implementation Partner acquires the Property but thereafter is unable to proceed with the development and financing of the Project or to commence construction support to the Project described in the attached Exhibit B on or before three (3) years following the Effective Date, Local Implementation Partner will immediately repay Metro the amount of the Project Funds, at which time Metro will release the Covenant recorded against the Property.

c) Local Implementation Partner acknowledges and expressly affirms its repayment obligations set forth in this section even if failure to acquire or redevelop the Property is through no fault of Local Implementation Partner. The obligations to repay include, without limitation, the obligation to return any Project Funds that Local Implementation Partner may have already obligated or spent on purposes approved and set forth on Exhibit C.

6. General Obligation Bonds

a) Local Implementation Partner acknowledges that the Project Funds are proceeds derived from the sale of voter-approved general obligation bonds that are to be repaid using ad valorem property taxes exempt from the limitations of Article XI, Sections 11 and 11b of the Oregon Constitution. Local Implementation Partner covenants and agrees that it will take no actions that would impact the validity of the Bonds or cause Metro not to be able to levy and collect the real property taxes imposed to repay these bonds, which are exempt from

Oregon's constitutional property tax limitations. Local Implementation Partner further covenants and agrees the Project Funds will be used only to pay for or reimburse costs that are of a type that is properly chargeable to a capital account (or would be so chargeable with a proper election) to comply with the Oregon Constitution and other applicable laws with respect to the permitted expenditure of general obligation bond proceeds. Local Implementation Partner will take all reasonable measures to ensure that Bond Proceeds are expended consistent with the purposes of the Work Plan.

b) If Local Implementation Partner breaches the foregoing covenants, Local Implementation Partner will immediately undertake whatever remedies or other action may be necessary to cure the default and to compensate Metro for any loss it may suffer as a result thereof, including, without limitation, repayment to Metro of the Project Funds.

7. Right to Withhold payments

Metro may withhold payments to Local Implementation Partner as necessary, in Metro's reasonable opinion, to protect Metro against any loss, damage or claim which may result from Local Implementation Partner's performance or failure to perform under this Agreement.

8. Funding Recognition

Local Implementation Partner must publically recognize Metro and use of Metro's Bond proceeds in any publications, media presentations, or other presentations referencing the Property or the Project produced by or at the direction of Local Implementation Partner, including, without limitation, any on-site signage. Local Implementation Partner will also take all reasonable measures to require the Project Developer to recognize Metro and use of Metro's Bond proceeds in connection to any publications, media presentations, or other presentations referencing the Property or the Project. Local Implementation Partner will provide Metro with thirty (30) days' notice of any event recognizing, celebrating or commemorating any ground-breaking, completion, ribbon cutting or opening of an affordable housing development of the Property, and an opportunity to participate. Local Implementation Partner shall ensure that Metro will be officially recognized for its contribution to Project funding at any such event, and provide a speaking opportunity for the Metro elected official representing the district in which the Property is located, if such opportunities are provided to other third parties.

9. Notice of Project Risk

Local Implementation Partner must inform Metro immediately of any actual or potential problems or defects that present potential risk to the Project moving forward.

10. Termination

(a) Metro and Local Implementation Partner may jointly terminate all or part of this Agreement based upon a determination that such action is in the public interest. Termination under this provision will be effective upon ten (10) days' written notice of termination issued by Metro subject to that mutual agreement. In the event of a joint termination, Local Implementation Partner will reimburse Metro for all funds distributed to Local Implementation Partner under this Agreement, as well as any earnings thereon.

(b) Metro may terminate this Agreement at any time during the term if Metro reasonably determines that Local Implementation Partner has failed to comply with any provision of this Agreement and is in default hereunder. Metro will promptly document such default and notify Local Implementation Partner in writing of such determination. Local Implementation Partner will have thirty (30) days after receipt of written notice to cure any default. If the default cannot be cured within thirty (30) days, Local Implementation Partner will not be in default so long as it reasonably pursues with all due diligence to cure the default. Local Implementation Partner will be liable to Metro for all reasonable costs and damages incurred by Metro as a result of and in documentation of the default. In the event of termination of this Agreement pursuant to Section 5 or 6, Local Implementation Partner will reimburse Metro for all funds distributed to Local Implementation Partner under this Agreement, as well as any earnings thereon.

11. Local Implementation Partner Reporting Requirements

(a) Beginning with the disbursement of the Project Funds, and continuing each calendar quarter thereafter until the Property is acquired, Local Implementation Partner will provide a report to Metro on or before the 15th day after the end of the immediately preceding calendar quarter containing the information described in this paragraph. Local Implementation Partner's first report will be due on or before October 15, 2019. Each report will contain: (i) an itemized list of Local Implementation Partner's expenditure of the Project Funds (and interest earnings thereon) through the end of the applicable calendar quarter detailing each entity to whom moneys were directly paid by Local Implementation Partner and the amount paid, (ii) information on Local Implementation Partner's progress in completing the Property acquisition against Local Implementation Partner's established timelines or deadlines, and (iii) a copy of Local

Implementation Partner's itemized financial report of income and expenses for the acquisition of the Property to date.

(b) Promptly after acquisition of the property and in no event later than the expiration date of this Agreement, Local Implementation Partner will furnish Metro with a final report on the Property acquisition. The final report will contain a compilation related to the acquisition of the Property of the same information as provided in each quarterly report on Local Implementation Partner's expenditure of the Project Funds (and interest earnings thereon) and Local Implementation Partner's final itemized financial report of income and expenses for the Property acquisition.

(c) Local Implementation Partner will provide to Metro any other additional reports as Metro may reasonably request from time to time.

12. Audits, Inspections and Retention of Records

Local Implementation Partner will keep proper books of account and records on all activities associated with the expenditure of the Project Funds disbursed by Metro under this Agreement. Local Implementation Partner will maintain these books of account and records in accordance with generally accepted accounting principles and will retain the books of account and records at least until the later of (a) six (6) years from the disbursement of the Project Funds to Local Implementation Partner or (b) the date that any dispute or controversy arising from this Agreement is resolved. Local Implementation Partner will permit Metro and its duly authorized representatives, upon prior written notice, to inspect its properties, all work done, labor performed and materials furnished during normal business hours, and to review and make excerpts and transcripts of its books of account and records with respect to the receipt and disbursement of the Project Funds received from Metro. Access to these books of account and records is not limited to the required retention period. Metro's authorized representatives will have access to records upon reasonable notice at any reasonable time for as long as the records are maintained. Metro expects the Bonds financing the Project Funds to be outstanding until approximately May of 2039. Local Implementation Partner will maintain copies of invoices and other records demonstrative of the expenditures of the Project Funds by Local Implementation Partner through May of 2042, on the date that is three (3) years from the maturity date of the Bonds.

13. Notices and Parties' Representatives

Any notices permitted or required by this Agreement will be addressed to the other party's representative(s) designated in this Section of this Agreement and will be deemed provided (a)

on the date they are personally delivered, (b) on the date they are sent via facsimile, or (c) on the third day after they are deposited in the United States mail, postage fully prepaid, by certified mail return receipt requested. Either party may change its representative(s) and the contact information for its representative(s) by providing notice in compliance with this Section of this Agreement.

Metro:

Emily Lieb

600 NE Grand Ave.

Portland, OR 97232

503-797-1921

Emily.Lieb@oregonmetro.gov

Local Implementation Partner:

Housing Authority of Clackamas County

13930 Gain Street

Oregon City, Oregon 97045

ATTN: _____

14. State and Local Law Compliance

Local Implementation Partner must comply with all applicable federal, state, and local laws, regulations, executive orders and ordinances applicable to its acquisition and ownership of the Property, including future construction and development of the Property. By accepting the Project Funds, Local Implementation Partner agrees to use the Property solely for lawful purposes that comply with the Covenant.

15. Discrimination Prohibited

No recipient or proposed recipient of any services or other assistance under the provisions of this Agreement or any program related to this Agreement may be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity funded in whole or in part with the funds made available through this Agreement on the grounds of race, color, or national origin, 42 U.S.C. §2000d (Title VI), or on the grounds of religion, sex, ancestry, age, or disability as that term is defined in the Americans with Disabilities Act. For purposes of this section, "program or activity" is defined as any function conducted by an identifiable administrative unit of Local Implementation Partner receiving funds pursuant to this Agreement.

16. Insurance; Indemnification

(a) Metro is self-insured for general liability insurance and workers' compensation insurance coverage and is responsible for the wages and benefits of its respective employees performing any work or services related to this Agreement. Local Implementation Partner is responsible for the wages and benefits of its respective employees performing any work or services related to

this Agreement and has the following types of insurance, covering Local Implementation Partner, its employees, subcontractors and agents:

- i. ISO (Insurance Services Office) Approved Commercial General Liability policy, written on an occurrence basis, with limits not less than \$1,000,000 per occurrence. The policy includes coverage for bodily injury, death, property damage, personal injury, products/completed operations, and contractual liability assumed under this Agreement;
- ii. Automobile insurance with coverage for bodily injury and property damage and with limits not less than minimum of \$1,000,000 per accident or combined single limit; and
- iii. Workers' Compensation insurance meeting Oregon statutory requirements including Employer's Liability with limits not less than \$1,000,000 per accident or disease.

(b) Subject to the limitations and conditions of the Oregon Tort Claims Act, ORS chapter 30 and Article XI, Section 10 of the Oregon Constitution, Local Implementation Partner will defend, indemnify and hold harmless, Metro from and against any and all liabilities, claims, demands, damages, actions, costs, penalties, losses and expenses (including any attorney's fees in defense of Metro or any attorney's fees incurred in enforcing this provision) on account of personal injury, death, or any damage to or loss of property or revenues arising out of or in any way connected with its performance of this Agreement, or resulting in whole or in part from any act, omission, negligence, fault or violation of law or ordinance by Local Implementation Partner, its employees, agents, sub-contractors, directors or officers.

(c) In no event will either party be liable for special, punitive, exemplary, consequential, incidental or indirect losses or damages (in tort, contract or otherwise) under or in respect of this Agreement or for any failure of performance related to delivery of the Project Funds for this Agreement, however caused, whether or not arising from a party's sole, joint or concurrent negligence.

17. Governing Law

This Agreement will be governed in accordance with the laws of the State of Oregon, without resort to any jurisdiction's conflicts of laws, rules, and doctrines. Any litigation between the parties that arises out of or relates to the performance of this Agreement will occur in the Multnomah County Circuit Court.

18. No Third Party Beneficiaries

Local Implementation Partner and Metro are the only parties to this Agreement and are the only parties entitled to enforce its terms and the sole beneficiaries hereof. Nothing in this Agreement gives, is intended to give, or will be construed to give or provide any benefit or right, whether

directly, indirectly, or otherwise, to third persons any greater than the right and benefits enjoyed by the general public.

19. Relationship of Parties

Nothing in this Agreement nor any acts of the parties hereunder shall be deemed or construed by the parties, or by any third person, to create the relationship of principal and agent, or of partnership, or of joint venture or any association between any Local Implementation Partner and Metro. Furthermore, Metro will not be considered the owner, contractor or the developer of the Property. This Agreement is not intended to be a contract that provides for the development or construction of the Property, either directly with a construction contractor or through a developer. Metro specifically waives any provision contained in this Agreement, to the extent it is construed to provide Metro the right to manage, direct or control the developer, general contractor or the subcontractors. The rights and duties of the developer, the general contractor and the subcontractors are the subject of a separate contract or contracts with Local Implementation Partner to which Metro is not a party.

20. Assignment; Merger; Entire Agreement

This Agreement is binding on each party, its successors, assigns, and legal representatives and may not, under any circumstance, be assigned or transferred by Local Implementation Partner without Metro's written consent. This Agreement and attached exhibit(s) constitute the entire agreement between the parties on the subject matter hereof. There are no understandings, agreements, or representations, oral or written, not specified herein regarding this Agreement. The failure to enforce any provision of this Agreement does not constitute a waiver by Metro of that or any other provision. No waiver, consent, modification or change of terms of this Agreement will bind either party unless it is in writing and signed by both parties and all necessary approvals have been obtained. Such waiver, consent, modification or change, if made, will be effective only in the specific instance and for the specific purpose given. The failure of a party to enforce any provision of this Agreement will not constitute a waiver by that party of that provision, or of any other provision.

21. Further Assurances

Each of the Parties will execute and deliver any and all additional papers, documents, and other assurances, and will do any and all acts and things reasonably necessary in connection with the performance of their obligations hereunder and to carry out the intent and agreements of the parties hereto.

22. Counterparts

This Agreement may be executed in any number of counterparts, each of which will be an original, but all of which will constitute one and the same instrument.

IN WITNESS WHEREOF, the parties hereto have executed this Agreement as of the Effective Date.

METRO

By: _____

Name: _____

Title: _____

Date: _____

LOCAL IMPLEMENTATION PARTNER

By: _____

Name: _____

Title: _____

Date: _____

- Exhibit A: The Property
- Exhibit B: Affordable Housing Redevelopment Project Description
- Exhibit C: Permitted Acquisition Costs List
- Exhibit D: Conditions Precedent to Funding
- Exhibit E: Affordable Housing Restrictive Covenant



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

Exhibit A – The Property

Exhibit B – Affordable Housing Redevelopment Project Description



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

Exhibit C – Permitted Acquisition Costs List



Metro

600 NE Grand Ave.
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Exhibit D – Conditions Precedent to Funding



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

Exhibit E – Affordable Housing Restrictive Covenant



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

IN CONSIDERATION OF RESOLUTION NO. 19-4991, FOR THE PURPOSE OF APPROVING AN INTERGOVERNMENTAL AGREEMENT WITH HOUSING AUTHORITY OF CLACKAMAS COUNTY TO PROVIDE AFFORDABLE HOUSING BOND FUNDING TO ACQUIRE REAL PROPERTY

Date: April 19, 2019
Department: Planning & Development
Meeting Date: May 2, 2019

Prepared by: Emily Lieb, 503-797-1921,
emily.lieb@oregonmetro.gov
Presenter(s) (if applicable): Emily Lieb
Length: 15 min

ISSUE STATEMENT

The Housing Authority of Clackamas County (“HACC”) has requested up to \$2.7 million in Metro Housing Bond funding for the acquisition of 18000 Webster Road in Gladstone, the (“Property”), including \$2.5 million to acquire the site plus up to \$200,000 in additional due diligence and closing costs. HACC intends to rehabilitate the building to create 45 single-room occupancy (SRO) units providing permanent supportive housing for individuals exiting homelessness.

To finance the rehabilitation, HACC anticipates leveraging 45 project-based Section 8 vouchers, a permanent loan, and additional Metro Housing bond funding estimated around \$4.2 million. HACC recently selected an architecture firm, expects to engage a general contractor soon after acquiring the property and close on construction financing in late 2019, with a goal of having the building ready for occupancy by early 2021.

ACTION REQUESTED

Adopt a resolution approving an intergovernmental agreement with Housing Authority of Clackamas County (HACC) to provide up to \$2.7 million in affordable housing bond funding to acquire real property.

IDENTIFIED POLICY OUTCOMES

Based on the conceptual development program provided by HACC staff, the project would deliver 5.5 percent of the County’s overall unit production target, 13.5 percent of the County’s target of units affordable at 30 percent of AMI, and zero percent of the City’s family-sized unit target. Including the acquisition cost of not to exceed \$2.7 million and anticipated future Housing Bond funding request of around \$4.2 million, the Gladstone site would utilize \$6.9 million in Metro Bond Funds, or 5.9 percent of Clackamas County’s allocation of Bond funds.

POLICY QUESTION(S)

Is the proposed location and preliminary project concept in alignment with the bond unit production targets and other outcomes described in Council's approved Housing Bond Framework adopted by the Metro Council in June 2018?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

- Authorize acquisition funding by adopting Resolution No 19-4991. This will result in a release of up to \$2.7 million in funding to HACC to acquire the site for the purpose of rehabilitation to create affordable housing. Further funding for project rehabilitation will be conditional on demonstration of financial feasibility, compliance with bond requirements, and consistency with Clackamas County's forthcoming Local Implementation Strategy.
- Do not authorize acquisition funding. This could create project delays and risks that HACC will not be able to secure the property for an affordable housing project consistent with the Metro Housing Bond Framework.

STAFF RECOMMENDATIONS

Staff recommends adoption of Resolution No. 19-4991.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

The Housing Authority of Clackamas County (HACC) is actively working on a Local Implementation Strategy for consideration by Metro Council in summer 2019.

The proposed authorization of acquisition funding for Clackamas County's Phase I project is based on numerous policies previously adopted by the Metro Council, including but not limited to:

- Resolution 19-4956, adopting the Housing Bond Program Work Plan
- Ordinance 19-1430, amending Metro Code Chapter 2.19 to establish the Metro Affordable Housing Bond Community Oversight Committee
- Resolution No. 18-4895, adopting the Initial Housing Bond Framework for implementation of the regional affordable housing bond
- Resolution No. 18-4898, referring the affordable housing bond measure to Metro District voters
- Ordinance No. 18-1423, determining that Affordable Housing is a matter of metropolitan concern and undertaking an affordable housing function

Staff consulted with two volunteer members of the Housing Bond Community Oversight Committee prior to finalizing the staff recommendation for this Phase I property acquisition. Committee members concurred with staff's recommendations.

Staff is not aware of any opposition to HACC's acquisition of the Gladstone property. HACC staff have consulted with staff and elected leaders in the City of Gladstone, who have expressed strong support.

If Metro Council approves a funding for the acquisition, next steps for site development will include:

- May 2019: Property acquisition with IGA and temporary regulatory agreement
- Spring/Summer 2019: Selection of general contractor
- Summer/Fall 2019: Community engagement
- Winter 2019: Final project proposal, including financing plan
- Winter 2019: Rehabilitation construction begins
- Winter/Spring 2021: Lease up

BACKGROUND

Staff previously discussed the purpose of Phase I projects with the Council at a work session on Dec. 11, 2018 and prior to approval of Resolution 19-4956 adopting the Housing Bond Program Work Plan on January 31, 2019.

ATTACHMENTS

Staff report: *Clackamas County Phase I Property Acquisition: 18000 Webster Road, Gladstone, Oregon.*

Exhibit A to Staff Report for Resolution 19-4991: Gladstone Acquisition
Resolution No. 19-4991

Exhibit A to Resolution 19-4991: Draft Housing Authority of Clackamas County IGA

[For work session:]

- Is legislation required for Council action? ☒ Yes ☐ No
- If yes, is draft legislation attached? ☒ Yes ☐ No
- What other materials are you presenting today? None

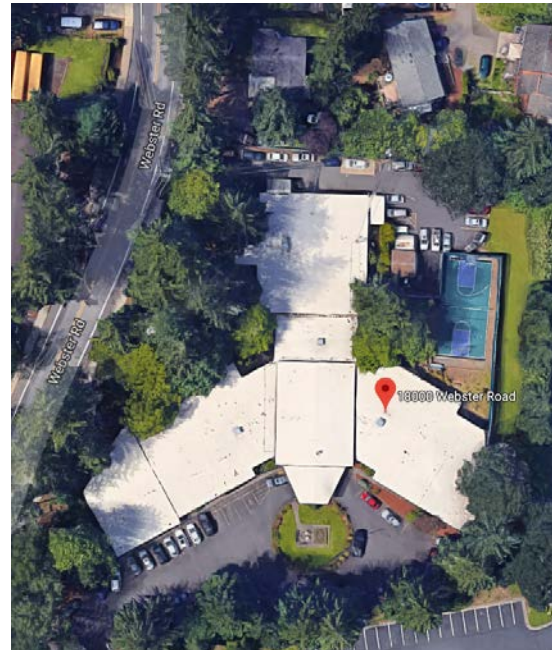
Clackamas County Phase I Property Acquisition

18000 Webster Road, Gladstone, Oregon

Project Overview

The Housing Authority of Clackamas County (“HACC”) has requested a not to exceed amount of \$2.7 million in Metro Housing Bond funding for the acquisition of 18000 Webster Road in Gladstone, the (“Site”). This includes a \$2.50 million purchase price plus up to \$200,000 in additional due diligence and acquisition costs subject to Metro approval.

The Site comprises 2.21 acres and an existing building estimated to be between 27,000-31,000 square feet. The building was constructed in 1967 as an assisted living facility for seniors and people living with disabilities and was later converted to provide housing for juveniles with chronic mental health issues. It has been vacant since 2017.



HACC intends to acquire the property from Northwest Behavioral Health and then rehabilitate the building to create 45 single-room occupancy (“SRO”) units providing Permanent Supportive Housing. To finance the future rehabilitation effort HACC expects to leverage project-based Section 8 vouchers, 4% Low Income Housing Tax Credits (LIHTC), a permanent loan, and an additional anticipated \$4.2 million of Metro Housing Bond funding. HACC recently selected an architecture firm and expects to engage a general contractor soon after acquiring the property and to close on its construction financing in late 2019.

HACC is submitting the acquisition of 18000 Webster Road to Metro as a “Phase 1” project. Eligible implementation jurisdictions for the Metro Housing Bond have been invited to submit up to one “Phase 1” project for consideration between March and June 2019, prior to completion of a full Local Implementation Strategy. Because the project is seeking site acquisition funding prior to completion of a full Local Implementation Strategy, Metro Council action is requested to approve funding authorization for this acquisition.

Within the funding distribution framework approved by Metro Council (see *Exhibit B* of the Affordable Housing Bond Program Work Plan), Clackamas County is eligible to administer \$116.19 million in project funding to support affordable housing projects that align with Bond Program goals. HACC staff are actively working to develop a Local Implementation Strategy for consideration

by the Housing Bond Community Oversight Committee in August 2019 and Metro Council in September 2019.

Background

HACC identified the 18000 Webster Road building because of its recently vacant status and existing configuration of single room occupancy (“SRO”) units. Currently there are no SRO units in Clackamas County. HACC sees this housing type as particularly well suited to serve veterans, seniors, and people living with disabilities who are experiencing homelessness transition to safe supportive housing. HACC intends to operate the site using a Permanent Supportive Housing service model, with health and wellness clinics on site.

Site



Neighborhood

The site is 2.21 acres and located within a single family neighborhood. A Mormon temple abuts the property to the immediate south and a Baptist church is located immediately to the west of the site. Single family homes are to the north and west. Gladstone Nature Park, a 10-acre wooded park with nature paths is 500 feet to the south on Webster Road. A Safeway grocery store is located 0.8 miles to the south.

The 31 bus directly serves the site and provides service north to Clackamas Town Center and the Green Line MAX and south to Oregon City. Throughout the day the 31 bus provides service with approximately 30 minute headways.

Zoning - The project is located within a SFR-6 zone which permits single family homes as well as certain institutional uses including “residential care” facilities. HACC staff believe the proposed use of the building as SRO housing with supportive services will be allowed by the City of Gladstone as either an as of-right or conditional use; however, Clackamas County will not be able to make a formal land use application until after it secures the site. In the event that Clackamas County is unable to secure land use approval to use the building for affordable housing, Metro’s proposed intergovernmental agreement (“IGA”) will require the County to repay the bond funds to Metro.

Appraisal - An appraisal engaged by HACC and provided to Metro supports the proposed acquisition price of \$2.50 million.

Building

The building was constructed in 1967 as a senior assisted living and memory care facility and later adapted to serve juveniles facing chronic mental health issues. It is a single-story building that currently has 47 private rooms with either shared or private toilets. Shower facilities are located in four separate rooms. Common amenities include a commercial kitchen, tenant laundry room, staff break room, a common lounge, a public restroom, and several private offices. The site also features an outdoor patio and a sports court.

Capital Needs - A capital needs assessment engaged by Clackamas County identified \$5,750 in immediate required repairs and \$656,491 in repairs required within twelve months. In addition to these identified repairs, the report recommended further investigation to evaluate the need to replace the electrical distribution panels, sprinkler heads, and galvanized steel piping, and to evaluate the condition of the roof. HACC has budgeted \$5,913,000 for renovation costs and expects to be able to address all significant building deficiencies within this budget.

Hazardous Materials - A hazardous material screening for the building reviewed potential risks from asbestos, lead based paint, and radon. The screening identified asbestos-containing materials in the sheet floor covering, ceiling materials, pipe insulation, wall board, sink undercoating in a staff locker room, and the stucco building exterior. These items will be either removed or abated as part of the building rehabilitation. All samples of paint tested below the limit of detection for lead content. Testing for radon found levels below EPA standards for risk to human health.

Seismic Risk - A seismic risk assessment engaged by Clackamas County determined that the wood frame structure had a low risk of damage in a seismic event.

Development Team

HACC recently selected Carleton Hart Architecture as the architect for the site through a competitive RFP process. Carleton Hart is a Portland based firm and has designed a number of affordable housing projects across the region, including The Barcelona in Beaverton, The Knoll in Tigard, and Woody Guthrie in SE Portland.

HACC expects to competitively solicit a general contractor once the rehabilitation scope is defined. Metro will have the opportunity to review the development team at the time that Clackamas County seeks funding approval for the rehabilitation work.

Project Financing

Project financing is at a very early stage. The building rehabilitation scope of work has not been developed and a general contractor has not yet been selected.

HACC staff have provided a preliminary estimated total development cost of approximately \$10.85 million, reflecting a per unit cost of \$241,048 and a per gross square foot cost of \$374 based on an estimated building size of 29,000 square feet. The proposed developer fee of \$625,000 represents 5.8 percent of total costs and is within Oregon Housing and Community Service limitations.

Projected sources for the project include \$2.45 million in 4 percent Low Income Housing Tax Credits (LIHTC), \$6.89 million in Metro Regional Bond funds (including the \$2.57 million requested for the site acquisition), and \$1.5 million in permanent debt. HACC intends to allocate project based vouchers to support all 45 units.

18000 Webster Road Preliminary Financing

Uses	Total
Site and Due Diligence	\$2,700,000
Construction Costs	\$5,913,250
Development Costs	\$523,000
General Fees	\$414,000
Financing Fees	\$261,009
Construction Interest	\$207,100
Contingency	\$100,000
Lease Up Costs	\$103,841
Developer Fee	\$625,000
Total Uses	\$10,847,200

Sources	Total
Limited Partner Equity (4% LIHTC)	\$2,453,312
Metro Regional Housing Bond	\$6,891,888
Permanent Loan	\$1,502,000
Total Sources	\$10,847,200

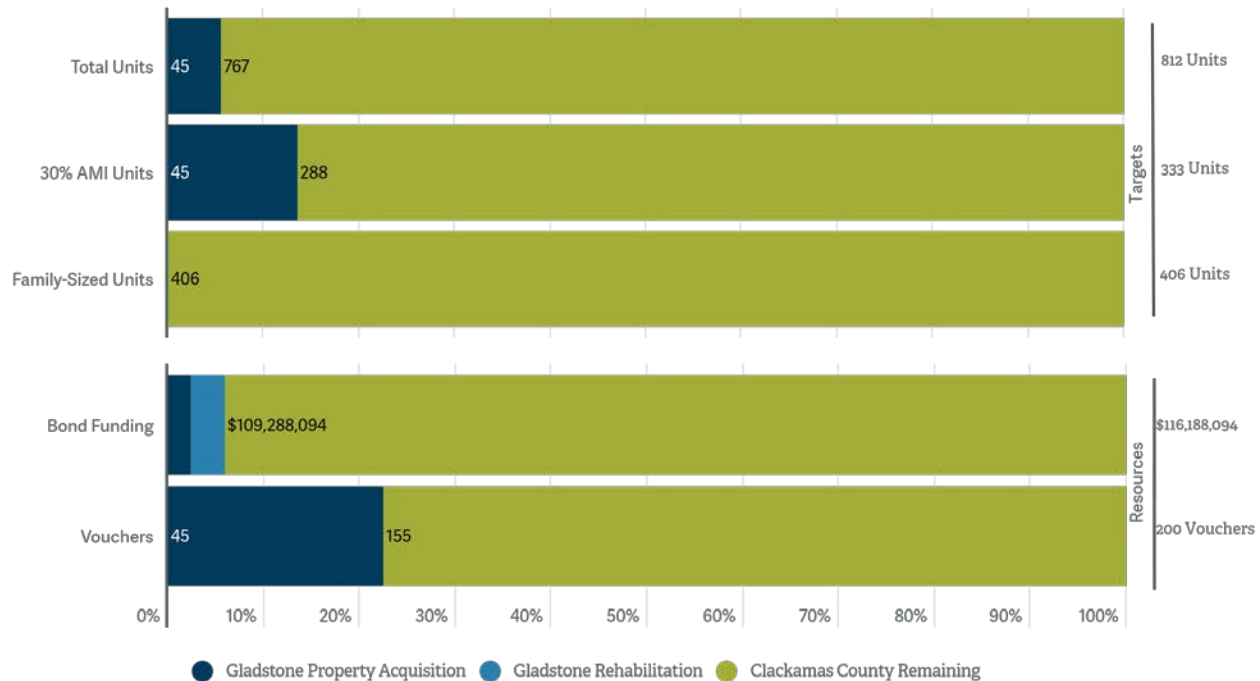
Alignment with Local Implementation Strategy

While Clackamas County's Local Implementation Strategy is not yet available, the proposed project appears to be in alignment with the unit production targets. Further information will be needed prior to final funding authorization for the rehabilitation to confirm consistency of the project with local implementation strategy requirements related to advancing racial equity and incorporating community engagement to shape project outcomes to meet the needs of future residents.

Contribution to Unit Production Targets

Including both the current request for acquisition funding and the anticipated future request for rehabilitation funds, the project would utilize \$6.89 million in Metro Bond Funds and 45 project based rental assistance vouchers. Overall, the project would utilize 5.9 percent of Clackamas County's allocation of Bond funds while delivering 5.5 percent of the County's overall unit production target, 13.5 percent of the County's target of units affordable at 30 percent of AMI, and zero percent of the City's family-sized unit target.

Production Targets & Resources



Advancing Racial Equity

In addition to expectations related to Unit Production Targets, Metro's Housing Bond Work Plan provides guidance regarding strategies to advance racial equity. The preliminary project concept for the site addresses Local Implementation Strategy requirements related to advancing racial equity in the following ways:

- The project location aligns with preliminary local policy direction related to investing in mixed income neighborhoods.
- The project concept is focused on low-barrier housing for individuals experiencing homelessness, which disproportionately impacts people of color. HACC intends to contract a third-party service provider to operate the building as supportive housing with on-site health and wellness services.
- As providers of public housing, HACC has a track record of serving individuals with high barriers. On average, residents in HACC's public housing units earn less than \$11,000 a year. Twenty-eight percent of residents are living with disabilities.
- The final project proposal will demonstrate alignment with equity in contracting strategies described in Clackamas County's forthcoming Local Implementation Strategy. HACC staff have a preliminary recommendation for a 10% minimum and 15% aspirational MWESB goal.

Community Engagement

Metro's Housing Bond Work Plan calls for ongoing engagement of historically marginalized communities to shape project outcomes. HACC has contracted the Community Alliance of Tenants and the Institute for Portland Metropolitan Studies to develop a community engagement plan for the Gladstone project using technical assistance funding from Metro. Outreach will be focused on reaching communities of color and historically marginalized community members in Gladstone. A summary of engagement activities and outcomes, including a description of how community engagement has shaped project planning or will shape project outcomes, will be submitted prior to full funding authorization.

Alignment with Site Acquisition Parameters

In addition to contribution to the Unit Production Targets and alignment with the Local Implementation Strategy, Section 7.4 of the Housing Bond Program Work Plan includes criteria for property acquisitions. Staff conclude that the Project meets all of these criteria, as summarized below.

The property is owned by a willing seller.

HACC has an option agreement to purchase the site from the seller.

An appraised value has been obtained in accordance with applicable Uniform Standards of Professional Appraisal Practice (USPAP) standards. In general, the purchase price should not exceed 10 percent over appraised value. However, exceptions may be made at the discretion of the Metro COO if it can be demonstrated that the site presents unique opportunities to advance the Unit Production Targets and Guiding Principles.

A third party appraisal prepared to USPAP standards by Colliers International and engaged by HACC has been provided to Metro and supports the proposed acquisition price.

The property consists of a development-ready site, with zoned capacity to support the preliminary development concept, road access, utility connections, buildable soils, and mitigation plan for any environmental conditions. The requirement for zoned capacity, utility connections, and other infrastructure improvements may be waived in cases where an approved plan provides for needed improvements and such improvements are expected within two years.

Staff believe the site is development-ready; however, local land use approval to use the building as SRO housing with supportive services will need to be requested following the acquisition of the site. In the event that HACC is unable to secure land use approval to use the building for affordable housing, Metro's proposed IGA will require the County to repay the bond funds to Metro.

Next Steps

If the Project receives funding, the anticipated timeline of next steps includes:

- May 2019: IGA and regulatory agreement execution and property acquisition
- Spring/Summer 2019: Selection of general contractor
- Summer/Fall 2019: Community engagement
- Winter 2019: Final project proposal, including financing plan
- Early 2021: Lease up

If HACC fails to secure financing for the rehabilitation project within three years of the execution of the IGA, the County will be obligated to repay acquisition funds to Metro.

Staff Findings and Recommendations

Findings

Key staff findings include:

- Requested Metro Housing Bond funding is proportionate to the Gladstone SRO project's contribution toward unit production targets. Overall, the project would utilize 5.9 percent of Clackamas County's allocation of Bond funds while delivering 5.5 percent of the County's overall unit production target, 13.5 percent of the County's target of units affordable at 30 percent of AMI, and zero percent of the City's family-sized unit target.
- Additional information related to strategies for advancing racial equity and community engagement outcomes will be needed prior to final funding authorization to confirm consistency of the project with Clackamas County's Local Implementation Strategy.

Recommendations

Staff recommends that the Metro Council take action to authorize the COO to approve an intergovernmental agreement providing up to \$2.7 million in funding for the acquisition of the project site and reimbursement of preliminary due diligence costs. Funding authorization for the rehabilitation will be conditioned on demonstration of project feasibility and consistency with Clackamas County's forthcoming Local Implementation Strategy.

Agenda Item No. 4.2

Resolution No. 19-4976, For the Purpose of Approving the
FY 2019-20 Budget, Setting Property Tax Levies and
Transmitting the Approved Budget to the Multnomah
County Tax Supervising and Conservation Commission

Resolutions

Metro Council Meeting
Thursday, May 2, 2019
Metro Regional Center, Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING THE FY 2019-
20 BUDGET, SETTING PROPERTY TAX LEVIES
AND TRANSMITTING THE APPROVED BUDGET
TO THE MULTNOMAH COUNTY TAX
SUPERVISING AND CONSERVATION
COMMISSION

RESOLUTION NO 19-4976

Introduced by
Lynn Peterson, Council President

WHEREAS, the Metro Council, convened as the Budget Committee, has reviewed the FY 2019-20 Proposed Budget; and

WHEREAS, the Council, convened as the Budget Committee, has conducted a public hearing on the FY 2019-20 Proposed Budget; and

WHEREAS, pursuant to Oregon Budget Law, the Council, convened as the Budget Committee, must approve the FY 2019-20 Budget, and said approved budget must be transmitted to the Multnomah County Tax Supervising and Conservation Commission for public hearing and review; now, therefore,

BE IT RESOLVED,

1. That the Proposed FY 2019-20 Budget as amended by the Metro Council, convened as the Budget Committee, which is on file at the Metro offices, is hereby approved.

2. That property tax levies for FY 2019-20 are approved as follows:

SUMMARY OF AD VALOREM TAX LEVY

	Subject to the General Government <u>Limitation</u>	Excluded from <u>the Limitation</u>
Permanent Tax Rate	\$0.0966/\$1,000	
Local Option Tax Rate	\$0.0960/\$1,000	
General Obligation Bond Levy		\$91,529,542

3. That the Chief Operating Officer is hereby directed to submit the Approved FY 2019-20 Budget and Appropriations Schedule to the Multnomah County Tax Supervising and Conservation Commission for public hearing and review.

ADOPTED by the Metro Council this 2nd day of May, 2019.

Lynn Peterson, Council President

APPROVED AS TO FORM:

Nathan A. S. Sykes, Acting Metro Attorney

Resolution 19-4976

STAFF REPORT

CONSIDERATION OF RESOLUTION # 19-4976 APPROVING THE FY 2019-20 BUDGET, SETTING PROPERTY TAX LEVIES AND TRANSMITTING THE APPROVED BUDGET TO THE MULTNOMAH COUNTY TAX SUPERVISING AND CONSERVTION COMMISSION

Date: 4.11.19

Prepared by: Tim Collier 503.797.1913

Department:
Council

Presenters:
Martha Bennett, Chief Operating Officer,
503.797.1541,

Finance and Regulatory Services

Martha.Bennett@oregonmetro.gov

Tim Collier, Director of FRS, 503.797.1913,
Tim.Collier@oregonmetro.gov

Meeting date: 5.2.19

Length: 60 minutes

ISSUE STATEMENT

Martha Bennett, Chief Operating Officer, acting as the Budget Officer, presented the FY 2019-20 Proposed Budget to the Metro Council, sitting as Budget Committee at the April 11th, 2019 Council meeting. A public hearing was held where the Council, sitting as Budget Committee received testimony from interested members of the general public and agency stakeholders.

ACTION REQUESTED

Council consideration and vote on Resolution #19-4976 approving the FY 2019-20 budget, setting property tax levies and transmitting the approved budget to the Multnomah County Tax Supervising and Conservation Commission

IDENTIFIED POLICY OUTCOMES

Compliance with Oregon Budget Law

POLICY QUESTION(S)

Does the budget as proposed reflect Council policies and goals?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

Council approval of the budget will meet one of the legal mandates established by Oregon Budget Law.

STAFF RECOMMENDATIONS

The Council President recommends adoption of Resolution 19-4976 approving the FY 2019-20 budget and authorizing the Chief Operating Officer to submit the approved budget to the Multnomah County Tax Supervising and Conservation Commission.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

The FY 2019-20 Proposed Budget was released electronically to the Council on March 28th, 2019 and presented by the Chief Operating Officer in her capacity as the Budget Officer to the Council sitting as Budget Committee on Thursday, April 11th, 2019.

1. **Known Opposition** – None known at this time.
2. **Legal Antecedents** – The preparation, review and adoption of Metro's annual budget is subject to the requirements of Oregon Budget Law, ORS Chapter 294. Oregon Revised Statutes 294.635 requires that Metro prepare and submit its approved budget to the Multnomah County Tax Supervising and Conservation Commission by May 15th, 2019. The Commission will conduct a hearing on June 6th, 2019 for the purpose of receiving information from the public regarding the Council's approved budget. Following the hearing, the Commission will certify the budget to the Council for adoption and may provide recommendations to the Council regarding any aspect of the budget.
3. **Anticipated Effects** – Adoption of this resolution will set the maximum tax levies for FY 2019-20 and authorize the transmittal of the approved budget to the Multnomah County Tax Supervising and Conservation Commission.
4. **Budget Impacts** – The total amount of the proposed FY 2019-20 annual budget is \$1,348,980,005. Any changes approved by the Council at the time of approval will be incorporated into the budget prior to transmittal to the TSCC.

BACKGROUND

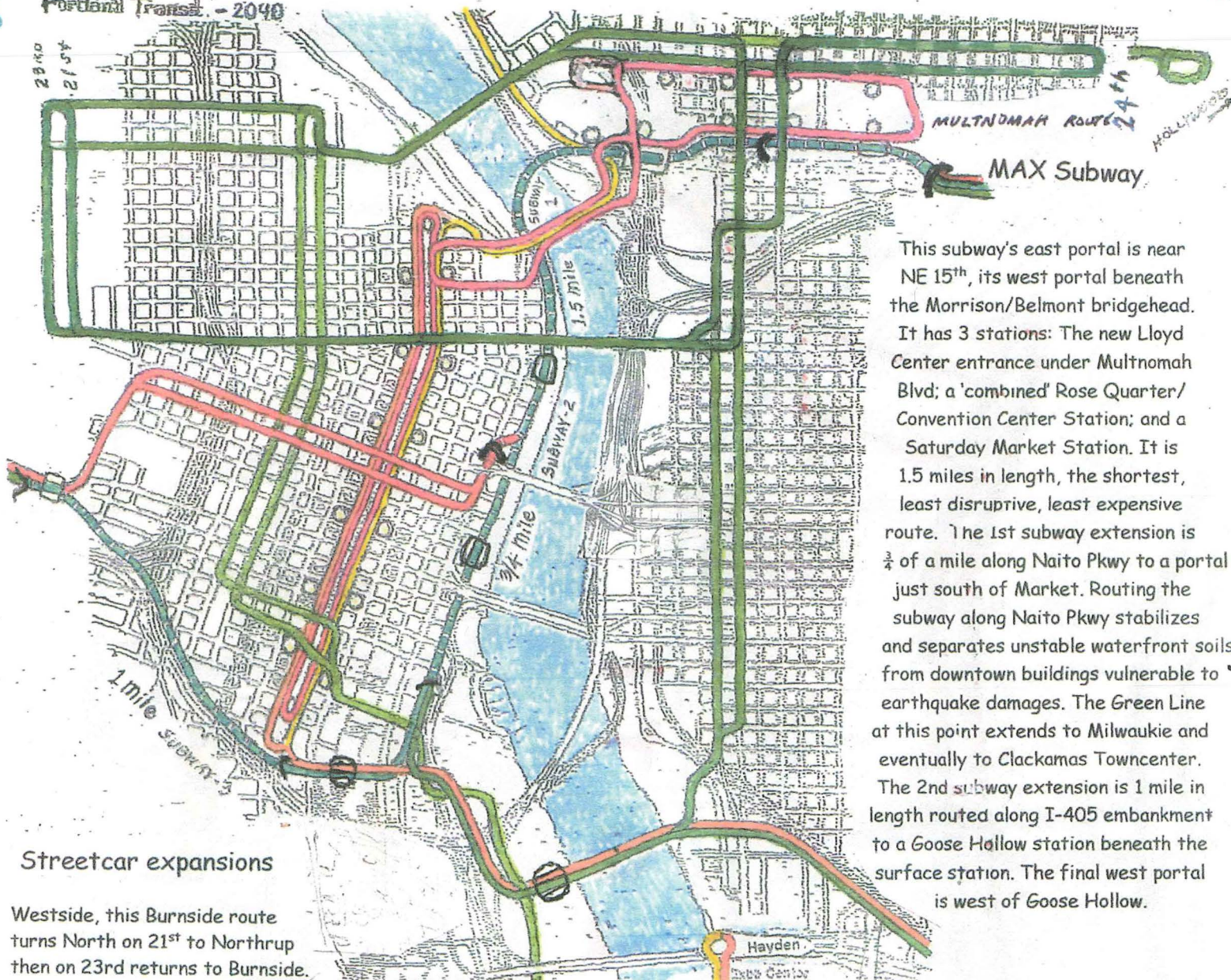
The actions taken by this resolution are the interim steps between initial proposal of the budget and final adoption of the budget in June. Oregon Budget Law requires that Metro approve and transmit its budget to the Multnomah County Tax Supervising and Conservation Commission (TSCC). Members of the TSCC are appointed by the Governor to supervise local government budgeting and taxing activities in Multnomah County. The TSCC will hold a public hearing on Metro's budget on Thursday, June 6th, 2019 at 12:30 p.m. in the Metro Council Chamber Annex. Following the meeting, the TSCC will provide a letter of certification for Metro's budget. The Council's adoption of the final FY 2019-20 budget is currently scheduled for Thursday, June 20th, 2019.

Oregon Budget Law requires the Budget Committee of each local jurisdiction to set the property tax levies for the ensuing year at the time the budget is approved. Under budget law the Metro Council sits as the Budget Committee for this action. The tax levies must be summarized in the resolution that approves the budget and cannot be increased beyond this amount following approval. Metro's levy for general obligation debt reflects actual debt service levies for all outstanding general obligation bonds and anticipated debt service for the Affordable Housing general obligation bonds issuance planned for May 2019. The levy authorization for FY 2019-20 also includes the renewed 5-year local option levy for Parks and Natural Areas support as well as the levy for Metro's permanent tax rate for general operations.

ATTACHMENTS

Resolution #19-4976 - Approving the FY 19-20 budget, setting property tax levies and transmitting the approved budget to the Multnomah County Tax Supervising and Conservation Commission.

Materials following this page were distributed at the meeting.



Streetcar expansions

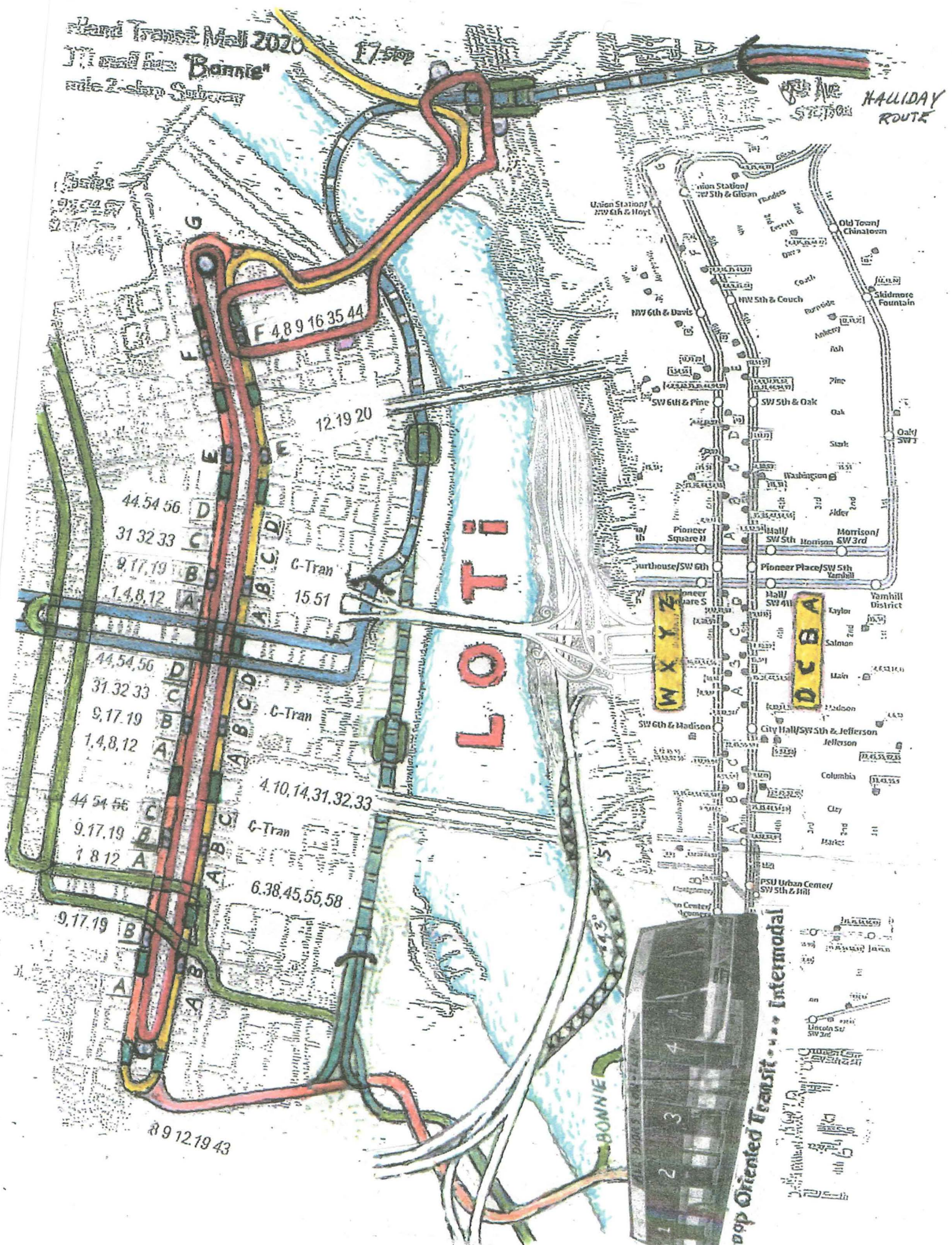
Westside, this Burnside route turns North on 21st to Northrup then on 23rd returns to Burnside. Eastside, the route turns north on Grand then east on Weidler to a turnback at 24th on Broadway, south on 7th and MLK to Burnside.

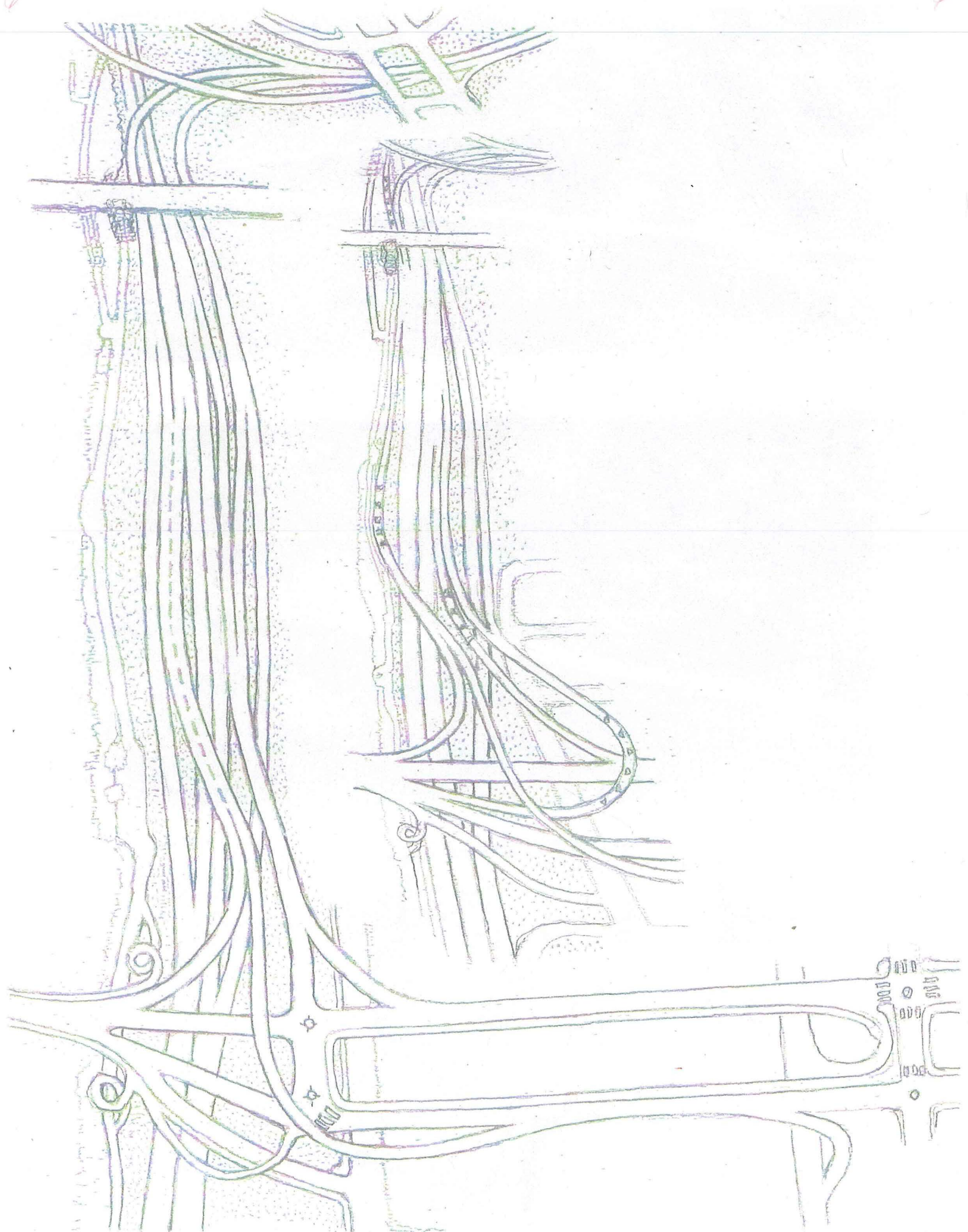
This subway's east portal is near NE 15th, its west portal beneath the Morrison/Belmont bridgehead. It has 3 stations: The new Lloyd Center entrance under Multnomah Blvd; a 'combined' Rose Quarter/Convention Center Station; and a Saturday Market Station. It is 1.5 miles in length, the shortest, least disruptive, least expensive route. The 1st subway extension is $\frac{3}{4}$ of a mile along Naito Pkwy to a portal just south of Market. Routing the subway along Naito Pkwy stabilizes and separates unstable waterfront soils from downtown buildings vulnerable to earthquake damages. The Green Line at this point extends to Milwaukie and eventually to Clackamas Towncenter. The 2nd subway extension is 1 mile in length routed along I-405 embankment to a Goose Hollow station beneath the surface station. The final west portal is west of Goose Hollow.

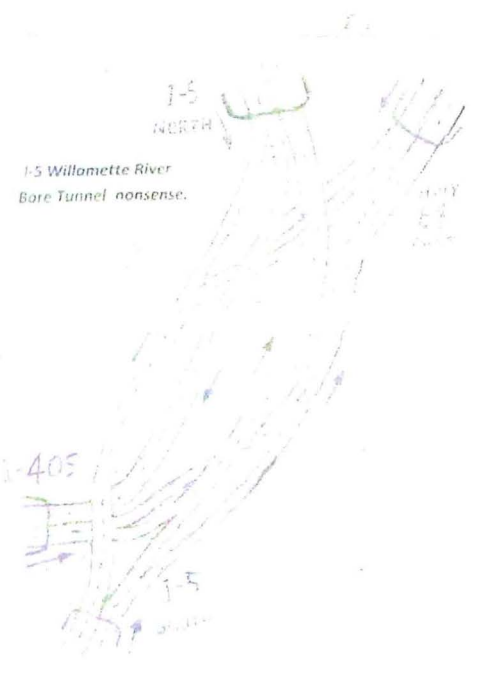
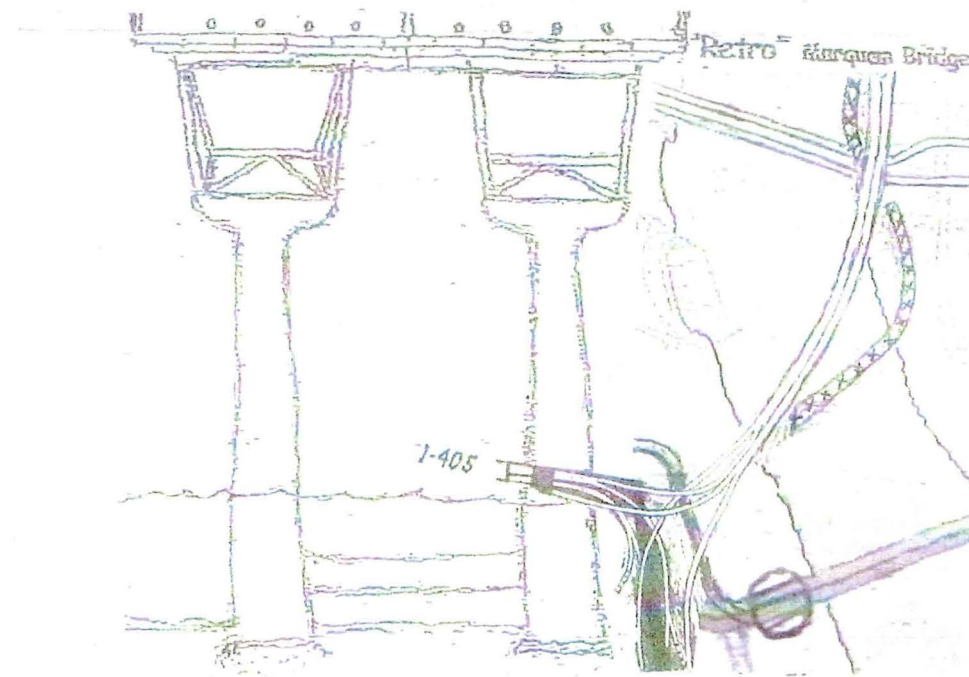
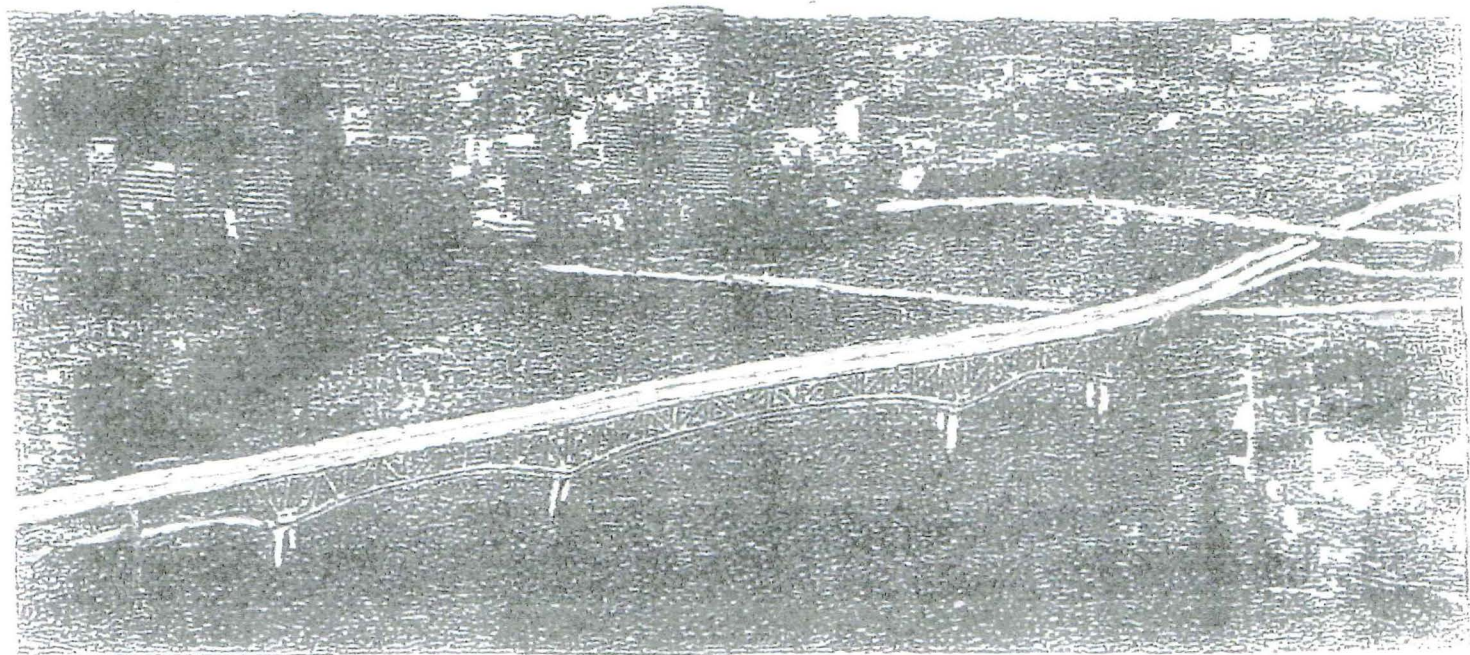
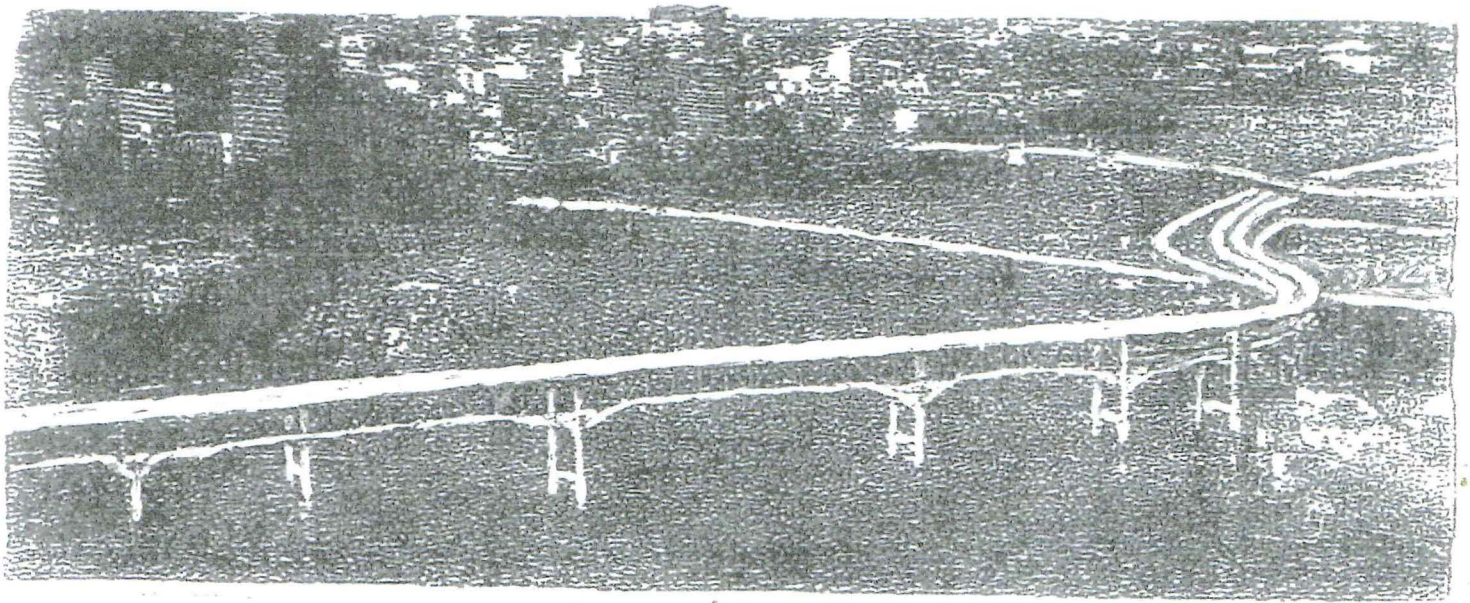


17502

68 Ave
STATION HALLIDAY
ROUTE





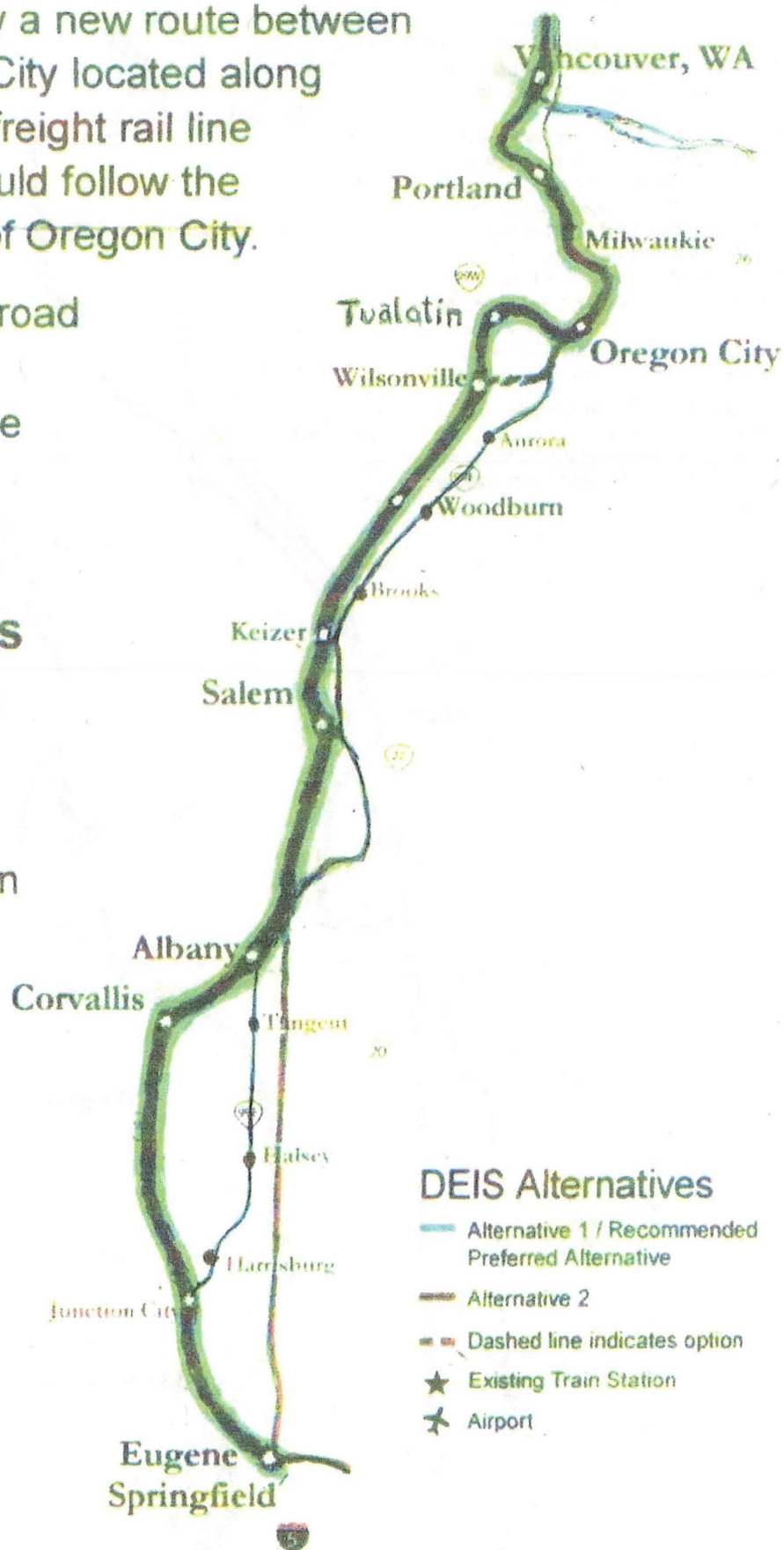


Alternative 2 is primarily a new route between Springfield and Oregon City located along Interstate 5, an existing freight rail line and Interstate 205. It would follow the existing rail route north of Oregon City.

ODOT and the Federal Railroad Administration (FRA) have identified Alternative 1 as the Preferred Alternative.

You're invited! Project Open Houses and Public Hearings

The DEIS is completed and ready for public comment. ODOT is hosting public open houses and public hearings throughout the project area in late November and early December. Join us to comment on the DEIS before the FRA selects a Final Preferred Alternative. Comments must be received by Dec. 18, 2018 to be considered in the Final EIS.



Blue - The blue alternative generally follows the existing Amtrak Cascades route. The blue alternative could use existing stations. One option would include adding new track south of Salem to shorten the route. A second option would provide a new station near Portland's Rose Quarter, and then continue on new track east of through northeast and north Portland to Vancouver, Wash.

Purple - The purple alternative uses portions of the existing Oregon Electric line. It also includes portions of the blue alignment from the Eugene station to the Eugene rail yard; from south of Albany to Keizer; and from Aurora to Vancouver, Wash. Two new connections to the blue alternative would be built: one connection south of Albany and one connection from just south of Donald to south of Aurora. This alternative could use existing stations.

One option is to go to Wilsonville and then connect to the red alternative. A second option would bypass Aurora before connecting to the blue alternative south of Canby.

Vancouver, Wash.

Portland

Malwaukie

Oregon City

Wilsonville

Donald

Aurora

Woodburn

Brooks

Keizer

Salem

Albany

Millersburg

Corvallis

Tangent

Monroe

Halsey

Harrisburg

Junction City

Eugene

Springfield

Red - The red alternative runs along Interstate 5, either just inside of or near the current highway right of way. South of Portland, it follows Interstate 205 north and Interstate 84 west into central Portland. The alignment along I-5 and I-205 would be on all new track dedicated to intercity passenger rail service. It would use existing rail lines west of the I-205/I-84 interchange to Vancouver, Wash. The red alternative could use Portland's Union Station but would bypass existing stations in Eugene, Albany and Salem. It could include new stations in Springfield, Albany, Salem/Keizer and the southern Portland metro area.

One option would leave the I-5 corridor south of Albany and use existing track to the existing Albany station and then return to I-5. Another option would provide a new station in Portland's Rose Quarter and bypass Portland Union Station.

Yellow - The yellow alternative would use the purple alternative from Eugene station to Junction City. New track would be built from Junction City to Monroe, and then would connect to the existing rail line through Corvallis to Albany, where it would join the blue alternative. This alternative would bypass the Albany station and include a new station in Corvallis.

An option is to leave the existing rail line in south Corvallis and build new track along Highway 34 that would connect to the blue alternative south of Albany. This option could use the existing Albany station.



Metro Council
600 NE Grand Ave.
Portland, OR 97232

Dear Council President and Members of Council:

I represent the Willamette Falls Heritage Area Coalition, a partnership of public, private, tribal and nonprofit organizations with a shared passion for the 56-river-mile heritage area: its rich heritage, natural beauty, agriculture and recreational opportunities. We are leading efforts to enhance, assist and promote the Heritage Area that centers on Willamette Falls. It is an effort that has won designation as Oregon's first State Heritage Area and this last year won the hearts and minds of the National Park Service, convincing them we meet all 10 criteria to become a National Heritage Area. It is all because of the collaborative efforts of this partnership around the falls. A partnership that could not thrive without the ongoing participation and financial support of Metro. Thank you for your ongoing support.

We understand the Legacy Project need for funding for the next Metro open spaces bond measure. We support it. But we want you to know that their case is even stronger if the Locks are included as well. Because of Metro's support our organization has had the genius and integrity of committed Metro elected officials like Carlotta Collette and Christine Lewis on our Board of Directors; advising and advocating and encouraging us on our pathway to a becoming the region's first National Heritage Area. Because of Metro's support we have the guidance and expertise of former Metro staff advising us, staff like the incomparable Andy Cotugno who serves on our Heritage Area Coalition board as a volunteer. These are the people who share our passion for the region and guide our steps along the way to becoming a National Heritage Area, while bringing all aspects of Willamette Falls together from the River Walk to reopening the Locks to protecting habitat and environment and honoring and preserving enduring Tribal cultural practices.

The Legacy project and the Locks are forever linked to the larger vision being pursued through the Willamette Falls Heritage Area. The locks are integral to our National Heritage Area efforts as they are the unifying feature of our recently approved National Park Service feasibility study; the last major hurdle before approaching Congress for a declaration of National Heritage Area status. The Willamette Falls Locks have significant historical, cultural and industrial heritage that we are poised to celebrate on a national stage.

We need to demonstrate to our Congressional delegation that our 56-river miles of Heritage along the Willamette River is a united waterway with access both above and below the locks. Your support of



funding the repair and reopening of the Willamette Falls navigation canal and locks is key to our National Heritage Area work. Once this asset is operating imagine the impact it will have on recreational and heritage tourism, not to mention other areas of commerce, locally, regionally and nationally. There is no National Heritage Area in our region yet, and we would be the first. Your funding support for Willamette Falls Locks ensure we share the natural, cultural, and historic wonder of our heritage area, from Lake Oswego to the upriver areas of French Prairie and Champoeg, and for our Tribal partners who participate on our Board and journey on the Heritage Area waterway with their tribal canoes; bringing great opportunity to Oregon.

And, just for the record, once we have our legislation for the National Heritage Area I will be back here asking for Metro's endorsement.

Sincerely,

A handwritten signature in cursive script that reads "Siobhan Taylor".

Siobhan Taylor

Executive Director

Willamette Falls Heritage Area Coalition



Willamette Falls National Heritage Area Feasibility Study



Willamette Falls Heritage Area Coalition PO Box 7, West Linn, Oregon 97068

<http://www.wfheritage.org>

July 2018

Willamette Falls Heritage Area

America's Western Beginnings - at the End of the Oregon Trail

The Willamette Falls Heritage Area is nationally important for its pivotal role in the western continental expansion of the United States through the settlement at the end of the Oregon Trail. While continuously an important Native American gathering place, the Willamette Falls area upriver and down became a key destination for early trappers, merchants and farmers because of its promised bounty. With the historic in-migration of Oregon Trail pioneers, United States sovereignty for the area was assured, excluding British, French or Russian destinies.

Spanning 56 miles of the Willamette River, the proposed national heritage area embraces stories of discovery, migration, displacement, innovation and reconnection. It spawned an early western industrial revolution because of the abundant power of the nation's second largest waterfall. It encompasses the first farms, first Christian missions, first American-style government, cities, institutions, and mills in the vast Oregon Country. The river provided vital trade routes to Asia, the Pacific islands, and the northern Pacific Coast.

The National Historic Oregon Trail was a major cross-country transportation corridor that connected midwestern United States directly with Oregon City, the first capital and federal center. The deluge of overland emigrants dramatically changed the course of human settlement in the Pacific Northwest from Native American villages to full-service American river communities.

The discovery of the Willamette Valley's matchless fertile soils, brought by repeated Ice Age Floods, led to the marketing of the area as an agricultural paradise. The tremendous water power led to a catalytic industrial complex around Willamette Falls, including history-making electrical transmission. The convergence of multiple interests in the heritage area tell an important American story of land and people, conflicting life ways, interdependence, powerful leaders and entrepreneurs, and a feisty independence that sets the Pacific Northwest apart, even today.

From the 1830s to the start of 20th century, the Willamette Falls Heritage Area was the hub of early settlement, industry and decision-making in America's northwestern frontier.



Downtown Oregon City
2018 Great American Main Street Award Winner

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Executive Summary - New Beginnings at the End of the Oregon Trail

From lush green fields and tall firs to historic homes and pioneer industrial sites, fifty-six miles of the Willamette River's course in Oregon connect the stories of those who shaped American history in the Pacific Northwest. A mighty river and its powerful waterfall define Willamette Falls Heritage Area's physical landscape – which shaped its settlement patterns, commerce, transportation, and industry – and invites discovery of one of the nation's richest agricultural valleys.

Promise and opportunity at this so-called Eden's Gate drew thousands of emigrants in the 19th century, nearly 300 years after the settlement of eastern United States. They started something new at the end of the Oregon Trail. By their very presence, these pioneers and settlers secured the western boundary of the United States – and here they recreated the foundations of America, its industrialization, commerce, and innovation. As the population center and U.S. Territorial capital, Oregon City became the center of American federal authority in the region, before the rise of Portland and Seattle. Thus ended Great Britain's claim to this country with the dominance of an America expanding to front the Pacific Ocean.

Promise and opportunity continue to draw scores of modern day stakeholders to the Willamette Falls National Heritage Area vision, to share and preserve significant American

stories, sites and experiences around the mighty waters of the Willamette River, its waterfall and valley.

The history is distinctive. So are the stories of its people.

Already nationally recognized as the terminus of the Historic Oregon Trail, the Willamette Falls Heritage Area is so much more – a complex story of endings and new beginnings. The Willamette Valley was not an empty paradise just awaiting settlement by hardy American pioneers. For hundreds of generations, indigenous tribes and bands thrived along the riverbanks of the Willamette – until contact with white explorers left them decimated by disease and dispossessed of their land. Yet they persisted and maintain their traditional connections today. The river and Falls continue to be a gathering place for tribal members who still fish for salmon and lamprey and live within the sound of the roaring waters.

The Willamette Falls Heritage Area embraces its geologic beginnings, its native peoples, its first settlers and the emigrants who built American-style institutions and enterprises, plus its innovators who pioneered electricity, milling and transportation. The hydropower at Willamette Falls attracted and inspired enterprise; its challenges fostered ingenuity and entrepreneurship. As a main artery, the Willamette River provided the transportation

network that stimulated commerce and fostered new communities. Soon a variety of mills, steamboats, a portage route, and a unique system of locks facilitated international trade. The first long-distance transmission of electricity in the nation secured Willamette Falls' place in history.

Oregon's notable agriculture industry began in the heritage area with the first farms producing crops as early as 1829. Oregon leads the nation today in growing products that appeared first in the French Prairie area, including grass seeds, hops, nursery crops, Christmas trees, hazelnuts, and berries, to name a few.

Today, as it was in the 1800s, Willamette Falls is both a dividing point and a connecting link between the smaller upriver Willamette Valley agricultural communities and the larger downriver more urbanized towns. Even after nearly two centuries of Euro-American and French-Canadian settlement, farming, and industry, many miles of the Willamette River remain much as they were when the Native Americans lived alongside – lined with willow thickets, towering Oregon ash and cottonwoods, the habitat of over 140 species of birds, including eagles and osprey, beaver, raccoons, coyotes, cougars and otters. This is a beautiful and abundant place.

Bridges and small ferries established over 100 years ago continue to shuttle people and vehicles across the river. Travelers may pass close to the nation's second most powerful waterfall and not see it – because Willamette Falls became relatively hidden as huge industrial complexes hugged its edges. The Falls are a central motif of the heritage area and one reason that tribal people and pioneer

settlers were drawn here in the first place – but few people today know they exist.

That is about to change. One of the most compelling projects within the proposed NHA is a major redevelopment and preservation venture on the Oregon City side of the Falls on 22 acres previously heavily industrialized, now called the Willamette Falls Legacy Project. A public esplanade along the river will make the Falls both accessible and clearly visible for the first time in over a century.

A second major project is repairing and reopening the historic Willamette Falls Navigational Canal & Locks, closed since 2011 by the U.S. Army Corps of Engineers. From early 1873, the Locks were key to regional commerce and were named a "National Treasure" in 2012 by the National Trust for Historic Preservation.

The motivation to create a National Heritage Area (NHA) grew from a community desire to share a nationally important story, preserve historic buildings, support museums and heritage sites, and kick-start economic revitalization. This vision spawned the creation of the nonprofit Willamette Falls Heritage Area Coalition (WFHAC) in 2009 and started a broad public engagement process to develop the required Feasibility Study to support designation of a NHA. Over 100 community meetings, communication with 15,000 stakeholders, and the direct involvement of 200+ people have produced strong champions for NHA designation and its shared stewardship responsibilities. As the local coordinating entity, WFHAC has the capacity and community support to collaboratively manage the assets of this nationally significant place.

Two important events in 2015 demonstrate broad public support for a NHA in Oregon:

- The Oregon Legislature approved a Joint Memorial urging Congress to create the Willamette Falls National Heritage Area in recognition of the region's important role in American history.
- The northern portion of the proposed NHA became Oregon's first state heritage area designated by the Oregon Heritage Commission. Although a smaller footprint, the Willamette Falls State Heritage Area is a focal point of the NHA – with the 'birthplace of Oregon' as the main theme.

Willamette Falls Heritage Area showcases the 'American Dream' of a continental nation. Its narrative highlights the resilience and tenacity of the Native Americans who maintain their on-going cultural connections to this place and the shared responsibility for stewardship of its resources. The heritage area continues to serve as a portal to the unique and significant American history of the Oregon Country, its natural landscapes, arts and culture, and recreational assets. The region is ready for Congressional designation as a National Heritage Area – to benefit future generations of Oregonians and their visitors from around the world.



Abernethy Green in Oregon City (now site of the End of the Oregon Trail Interpretive Center) was the official end of the 2,000-mile journey for Oregon Trail pioneers. With the promise of 'free land,' these settlers helped secure the continental boundaries of the United States and brought familiar institutions, traditions, and governance to the Oregon Country. Photo by Alice Norris

Introduction to the Willamette Falls Heritage Area

1



The Willamette Falls National Heritage Area is...

- United by the Willamette River and its tributaries-linking both urban and rural communities
- Energized at its heart by a powerful waterfall
- A distinct geological landscape created by repeated cataclysmic Ice Age floods that deposited the highly fertile alluvial Willamette Valley soils, some of the best in North America
- An Oregon State Heritage Area, recognizing the central role of the Willamette Falls region in U.S. westward expansion, settlement, and industrialization in the 19th century
- A diverse landscape of verdant fields and native forests, green parks and sandy beaches, industrial sites and riverside communities
- Home to some of the largest salmon runs and Pacific lamprey migrations in the nation
- A rich agricultural region, known for grass seed, hops, wine, hazelnuts, livestock, dahlias, nursery stock, and as the nation's leading grower of Christmas trees
- Rich with cultural sites, festivals and museums that tell stories of Native Americans, Oregon Trail migrants, first government, and early industrial entrepreneurs
- A significant gathering place for tribal people – for traditional celebrations and cultural activities
- Abundant with opportunities for historic preservation and discovery, redevelopment and conservation, education and recreation: fishing, boating, hiking, birding, horse riding, swimming, paddling...

What is a National Heritage Area?

National Heritage Areas are places where natural, cultural, historic, and scenic resources combine to form a cohesive, nationally important landscape arising from patterns of human activity shaped by geography.

– National Park Service definition

National Heritage Areas (NHAs) present the interconnected stories of nature and human history, unique to the American experience. They are places with identifiable, nationally significant resources, stories of broad interest, and public-private support for investment in the community. A strong base of local, grassroots support is essential, with the visible involvement and commitment of residents, government, community groups, non-profits, and businesses.

Initiated and coordinated at the local level, heritage areas do not come with rules and regulations and do not impact existing local, state, or federal regulations – nor do they impact private property rights. Managed locally, heritage areas play vital roles in preserving the physical character, traditions, and stories of America, reminders of national origins and identity.

NHAs are designated by Congress and have three years to develop a management plan. Created locally and approved by the Secretary of the Interior, the plan defines the mission, vision, and goals of the NHA and outlines the strategies that the coordinating entity, partners and residents will use to achieve these objectives.

The first NHA was designated by Congress in 1984, the Illinois & Michigan Canal National Heritage Corridor, to celebrate the canal era. To date Congress has designated 49 NHAs across the country – but none in the Pacific Northwest.

The Benefits

Benefits of an NHA designation include:

- Federal recognition as nationally distinctive
- The opportunity to connect, conserve and interpret resources across a broad landscape
- Technical and interpretive assistance from the National Park Service
- Potential seed funding, at a 1:1 match, to implement programs and initiatives
- Stimulation of public/private partnerships
- The potential to draw visitors from across the United States and the globe
- Community revitalization

A recent economic impact study by NPS indicates that NHAs contribute \$12.9 billion to the national economy and support 148,000 jobs.

A heritage area is uniquely situated to help achieve the balance between economic development and the conservation of significant historic, natural, and cultural resources. Working in partnership with units of government, planning agencies, parks departments, corporations, nonprofit organizations and foundations, heritage areas promote collaborative stewardship, economic

National Park Service National Heritage Area Criteria



1. The area has an assemblage of natural, historic, or cultural resources that together represent distinctive aspects of American heritage worthy of recognition, conservation, interpretation, and continuing use, and are best managed as such an assemblage through partnerships among public and private entities, and by combining diverse and sometimes noncontiguous resources and active communities.
2. The area reflects traditions, customs, beliefs, and folk life that are a valuable part of the national story.
3. The area provides outstanding opportunities to conserve natural, cultural, historic, and/or scenic features.
4. The area provides outstanding recreational and educational opportunities.
5. Resources that are important to the identified theme or themes of the area retain a degree of integrity capable of supporting interpretation.
6. Residents, business interests, nonprofit organizations, and governments within the proposed area that are involved in the planning, have developed a conceptual financial plan that outlines the roles for all participants including the federal government, and have demonstrated support for designation of the area.
7. The proposed management entity and units of government supporting the designation are willing to commit to working in partnership to develop the heritage area.
8. The proposal is consistent with continued economic activity in the area.
9. A conceptual boundary map is supported by the public.
10. The management entity proposed to plan and implement the project is described.

development projects, leveraging of precious resources, collaboration across political boundaries, and inspire greater pride in the region's heritage.

Purpose of the Feasibility Study

The purpose of the Willamette Falls Heritage Area Feasibility Study is to determine if the proposal meets the suitability and feasibility requirements for NHA designation and is based upon the National Park Service's National Heritage Area Draft Feasibility Study Guidelines and ten interim criteria for evaluation of candidate areas.

Planning for the Willamette Falls NHA was a public process and collaborative effort from the beginning. In 2009, the Willamette Falls Heritage Area stakeholders began identifying and cataloging the sites and stories, traditions and people that shaped the area's heritage. In more than 100 public meetings with over 1,500 stakeholders, and 15,000 participants in community outreach events, there was a clear consensus: the Willamette Falls region and the nation will greatly benefit from NHA designation. This designation will provide support to stakeholders as they develop new collaborative tools to sustain the Heritage Area's vision into the future.

The Opportunity

Willamette Falls National Heritage Area designation is a rare opportunity to enhance, preserve, interpret, and share a broad landscape of majestic natural beauty, a collection of nationally significant sites and stories, and a nationally distinctive heritage. The cultural identity of the area (once a regional hub) was shaped by people of diverse backgrounds who put down deep roots in this place and who left a legacy to be rediscovered, interpreted, and conserved. With many committed and active partners, WFHAC is bringing together the myriad pieces that weave a unique American story – toward the goal of benefitting all stakeholders. The opportunity to ‘imagine the possibilities’ of linking the assets within the heritage area and implementing a year-round menu of projects and programs around the birthplace of

Oregon is both challenging and stimulating. A NHA will enable us to share our cultural assets with the nation that supported development in the Pacific Northwest in the 1800s and early 1900s.

The Planning Group: Willamette Falls Heritage Area Coalition

An enthusiastic and diverse group of community leaders began meeting in 2005 to support the preservation and enhancement of the distinctive cultural heritage around Willamette Falls. They shared a concern for the future of the region, its heritage, its physical assets, and its economic vitality. Their goal was to unite under a single umbrella to strengthen those efforts and they found an approach ideally suited for a collaborative effort: national heritage area designation.



Hundreds of community members were engaged by WFHAC and participated in public forums to help shape the future national heritage area. Photos courtesy of Brian Scott

When those public and private sector stakeholders and organizations gathered to initiate the NHA designation process, Willamette Falls Heritage Area Coalition (WFHAC) was founded, a remarkable partnership of cities, counties, a tribal nation, regional leaders, cultural, heritage and civic organizations, including a private industry that continues to provide employment around the Falls and upriver. Fourteen original partners signed a Declaration of Cooperation (see Appendix), cementing their goals and objectives for the area, even before becoming an official nonprofit organization in 2012.

WFHAC, the energy behind this feasibility study, has the capacity to successfully manage

the Heritage Area and complete the work required to bring this nationally distinctive story together, through cooperative ventures, strategic focus, and partnerships with public and private entities within and outside of the boundaries.

The Study Process

WFHAC created three work groups to facilitate the feasibility study process. They met over a four-year period and consulted with historians and experts in specific fields:

- The Themes and Inventories committee gathered, researched, and verified site information.



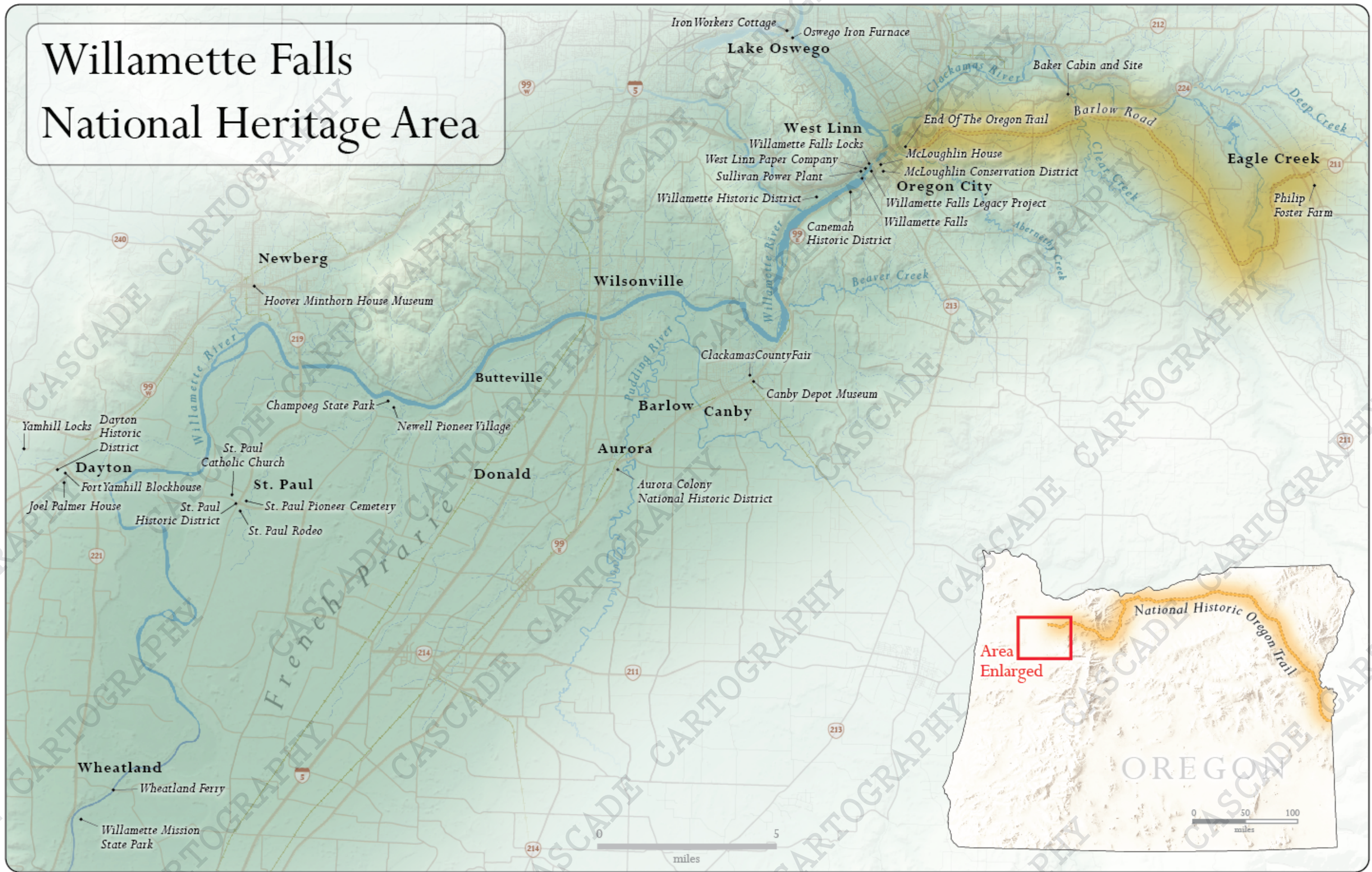
WFHAC organized Willamette Falls Festival in 2012 to celebrate the refurbishment and reopening of the Arch Bridge between West Linn and Oregon City. Over 30,000 people attended heritage, art, music and river events—and watched spectacular fireworks. Note the 1922 Bridge in the background.
Photo courtesy of Clackamas County Tourism and Cultural Affairs.

- The Management and Operations committee oversaw timelines and developed financial data, organizational structure, and funding strategies.
- The Outreach and Communications committee convened five public workshops, many citizen engagement activities and materials, and organized three major theme-based festivals that drew over 50,000 people to the area.

The Study summarizes the unique geography of the area and its historical, cultural, recreational and natural resources. It presents an interpretive framework for understanding the national importance of the area and the key role that settlement and opportunities at the end of the Oregon Trail played in shaping the nation's boundaries, industries and institutions. It describes the activities that WFHAC and its partners organized and implemented over the past nine years, demonstrating how a NHA can benefit the region.

The study process confirmed that the collection of heritage facilities and sites, opportunities for education and interpretation, positive public and private support, potential financial resources, nationally significant themes, activities and stories existing within the proposed boundary are appropriately suited for and would benefit from NHA designation.

Willamette Falls National Heritage Area



Description of the Study Area and its Boundaries

The proposed Willamette Falls National Heritage Area boundary encompasses the significant heritage sites and buildings that tell the stories of early settlement and enterprise in the Oregon Country. It stretches 56 miles along the Willamette River from Lake Oswego near the northern end of the Study Area to Willamette Mission State Park at the southern end. It includes the heart of the industrial complex that drove the economy of the Oregon Country and Oregon Territory for many decades. Much of the southern section is called French Prairie, an area synonymous with agricultural abundance and known as the breadbasket of the Oregon Territory. It boasts some of the most fertile soils in the nation and was the primary attraction for emigrants and settlers.

The natural resources of the Heritage Area have supported human settlement for roughly 10,000 years. Archaeological and ethnographic studies suggest the area was an important trading, hunting and recreation area for indigenous people. The boundary encases original tribal village sites and traditional fishing areas that were once visible along the main stem and tributaries of the Willamette (Clackamas, Molalla, Pudding, Tualatin, and Yamhill rivers). It also incorporates the pioneer settlements and communities that developed later, including Aurora, Barlow, Butteville, Canby, Dayton, Donald, Lake Oswego, Newberg, Oregon City, St. Paul, West Linn, Wilsonville, Yamhill, and the historic areas of Champoege and French Prairie.

The Willamette River, honored as both an American Heritage River and a National Water

Trail, shaped the trade routes, livelihoods and culture during this settlement period in U.S. history.

One of the oldest sites (1882) inside the northeastern boundary is Philip Foster Farm, a welcomed stop on the final 16 miles of the Oregon Trail, the Barlow Toll Road. Foster's farmstead is significant for two reasons. From 1846-1853, it marked the re-emergence into civilization for the Oregon Trail emigrants after 2,000 miles of travel. Secondly, it marked an initial point of dispersal of the emigrants, with some continuing west to Oregon City and others turning south into the Willamette Valley.

The Study Area also embraces three locations that represent the Industries that evolved around the river and Falls. Each industrial site is quite different and represents different phases of an industrial history continuum.

- **An operational industrial complex:** On the west side of Willamette Falls is a 110-acre shared island in the river that includes a fully operating hydroelectric power plant, fish ladder and counting station plus West Linn Paper Company dating back to 1889 and a series of historic navigational locks. Public paper mill tours continue to offer spectacular views of the Falls, fish ladder, power plant, and the locks. The Willamette Historic District was the site of mill workers' homes, now National Register residences dating from 1895-1929.
- **A vacated industrial complex:** On the east bank of the river sits the 22-acre site of the former Blue Heron Paper mill, with vacant National Register-eligible buildings, iron structures from the old mill, the imposing basalt walls of the former Oregon City Woolen Mill, site of Imperial Flour Mill and

Dr. John McLoughlin's enterprises, railroad tracks, four layers of industrial uses, and a former log lagoon. McLoughlin was arguably the most important leader during the Settlement period. The mill complex sits on the original location of early downtown Oregon City. Dating from the 1840s, the site contains platted streets, the original location of McLoughlin's house, the first Methodist Church, site of the first long distance electrical transmission in the U.S., and early businesses and residences. This site is currently the greatest opportunity within the proposed heritage area for redevelopment, conservation, interpretation, habitat restoration and public access to the Falls. For the first time in a century, the public

will gain access to spectacular Willamette Falls, through The Riverwalk project (150' of public right of way along the Willamette River), currently 1/3 funded with construction to begin in early 2019.

- **A restored industrial site:** Downriver four miles from the Falls in Lake Oswego is a beautifully-restored industrial centerpiece, the first blast furnace on the Pacific Coast dating from 1866. One of seven sites associated with Oregon's pioneer iron industry, the iron furnace is the only surviving example west of the Rockies. Easily accessible interpretive panels and a heritage trail enhance the visitor experience.



Grinding stones from the West Linn Paper Mill, used to turn wood into pulp for paper manufacturing, are part of a sculpture welcoming walkers to the new West Linn Greenway Trail in Willamette Park. The sculpture is a symbol of the industry and commerce that was central to the surrounding communities. Photo by Alice Norris

The layers of industrial heritage located on the river are key components for an interpretive program of the NHA.

The Boundaries of the Heritage Area

In drawing a boundary around the Heritage Area, the task was to include all the sites that supported Settlement and New Beginnings at the End of the Oregon Trail. Tribal experts as well as local and regional history leaders were engaged to gather the significant histories, sites and stories of early Oregon.

The boundaries of the proposed NHA were drawn to include the many linkages between the upriver and downriver heritage sites that augmented the Settlement theme. The story of settlement in the Willamette Valley includes places where Native Americans lived, fished and traded and where the first settlers (French-Canadians) claimed lands and built communities. The boundary incorporates the earliest political, cultural and commercial sites of the Oregon Country and U.S. Territory, the original pioneer settlements, and locations where key decisions were made that eventually brought Oregon into the United States.

The northernmost boundary encompasses the historic sites in Lake Oswego surrounding the early iron industry and its furnaces, mines,

“Mr. Foster has accommodations for emigrants and their stock...Nearly everyone stops a few days to recruit before going farther up the valley.”
Esther Belle Hanna, September 16, 1852



Philip Foster Farm was a welcomed resting spot on the Barlow Road, the final 16 miles of the Oregon Trail.

canal and dam, worker's cottage, and Oswego Pioneer Cemetery, containing graves of the iron workers.

The boundary then turns south along the Willamette River to include the historical neighborhoods and districts of West Linn, including paper mill workers' home. Across the river in Oregon City, the 1846 home of Dr. John McLoughlin was added to the National Park Service in 2003 as a unit of Fort Vancouver National Historic Site.

From Oregon City, the proposed NHA boundary winds 16 miles eastward up Holcomb Hill along the Barlow Road (the final segment of the Oregon Trail) to the Philip Foster Farm near Eagle Creek, to complete the arrival story of the overland pioneers.

Upriver, the Champoege historic area includes sites of the first religious missions and the first farms in the Oregon Country. The most senior agricultural district in the state, French Prairie, was established in the 1830s and named after the French-Canadian trappers who settled there.

River towns, landings and ports of commerce sprang up where produce and resources could be shipped in and out of the Willamette Valley to the industrial and commercial centers at the Falls and beyond. The river towns on the north and south sides of the river (Dayton, Butteville, Newberg, and Wilsonville) grew and flourished from active river commerce. Butteville, having survived the 1861 flood, became the main river port town on the French Prairie side where most agricultural products were shipped to market. All of these towns include National Register buildings, residences and historic downtowns (see NR lists in the appendix).

The most southern boundary cradles the site of Jason Lee's first Protestant Mission in the Willamette Valley, now part of Willamette Mission State Park. It lies just north of Salem, Oregon's current capital.

The boundary captures the first railroads and traces the old overland north-south buggy and car route running south to north through French Prairie to Oregon City. This route was the major transportation corridor through the Willamette Valley until the I-5 Freeway was built in the 1960s.

Key sections of two significant and historic transportation and trade corridors are included in the boundary.

- 1) East-West: The final leg of the historic Oregon Trail (the Barlow Road) provided a national overland connection between the U.S. mid-section and the Pacific Northwest. It fostered settlement in the Willamette Valley, around the river and Falls from the 1840s to 1860s.
- 2) The north-south boundaries encompass 12 communities and historic landings along

Willamette River from Lake Oswego to Willamette Mission State Park. This major river corridor carried the agricultural and forest products from the Willamette Valley to feed the industries powered by Willamette Falls, a port-of-call for ocean vessels going north to the Columbia River and then to markets along the Pacific Rim. Today the heritage area remains one of the nation's north-south transportation thoroughways with U.S. 99E, I-5 and the Southern Pacific rail lines paralleling the Willamette River.

The northern section of the heritage area is chiefly urban and saw early population growth, industrial development and civic institutions emerged. The upriver or southern section of the heritage area is largely rural, filled with acres of hops, berries, grapes, sheep, Christmas trees and other farm products. These are small close-knit communities with deep historical roots.

A Tour of the Heritage Area

(Note: All sites on this virtual tour are open to the public or publicly accessible.)

Begin as the arriving pioneers did – at Philip Foster Farm. Explore the 1883 pioneer farm and house, 1860 barn, gardens, and the oldest lilac bush in Oregon, as the living history interpreters demonstrate aspects of pioneer living.

Follow the Barlow Road route west toward the end of the Oregon Trail. Stop in Carver to see Baker Cabin and Church, settled by pioneers of the second wagon train from Missouri. Baker was a stone mason and his quarried stones were floated down the Clackamas River to help build the Willamette Falls Locks, among other structures.

Near the confluence of the Clackamas River and the Willamette is the location of a former Clackamas native village, strategically sited here by the tribes to be close to the river's bounty. Slightly inland is the federally designated End of the Oregon Trail at Abernethy Green, the terminus of the National Historic Oregon Trail. The Visitor Center and programs at the Interpretive Center use hands on exhibits to transport visitors back to the 1840s and 50s when tens of thousands of pioneers arrived here via covered wagons, exhausted and hungry, but hopeful. The emigrants finished their journey just as winter was about to begin and many rested up in the Oregon City area before filing land claims and dispersing up and down the Willamette Valley and elsewhere.

The arriving Oregon Trail pioneers would have walked or ridden into town to file claims and seek news. Follow their footsteps and head to Oregon City's nationally recognized Main Street (**2018 Great American Main Street Award, first ever in Oregon**), where the historically significant buildings and sites are labeled within a thriving business district. Ride up North America's only 'vertical street,' the municipal elevator, to stroll McLoughlin Promenade (donated to the citizens by Dr. John McLoughlin) and historic district. Among many vintage homes is McLoughlin's 1846 Home and the 1850 Barclay House, both part of the National Park system. These homes are reminders of the British occupation of the area, as both McLoughlin and Barclay were Hudson's Bay Company (HBC) employees who had laid claim to this resource-rich area.



Operating Fish ladder and the West Linn Paper mill – west side of Willamette Falls.
Photo by Alice Norris

Go to the Falls Overlook for the best view of the thundering horseshoe-shaped Falls. Salute the bronze bust of Dr. McLoughlin, a key figure in the western settlement story and founder of Oregon City. Walk across the street to visit exhibits and hands-on displays at the Museum of the Oregon Territory, plus awe-inspiring views of the Falls and river.

Walk down to the center of the restored 1922 Oregon City-West Linn Arch Bridge, designed and built by famous bridge-engineer Conde McCullough. Stand below those graceful arches to appreciate the expansive view of the industries that dominated both shorelines, just as they once influenced America's future. Look into the mouth of the 145-year-old Locks, built to uncork the bottleneck that Willamette Falls created for shipping products from Willamette Valley farms to local and Pacific Rim markets. Those raw materials kept the original Willamette Falls mills operating, the growing cities fed, and prospectors supplied during the California Gold Rush. Willamette Valley lumber was sent to San Francisco for rebuilding the city after the devastating 1906 earthquake and fires.

Explore the self-guided Willamette Falls Heritage Trail, the first project of the Willamette Falls State Heritage Area, and visit 30 sites important to the settlement and industrial heyday of the proposed NHA. Downriver from the Falls watch for Pacific lamprey and Chinook salmon, in season. Look for 'hoglines' in the river, fishing boats tied together to more deftly hook migrating salmon and steelhead. Also look for a few large and noisy California sea lions waiting patiently for their share of the catch.



Willamette Falls Heritage Area Coalition board members toast the new Willamette Falls State Heritage Area with cake for the community at Oregon City's First City Celebration in 2015. Photo by Alice Norris

The rocky islands in the river host rare Oregon white oaks, blue heron rookeries, bald eagles and osprey.

Continue downriver to George Rogers Park in Lake Oswego. Visit the restored 1866 iron furnace. The iron smelting industry helped build the early infrastructure of the West Coast. Follow the Oswego Iron Heritage Trail to see important sites associated with Oregon's premier iron industry, which once employed 700 workers.

Also at the park is a sculpture, The Man from Kosh-huk-shix by Grand Ronde artist Travis Stewart. It is a physical representation of a traditional Clackamas story that tells of a tribal headman from a nearby village who teaches his people to harvest, cook and eat eels.

Return upriver to West Linn and the Willamette Falls Neighborhood Historic District for a walking tour past heritage trees and charming 20th century homes. Adjacent is another

Willamette tributary, the Tualatin, and two important parks. Fields Bridge Park displays large glacial erratic boulders brought by the Ice Age Floods and information about the largest meteorite in North America that hitchhiked on a glacier from Montana to West Linn. In Willamette Park at Bernert Landing is where the Bernert family used tugs, barges and log hoists to move massive log rafts down the river more than a century ago – and still do commercial river work today. Stroll along the Willamette River Walk and admire the massive grindstone sculptures at the trail head that depict how wood became paper in the late 19th and early 20th centuries.



Grand Ronde tribal members in a traditional canoe escort The Man from Kosh-huk-shix to its new home in George Rogers Park in 2015.
Photo courtesy of Vern Uyetake/The Lake Oswego Review

From Oregon City, travel south along the riverside pedestrian walkway to the village of Canemah, 'place of the canoe,' once an active steamship-building community. Canemah was the above-the-Falls port of call for the upper Willamette communities and the beginning of the portage area around the Falls prior to the Locks. From this vantage point 200 years ago, the fires of many tribal villages along the river and in the forests would have been visible.

Now leave the larger more urbanized communities behind and travel to Canby, once the market town for surrounding farms. Still a farming community, Canby is best known today for its cable-operated ferry crossing the Willamette, Clackamas County Fair and Rodeo, the annual Dahlia Festival and the 1892 Southern Pacific Depot containing a Museum.



Rafts made of cut timbers went through the Willamette Falls Locks to markets downriver. #3197 published by Edw. H. Mitchell, San Francisco

On the way through Barlow, drive by the handsome 1885 Barlow House, owned by the son of Sam Barlow, builder of the Barlow Road, last leg of the Oregon Trail.

Continue to Aurora, one of the nation's top destinations for antiques. Founded in 1856, Aurora was once the largest Christian communal society, some say utopian society, in the Pacific Northwest and boasts 35 National Register properties, including the Old Aurora Colony Museum and Steinbach Cabin.

On the way to Champoege, note the many hop fields, sheep farms, hazelnut orchards, and nurseries, as well as bike paths in this rural setting. One interesting stop is at the historic

Butteville General Store (1863) – a great place for ice cream. Explore several historic sites here: the Willamette Landing, Butteville Cemetery, and homes dating from the 1870s.

Discover the old town site of Champoege where historical town maps and early residences are cataloged. Significant for the historic vote for Provisional Government in 1843, the town was washed away by the great flood of 1861. The 622-acre Champoege State Park contains many sites of historical interest: Donald Manson threshing barn (one of Oregon's most important archaeological sites), and Daughters of the American Revolution Pioneer Mothers Log Cabin plus the reconstructed Robert Newell house (1852).



Founded as a religious commune in 1856, the Old Aurora Colony Museum features five buildings with exhibits and stories of the unique settlement in Aurora.



One of the many fields of hops on French Prairie – supporting Oregon’s flourishing craft beer industry and dating to early settlement. Oregon is 2nd in the United States in hops production. Photo by Alice Norris

On the Fourth of July, tiny St. Paul puts on one of the 10 largest rodeos in the U.S., now in its 84rd year. Its historic district touts 63 contributing properties, including an 1846 Catholic church, the oldest brick building in the Pacific Northwest. The 1839 pioneer cemetery has grave sites of 534 original pioneer families; the 1876 Cemetery contains many other pioneer notables.

The 1852 Joel Palmer House in Dayton would be a good place to dine before exploring Dayton’s National Historic District (41 listings). Yamhill Locks Park and the Fort Yamhill Blockhouse are also points of historical interest.

In Newberg, the founding Quakers left their mark at George Fox University and in the

National Register boyhood home of Herbert Hoover, 31st U.S. President, now open as a museum.

Drive through the agricultural richness of the French Prairie area that straddles the Willamette River. Here were the first non-native settlements in Oregon. Here were the homes of HBC’s retired French-Canadian trappers and the first farms in the Willamette Valley. This area was called Eden’s Gate because the fertile nutrient-rich soils combined with Oregon’s abundant water and mild climate to easily grow crops that sustained the American Dream for incoming pioneers. The prairies had been pre-cleared of trees by Native American anthropogenic use of fire for thousands of seasons.

The southernmost stop in the heritage area is at Willamette Mission State Park at Mission Bottom, also in French Prairie. Site of the first Protestant mission west of the Rockies, the natural setting remains similar to its appearance in 1834 when the Jason Lee party arrived to begin efforts to Christianize the Kalapuya Natives. See ghost structures of the original mission buildings, plus many walking/bicycling trails and the largest black cottonwood tree in the nation (dating from 1735). This mission was important to Settlement because (1) the missionaries essentially served as marketing agents who promoted the positive attributes of settling in Oregon, and (2) the establishment of missions made emigrants feel safer and more secure as they decided to travel to the wild frontier.

This area also hosts historic filbert (hazelnut) orchards dating to the early decades of the state. Close by is the still-operating Wheatland Ferry, the first to carry a wagon and ox team across the Willamette — in 1844.

The Willamette Falls Heritage Area, peppered with historic sites and small communities, reinforces the primary themes of the proposed heritage area's national significance. America's western beginnings were catalysts for U.S. expansion, American-style government and the development of commerce and industry in the Pacific Northwest.



OSWEGO IRON HERITAGE TRAIL

The Omega Iron Heritage Trail is a walking route that links the sites associated with Oregon's pioneer iron industry. Interpretive signs at each site give a glimpse of mining and iron making in nineteenth century Oregon.



Heritage Area Theme

2

What is a theme?

Themes are the framework for natural, historic and cultural interpretation of the National Heritage Area. The National Park Service recommends the identification of themes to illustrate the unique qualities of the heritage area. These unifying ideas tell the broad stories that demonstrate a region's distinctive national contributions.

The Willamette Falls Heritage Area was the crucible in which the American dream of a continental nation from sea to sea was shaped and fulfilled in the 19th century. As historians and knowledgeable experts pulled together the distinctive aspects of the heritage area, they identified the major events, catalyst

industries, important people, social movements, transportation innovations, and cultural traditions that illustrate the unique qualities of the area. They noted a confluence of natural resources and timing that changed the course of history locally and for the United States.

Heritage Area Theme: Settlement – New American Beginnings at the End of the Oregon Trail

American Settlement at the End of the Oregon Trail is the overarching theme of the proposed heritage area. It embraces stories of discovery, migration, displacement, innovation, and reconnection. It invites exploration of the vast resources provided by the mighty waters and the Falls, that supported human settlement for roughly 10,000 years. And it emphasizes the contributions of the emigrants lured here by those riches, who had substantial impact on the national story. They had come from the United States and wanted to establish familiar government, institutions and systems at the end of their journey. Their very presence helped secure the boundaries of the continental United States. Their ingenuity became the catalyst for the Pacific Northwest's new government and industrial revolution. The area had abundant hydropower for enterprise, abundant natural and extraction resources for making a living, remarkable soil fertility in the Willamette Valley for farming, and a growing population intent on re-creating their original American experiences.

National Significance:

Settlers were drawn to the Willamette River, its fertile Valley, and its powerful waterfall with the promise of hydropower, natural resources and prolific bounty – shaping continental expansion and creating the foundations of American-style government and civic institutions, trade, transportation and industrialization in the Pacific Northwest.

Other storylines reinforce the Settlement theme.

- Volcanic action and repeated cataclysmic **Ice Age Floods** shaped the landscape and delivered the legendary fertile soils of the Willamette Valley and French Prairie. The natural resources and distinctive landscape, especially the Falls, assisted in resource extraction, transportation and population growth.
- The first inhabitants, Native tribes and bands, were well established in all of the river valleys, hunting, fishing, and trading before contact with outsiders. The rich **Native American** culture was overcome by a new culture of government and civic institutions,

industries, and agriculture that mirrored the growth of the American nation. However, the traditions, cultural practices and endeavors of the native people continue to influence life in the heritage area today.

- The **End of the Oregon Trail** story is key to settlement, the final chapter of the 2,000-mile long journey across the nation that was a catalyst for U.S. expansion. Stories of the Willamette Valley with its mild climate and natural abundance provided the economic foundation that soon attracted attention from explorers and trappers, missionaries, and pioneer settlers hoping to begin life anew in this virtual Paradise. As more emigrants

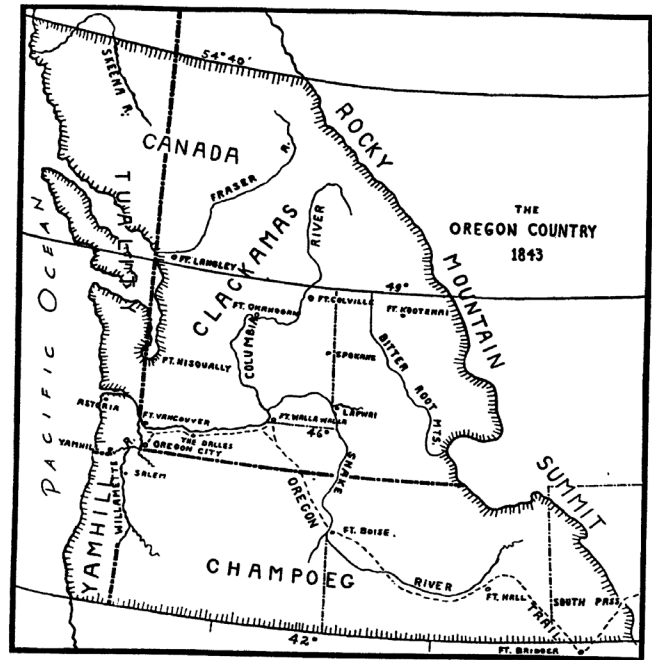


Oregon City on the Willamette River ca. 1850 – John Mix Stanley (1814-1872) Amon Carter Museum, Fort Worth, TX. Museum description: In 1847 Stanley took a 1,000-mile journey down the Columbia River through the newly formed Oregon Territory. When Stanley arrived in Oregon City, the village had about 300 inhabitants and 100 houses, two churches (Methodist and Catholic), two gristmills, two sawmills, four stores, doctors, a lawyer, and its own newspaper. His painting, the only existing landscape of the town, reflects contradicting themes of romanticism and reality – it is a town with thriving lumber and fishing industries, yet the community displaced the Native American population and significantly changed the environment. Stanley's rendering of the city's orderly frame houses, church, and lumber mill depicts an idyllic village carved out of the wilderness. It is an image that would appeal to eastern audiences who viewed the West as a place where virtue and abundance reigned.

arrived, the communities upriver and around the Falls became less dependent on the Hudson's Bay Company (HBC) and settlement evolved as an American phenomenon.

- The **Industry** storyline focuses on the energy of the Falls, harnessed to fuel a large industrial complex, including the history-making first long distance transmission of electricity. The new industries created a prosperous economy through papermaking, woolen products, hydropower, sawmilling, and grist milling – the birthplace of industry in the American west. Here was the earliest hydroelectric power in the nation that generated four to six times more hydropower than the well-known industrial center of Lowell, Massachusetts. In the late 19th century, many publications referred to Willamette Falls as the “Niagara of the Pacific” or the “Lowell of the Pacific Coast.” The region’s great distance from needed building materials, tools and equipment led to mining and smelting of iron ore at Oswego, a community four miles below the Falls and once called “the Pittsburgh of the West.” This iron helped to build the infrastructure of the Pacific Northwest, including iron pipes for gas and water systems, iron for milling machinery, boilers, steam engines, turbines, railroad car wheels, and logging equipment.

The Oregon Country originally sought by the U.S. was roughly equivalent in size to the original thirteen colonies – 357,000 square miles. After the 1846 treaty with Britain, the U.S. portion of the Oregon Country encompassed 286,541 square miles, three times the size of present-day Oregon. Castor, 5; Oregon Law Index, iii



1843 map of the Oregon Country

Many groups of people played significant roles in U.S. westward settlement and expansion.

Missionaries were among the earliest arrivals and encouraged settlement by praising the virtues of the Oregon Country as an Eden-like promised land. These men, along with newly arrived Catholic priests, established some of the first churches and schools west of the Rockies. Groups of Quakers (Friends) settled around Newberg, also establishing schools and a college. The unique Aurora Colony was a utopian community experiment that created a lasting heritage for today.

Prior to the major pioneer influx, **HBC retirees** (mainly French Canadians) had already claimed some of the best land, with the permission of Dr. McLoughlin, their former boss and an important figure in American settlement. The earliest settlements were in French Prairie, with Champoege at its center, and Lee’s Methodist mission school complex at Mission Bottom to the south.

The most prominent city of the Settlement period was Oregon City because it was the official terminus of the Oregon Trail. As the Provisional Government capital, then the Territorial Capital, it was the center of American civil and military actions. It was the location of the all-important federal land office where land claims were registered. It became the population center, commercial and trade center – because of hydropower. In 1849 the U.S. Mounted Rifle regiment crossed the plains to provide federal protection for the newly created Oregon Territory.

The Settlement theme provides the opportunity to once again link the communities and landings on the Willamette River within the heritage

area. Originally connected by shipping and river enterprise, these former pioneer settlements are ready to collaborate in story-telling, marketing, programs and projects that interpret the Settlement period during an era of new beginnings.

Key Settlement Theme Resources

Only National Register or federally recognized sites are listed, by age of the property. A complete National Register Listing is in the Appendix. All sites are open to the public.

- **Champoeg State Park Historic Archeological District** (1830) St. Paul – Although the town was washed away in the great flood of 1861, this site was



An 1890s Oregon City postcard inscription reads: 'Woolen mill, Electric Light, Pulp & Paper Mill and Filter Plant on the Willamette River, Oregon'



Pioneer Mothers Memorial Cabin was built in 1931 to honor female pioneers and house artifacts that crossed the Oregon Trail in the mid-1800s. Built with funds raised by the Oregon State Society and Daughters of the American Revolution (DAR), it now operates as a museum near Champoege and living history exhibit for school children.

Photo by Susanna Kuo

an important meeting place for Kalapuya Natives and retired HBC employees who became the first farmers in Oregon. The provisional government was formed here by an historic vote in 1843. A granite marker in the park records the names of those who voted in favor of creating the American Provisional Government.

- **Willamette Mission State Park (1834)** – Site of the first Protestant mission west of the Rockies and one of the most significant historic sites in the Willamette Valley. Founded by Rev. Jason Lee, this Methodist Mission was the first American settlement in

the Oregon Country. The buildings today are represented by ghost structures (framed outlines of the original mission buildings).

- **St. Paul Historic District (1839)** – Includes 63 contributing properties.
 - **St. Paul Roman Catholic Church** – Built in 1846, the oldest brick building in the Pacific Northwest, site of first Catholic congregation in 1839.
 - **St. Paul Parochial School** – Founded in 1844 by the Sisters of Notre Dame de Namur, this is the oldest parochial school in the Pacific NW.



1846 Oregon City home of Dr. John McLoughlin, part of the National Park system as a unit of Fort Vancouver National Historic Site. Photo by Alice Norris

- **St. Paul Pioneer Cemetery** – Established in 1839, the burial place of 500+ pioneer settlers of French Prairie, their Native wives and children, and local Kalapuyas with their children, plus Joseph, son of Dr. John McLoughlin. Features a wall of remembrance by the Confederated Tribes of Grand Ronde in memory of their ancestors buried there.
- **Unitarian Universalist Congregation at Willamette Falls (formerly Atkinson Memorial Church) - listed on NR as First Congregational Church of Oregon City (1844)** – Site of first Congregational Church in the west. Stained glass windows were created by the famous Povey Brothers Studio.
- **End of the Oregon Trail landmark, End of the Oregon Trail Interpretive Center at Abernethy Green (Oregon City)** – Historic terminus of the Oregon Trail from 1844, where pioneers camped while making arrangements for settlement, land claims, wintering, and supplies – recognized by Congress in 1978.
- **McLoughlin House National Historic site (1846) Oregon City** – A unit of NPS (Fort Vancouver National Historic Site). Dr. John McLoughlin is the founder of Oregon City. Without his aid, many overland emigrants would have faced winter without food and supplies. Includes grave markers of Dr. and Mrs. McLoughlin.

- **Francis Ermatinger House** (1845) Oregon City – Third oldest structure in Oregon. Home of Francis Ermatinger (1798-1858), who married McLoughlin's granddaughter, was a trader with the HBC, an active member of Oregon's provisional government, and an Oregon City shopkeeper. Recently restored.
- **McLoughlin Conservation District** (1845-1977) – approximately 153 blocks of which 121 are from the original plat of Oregon City- 401 Historic/Contributing structures, 289 Historic/Non-Contributing structures. Includes many National Register properties, such as the homes of Dr. McLoughlin and Dr. Forbes Barclay, administered jointly by NPS as a unit of Fort Vancouver National Historic Site.
- **Barlow Road** (1846) – last segment of the National Historic Oregon Trail – final 16 miles are within the proposed heritage area, from Philip Foster Farm in Eagle Creek to Oregon City.
- **William L. Holmes's 'Rose Farm'** (1847) Oregon City – Territorial Governor Joseph Lane gave his first speech from the exterior balcony of this home in 1849 and the first sessions of the territorial legislature met here in 1849.
- **Canemah Historic District** (1850) Oregon City – significant in Oregon as one of the rare remaining intact river towns; former river boat construction site and trade destination; 37 blocks are from original 1850 plat. (61 contributing buildings).
- **Dr. Forbes Barclay House** (1850) – Barclay, a retired HBC administrator, was instrumental in early governance and civic affairs of Willamette Falls/Oregon City. Part of NPS Fort Vancouver National Historic Site.
- **Captain John C. Ainsworth house** (1851) Oregon City – the only example of a Greek Revival temple with two-story, tetra style portico in Oregon. Ainsworth was a steamboat captain and one of the founders of the Oregon Steam Navigation Company, the region's first transportation monopoly.
- **Fort Yamhill Blockhouse** Dayton – One of three erected in Oregon in the 1850s and the only remaining example in the Pacific NW. It was moved from the Grand Ronde Indian Reservation to Dayton to honor General Joel Palmer, Superintendent of Indian Affairs who platted Dayton in the 1840s.
- **Baker Cabin and Site** (1856) Carver – Only known Oregon example of log construction with a cantilevered loft; 1895 Pioneer Church moved to site in 1967. Horace Baker operated a rock quarry which provided rock for Willamette Falls Locks (1872) and many rock walls in the Oregon City area; high grade quarried basalt was floated on barges six miles down the Clackamas River to Oregon City during the spring floods.
- **Hiram A. Straight House** (1856) Oregon City – A representative in the first Provisional legislature in 1845, Straight was selected as foreman of the jury for the trial of the five Cayuse men convicted of the Whitman Massacre, perhaps the most notorious crime of the period. His son, Hiram, held the office of mayor of Oregon City in 1894-96.
- **Aurora Colony National Historic District – Oregon's first national historic district** (1856) – Includes Giesey Store (ca. 1870), Oregon & California RR Depot (1871), Aurora Cemetery, Frederick Keil House (1866-67. Site of first utopian community in Oregon.

- **Dayton National Historic District** – 41 listings, including residential, commercial, and religious buildings constructed in the 19th century.
- **Joel Palmer House** (1857) – One of Oregon’s finest historic homes built by one of Oregon’s early pioneer leaders. Palmer helped built the Barlow Road, wrote a popular Oregon Trail guidebook, co-founded Dayton, and served as Superintendent of Indian Affairs.
- **Former Blue Heron Paper mill site** Oregon City – 13 historic structures on 22-acre waterfront site date from 1865-1928; 10 are National Register eligible.

Redevelopment and conservation is underway with public-private partnerships and a public walkway (The Riverwalk).

- **Oswego Iron Furnace** (1866) Lake Oswego – Constructed of massive blocks of basalt, the furnace is the first iron furnace on the Pacific Coast and only surviving 19th century furnace west of the Rockies. Recipient of 2012 National Preservation Honor Award.
- **Willamette Falls Navigation Canal and Locks** (1873) West Linn – Canal and five locks, lockmaster office and two stone staircases. Currently closed but visible from Arch bridge.



Indian Superintendent Joel Palmer’s house in Dayton, built in 1857, now a fine dining restaurant, called The Joel Palmer House.



The Willamette Falls industrial complex occupied both sides of the Willamette River and Falls. On the left is the vacant Blue Heron Mill site (containing the old Oregon City Woolen Mill walls). On the right is the West Linn Paper Company, the historic PGE Sullivan Power plant, the fish ladder and Willamette Falls Locks. Photo by Alice Norris

- **Dr. Henry John Minthorn House** (1881) Newberg – Now Hoover Minthorn House Museum, boyhood home of 31st U.S. President Herbert Hoover, and residence of an important Quaker settler and educator.
- **Iron Workers' Cottage** (1882) Lake Oswego – A survivor of several that served the housing needs of the workers and their families mining and smelting iron at this site.
- **Philip Foster Farm** (1882) Eagle Creek – Important Barlow Road site at the end of the historic toll road. Foster (1805-1884) and his wife Mary, provided meals and shelter to Oregon Trail emigrants – operated by Jacknife-Zion-Horseheaven Historical Society.
- **Willamette Falls Neighborhood Historic District** West Linn – Platted in 1893, developed in 1894 for laborers in the industries at Willamette Falls. Due to waterborne typhoid fever, the community of Willamette was annexed to West Linn in 1916. Includes 64 historic properties in Stick, Queen Anne, Craftsman, and Colonial Revival styles.
- **Station B, Thomas W. Sullivan Power Plant** (1895) – Oldest power facility west of the Mississippi, one of three oldest in the U.S. It is the 2nd hydroelectric plant built at the Falls and generates electricity for Portland General Electric customers today.



Lafayette/Yamhill Locks near Dayton, remnant of the shipping days on the Yamhill River.
Photo courtesy of Yamhill County Parks staff, 2008.

- **Lafayette Locks County Park/Yamhill Locks** (1898) Dayton – Shippers on the Yamhill River organized the Yamhill Locks & Transportation Company, convinced the Army Corps of Engineers to mount feasibility studies for locks for expanded water transportation through the Yamhill Valley. Congress appropriated \$200,000. The locks, 275' with a rise of 16' operated from 1900 to 1954. Yamhill County acquired the locks in 1959, dynamited the dam, and removed the lock gates to improve fish passage. The large, concrete walls of the locks remain in the park.
- **Oregon City Carnegie Library** (1913) – Funded in part with a grant from Andrew Carnegie, the library traces its origins to the “Multnomah Circulating Library” established in 1842 in Oregon City.
- **Oregon City-West Linn Arch Bridge** (1922) – Renowned bridge designer-engineer Conde B. McCullough's recently restored, unique steel and concrete bridge encased in gunite to protect it from sulfur dioxide emissions from nearby paper mills.
- **McLoughlin Promenade** – First a pathway, then donated to the public by Dr. John McLoughlin, this walkway overlooking Willamette Falls in Oregon City was constructed in 1938 through a WPA project.

Assets of the Willamette Falls Heritage Area

3

The Unique Landscape of the Heritage Area

Geologic good fortune created the Willamette Valley, one of America's most productive agricultural areas. Willamette Falls and its surrounding topography were shaped by repeated flows of volcanic basalt from eastern Oregon and northern Idaho eruptions over 15 million years ago. Then 12,000-15,000 years ago, a series of cataclysmic Ice Age floods, the largest on earth, originated from a gigantic glacial lake in Montana that held as much water as Lakes Erie and Ontario combined. When the ice dams broke, these Missoula Floods sent tremendous volumes of water and ice careening over 16,000 square miles of Montana, Idaho, Washington, and Oregon. The peak rate of flow was ten times the combined flow of all the rivers of the world.

During some of these floods, first identified by geologist Harlan Bretz, the icebergs carried by the waters jammed just below the mouth of the Willamette River. These temporary ice dams produced a massive impoundment as floodwaters cut through what became Oswego Lake into the Tualatin Plains and forced their way through the layers of basalt at Willamette Falls.

On their journey, the forceful floodwaters scoured the land of topsoil and deposited glacial silt, or loess, in the Willamette Valley, thus providing the legendary rich and fertile farmlands of French Prairie and the northern Willamette Valley. This soil, said to be among the best in North America, is over 100 feet deep in some places. The Floods transformed the Falls and Valley and shaped its environment, influencing the use of the land and its resources from early tribal occupation to contemporary society.

The floods sculpted extraordinary landscapes and distinctive geologic features in the heritage area, moving huge granite boulders weighing many tons to new locations hundreds of miles from their origin on the slopes of the Rockies. These 'glacial erratics' can be found throughout the heritage area today.



One of three granite boulders along the hiking trail in Fields Bridge Park (West Linn). Trapped in icebergs and carried from the Rockies by the cataclysmic ice-age floods 15,000 years ago, these glacial erratics weigh a combined 54,500 pounds.

One of the most remarkable ice-rafted objects carried by the historic floods is the **Willamette Meteorite**. Long known and held with sacred reverence by the local tribes, the meteorite was “discovered” in 1902 by Ellis Hughes in West Linn, who recognized its value and covertly spent 90 days dragging the object three-quarters of a mile to his property. The 36,000-pound meteorite, the largest found in North America, became the subject of a protracted property dispute. The Oregon Iron & Steel Company finally proved that Hughes had removed it from the company’s property. After going through the Willamette Falls Locks for exhibition at the 1905 Lewis & Clark Centennial in Portland, the meteorite was sold to Mrs. William E. Dodge for \$26,000. She gave it to the American Museum of Natural History in New York City. Another lawsuit filed in 1999 under the Native American Graves Protection and Repatriation Act, gave the Confederated Tribes of Grand Ronde a declaratory judgment permitting them to hold an annual religious ceremony at the museum.

Pieces of the meteorite are on display at the Museum of the Oregon Territory in Oregon City. A replica of the meteorite sits along a hiking path in West Linn’s Fields Bridge Park.

Physical and Landscape Assets of the Heritage Area (all publicly accessible):

1. **Willamette River:** A major tributary of the Columbia River, the river drains 11,478 square miles. Its main stem is 187 miles long, entirely in NW Oregon and is one of the few major U.S. rivers that flow north. The free-flowing river was named a National Water Trail in 2012 and an American Heritage River in 1998. River crossings include two historic ferries still operating within the heritage area.

2. Tributaries of the Willamette River:

These rivers and creeks contribute wildlife habitat, heritage sites and recreation opportunities: Clackamas River, Tualatin River, Yamhill River, Molalla River, Abernethy Creek, and Oswego Creek.

- **Carver Stone Cliff** – A huge basalt cliff and boulders at a former quarry (1850-1900) that provided stone for construction of Willamette Falls Locks.
- **Clackamas River Scenic Waterway** – A scenic river with habitat for bald eagles, northern spotted owl, and several anadromous fish species – including winter steelhead, the last significant run of wild late winter Coho in the Columbia Basin, and one of only two remaining runs of spring Chinook in the Willamette Basin. Outstanding old-growth Douglas-fir trees can be found along the river banks.

- 3. **Hogg Island:** (river mile 22) – A ten-acre island in the Willamette River hosts several acres of Oregon white oak, once numerous in the Willamette Valley and a focus for restoration today.
- 4. **Cedar Island:** (river mile 23) – Hides a sheltered lagoon that harbors perch, crappie, bullhead, bluegill and bass plus wildlife viewing of beaver, great blue heron, osprey and other river birds.
- 5. **Goat Island:** (river mile 25) – a small island at the confluence of the Clackamas & Willamette rivers below the Falls contains a blue heron rookery of at least 30 nests.
- 6. **Willamette Falls:** (river mile 27) – 40’ high horseshoe-shaped Falls are 1,500’ wide with a flow of 30,849 cu ft/s, located 26 miles from the mouth of the Willamette,

with adjacent Locks, fish ladders, lamprey ramp, plus lamprey and salmon fisheries. In North America only Niagara Falls carries more water volume.

7. **Willamette Meteorite:** Fields Bridge Park in West Linn on the Tualatin River contains three multi-ton glacial erratics, boulders brought by the Missoula Floods. An Interpretive Trail explains the floods and story of the largest meteorite found in North America. The 15.5 ton Willamette Meteorite (called Tamanowas by local Native people), was carried by a glacier and discovered nearby. A piece of the meteorite is displayed at the Museum of the Oregon Territory in Oregon City.
8. **Camassia Natural Area, West Linn:** Scoured by the Ice Age Floods, these 26-acres were purchased by The Nature Conservancy in 1962. This uniquely preserved tract of bedrock and oak savannah is the habitat of more than 300 plants, including camas, a blue-flowering lily that was a staple food for the native people living along the Willamette River.
9. **Willamette Narrows and Rock Island:** (river mile 30) – Owned by The Nature Conservancy and Metro, these basalt rock formations were carved out by the Missoula Floods at the end of the last ice age. Today the Narrows present a rock-based obstacle course of channels and islands that are a favorite for kayakers and are habitat for bald eagles, osprey and blue herons.
10. **Canemah Bluff Natural Area, Oregon City:** This 330-acre wilderness preserve of rare white oak groves and Douglas firs is interspersed with meadows and many plants important to local Native tribes, including camas and brodiaea lilies for

food and hardwoods for bows, arrows, spears, and other tools. Also find Pacific madrone, maple and alder, white larkspur and rosy Plectritus.

- **Canemah Cemetery** – Only for relatives of pioneers, this eight-acre cemetery dates to the 1830s.
11. **Champoeg State Heritage Area:** (river mile 45) – The 1852 town site of Champoeg was pivotal in formation of Oregon's provisional government in 1843 and was the site of the last upriver steamboat visit. It was destroyed by a powerful flood. Acres of forest, fields, and wetlands recreate the landscape of a bygone era. The site includes a visitor center, Newell House and Pioneer Mothers Log Cabin museums, an 1860's-style garden and the Donald Manson Barn – plus the 1863 Historic **Butteville Store**, considered the oldest continuously operating store in Oregon and the last commercial vestige of the once thriving Willamette River community of Butteville.



Native Americans used many plants that still flourish in the Canemah Bluff Natural Area in Oregon City.
Photo by Alice Norris

12. **Iron Mountain, Lake Oswego:** Site of the Prosser Iron Mine, first iron mine on the Pacific Coast.
13. **Molalla River State Park:** (river mile 35) – This park at the confluence of the Molalla, Pudding, and Willamette rivers contains a lowland cottonwood forest, great blue heron rookery and a variety of wildlife.
14. **Oswego Lake:** An early water route between the Tualatin and Willamette rivers. It was the reservoir that provided water power for Oswego industry.
15. **The Oswego Canal:** Re-established an ancient link between the lake and the Tualatin River. It created a navigable route between the Tualatin Valley and Oswego and substantially increased the waterpower potential of the lake.
16. **Oswego Creek:** With a drop of 90 feet, higher than Willamette Falls, it provided waterpower to the Durham sawmill, the 1866 iron furnace, and the 1910 power plant still operating today.
17. **Tryon Creek and Tryon Creek State Park, Lake Oswego:** Site of Socrates Tyron's sawmill and later logging operations. It was also one of the locations where charcoal was burned for the iron company. These charcoal hearths were scattered all over the countryside between Dunthorpe and West Linn.
18. **Yamhill River:** (enters Willamette at milepost 55) – Usually navigable to Dayton, steamboats once ventured to Lafayette during high water. An abandoned, historic lock (Yamhill River Lock and Dam) made steamboat visits possible in the early days.

Natural Resources Landscape

Miles of river bank in the heritage area remain much as they were before pioneer contact – still lined with dense thickets of willow and towering stands of Oregon ash, alder, and black cottonwood, with occasional groves of western cedar and Douglas fir. Even though the Willamette River winds through Oregon's most populous region, river travelers can often see bald eagles, osprey, great blue herons, Canada geese, deer, otter, beaver, rare turtles, and salamanders. The rivers and streams are the habitat of over 140 species of birds and 60 species of fish.



A great blue heron fishes on the Willamette River.
Photo by Susanna Kuo

Water plays an active role in the heritage area landscape – and the residents of the area place a high value on water quality. Despite the heavy agricultural and industrial uses along the river, the Institute for Water and Watersheds at Oregon State University identifies the water quality of the Willamette just below the Falls as “good” with a rating of 85 out of 100 possible points. The water quality is improving due to environmental efforts such as restoration of riparian edges and wetlands as well as regulations regarding chemical application on upper river farmlands. Wetland restoration is of particular importance, as merely 1% of the original wetlands exist in this wetland-prairie ecosystem. Despite the manmade flood controls that replaced the natural flood control features of the wetlands, flooding is still an occasional issue in the low-lying areas of the cities in periods of heavy rainfall and/or snowmelt, most recently in 1996. Most of the historical city centers are the survivors of dozens of great floods throughout their histories, and now sit on higher ground.

The proposed Willamette Falls NHA will support ecological conservation and restoration efforts in the area. One heritage area partner, Metro Regional Government, currently leads many conservation efforts in the Clackamas County portion of the heritage area. NHA status can lead to further enhancement of the natural abundance upon which the area’s traditional commercial and recreational markets depend, including fish, timber, and agricultural products.

Respect for the natural environment, clean water and agriculture, led Oregon residents to enact some of America’s strictest and earliest

farmland and forestland protection laws in the 1960-70s. A keen awareness of the tenuous balance of the environment with modern life remains a defining element of the culture along the length of the Willamette River today.

The three largest municipalities (Oregon City, West Linn and Lake Oswego), through both local and regional initiatives, maintain approximately 10-15% of overall city land as public open space within their city limits. Some of these spaces stretch along the bluffs overlooking the Falls as well as along the riverfronts downstream from the Falls. These particular open spaces offer great opportunities for scenic views of the river and Falls as well as recreational opportunities for boating, hiking, cycling, and fishing. Some of these spaces, such as Goat and Hogg islands, provide key wildlife habitat for large and endangered species that historically populated the area.

In more recent times, the Willamette Valley communities sought to make their heritage accessible by developing the Willamette River Greenway and the Willamette River Water Trail, a national water trail. The Trail flows through rural and urban landscapes (70% of Oregon residents live in the Willamette River valleys), providing scenic, cultural, educational, and recreational opportunities.

The **National Water Trails System** is a distinctive national network of exemplary water trails that are cooperatively supported and sustained – and administered by the National Park Service through the Rivers, Trails, and Conservation Assistance Program and the National Trails System.

Cultural Landscape



Grand Ronde tribal members perform traditional singing and drumming, honoring a tribal presentation in Lake Oswego. Photo by Susanna Kuo

Many different communities of people contributed to the rich cultural landscape of the heritage area. Although the forced removal of the Native Americans in 1856 is indeed tragic, their survival and influence throughout the region enriches our cultural heritage. From enhancement of salmon and Pacific lamprey habitat to preservation of traditional skills and artistic endeavors, the tribal communities continue to build upon their centuries of experience in this place. The heritage area is dedicated to supporting their efforts.

Other diverse ethnic communities and traditions continue in the towns along the Willamette River. Aurora, once a utopian community, has deep German roots and traditions. French Prairie's agricultural heritage encompasses the early HBC French Canadian and French Indian families connected to today's tribal families. Newberg was settled by Quakers and the college they founded is now George Fox University.

The heritage area is rich in the lore and traditions of America. American farming traditions are represented in annual farm "festivals" and "fairs" that celebrate the region's agricultural history with horse plowing and steam tractor competitions, plus cooking and canning contests. Deeply embedded events and traditions attract residents and visitors alike to experience the unique qualities of each community.

Cultural Traditions and Events:

- **Tribal First Fish Ceremonies, Willamette Falls** – Annually several tribes conduct their own traditional first fish ceremony for both salmon and lamprey. Some are open to the public; others are private.
- **Confederated Tribes of Grand Ronde Canoe trips** – Grand Ronde Tribe paddles the Willamette for canoe family practices, participates in river events, and schedules annual trips for tribal members.
- **Northwest Tribal Canoe Journey** – Annually the Confederated Tribes of Grand Ronde and other tribes participate in a two-week canoe journey with varying itinerary and destinations. Grand Ronde often begins the journey on the Willamette River within the proposed NHA. Participants and viewers at the host destination have numbered 50,000+.
- **Willamette Valley Treaty Commission Council site, Champoeg State Park** – An important place where the Treaty Commission, funded by Congress, negotiated six treaties with the tribes of the northern Willamette Valley in 1851. None were ratified because each provided for small reservations within the tribal aboriginal lands



(left) Yellow cedar carving by Greg Archuleta - artist, educator, and member of Confederated Tribes of Grand Ronde. From an exhibit at Portland Art Museum, October 2015. (right) Greg displays his basket-weaving skills. Photos by Alice Norris

adjacent to settlers. The negotiating party included John Gaines, territorial governor, and George Gibbs, linguist, artist, historian and Harvard Law School graduate who drew the map of the aboriginal lands and features of the Willamette Valley.

- **Aurora Colony Quilt Show** – In 2017, Aurora celebrated 45 years of showing contemporary, vintage and antique quilts; in 2015, they celebrated the 160th anniversary of the Oregon Trail journey of the future Aurora Colonists from Bethel, Missouri.
- **Clackamas County Fair, Canby** – Established in 1907, was named an Oregon Heritage Tradition in 2014. The fair features exhibits of farm produce, judging of poultry and animals, cooking & canning, a rodeo and heritage displays.
- **Classic Houses and History Boat Tour on Oswego Lake** – The signature event for Lake Oswego Preservation Society, two-

hour narrated cruises feature over 50 classic homes and historic sites.

- **Lake Oswego Festival for the Arts** – Founded in 1963, attracts 25,000 visitors to a three-day festival offering art and cultural exhibits, crafts fair, and performance events.
- **Lakewood Theater Company, Lake Oswego** – The oldest continuously operated nonprofit theater company in the Portland metropolitan area. Originated in 1952, the company has attracted over 40,000 people to its productions.
- **Newell Pioneer Village, near Champoeg** – DAR offers annual events such as Blues and Brews, Chili Cook-Off, Yuletide Tea, and Flag Day.
- **Philip Foster Farm, Eagle Creek** – Celebrates Oregon Trail heritage with its annual Cider Squeeze, Mary Charlotte's Garden Party, and Family History Day.
- **St. Paul Rodeo** – One of the ten largest rodeos in the U.S., now in its 83rd year. Continues a 4th of July tradition with nearly 1,000 competitors from around the world.
- **Swan Island Dahlia Farm, Canby** – Started 89 years ago, Swan Island is the nation's largest dahlia grower. One of the many nurseries in the heritage area, this farm displays 30 acres of beautiful dahlias with 15,000 blooms featured during the annual Dahlia Festival (two weekends around Labor Day), the largest single-grower display in the U.S.
- **West Linn Old-Fashioned Fair** – Celebrated its 62th year in 2017 with three-days of riverfront activities such as exhibits of local flowers and farm produce, a parade, horseshoe tournament, music, water ski show, boat races, pie-eating contest, and a lumberjack competition.



Re-enactors from West Linn's Living History Lantern Tour march in a Willamette Falls Festival Parade across the Arch Bridge. Photo by Alice Norris

- **Willamette Living History Lantern Light Tour, West Linn** – A program of the West Linn Historical Society. Guests walk into 1908 with period-costumed guides in historic Willamette, featuring some of the vintage homes and lives of the first citizens that lived there.

Distinct Cultural and Ethnic Communities in the Heritage Area

Descendants of several cultural communities remain in the heritage area.

- The Grand Ronde community has ties to the original tribes and bands that lived and roamed in the heritage area as well as to the French-Canadians who settled in the French Prairie area (see Chapter 4, History and Stories).
- Many community members in Aurora trace their heritage to the original German

communal settlers who founded the Old Aurora Colony with Wilhelm Keil (see Chapter 4, History and Stories).

- Hawaiians (Kanakas – means ‘person’ in the Hawaiian language) Hawaiians worked in significant numbers for the northwestern fur trapping companies, especially HBC. For much of the 19th century, Hawaii was on the circuit of world commerce and communications. Kanakas were valued for their skills as swimmers, navigators, boat builders, fishers, and strong manual laborers. They generally signed two or three-year employment contracts. Dr. McLoughlin employed Kanakas in his mills. Most returned to the Islands after completing their term of service, but some settled permanently on the mainland. According to the National Park Service, Kanakas also played a significant role in helping to establish the Whitman Mission in 1836.

The Tourism Landscape

There is not a city in the western half of the United States with a more compelling collection of historical attractions than Oregon City. From a tourism perspective, Oregon City's heritage attractions have the potential of supporting a thriving year-round tourism industry with national appeal. Doug LaPlaca, Point B Destination Tourism Advisors, 2015

WFHAC's tourism partners are important to the heritage area's potential economic success as a visitor destination, especially Travel Oregon, Clackamas County Tourism and Cultural Affairs, and Yamhill County Tourism.

A study by Mandala Research LLC showed that Oregon's cultural heritage travelers spend nearly 60% more per person than they do nationally.

The State of Oregon annually hosts 73 million visitor trips. Nearly 39% of these trips are overnight, with an average of two nights spent away from home. Most visitors are from the Pacific Northwest, 55% from Oregon. Although visitors typically spend their vacations touring and enjoying Oregon's scenic beauty, the foremost activity of interest is visiting historic places, followed by cultural activities, culinary experiences, ecotourism, and winery tours. Trending reports indicate that both heritage tourism and eco-tourism are on the rise. Currently, nearly 85% of Oregon tourists self-identify as "environmentally conscious," while 87% or 47.5 million in 2012, consider themselves to be "cultural heritage" tourists.

Oregon's tourism industry currently generates \$9.2 billion in economic impact, \$2.2 billion in earnings, and \$363 million in state and local

taxes. Over 91,000 Oregonians are directly employed by the tourism industry, and another 41,000 are indirectly employed.

In the heritage area, using the figure of \$470 million in direct visitor spending as reported by the Dean Runyan Economic Impact Study for 2012 and the 2012 Transit Room Tax (TRT) collection of \$2,800,000, it is calculated that for every \$1 of TRT received, \$169 in visitor spending was generated as a return on the investment of the area's tourism programs, which increased by 8.5% over 2011.

With 18,000 visitors staying an average of 2.4 days and party size of 2.7 equaling 116,640 visitor days, each party spending \$164/day (results from BN Research in Clackamas County) creates an economic impact of \$19,128,960 annually.

Because the heritage area is home to a bevy of exciting and diverse historic places, cultural events, and outdoor recreational activities, the proposed NHA is predicted to bring national attention to the local area and affect both its population and local markets. Increased tourism may foster increased employment in heritage, the arts and associated service industries. Most importantly, strong local markets can provide ample opportunities to help communities retain youth and attract population diversity to reinforce the vibrancy of the local community.

Many visitors focus their recreation time on shopping for antiques and collectibles. **Aurora is one of the nation's top 10 destinations for antique shopping.** All the towns of the heritage area support small antique and/or second-hand shops.



Kayakers enjoy a summer paddle on the Willamette River below Willamette Falls and in the shadow of the West Linn Paper mill on the west bank. Photo courtesy of Sam Drevo

During the summer months, the cities of the heritage area host many heritage-themed festivals and events which include recreational components such as bike rides, runs, or river activities. They include: First City Celebration (Oregon City), West Linn Old Fashioned Fair, McLoughlin House Candlelight Tour, Lake Oswego Festival of the Arts and Oregon City's Antique Fair and Vintage Market. Attendance at these events range from 2,000 to 15,000 people annually. The Lake Oswego Festival of the Arts celebrated its 54th anniversary in 2017 and attracted 25,000 visitors during the three-day event schedule.

National heritage areas can significantly increase tourism through collaborative projects, programming, and marketing. Establishment of the Willamette Falls NHA has the potential to

stimulate the local economy through tourism, increase revenues and sales, and create and sustain new jobs in each community.

Recreational Landscape

The same assets that brought people to the area over 150 years ago still attract residents and visitors today. River recreation remains a primary outdoor activity.

The heritage area boasts a multitude of recreational opportunities: five public golf courses, kayaking, canoeing, boating, water sports, and fishing on the many rivers and streams; walking trails, birding in Nature Preserves, mushrooming, three state parks and 60 municipal parks; miles of bicycle paths; and geocaching, which was invented just outside Oregon City in the town of Beavercreek.



The Willamette River near Willamette Falls is filled with fishing boats when the salmon are migrating.

Recreational Assets in the Heritage Area

- **Fall and Spring Salmon Fishing, Willamette River** – The spring Chinook salmon run is the dominant return of anadromous fish. Dozens of boats fill the river between the mouth of the Clackamas and Willamette Falls seeking this prized fish. Viewpoints in West Linn (west bank) and Oregon City (east bank) offer spots to watch those catching and landing migrating salmon. Seals and sea lions also fish these waters.
- **Pacific Lamprey (Eel) fishing** – This is an important seasonal tribal harvest near the Falls.
- **White Sturgeon fishing** – The largest fish in the Willamette, sturgeon grow to more than 8' in length. A popular fishing spot is below the Falls.
- **Bird Watching** – One of the most visible and elegant birds along the Willamette is the great blue heron, with rookeries (nesting areas) in various locations, including Goat Island and Molalla River State Park. Large raptors, such as the osprey, red-tailed hawk, great horned owl, and bald eagle also live along the river. Visible songbirds include: goldfinch, tree swallow, dark-eyed junco, common yellowthroat, kingfishers, killdeer, mallard ducks, and common mergansers.
- **Heritage Tree viewing** – The Willamette Mission Black Cottonwood is the largest of its species in the nation: 270 years old, 26' in diameter, 155' tall. Many of the communities in the heritage area protect heritage trees and provide guides to discovery.

- **Paddle Oregon** – A five-day guided canoe/kayak discovery trip down the Willamette occurs each summer, always in a segment of the heritage area. Paddle this National Water Trail with the guidance of Willamette Riverkeeper.
- **Bicycle Rides** – Relive Oregon's history; sample the agricultural bounty of the Willamette Valley, pedal through tranquil scenery cycling on the first official Scenic Bikeway in the U.S. The Bikeway follows the Willamette River as it winds through the Willamette Valley. Cycle alongside fields of Oregon's world-famous hops, past views of vineyards and through quaint towns. Stop for tastings at wineries and pick up supplies at coffee shops and brewpubs. The northern point of the Willamette Valley Scenic Bikeway is Champoeg State Park, where settlers gathered in the 1850s to vote for a Provisional Government.

- 1) Camp at the hiker-biker sites in the park, leave the car while riding the 132-mile Bikeway, or just head to Willamette Mission State Park and back for a day trip.
- 2) Champoeg to Willamette Mission is a great 30-mile round trip. Both state parks have group camping facilities that allow inexperienced bicyclists to try an overnight bike tour.
- 3) All of the communities in the heritage area feature bicycle routes.

National Water Trail

With the help of Willamette Riverkeeper and others, the Willamette River received the honor of "[National Water Trail](#)" by the U.S. Department of the Interior in 2012. This designation recognizes water trails of outstanding quality and accessibility. Explore this exemplary trail, one of nine trails nationwide to have received this title! Tour the Willamette via the new water trail website: www.WillametteWaterTrail.org



The Butteville store, over 153 years old and the longest continually active store in Oregon, is at the end of the Champoeg bike trail. The store is an Oregon State Heritage Site. All proceeds from store sales benefit educational and interpretive programs and Champoeg State Park, just a few miles down the road. Photo by Alice Norris



The Educational Landscape

The heritage area is privileged to count two private universities and a public community college within its boundaries, all three with strong Oregon history components. Also contributing to heritage education resources are diverse museums, heritage houses, and interpretive centers, most of which feature programs to interest school children, skill-based programs, and history-based entertainment. The potential for increased heritage educational offerings is limitless.

The area's three largest museums, Museum of the Oregon Territory (MOOT), Philip Foster Farm and Old Aurora Colony, maintain permanent exhibits in multiple venues with special and rotating exhibits pertaining to local heritage and history. MOOT houses an extensive research & genealogy library maintained by Clackamas County Family History Society and offers history programming, such as a 30-week Oregon history seminar.



Educational Resources in the Heritage Area

1. **Canby Depot Museum:** Exhibits, school visits, special lectures.
2. **Champoeg State Heritage Area, St. Paul:** Educational programs and exhibits on origins of American government and the role of historical archaeology in interpretation.
3. **End of the Oregon Trail Interpretive Center, Oregon City:** Multi-media and hands-on programs for students & groups about Oregon Trail pioneers, Oregon settlers, and Native American life.
4. **Iron Company Workers Cottage, Lake Oswego:** Headquarters of the Lake Oswego Preservation Society; exhibits, tours, lectures.
5. **Lake Oswego Preservation Society:** Hosts essay contest, walking tours, provides speakers, publishes books and archives educational materials on website.



Managed by the Canby Historical Society, the Depot Museum is housed in one of Oregon's oldest railroad stations. School children love to pose on the caboose. Photos courtesy of Canby Historical Society.



Students learn about Oswego's iron industry on a tour of the Iron Furnace and restored Workers Cottage.
Photos by Susanna Kuo

6. **McLoughlin House and Barclay House, Oregon City:** The heritage area's most distinguished historical icons and units of the NPS's Fort Vancouver National Historical Site with seasonal heritage programming, handcraft demonstrations, and tours for school groups.
7. **McLean House and Park, West Linn:** Educational displays and exhibits
8. **Museum of the Oregon Territory and Clackamas County Historical Society, Oregon City:** Archives and historical exhibits, large meeting space in full view of the Falls. Genealogy & research library. Pints from the Past programs (partnering with local library and pub), skills workshops such as rebuilding historic windows. Ongoing history lecture series.
9. **Newell Pioneer Village, St. Paul:** Pioneer Settlement summer camp for children.
10. **North Willamette Research and Extension Center, Aurora:** Focuses on research and education on the region's most important crop systems: nurseries and greenhouses, fresh vegetables and specialty seed crops, berries and small fruit, Christmas trees, and small commercial farms.
11. **Stauffer-Will Farm, Aurora:** Permanent and rotating exhibits and programs in multiple sites. Visits for students at Stauffer Farm as well as Museum.
12. **Oswego Heritage House:** Headquarters of the Oswego Heritage Council; exhibits, lectures, and an historic home tour.
13. **Philip Foster Farm, Eagle Creek:** Historical interpretation programming for student groups and visitors, including the Pioneer Life Tour aimed at 4th graders; authentic school, barn and pioneer home and garden feature links to period activities, summer camps, and Trails Across Time charter school for secondary students.
14. **Stevens-Crawford Heritage House, Oregon City:** Tours, programs for students and groups, and hands-on activities.
15. **Tryon Creek State Park, Lake Oswego:** The Nature Center has exhibits, lectures, classes, and summer day camp for children.



School children discover stories about Oregon's pioneer days and local wildlife at the Museum of the Oregon Territory in Oregon City. Photo courtesy of Clackamas County Historical Society.

16. **William L. Holmes House at the Rose Farm, Oregon City:** Targeted educational programming.
17. **Wilsonville Library and McMenamin's Old Church Pub:** Host monthly History Nights.

Demographics of the Proposed NHA

The 2010 U.S. Census shows that approximately 130,000 people live in the 12 communities of the proposed NHA. The population grew by 13.6% over the past ten years and is projected to continue to grow in coming years.

Oregon-born residents make up 52% of the population with 91% born in the United States. Nearly one third of the area's residents are school children or college students, half are between ages 25-65, and 14% are over 65. Age distribution is similar to nationwide averages. Median age is 40.6. Veterans

comprise 10% of the county's residents and 12% are disabled, similar to national averages.

Of the working population, 25% finished high school, 25% attended some college, 20% hold bachelor's degrees, and 10% have graduate or professional degrees. About 65% of households are double-income households, matching the national average. Median household income is \$55,928, or is slightly higher than the national average of \$50,046. Three-fourths of workers commute by automobile with an average commute time of 26 minutes, matching the national average.

Occupational distributions also match national averages, with nearly 50% of the population employed in education, health and social services, retail, and manufacturing. Arts and entertainment employ 7.4% of local residents, slightly less than the national average of 9.2%.

History and Stories of the Heritage Area

4

In a nutshell: The Willamette Falls Heritage Area's history unfolds like chapters in a remarkable manuscript – opening with the volcanic creation of the Falls and its distinctive landscape, the numerous cataclysmic Ice Age floods that carried the legendary fertile soils to the Willamette Valley, and the lives of the many native tribes and bands who inhabited or seasonally visited the area for at least 9,000 years. In Chapter Two European explorers arrive by sea, former HBC trappers farm on French Prairie, and missionaries attempt to Christianize the native population. Chapter Three features the pivotal vote at

Champoeg to 'go American' with a Provisional government, the historic Oregon Trail migration and population boom, the significant federal presence at Oregon City, and finally official U.S. Territorial status. Chapter Four highlights the pioneering entrepreneurs and their major industrial developments around Willamette Falls, including varieties of milling and manufacturing, the iron industry in Oswego, the opening of the Locks, and the hydropower that gave Willamette Falls the distinction of being first to transmit long distance electricity in the nation. With the capital moved to Salem, Chapter Five finds the area with diminished



Sunrise on the Willamette River, life line of the Willamette Falls Heritage Area. Photo by Susanna Kuo

political clout but economically active as a commercial center and transportation hub with steamships, barges, the Locks, and railroads. The vitality of the Willamette River is addressed with its environmental, natural, and recreational assets. The story strengthens as the sun rises over the beautiful Willamette Valley with its river sparkling in the morning mist and its people committed to stewardship and conservation of a special place.

“Let us make a waterfall here,” Meadowlark said. This time she used the sign language, too. Coyote understood. So they stretched the rope tight. Coyote pulled hard. Meadowlark pulled with all her strength and pressed her feet hard against the rock she was standing on. Then Coyote called on his powers and turned the rope into a rock. The river poured over the rock. So that is how Willamette Falls happened to be made...” Louis LaBonte, Kalapuya oral tale, told to Horace S. Lyman (Clark 1953:99)

Native Americans at Willamette Falls

Native American residency in the Willamette Valley dates back about 9,000 years. The oldest artifact types, projectile points resembling a willow leaf, were found in Cascadia Cave on the Santiam River with a radiocarbon date of 7,900 years.¹ These same “Cascadia” points were excavated on Furnace Street close to the Oswego Iron Works smelter at the mouth of Oswego Creek, site of a Native lamprey fishery. This Lake Oswego location is the oldest documented human occupation site in the northern Willamette Valley.

For uncounted millennia, Willamette Falls was the center of activity for Native Americans west of the Cascade Mountains. They harvested the bounty at the Falls and their villages at its

base served as a regional gathering place for hundreds of tribes and bands throughout the Oregon Country.

The Clo-wewalla resided in the immediate vicinity of Willamette Falls, including the village of “Walamt” (source of the name Willamette) across from the mouth of the Clackamas River. Speakers of the Upper Chinookan language, often referred to as Kiksht, included the Clo-wewalla and Clackamas, whose villages extended for many miles along the banks of the Clackamas.

South of Willamette Falls was the homeland of the Kalapuyan and Molallan tribes. The Ahantchuyuk resided in the Pudding and Molalla river bottomlands and were the original inhabitants of French Prairie. After 1828, the native population was augmented by native wives and families arriving with the French Canadian-Indian freemen (former HBC fur trappers) retiring to French Prairie to farm. A missionary observed that “the women are from almost every tribe in Oregon.”² The Kalapuya women helped the new settlers claim lands and negotiate agreements with the local Kalapuyan tribes. In 1856 when the tribes were being removed to the Grand Ronde Indian Reservation, many of these Métis (indigenous North Americans of mixed race) along with their wives and children, also went to the reservation because the U. S. had taken their land claims from them, despite promises in the Oregon Treaty that they would be allowed to keep them.

All of these tribes, as well as Wasco, Wishram, Klickitat, Cowlitz, Watlala and Yakama, were involved in the trade of commodities at Willamette Falls and many intermarried with the Clackamas Chinookans.

Native Names for Willamette Falls

Chinook: ikHishachk

Chinook Jargon¹ : T_mwata

Alternate spelling: dfNwAda

Alternate spelling: Tum-water

Clo-wewalla: Kwgchyawhesuschk¹

Northern Kalapuya: Chatuulik

Alternate spelling: tcha tUlik_

Molalla: chakAawa

Ichi-skin Sin-wit/Sahaptin: Walamt

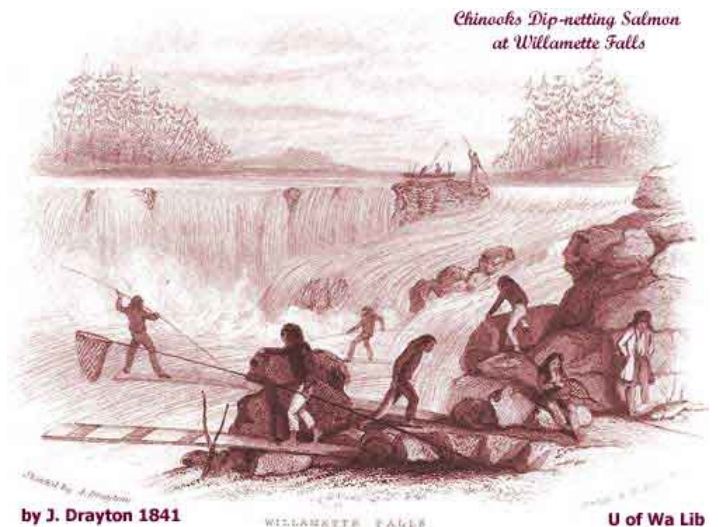
Native people west of the Cascades traded several commodities desired by their neighbors living in the plateau and plains regions. Using Native money, dentallium shells bartered from the British Columbia coastal tribes, they traded cedar dugout canoes and canoe paddles, smoked smelt, adze blades, and baked camas – all adding to the wealth of Willamette Valley residents.

Commodities brought from the interior valleys and mountains included wind-dried salmon packed in large bundles and wrapped in fish skins, obsidian (valued for manufacture of projectile points and knives), bear grass for basketry, and nutritious Plateau roots and bulbs.

At seasonal trade gatherings the many tribes would socialize, seek marriageable partners, and form alliances based on the status and wealth of families.

Willamette Falls was one of the most important fisheries in the region – second only to Celilo Falls on the Columbia – and the most important resource in the Willamette river system. It was a place to harvest migrating salmon as they attempted to jump up the Falls. Native men

would use dip nets, fishing spears, fish clubs and arrows with a tether for taking fish, sometimes standing on platforms extending over the churning waters. They would also hunt the seals and sea lions pursuing the fish to the base of the Falls.

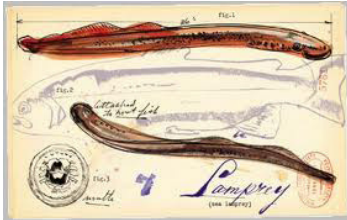


Native Americans dip netting at Willamette Falls.
From Charles Wilkes Expedition,
Joseph Drayton sketch (1841)

Massive annual fish runs provided the tribes with remarkable amounts of salmon, historically tens of millions of pounds. Today, the salmon harvest has declined to about two million pounds,³ likely due to overfishing by fish wheels before regulations were enacted late in the 20th century, as well as degradation of salmon habitat by dams and development. Descendants of the original tribes still fish and practice traditional activities at this sacred place.

In late Spring men risked the rushing waters to pull migrating Pacific Lamprey from the rocks around the Falls. The work was wet, cold, and dangerous but yielded tremendous harvests. The tribes also caught lamprey and suckers with fixed baskets at the mouth of Sucker Creek (now Oswego Creek). According to philologist

and linguist Henry Zenk, the Kalapuyan name for the creek was tch'aka mampit ueihepet, which means “sucker-place creek.”⁴ The prehistoric lamprey continues to be important as both food source and ceremonial food for natives throughout Oregon.



Pacific Lamprey



Chinook Salmon

Another favorite was ooligan smelt, a delicious small fish that spawned on the sandy beaches of the river between January and March. Natives worked in their dugouts to sweep a long pole armed with barbed teeth through the school of fish, impaling them with each pass of the rake.

In the villages on the east and west riverbanks stood drying racks and plank shelters for processing the harvest. Both drying winds and smoke helped with fish preservation. Properly dehydrated, the fish were packed down with clubs and could be stored for several months as a high-protein food source. Sometimes the dried and ground fish was mixed with camas bulbs or berries to make a fish cake. Not until the arrival of the HBC employees in the 1830s did salting and storing fish in barrels become part of the processing, superseded in the 1870s by the new technology of steam pressure cooking and use of soldered tin cans.



Dip net fishing on a tribal fishing platform at Willamette Falls. Photo courtesy of Dr. Walt Enders, June 1994.

As Euro-American exploration and HBC activities increased, the natives at Willamette Falls served as laborers, guides, and porters. They provided food to anyone who stopped and, for a fee, guided canoe expeditions into the valley above the Falls.

For over 40 years, in the early part of the 19th century, the tribes of the Willamette were primary trading partners of the newly arrived explorers, traders and settlers. However, native presence diminished severely in the 1830s with a calamitous series of epidemics, likely malarial, brought by Euro-American newcomers.

Between 1829 and 1845, the population of white people in the Willamette Falls area swelled from 55 to nearly 6,000. In contrast, the area's native population of perhaps 13,000 was reduced to approximately 200, with only a few dozen of the original Clowewalla remaining at the Falls by 1856. By the 1850s, about 97% of the region's native populations had died from disease.⁵

Oregon City Indians						
Thomas's Band	27	29	16	10	87	Thomas
Williams	10	10	6	5	31	Williams
John's	8	8	6	4	26	John's
Clackamas	21	36	15	13	85	Clackamas
Molalla	27	43	17	16	103	Molalla
Lewis, Jack, Charley, Collins	6				6	
Charley, Michael & Mark						
Total	99	126	60	53	338	

1856 Census at the Grand Ronde Indian Reservation showing Oregon City Indians: Thomas Band 87, Williams Band 31, (Oregon City) John's Band 26, Clackamas 85. Letters to the COIA Joel Palmer, Sept. 1856.

Displacement of Native Residents

The United States Office of the Superintendent of Indian Affairs was of vital importance to tribal people as well as to the merchants of the lower Willamette Valley. With jurisdiction over the huge Oregon Territory (extending to the Rocky Mountains), the Office in Oregon City was established in 1848 and brought business to local merchants because the Superintendent and his staff expended treaty annuity funds and annual Congressional appropriations. They paid staff salaries and purchased, as promised in treaties, hundreds of thousands of dollars' worth of flour, beef, clothing, tools, utensils, wagons, and other goods for the region's reservations.

Territorial Governor Joseph Lane settled in Oregon City in 1849 and served as the first U.S. Superintendent of Indian Affairs. Anson Dart was his successor from 1851-1852. He was the brother-in-law of famed documentary artist George Catlin, who painted portraits and

scenes of Native life prior to the invention of photography. Dart negotiated 19 treaties with Pacific Northwest tribes, although none were ratified by Congress.

The third Oregon Indian Superintendent, General Joel Palmer, negotiated a treaty with the Kalapuyan, Upper Chinookans, and Molallans to cede all their Willamette Valley lands. The tribes signed the treaty at

Transcript of Treaty Proceedings, Anson Dart. Oregon Indian Superintendent, 1851, Reprinted in *Oregon Indians*, Stephen Dow Beckham

Tiagan, chief of the Santiam, said, "they were friendly to the whites and had always been and that they were willing to do as their Great Father (President of the USA) wished and part with all of their lands, except a small portion, that they wished to reserve to live upon, feed their horses and cattle and cultivate."

The [Treaty] Board asked if they would be willing to remove beyond the Cascade Mountains provided our Government would give them as good a piece of land there and pay all of their expenses in the removal. They all answered decidedly "No." Alquema said, "they had once been a great people but now they had decreased to nothing, and in a short time the whites would have all their lands, without their removing."



The 1856 Fort Yamhill blockhouse is one of the few architectural remnants from the treaty era. Such buildings were constructed next to reservations to keep the native people on the reservation and unwanted visitors out. To save it from demolition, the blockhouse was moved 30 miles to Dayton by preservationists in 1911, and as a commemorative to General Palmer, Oregon superintendent of Indian Affairs (1853-1857).

Champoeg on January 22, 1855. The people were removed to a reservation on the South Yamhill River, which became the Grand Ronde Indian Reservation in 1857 and where many descendants reside today.

The last tribal longhouse on the west bank at the Falls was burned in 1848, assuredly by settlers. Treaty records state that a small group of Native Americans stayed at the ferry crossing until 1856 when those remaining were shunted to reservations without consideration for tribal affiliations or even family ties. Tribes and bands who fished seasonally in the Willamette Falls vicinity were sent to the Warm Springs Reservation, 100 miles to the east and to the Yakama Reservation, 160 miles north. The majority of the resident Clackamas Chinooks were sent to the Grand Ronde Indian Reservation in the foothills of the Coast Range, over 60 miles from their homeland. All were

DEPARTMENT OF THE INTERIOR, page 886, Washington, June 30, 1857. Grande Ronde Reserve. [Occupied by Kalapuya, Clackamas, Cow Creek, Lakmint, Mary's Run, Molala, Nestucca, Rogue River, Santiam, Shasta, Tumwater, Umqua, Wapato, and Yamhill; area, 40 $\frac{3}{4}$ square miles; treaties of January 20, 1855, and December 31, 1855.]

left, far removed from their Falls, their fishery, and their beautiful, sacred river.⁶

In spite of their forced removal, the natives of Grand Ronde repeatedly obtained permission and returned to the Falls to fish and trade with local residents, and to visit their old village locations. A few, like Eustace and Victoria Wishikin Howard and their family, lived permanently in West Linn where, in the 1920s, they shared their knowledge of Clackamas language and oral literature with prominent linguists.

Today, Native American presence continues throughout the heritage area. Beneath ages-old petroglyphs etched into the basalt walls of the Falls, modern native fishermen harvest lamprey at the last fishery of its kind in the Pacific Northwest. Members of the Confederated Tribes of the Grand Ronde Community of Oregon, Confederated Tribes of the Warm Springs Reservation of Oregon, Confederated Tribes of Siletz Indians of Oregon and the Confederated Tribes and Bands of the Yakama Nation value the lamprey as a food source, skin and hair conditioner, and cure for earaches. Salmon and lamprey figure prominently in today's tribal fishing ceremonies at the Falls.



Tribal youths scramble along the face of Willamette Falls on Tuesday, June 30, 2009, renewing the tradition of catching lampreys clinging to the face of the falls. (AP Photo/The Columbian, Erik Robinson)

First written reference to the Falls from explorer William Clark: "I proveled on an old Indian to mark the Multnomah R [Willamette River] down on the sand which [he did] and perfectly corisponded with the sketch given me by sundry others... The high mountain which this Indian laid down near the enterance of Clarkamos river, we have not seen as the hills in it's direction from this valley is high and obscures the sight of it from us... This Indian also informed me that Multnomah above the Falls was crouded with rapids and thickly inhabited by Indians of the Cal-leh-po-e-wah Nation" Lewis and Clark Journals - 1806.

Early Exploration

The big waterfall was a topic of interest from the earliest exploration. Although the 1806 Lewis and Clark Expedition did not visit Willamette Falls, William Clark recorded information about them from a Clo-wewalla man.

By the early 1800s, French-Canadian and French-Indian fur trappers already had a strong presence in the Oregon Country and had discovered the Willamette Valley, its river and Falls. Great Britain had claimed the area through the influential Hudson's Bay Company (HBC).

In the 1830s and 40s, many explorers and federal agents visited the Oregon Country and noted the vast resources and potential of the Valley and Falls. William Slacum, a special agent on assignment from President Andrew Jackson, arrived in 1837. He noted that the residents were the "Keowewallahs, alias Tummewatas or Willahmetts." He continued: *"This tribe, now nearly extinct, was formerly very numerous, and live at the Falls of the river... They claim the right of fishing at the Falls, and exact a tribute from other tribes, who come hither in the salmon season (from May till October)."*

The United States Exploring Expedition, aka the Wilkes Expedition, passed through the Willamette Valley and noted extensive salmon fishing by natives at the Falls.

Lieutenant Charles Wilkes on a U.S. Naval expedition 1838-1842 described the Falls and fishery in his diary on June 5, 1841: Some of the Indians are in the habit of coming down in canoes to the brink of the falls, where they secure themselves by thrusting down poles in the crevices of the rock. There they take many fish, that have succeeded in passing the lower fall, with a hook fastened to the end of a pole. These are esteemed to be of the best flavour, as they are the strongest and the fattest. It is said from these places the fish can be seen very distinctly passing up, and are taken very rapidly; but few Indians are willing or expose themselves to the risk of fishing there. The number of Indians at Willamette Falls during the fishing season, is about seventy, including all ages and sexes: there are others who visit the falls in canoes for fish, which at times will raise the number to not far from one hundred.⁷

More than any other man, John McLoughlin (1784-1857), Canadian pioneer and trader, opened Oregon to permanent settlement by proving its agricultural potential. Encyclopedia of World Biography 2004



Dr. John McLoughlin's statue represents Oregon in the U.S. Capitol's Statuary Hall, as does one of Rev. Jason Lee. Called the 'white-headed eagle' by natives, McLoughlin's contributions resulted in his "Father of Oregon" title given by the Oregon Legislature.



Dr. John McLoughlin's Influence

"The White-headed Eagle" as the natives called him, Dr. John McLoughlin had arguably the greatest single influence on the development and settlement of the heritage area. From 1824 to 1846, McLoughlin administered HBC operations and was the most important white man in the Pacific Northwest. The HBC was given immense power by King Charles II, including the right to decide the fate of natives in the North America.⁸

"In 1829 I set about building a Saw Mill at the Falls of the Wallamette and had persons residing there the whole winter. . . In 1832 I had the mill race blasted and in the spring of 1838 I got all the squared timber hauled to the spot and a small building erected to serve as a house and store, to replace the houses which had been built in 1829 and afterward destroyed by Indians." John McLoughlin, Letter of March 1, 1844

He was a man of remarkable intelligence and vision, but also a realist and humanitarian who preserved peace between the natives and whites. As thousands of hungry Americans arrived in his domain via the Oregon Trail, he gave them food, seeds, credit, and encouragement, even when some of them later tried to invalidate his personal land claim at Willamette Falls, which he had long considered "the most important place in this country.

McLoughlin diversified HBC from fur trading into commercial salmon fishing and salting, coal mining, horse-raising, logging and lumbering, agriculture, shipbuilding, and retail sales in Fort Vancouver, San Francisco, and Honolulu. He imported saws, chains, and other milling apparatus from Europe and in 1839 commenced manufacturing forest products on the east side of Willamette Falls.

Although McLoughlin understood the trading advantage of locating Fort Vancouver at the confluence of the Willamette and Columbia Rivers, 26 miles downstream from Willamette Falls, he saw the future developing at the Falls. McLoughlin's own land claims and company enterprises at the Falls continued to fuel fears of a British monopoly. The HBC essentially acted as a de facto government in the region and McLoughlin's instructions were to discourage settlement north of the Columbia River.

In 1829, he responded to the requests of retiring HBC traders and trappers and offered credit, seeds, and tools to enable them to remain local and establish farms 18 miles above the Falls in the fertile prairie region of the Willamette Valley. Thus, he fostered the first white settlement in Oregon with about 125 French Canadian and French Indian men and their native wives and families (plus two from the Wyeth expedition) – and not American pioneers.

Also in 1829, he set up an HBC outpost at Willamette Falls (renamed Oregon City in 1842) and claimed 640 acres of property, including a small island. His claim was operated and farmed mainly by Kanakas (Hawaiians) who had signed on for a two-year service with the HBC.⁹ Sensing the prospects of selling lots to overland emigrants, McLoughlin hired surveyor Sidney Moss to plat the town in 1842, using a pocket compass. The town plat was the first in the Pacific Northwest.

McLoughlin, as the founder of Oregon City, played an active role in the emergence of a democratic community on the Pacific frontier. At his retirement to Oregon City in 1846, he became the territory's most prominent investor and businessman, although he continued in discord with the Methodists.

Today, McLoughlin's name graces plazas, schools, walkways, and roads in Oregon. His 'stately mansion,' as he called his home, was moved uphill from flood prone historic downtown Oregon City in 1909 and has been open to the public since 1910. Visited by thousands of school children and others learning about "The Father of Oregon," his home is managed by the National Park Service as a unit of Fort Vancouver National Historic Site.

Beginnings of Agriculture – 1829

“French Prairie is possibly the most historic piece of real estate in the entire West, certainly in the Pacific Northwest, and it must be protected.” David Brauner, Professor of Archaeology, Oregon State University

Agriculture in the Oregon Country began near Champoege, initially known as Encampment De Sable, now called French Prairie, named for the bi-cultural French Canadian and Métis (part-native) who re-settled the area. The valley’s 20-30 mile width, 165 frost-free days, ample rainfall, and prairie as opposed to trees to be removed was an attractive opportunity.

The first farmers, retired freemen and their families, many Métis,¹⁰ spoke primarily French and Chinook Jargon (Chinook Wawa), the trade language of the Pacific Northwest fur trade. This unique Francophone community experimented in farming and stock-raising and established the agricultural economy of Oregon a decade prior to the arrival of Oregon Trail emigrants.

“The inhabitants are mostly of what are called French Canadians, and were formerly engaged in the service of the Hudson’s Bay Company, but have now quit it, made claims, and gone to farming. They have very pretty orchards of apple trees, and some peach trees. Their wives are natives of the country. Many of them are raising families that, when educated, will be sprightly, as they are naturally active and hardy, and appear very friendly and hospitable. But few of them speak the English language fluently; they mostly talk French and Chinook jargon.” Joel Palmer, Champoege, 1845, *Journal of Travels* (1847:96)

The farming parcels, often narrow strips of land of several hundred acres, extended from the Willamette River into the foothills – the French style of land tenure. French Prairie became the center for grain growing in Oregon as the earliest settlers co-existed among the Kalapuyan tribes and French Canadian and Métis families.

Nathaniel Wyeth is said to be the first American to grow a bushel of wheat in Oregon – on his French Prairie farm in 1833 with seed provided by Dr. McLoughlin. By 1836, French Prairie farms (at least 44 farm sites have been identified) produced 1,000 bushels of wheat over sustenance levels; by 1837, 5,500 bushels were sold to HBC for a wheat export market to Hawaii and Russian outposts in Alaska.

The HBC retirees joined the arriving American pioneers to raise the raw materials that were barged down the Willamette, off-loaded at Canemah and portaged around the Falls to the processing plants at Oregon City, for eventual transport to foreign markets. The most significant of these resources (wheat, wool, and timber) were milled into flour, fine woolen fabrics, and lumber for the developing west coast towns. Other crops from the region were peas, beans, beets, carrots, squashes, melons, onions, broom corn, hops, orchard seedlings and pumpkins. Flax also flourished in the valley for handmade fabrics. Farm stock included hogs and short and long horn cattle. Merino sheep were brought to Oregon by John Minto, a well-known settler and shepherd of the Oregon Country.¹¹

William Barlow brought a selection of apple seedlings to Oregon in 1846 and sold them for 15 cents apiece. He also planted the 1st black

walnut trees. Nurseryman Henderson Luelling brought 700 grafted fruit trees in a wagon across the Oregon Trail and sold one-year-old apple seedlings for \$1 each. His brother Seth Lewelling arrived in 1850 and is credited with propagating the Bing cherry. Oregon fruit gained attention at the Centennial Exposition in Philadelphia in 1876. Oregon pears, cherries, apples, and prunes were prized for their superior color, flavor and size – and still are today.

In point of beauty and fertility, and its productions in many articles are far superior particularly in regard to wheat, potatoes, beets and turnips. The grain of wheat here is more than one third larger than any I have seen in the States. M.M. McCarver in Iowa Gazette, Oregon territory November 6. 1843

News of the agricultural potential of the Willamette Valley was spread by travelers returning back east and by letters from Oregon Trail sojourners. The agricultural opportunities were a primary reason that families sold all their possessions and braved the elements to journey 2,000 miles over six months with the notion of settling in ‘the land at Eden’s Gate.’

In the 1850s Champoege, French Prairie and the upriver communities became the granary for the California Gold Rush. Beginning in 1849, the thousands of gold seekers created heavy demands for food and supplies. Although many Oregon farmers spent a few months in the gold fields of California, most hurried home to harvest their crops and export wood products, grains, fruit, vegetables, and livestock to the hungry population in the new state to the south.

After the tribes were removed to the reservations in 1856, family groups began returning every summer to work the fields of the Willamette Valley. For over 100 years, native people joined poor whites and other ethnic minorities in harvesting the vast produce of the Valley, picking hops, berries, beans, cherries and black walnuts. The French Prairie farmers provided housing, dances, ice cream and later films for the laborers.

French Prairie maintains its prominence today as a rich farmland. The most important settlements still remaining are Aurora, St. Paul, Dayton, Donald, Newberg and Butteville.

“Dayton, on the Yamhill R., three miles from its mouth is practically head of navigation during the summer and autumn months; there is a larger quantity of grain shipped here than at any other point on the river. There are two general merchandise stores, 1 saddle shop, 1 saloon, 1 blacksmith shop, 1 reaper manufactory, 1 iron foundry, 2 livery stables, 1 hotel, 1 doctor.”
T. B. Handley, West Side (McMinnville, Oregon), February, 1871 (Stoller 1976:17).

Churches Established in the Oregon Country – 1834-42

Missionaries

The first three decades of the 19th century were a period of intense religious revival in the United States, with camp meetings, hymn-singing, and fiery preaching – with major denominations raising money and recruits to carry the gospel to distant lands. The missions of the Willamette Falls Heritage Area were part of this national movement.

Among the first Americans in the Oregon Country were Protestant missionaries sent by the Methodist-Episcopal, Presbyterian, and Congregational churches. Although they largely failed in their primary goal to convert the natives to Christianity, they played a significant role in the westward expansion of the U.S. They were among the first to 'brand' the Oregon Country as a veritable Garden of Eden. They provided education to the tribes and to the growing migrant population. Their missions, schools and churches provided an incentive for emigrants to come west because these familiar institutions provided an appearance of civilization and safety in a wild and untamed land.¹²

J. Quinn Thornton in his "History of the Provisional Government of Oregon,"[17] writes: "In the autumn of 1840 there were in Oregon thirty-six American male settlers, twenty-five of whom had taken native women for their wives. There were also thirty-three American women, thirty-two children, thirteen lay members of the Protestant Missions, thirteen Methodist ministers, six Congregational ministers, three Jesuit priests, and sixty Canadian-French, making an aggregate of one hundred and thirty-six Americans, and sixty-three Canadian-French [including the priests in the latter class] having no connection as employees of the Hudson's Bay Company. (This estimate includes the missionaries who arrived on the Lausanne.)"

The Methodists

Jason Lee (1803-1845), whose statue represents Oregon in Washington D.C.'s Statuary Hall, was the first missionary to the Oregon Country and founder of the Willamette Mission. While preparing for the ministry at age 23, Lee became aware of an account



These ghost structures at Willamette Mission State Park show the size and positions of the Methodist Mission buildings, the first Protestant mission west of the Rocky Mountains.

in the 1832 *Christian Advocate and Journal* telling the story of four natives from beyond the Rocky Mountains who came to St. Louis apparently seeking the white man's "Book of Heaven." The event sparked the interest of evangelical Christian congregations.

The Methodist Episcopal Church responded immediately with plans to establish a mission to the natives of Oregon and selected Rev. Lee to lead the venture. In 1834 with a small group of assistants, Lee joined the overland expedition of Nathaniel J. Wyeth, a wealthy Boston ice merchant who was establishing a fur trading and salmon processing company on the Columbia River. On arrival at Fort Vancouver, Lee took the counsel of Dr. McLoughlin who advised against a mission in the isolated interior and recommended the Willamette Valley where the natives were friendlier. That fall Lee established the first Protestant mission west of the Rockies at Mission Bottom.

The Lee party began ministry by creating a school for native children, the first of its type in the west. The teachers and missionaries gathered Kalapuyan and Chinookan children, educated them in English and taught them agriculture and animal husbandry. The children were taught 'acceptable' manners and made to dress like Americans. This early school set a standard for the later native boarding schools established by the federal government.

Lack of success with native children contributed to a growing sense of futility among the missionaries. Of 14 students the first year, seven died and five ran away. In 1836, 16 students out of 25 fell ill. Only one of the surviving students converted.

During the 1830s, when the native population was beset by pandemic fevers and thousands died, the missionaries took in orphans and others, only to witness their deaths as well.

Despite these conditions, Lee was optimistic about mission prospects and returned East in 1838 with two native boys, a Chinook and a Kalapuya, for display at his lectures. One died on the way. He traveled throughout the East extolling the opportunities in the Willamette Valley, raising funds for his church, and seeking to attract more settlement in Oregon.

Returning by sea, Lee's "Great Reinforcement" included men and women who played significant roles in Oregon cultural and political history: George Abernethy, first Provisional governor of Oregon; Gustavus Hines, an organizer of the Champoege political meetings in 1843; and Rev. Alvan Waller, founder of Oregon City's Methodist congregation. Upon his return on June 1, 1840, Lee soon abandoned the flood prone mission site and established a native industrial school and community farther south.

While at Mission Bottom, Lee laid plans for additional missions, including one in Oregon City. Mission Bottom was the site of several waves of missionaries to come to the Pacific Northwest. The letters written by Lee and his associates celebrated the fertile soil, temperate climate, and economic potentials of the region. They helped shape much of the climate of opinion in the Mississippi and Missouri valleys about the potentials of the Oregon Country.

The Catholics

"The Catholics have here a mission, schools, a grist and sawmill, and several mechanics; they have also several teachers among the Indians, and it is said that they have done much for the improvement of these aborigines." Joel Palmer, St. Paul, 1845, *Journal of Travels* (1847) (Palmer 1847:96)

The French Canadians and Métis living on French Prairie wanted Catholic services for their families. Twice during the mid-1830s they petitioned the Bishop in Manitoba to send a priest. In 1838 Francois N. Blanchet, a Quebec priest, received orders to settle his affairs and depart in May assisted by Rev. Modeste Demers. They arrived in late November.



The oldest brick building in Oregon, St. Paul Catholic Church in St. Paul. Photo by Alice Norris



St. Paul Pioneer Cemetery commemorates local settler William Cannon, who reportedly traveled to Oregon in 1814 with John Jacob Astor's Pacific Fur Company.

Blanchet and Demers ascended the Willamette River in January 1839, portaged Willamette Falls and landed at Encampment de Sable (Champoeg). They rode south four miles to a log church, 30 x 70 feet, erected in 1836 in anticipation of worship services. On Sunday, January 6, 1839, at St. Paul, Father Blanchet celebrated the first mass in the Oregon Country.

St. Paul grew rapidly as a mission and then as a parish on Blanchet's 2,500-acre land claim. On May 24, 1846, work commenced on a new church at St. Paul, now the oldest brick building in Oregon. The parish has been active



The Old Aurora Colony includes a five-building museum complex in Aurora.

continuously since its inception. Located in the midst of the Métis population of French Prairie, St. Paul served as an early community center in addition to its roles in education and religion.

Elevated to bishop in 1844, Blanchet recruited 22 new personnel in Europe and brought them to the Oregon Country in 1847. In the 1850s, Catholic missionaries were sent to Oregon from the world's largest Catholic university, the University of Louvain in Belgium. They came first to Oregon City before assigned territories in the region. Rev. Adrien Croquet was assigned to the Grand Ronde Indian Reservation in 1860 and, for 40 years, served Catholics in the Willamette Valley and on the Oregon Coast as well as converted tribal people at Grand Ronde and Siletz.¹³

Father Pierre DeSmet, a Jesuit, established St. Francis Xavier Mission at St. Paul in 1844. For the next five years it served as headquarters for all of the Jesuit mission work in the Pacific Northwest, including the Canadian Rockies. The religious importance of St. Paul waned after Oregon City became the headquarters

of the regional archdiocese on July 24, 1846. Bishop Blanchet was named Archbishop of Oregon City, the second oldest archdiocese in the United States since the U. S. and Great Britain had just settled their boundary disputes the previous month.

After Dr. McLoughlin gave Rev. Waller permission to establish a Methodist mission on his land claim in Oregon City, the intense rivalry between the Protestants and Catholics continued – in their fervent desire to convert the native population to their own brand of Christianity.

With few natives left to convert, due to deaths from disease, the Methodist missionaries turned to education of Americans. Those who settled with Waller's group created trades and industries which were instrumental in America's quest for Oregon Country sovereignty.¹⁴

Rev. Waller's diary, 1841: Sund. 14 Held meetings with my Indians as usual. Found that the Catholic priest had been down in my absence endeavoring to set the Indians against me giving them beads with crosses attached to them &c.¹⁵

Communal Utopia in Old Aurora Colony

Compared to the original capital invested, and the time it lasted, the Keil experiment was the most successful one in communal life ever launched. . . Robert Hendricks, Bethel and Aurora (1933:251)

Wilhelm Keil was the leader of one of the most successful 19th century utopian community experiments west of the Rocky Mountains. Named after his youngest daughter, Aurora Mills (later just Aurora) was founded as a Christian communal society where property was owned jointly. Nearly 600 people, almost all of German and Swiss heritage, lived there from

1856 to 1883. It flourished and eventually totaled 18,000 acres with a New England-looking village, surrounded by abundant farm lands. The traditional 18th century-style wooden houses and buildings at Old Aurora Colony represent one of the largest concentrations of structures built by German craftsmen in the Pacific Northwest.

Keil was a trusted spiritual guide to his flock of German-speaking Oregon Trail emigrants when their journey to Oregon got started in 1855 – in a wagon train including a hearse carrying Keil’s dead son, preserved in whiskey, to honor a promise made to Willie before his death.

Arriving in the Willamette Valley in 1856, the colonists began purchasing some of the richest farmlands where the Pudding River flowed into the Willamette, a site ideal for milling, manufacturing, and specialty farming of hops, fruit, livestock, and poultry. The Aurora Hotel was famed for its German cuisine, beer, and cider. Their handsome church featured a balcony around its belfry on which musicians played so that music floated across the village. Wilhelm Keil was instrumental in bringing the Oregon & California railroad to Aurora in 1871 to connect Aurora with other cities.

Keil died in 1877, but the communal colony continued until many of the members wanted to cash out their interests, gain deeds to property, and/or abandon the founder’s teaching. In 1881 the federal court presided over dissolution of the assets that included nearly 12,000 acres of land, mills, hotel, church, and other properties.

“Twenty-nine miles south of Portland, on the Oregon and California Railroad, lies the village of Aurora, more commonly known along the road as ‘Dutchtown’ . . . You will notice . . . a number of houses, most of them differing from usual village dwellings in the United States, mainly because of their uncommon size, and the entire absence of ornament. They are three stories high, sometimes nearly a hundred feet deep, and look like factories.”
Charles Nordhoff, *Communitistic Societies of the United States* (1875:390-391)

The Aurora Colony was an integral part of the American communitarian utopian movement. It exists today as an important destination for antique hunters, one of the Top 10 best antique shopping sites in the nation.

New Era Spiritual Society

In 1845, Joseph Parrot claimed 640 acres in New Era (near present-day Canby) and donated five to The Spiritualist Society of the Pacific Northwest, the first organization of its kind in the U.S. Spiritualism is the philosophy of continuous life and based on communication via mediums with those in the Spirit World. A campground was laid out in 1886 and a hotel built in 1890. The town of New Era had been founded in 1876 and became known for its river landing, bee culture and breeding of high quality poultry. New Era is still visited today for its active New Era Christian Spiritualist Church and campground, plus its collection of historic properties.¹⁶

Quakers in Oregon

Newberg was heavily influenced by a group of Quakers (Friends), who came across the Oregon Trail in 1878 and attracted a sizable following. In 1885, they started Friends Pacific Academy (now George Fox University, the

oldest Christian University in Oregon), with Dr. Henry J. Minthorn as the first president. One of the first students was Minthorn's nine-year-old orphaned nephew, Herbert Hoover, who became the 31st U.S. president. He lived with the Minthorns for three years. Constructed in 1887, the house is now the Hoover-Minthorn House museum.

A Need for Government 1840-43

As Americans continued to push the frontier westward across the North American continent, lands were often settled before the existence of government or claim of sovereignty by any nation other than Native American tribes. Although emigrants settled on specific properties, there was no guarantee that their land claims would be recognized once a governmental body established sovereignty. In the Oregon Country, competition for jurisdiction originally existed between five nations (Spain, France, Great Britain, Russia and the United States), but after 1818 only Great Britain and the U.S. still claimed the area. They were not ready to settle the "Oregon Question," so agreed to joint occupancy for an indefinite period.

The arrival of overland emigrants in 1843 and the increase of settlers in French Prairie complicated matters. They worried about losing their land claims. They worried about what would happen if Congress passed Missouri Senator Lewis Linn's bills, granting free land to Americans who settled in Oregon. As opportunity and easier access brought more people to the area, a need for some sort of legal stability and structure became more urgent. With competing British influence and decreasing fur trade, concerns grew over the

future of the Oregon Country.¹⁷ In fact, the strong presence of French Canadian Catholics in the Willamette Valley fueled fears that Britain intended to annex the Oregon Country. It was rumored in 1842 that Secretary of State Daniel Webster, in negotiations with Great Britain's Alexander Baring concerning the boundary between the U.S. and Canada, was about to concede the Oregon Country to Britain.¹⁸

Attempts to establish a provisional government before 1843 were thwarted by intense factionalism among the settlers, especially between the Jason Lee's Methodist Mission and Fr. Blanchet's Catholic Church. Most Americans supported the Methodists and the majority of the French-Canadians supported the Catholics. A third faction was the powerful HBC and Dr. McLoughlin, who favored the Catholic position and opposed any increased power for the Methodists. These factions, each with its own internal divisions, made compromise and agreement very difficult.

Wild animals brought the decision to a head. Because bears, cougars, and wolves ranged freely in the Willamette Valley, their destruction of livestock provided impetus in the spring of 1843 for a series of "Wolf Meetings." On May 2, after a second "Wolf Meeting," British and American settlers convened at Champoege to discuss the urgency of creating an official government. An historic decision to establish a Provisional Government won.¹⁹ A monument at Champoege State Park records the names of the settlers who voted to further cement the future of the vast Oregon Country and create the first government by Americans in the Pacific Northwest.



A 1901 monument marks the spot at Champoe where the historic 1843 vote for Provisional Government occurred. The Pioneer Memorial Building and attached Pavilion were built in the early 1900's to house the annual celebrations of this historic event. Nearby is the large Cottonwood designated an Oregon Heritage Tree in 2009.

The first official governmental meetings were held at the Methodist Church in Oregon City in May and June of 1843. A committee forged the skeleton of a government and Oregon City businessman George Abernethy was later elected the first governor. This Provisional Government was to last and settlers were to abide by its laws "until such time as the United States of America extend their jurisdiction over us." This phrase made the interim government decidedly American and ended efforts to make Oregon a separate country.²⁰

On July 5, 1843, the committee met again at Champoe to ratify the first Constitution. The

Organic Laws of Oregon, as the first set of laws was called, provided for the establishment and recording of land claims. No one person was permitted to claim more than one square mile (640 acres). The document guaranteed freedom of religion and the right to a trial by jury, encouraged education, and prohibited slavery. (A clause excluding free Blacks from the Oregon Country was added in 1857.)

Article III directed the Provisional Government's policy towards native tribes: **The utmost good faith shall always be observed towards the Indians; their lands and property shall never be taken from them without their consent, and in their property, rights and liberty, they shall never be invaded or disturbed unless in just and lawful wars...; but laws founded in justice and humanity, shall, from time to time, be made for preventing injustice being done to them, and for preserving peace and friendship with them.**²¹ [Quoted directly from The Northwest Ordinance of 1787 – an act of the Confederation Congress of the United States, demonstrating continuity of language in the Provisional Government.]



Official seal of the Oregon Provisional Government 1843-49, called the Salmon Seal. Oregon State Archives photo

In the absence of British and American governmental oversight, the residents assumed responsibility for self-government. They elected a legislature and officers, recorded land claims, and drafted petitions to Congress to extend American sovereignty over them. The Provisional Government gave them a greater feeling of stability, protection of their land claims, and order on a distant frontier. It was a portent of the resolution of sovereignty by Congress, decided in the Oregon Treaty of June 15, 1846, establishing the 49th parallel as the northern boundary of the Oregon Territory.

Manifest Destiny – A Motivation for Western Expansion

In 1811 John Q. Adams wrote to John Adams, his father and 2nd president of the U.S.: The whole continent of North America appears to be destined by Divine Providence to be peopled by one nation, speaking one language, professing one general system of religious and political principles, and accustomed to one general tenor of social usages and customs. For the common happiness of them all, for their peace and prosperity, I believe it is indispensable that they should be associated in one federal Union.

Manifest Destiny was a popular phrase of the time which invoked the idea of divine sanction for the continental expansion of the U.S. It first appeared in print in December 1845 in the United States Magazine and Democratic Review. The anonymous author, thought to be its editor John L. O'Sullivan, proclaimed: *And that claim is by the right of our manifest destiny to overspread and to possess the whole of the*

*continent which Providence has given us for the development of the great experiment of liberty and federated self-government entrusted to us.*²²

It became a rallying cry for American settlement – that the U.S. had the right to all of the Oregon Country – in its heated boundary dispute with Great Britain. At that time, Oregon was a vast country stretching west of the Rockies to the Pacific Ocean and from California to Alaska, encompassing present-day states of Oregon, Washington, Idaho, Montana and the Canadian Provinces of British Columbia and Yukon.

Of course this expansionist thinking came at a serious price to indigenous populations from whose ancestral lands the public domain was created. Any land allotments in the Oregon Country were illegal until the tribes signed away their original aboriginal land claims, which did not happen until 1853-1855.

By late 1843, Great Britain's claim to the Oregon Country, for all intents and purposes, no longer included areas south of the Columbia River, largely because a significant number of Americans had already settled there.

Oregon Fever! Mass Migration via the Oregon Trail 1843-60

"The Oregon Trail might have gone somewhere else if the floods hadn't filled the valley full of sand and silt," he said. It was the Willamette Valley's fertile soil that attracted many a traveler who set out on the Oregon Trail. Rich silt left by the flood reaches 100 feet deep in places.

Jim O'Connor, USGS²³

An economic depression, widespread unemployment, and intense flooding along the Missouri, Mississippi, and Ohio Rivers during the 1830s left many in the Midwest discouraged and homeless. These conditions – combined with the marketing of the Willamette Valley as a veritable ‘Garden of Eden’ by Jason Lee and others – made emigration appear as an attractive alternative. Reports from Oregon lauded the agricultural wealth of the land, inspiring poetry and songs about this fertile paradise. They heard about abundance so vast that one could walk across the river on the backs of salmon, about weather so favorable that farmers didn’t need barns for their animals. Many wanted to claim their piece of Paradise and begin life anew at the End of the Oregon Trail.

Before this time, most Europeans and Americans arrived by sailing ship around the Horn of South America via the Sandwich Islands (today’s Hawaiian Islands), up the Columbia and Willamette rivers to Willamette Falls. But overland travelers soon discovered the trails blazed by Native Americans and trappers – and created the 2,000 mile long Oregon Trail. The promise of a better life in Oregon encouraged tens of thousands to endure up to six months on the long and difficult journey.

So as the upstart Provisional Government dealt with new laws and actions, the first wave of emigrants, a wagon train with over 1,100 settlers and their livestock, set out for Oregon from Missouri in what was dubbed “The Great Migration of 1843.” With the promise of free land and the divine right to claim it,



Map of the 2,000-mile National Historic Oregon Trail at the End of the Oregon Trail Interpretive Center in Oregon City.

many Midwesterners and Easterners caught “Oregon Fever” and the mass emigration was in full force. This was an unprecedented relocation that would change the face of the United States forever. Settlers displaced the Native Americans and set the stage for U.S. sovereignty.

An estimated 350,000 Euro-Americans came to Oregon during the active emigration. For over 20 years, the Oregon Trail carried one of the largest and longest unforced overland migrations in history and was the most influential component of western expansion.

Upon arrival, the new settlers jockeyed to secure land claims with river frontage because those with landings had an advantage in getting their farm and/or forest commodities to market. The Oregon Trail was the cross country freeway, but for decades the Willamette River was the greatest highway through one of the richest agricultural valleys in the Pacific Northwest. Its waters carried Native dugouts, steamships powered with side-wheels and stern-wheels, tugboats, barges, and log rafts. From the early 1850s for several decades, the river resounded with the sound of steamboat whistles and calls announcing the approaching landing. Landings became towns and towns became cities because of the river.

The Barlow Road

Getting to Oregon City was a major challenge in the beginning since the earliest route of the Oregon Trail ended abruptly at the Columbia River in The Dalles. No wagon road had yet been cut through the Cascade Mountains, so emigrants continuing to the Willamette Valley had one choice: disassemble their wagons and raft down the Columbia River and its



A replica tollgate stands near the site of the last tollgate on the original Barlow Road. In 1978, the Oregon Trail, including the Barlow Road, was awarded National Historic Trail status. Protection of the road expanded in 1992 when the Barlow Road was granted Historic District status and placed on the National Register of Historic Places.

treacherous rapids then up the Willamette to Oregon City.

Joel Palmer traveled the Oregon Trail in 1845 and teamed up with William Rector and Samuel K. Barlow in finding a safer route. Built by Barlow and Philip Foster, the Barlow Road became the last segment of the Oregon Trail and the preferred route to Oregon City, although it was a primitive toll road with some horrendous descents, such as the 60% grade at Laurel Hill. In its first season of operation, Barlow recorded the passage of 152 wagons, 1300 sheep, 1559 mules, horses, and cattle through its five tollgates. Despite ongoing maintenance, the general condition of the road was said to vary from “rough to barely passable.”²⁴

An estimated 75% of the emigrants used the Barlow Road after 1846 and its construction allowed large wagon trains to cross the Cascades and reach the Willamette Valley, which had previously been nearly impossible.

It was by far the most harrowing 80 miles of the Oregon Trail, but its construction significantly increased emigration to Oregon.²⁵

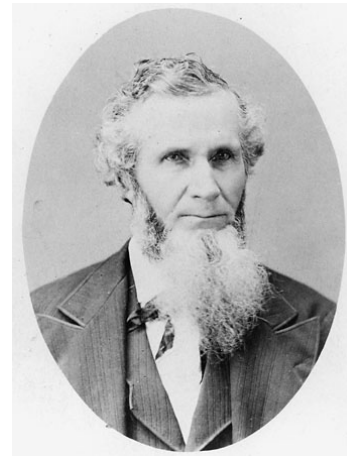
“Traveled 10 miles camp to night at a farm, the mans name is Foster from state of Maine was kind and entertained us verry fine I could not walk strait after not being in a house for so long when I got up to go across the floor I was like an old sailor that had not been on land for a long time They had about two hundred bushels of peaches which looked delightful.” Amelia Hadley, Diary, August 23, 1851 (Holmes 1984[3]:96)

Operated by toll companies from 1846 to 1919, it was chartered as the Mount Hood Toll Road in one of the first actions by the Provisional Legislature in Oregon City.

Wagons would emerge from the forest at the Philip Foster farm near Eagle Creek where the emigrants might rest and re-provision at the store before taking their families and animals the last 16 miles. Most pioneers continued west to Oregon City because of the services there: a land office for filing their claims, a post office, a newspaper, mercantile stores, shelter for the coming winter, groceries, and job opportunities. When they arrived in September or October, they unhitched and turned out their livestock to graze on the meadows at the confluence of the Clackamas and Willamette rivers, now Abernethy Green. Oregon City was both a destination and a place of new beginnings.

Joel Palmer

Joel Palmer kept a detailed journal of his Oregon Trail experiences in 1845 and his examination of the resources of the Pacific Northwest. He returned overland to Indiana in 1846 to collect his family and, the following year, published his book, *Journal of Travels Beyond the Rocky Mountains*, in Cincinnati, Ohio. The volume included detailed information for



General Joel Palmer, Oregon pioneer (1820-1881).
Photo courtesy Oregon Historical Society.

overland emigrants and had vocabularies in Nez Perce and the Chinook Jargon for communicating with Pacific Northwest natives. Palmer's account and John C. Fremont's Oregon Trail diary became two of the most popular guidebooks for overland emigrants.

Between 1853 and 1857, Palmer was Oregon's Superintendent of Indian Affairs and successfully negotiated seven treaties in western Oregon. The 1855 Willamette Valley Treaty resulted in a consortium of tribes ceding the Valley in return for goods and monetary promises. The Clackamas tribes ceded Willamette Falls specifically. Palmer also established both the Grand Ronde and Coast (Siletz) reservations.²⁶

New Beginnings at the End of the Oregon Trail

“Four miles brought us to the City of Oregon, in the appearance of which I was very much surprised. It is hemmed in by a high and precipitous cañon, no room for the city on the valley. Its population is about fourteen hundred, nine stores, two churches, two saw-mills, two grist-mills, two groceries, and

two boarding houses. The population is a mixed multitude: Sandwich Islanders, Indians of several tribes, Mexicans and Spaniards. Here are the greatest mill privileges I ever saw; the whole body of the river pours over the Falls at a hundred places.” William Watson, Diary, September 13, 1849 (Watson 1851:48)

Because of its location near the waterfall, Oregon City developed a critical mass of attractions. It was (1) the terminus of the Oregon Trail, the long-awaited destination of thousands of overland emigrants, (2) the source of unparalleled waterpower for driving the machinery of industry, (3) a port-of-call for ocean vessels as well as agricultural commodities and forest products from the Willamette Valley, and (4) the center of a vital federal presence in the semi-isolated Pacific Northwest (the location of the governor, territorial court, land office, and superintendent of Indian Affairs Office). Oregon City emerged as the first urban center in the Oregon Country, as Provisional Government capital in 1845 and Territorial capital in 1849.

“In 1844, Cincinnati and Chicago were little more than villages. San Francisco was a sleepy Spanish Fortress. Seattle was an Indian village with a fur trading post and Portland, although it had one house, was distinguished chiefly as the site of Sauvie’s Dairy on Wapato Island. Oregon City [first called Willamette Falls] was platted, had streets, two churches, the Pioneer Lyceum and Literary Club, mills, a ferry, and the beginnings of a fine apple orchard in the yard of the Methodist parsonage.”²⁷

By 1845 Oregon City had more than 100 houses, two grist mills and two sawmills (those of McLoughlin and the Methodist Mission), four stores, two taverns, a tannery, two cabinet shops, two blacksmith shops, a printing office, a cooperage to produce oak barrels, and other enterprises. The south end of Main Street

adjacent to the Falls became the industrial hub of the city and continued as such until 2011. On the basalt terrace, investors constructed and operated the Oregon City Woolen Mill (1864), Imperial Flouring Mill, and Pioneer Paper Manufacturing Company, succeeded by Hawley Pulp & Paper Company (1908) then subsequently Publishers Paper Company, Smurfit Newsprint Corporation, and most recently Blue Heron Paper Company.

Among Oregon City’s claims to being “first west of the Rockies” were many institutions first developed and created by the American settlers at the end of the Oregon Trail.

- 1842 first platted town
- 1842 first library – called Multnomah Circulating Library
- 1846 first newspaper, Oregon Spectator
- 1846 first Oddfellows lodge
- 1847 first books published in English
- 1848 first Masonic lodge
- 1849 first mint coining gold dollars
- 1850 first formal trial and capital punishment under U.S. authority (the Whitman murders)
- 1866 first pulp and paper mill

By 1846, the Willamette Falls area was the center of government, social and cultural life, education, trade, and transportation in the new land. While Congress took years to debate whether to include the Oregon Country as an official U.S. territory, the new emigrants continued to worry about the efficacy of their land claims without stronger government security and protection. The need to protect U.S. citizens from native uprisings was the catalyst that finally got the attention of Congress. The unfortunate incident that

sparked the change was the Whitman Mission murders in November 1847 near Walla Walla, Washington. The culture clash and killings of missionaries Marcus and Narcissa Whitman and 11 others at their mission shocked the nation and prompted Congressional action.

A delegation of leading citizens from Oregon City, led by former trapper and politician Joseph ‘Joe’ Meek, made the months long journey to Washington D.C. to demand that Congress act on a long-delayed bill to establish the Oregon Territory. He met with President James Polk whose wife was Meek’s cousin. Polk finally signed into law the Oregon Act on August 14, 1848, creating the Oregon Territory and dissolving the Provisional Government.

President Polk appointed Joseph Lane as the Territory’s first governor, Joe Meek as marshal, and a judge, prosecutor, and militia. They were instructed to bring the Whitman murderers to justice.

Oregon City was the decision-making and outfitting center for the subsequent Cayuse Indian War of 1848-49. After nearly two years of pursuit, the Waiilatpu Cayuse surrendered five men from their band who were taken by the U.S. Cavalry 250 miles to Oregon City. They were charged with the Whitman killings, tried, and hanged in 1850. The guilt of the five Cayuse and the jurisdiction of the court were not fully established. Controversy swirled for decades after this trial – the first culminating in capital punishment following legal proceedings in the Oregon Territory.

Gaining U.S. Territorial status in 1848 raised expectations that the residents of the region could expect, at last, an infrastructure to

enhance security, improve commerce and ease communication problems. In the future, they could expect land grants for public schools, prohibition of slavery, and federally appointed judges and other officials.

But once again the residents feared for the validity of their land claims registered under the organic codes of the now-defunct Provisional Government. All was settled with the 1850 Donation Land Claim Act, which reinforced the legality of previously claimed land. The Act also guaranteed 320 acres to every white male and 640 acres (a square mile) to a couple, including wives—the first opportunity in the U.S. for women to own land in their own name. It also stimulated a population boom in Oregon City, with an estimated 25,000-30,000 people arriving before the Act expired in 1855.

After 1851 settlers could file a formal claim at the west’s first General Land Office. John B. Preston, appointed by President Fillmore as the first Surveyor-General of Oregon, established the office in Oregon City and from it began contracting for the survey of the Willamette Meridian and Baseline, the coordinates defining the addresses of land ownership from Canada to California and from the Pacific Ocean to the Rockies. Applicants for donation land claims (1850-55), military bounty land grants, homesteads (1880’s), and cash entry purchasers of the public domain flocked to the federal land office at Willamette Falls. The new state and federal officials, appointed and elected, were often men of uncommon ability. Some were highly educated and others

In 1850 the City of San Francisco filed its official plat in Oregon City since Clackamas County was the nearest constituted government for receiving such documents. Today the plat map is on exhibit at the Museum of the Oregon Territory in Oregon City.

had intellectual interests. Rather than throwing off the familiar elements of American life in the East, they replicated them as rapidly as they could.

Because it was the hub of activity, Oregon City anchored the United States politically and economically on the western edge of the continent, extended the American political system through the Oregon Territory, and served as a training and proving ground for future politicians and industry leaders of the west.

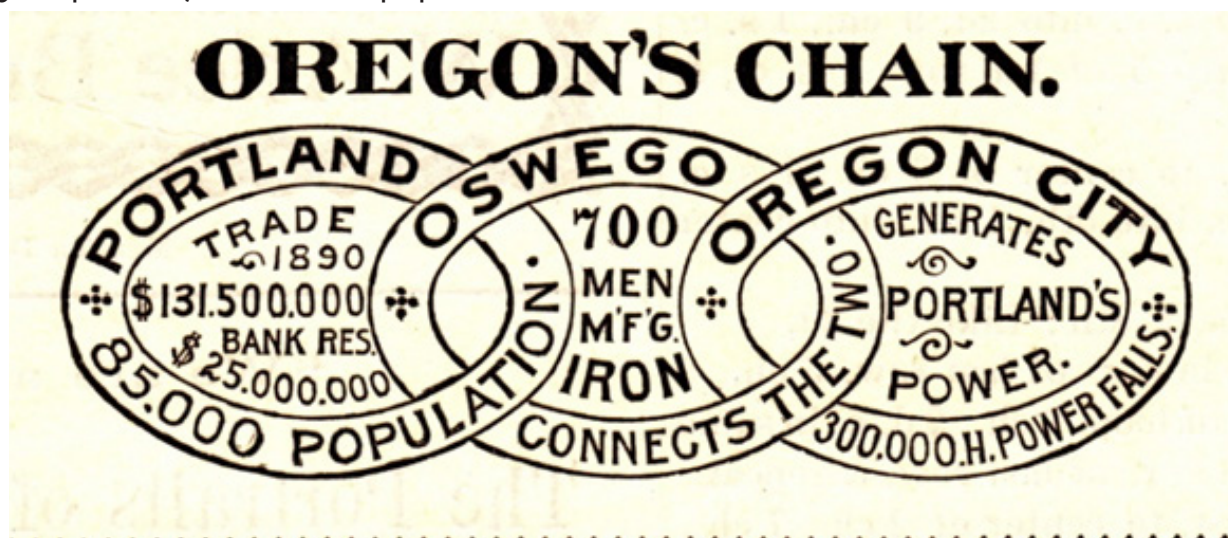
The area attracted the most prominent civic leaders in the Pacific Northwest and was the launching point of notable public careers. These included governors George Abernethy, Joseph Lane, and John P. Gaines, the latter two presidential appointments. Lane established the territorial government in 1849 and later became a delegate to Congress. In 1860 Lane, nominated for U.S. vice-president, ran with John C. Breckenridge against Republican candidates Abraham Lincoln and Hannibal Hamlin. In 1845 William G. T 'Vault served as postmaster-general and the following year founded the Oregon Spectator, the first newspaper on the

West Coast. Asa Lovejoy, mayor in 1845, had a distinguished career in political office and platted Portland on his land claim a dozen miles downstream. Peter H. Burnett became a Supreme Court judge in 1845 in Oregon City and was elected first American governor of California in 1850. Father Francois N. Blanchet in 1846 was named head of the Archdiocese of Oregon City and in 1850 became one of three archbishops in the Pacific Northwest and British Columbia. Rev. George Atkinson, father of Oregon's public school system, settled in 1848 where he preached and headed the Clackamas Female Seminary in Oregon City.

Birthplace of Industry

Oregon City, situated on the east bank of the Willamette, immediately below the Great Falls, is destined to be one of the greatest manufacturing cities in the Western world . . . there are now two flouring mills and two saw mills doing an immense business. A.N. Armstrong, 1857

Because of the hydropower at Willamette Falls, 12 key industrial and manufacturing plants sprang up along the Willamette River.



1890 image of 'Oregon's Chain' connecting Portland's commerce, Oswego's iron and Oregon City's power. Borthwick Batty image -- courtesy of Marylou Colver and the Lake Oswego Preservation Society

Although only a hydroelectric plant remains operational today, it is a signature reminder of the time when the area around the Falls was at the forefront of the industrial revolution and formed the greatest concentration of industrial activity in the western United States. Those early mills left their mark on the landscape and on the people living near them.

Beginning with Dr. John McLoughlin's water-powered sawmill in 1837, Willamette Falls became an industrial hub. By 1846, the Willamette Falls area was the center for grist milling, sawmilling, blacksmithing, tailoring, and many other trades. Exporting goods by ship to San Francisco, Hawaii and China was ongoing.²⁸

Between 1839 and 1900 Oregon City, West Linn and Lake Oswego were the initiators of major manufacturing in the Pacific Northwest. The success of these enterprises inspired

investors to mount similar projects in other communities throughout the region.

The Mills at Willamette Falls

Oregon City Woolen Mill 1864

The woolen mill at Oregon City, largest west of the Mississippi, had a massive, dressed basalt foundation and two-story basement that remains today on Main Street within the former Blue Heron Paper Mill property. The initial building measured 50 x 190 feet long and was a handsome, brick structure. Workers in the sub-basement washed and scoured the wool and passed it to the next level for finishing, fulling, napping, and shearing. The upper two floors held the carding, spinning, and weaving operations. By 1866 the mill employed 80 workers and processed 300,000 pounds of wool annually.



Dressed basalt wall of the old Oregon City Woolen Mill is surrounded by the papermaking buildings of the former Blue Heron Paper Mill.. Photo by Alice Norris 2015

In 1869, the Oregon City Woolen Mill became the site of one of the West Coast's first industrial labor protests. When the Jacobs brothers, mill owners, hired a few Chinese men to work at low wages, some residents of Oregon City held an "indignation meeting" and passed a number of resolutions, including the following:

"Resolved, That we, the citizens of Oregon City here assembled, utterly condemn and denounce the discharge of white laborers and the employment of Chinese in their place, as mercenary, unprincipled and against the peace and welfare of this community." From a six-paragraph manifesto signed by Hiram Straight on behalf of the White Laborers Association, published in The Oregonian, Jan. 15, 1869.

The labor issue, driven by racism, was a mirror to the tensions of a state drawing more and more emigrants, including those from Asia as well as Europe.

Oregon woollens put Oregon City on the map and made it a participant in the world marketplace. Business boomed during World War I with large government contracts for blankets. In 1917 the mill employed 1,125 workers and operated 109 looms. Following the war came a period of unparalleled prosperity. Using the slogan "woven where the wool is grown," sales boomed to supply more than 5,000 retail outlets across the U.S. In 1931 the mill had a contract to supply the new ocean liners President Hoover and President Coolidge with 2,000 blankets and 1,000 steam robes.



The Oregon City Woolen Mill developed a national reputation for its fine woven blankets and clothing in the late 1800s. Photo from a 2016 exhibit at the Museum of the Oregon Territory in Oregon City, by Alice Norris.

After WWII, new wool industries in Australia and South America caused Oregon farmers to abandon sheep-raising. With new clothing competition and aging facilities, the Oregon City Woolens label disappeared from the shelves after 97 years. The land and water rights were sold to Publisher's Paper Co. in 1954.

"The leading manufacturing interest now established is the woolen mill of the Oregon City Manufacturing Co. This is an eleven-set mill, employing one hundred and ninety hands, paying out \$89,000 in wages annually, and producing cassimeres, tweeds, flannels, blankets, shawls, robes, &c., to the value of \$500,000 annually. The next most important is that of the Oregon City Flouring Mill Co. This mill employs fifteen men, and turns out five hundred barrels of flour per day... There is a sawmill owned by George Broughton, with a capacity of twenty thousand feet of lumber per day, and a box factory connected with it. There are, also, a small custom grist mill, another flouring mill not in operation, a brewery, a furniture factory, and a machine for making excelsior for mattresses and upholstery." H. L. Wells, "The City at the Falls," The West Shore (Portland, OR), August, 1887 (p. 582)

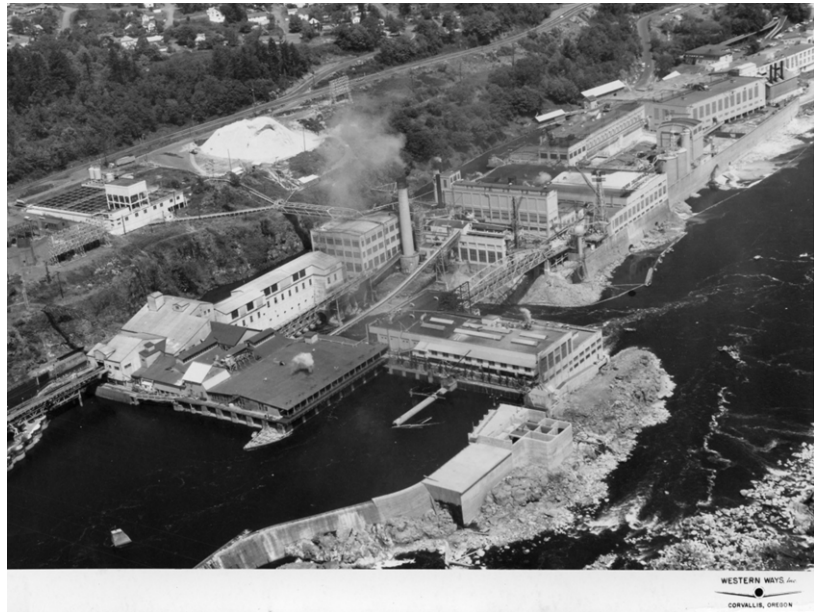
Pulp and Paper Mills 1866

Although more than a dozen different industries once dominated the landscape at Willamette Falls, only one survives today, operating for over 125 years. Portland General Electric continues to generate electricity in its historic brick Sullivan Power Plant, second oldest in the U.S.

The first paper mill in Oregon, Pioneer Paper Manufacturing, started operations in 1866 recycling used rags, ropes, and old sails for raw materials. Many iterations of paper mills would follow and harness the power of the Falls for paper manufacturing. On the west side was the Willamette Falls Pulp and Paper Company, later Crown Paper Mills, which

in 1889 began manufacturing 20 tons of paper a day. Next came Crown-Willamette (1914), Crown-Zellerbach (1928), James River Corporation (1990), and lastly West Linn Paper Company (1997-2017). In 1947, Crown-Zee (as it was popularly known) pioneered the 'coated paper' process which set a national standard for quality paper products and had a significant impact on the publishing industry in the West. The West Linn mill was the first on the West Coast to use the sulfite pulping process to produce a high-quality newsprint for an expanding market.

Not to be outdone, W. P. Hawley, Sr., former manager of West Linn's Crown Paper, organized the Hawley Pulp & Paper Company in 1903 across the Falls at Oregon City. Hawley's operation lasted until 1948 when the Times Mirror and Deseret Publishing Company purchased the mill and formed Publishers Paper Co. In 1975, the company opened a de-inking plant that led the Northwest in newspaper recycling. Jefferson Smurfit Corp.



West Linn Paper Company, a premier manufacturer of coated free-sheet web paper, is the oldest paper mill in the western United States, operating for 128 years. It once employed 1,400 workers using ten paper machines.



Willamette Falls Pulp & Paper Company in 1889, precursor of West Linn Paper Company. Photo courtesy of West Linn Paper Company.

owned the company prior to the Blue Heron purchase in 2000. Unfortunately, the mill closed permanently in 2011.

The 22-acre mill site is currently the most exciting opportunity for conservation, education, cultural interpretation and recreation in the proposed heritage area. Plans are underway to 'Rediscover the Falls' after a century of active industrialization. Much of the site will be privately redeveloped as an economic stimulus to the region but an extensive public right-of-way will feature creative public spaces using Four Core Values: public access, healthy habitat, cultural and historic interpretation and economic redevelopment. This Willamette Falls Legacy Project will provide public access from downtown Oregon

"On the west side of the river, along the locks that take steamers around the Falls and were built at a cost of \$500,000, are the Crown Paper Mills, the Willamette Pulp and Paper Mills, and an excelsior and shoddy mill. The first named is engaged in the manufacture of straw paper and straw board, and is equipped with the most improved machinery for that purpose." The West Shore (Portland, Oregon), December 6, 1890 (p. 259)

City to the edge of the Falls, the first public accessibility in over a century. The opportunities for cultural interpretation are many and varied.

Fundamental to the area's economy, the paper mills at Willamette Falls contributed to the booming growth of the national newspaper and paper-making industries throughout the 19th & 20th centuries. News in print connected the two sides of the country and papermaking at the Falls fostered this coast-to-coast link.

Iron Industry

Iron from Oswego helped build the infrastructure of the Pacific Coast. The Oswego Furnace became Oregon's largest manufacturing enterprise in the 19th century. It was the centerpiece of an industry that included two company-owned blast furnaces, a pipe foundry, workers' housing, mines, railroads and power generating facilities – and consumed ore from two mines and charcoal from 23,000 acres of timber.



A guided tour inside the refurbished 1866 Oswego Iron Furnace in Lake Oswego's George Rogers Park. Photo by Marylou Colver of Lake Oswego Preservation Society.

Built in 1866 at the mouth of Sucker Creek on the Willamette River, the furnace is the sole surviving 19th century furnace west of the Rockies. The furnace itself was constructed of massive blocks of basalt under the direction of George Wilbur of Lime Rock, Connecticut.

Prior to this time, all iron needed in the region was shipped 14,000 miles around the Horn of South America. Oregon foundries paid \$20,000 annually in duties on imported pig iron.

The construction of an iron smelting facility in Oswego in 1866 was hailed in the San Francisco Bulletin as “one of the most important and useful enterprises that has yet been undertaken . . . on the Pacific Coast.”

“The experiments made with this furnace when it was first erected in 1867 proved that iron of the best quality, equal in fact to any produced in either quarter of the world ... Steel made here also had an excellent reputation in all parts of the coast, and was eagerly sought.” Daily Alta California (San Francisco, CA.), November 22, 1876

With the exception of a small Utah furnace that operated for two years, the Oswego Iron Furnace was the only iron smelting facility in the western third of the continent prior to 1880 – this in an area of over one million square miles. The production of pig iron, the foundation of all iron and steel products, was a major advance in the industrial development of the West.

In 1877 the Oregon Iron Company acquired the water rights to Oswego Lake and the canal linking it to the Tualatin River. This was the first navigation canal in Oregon, completed in October 1872, two months before the canal and locks at Willamette Falls.

The Oregon Iron Company organized in 1865 to engage in manufacturing pig iron from nearby deposits in the Patton Mine and the Prosser Mine. The company imported limestone, essential in the smelting process, from the San Juan Islands.

The discovery of mineral wealth in Oswego and the expectation that the town would become the “Pittsburgh of the West,” attracted workers from across the nation after the Civil War. The company employed 600 workers at its peak in the 1890’s. Many of Oswego’s miners, charcoal makers and ironworkers emigrated from iron-making districts in New England, Pennsylvania and Ohio, with other workers coming from Belgium, Germany and France.

Among those drawn to the state by the iron industry was the grandfather of Nobel Laureate Linus Pauling, the only person to ever win two unshared Nobel prizes. With his parents and grandparents, Linus Pauling is buried in the historic Oswego Pioneer Cemetery, where 90+ iron company workers rest.



Lake Oswego’s restored furnace is the oldest surviving iron furnace on the Pacific Coast. Photo by Susanna Kuo

"The success of this enterprise ... opens to Oregon a new source of commerce and material wealth which can scarcely be over-estimated – vastly more beneficial and enduring in its results to the State than a mine of precious metals." "Oswego Iron Works," Oregon Weekly Herald (Portland, OR), July 28, 1866

The subject of recent archaeological investigations and restoration, the Furnace is surrounded by a city park with interpretive panels explaining the mining and smelting that occurred at the site. It was listed on the National Register of Historic Places in 1974 and stabilized in 2010 by the city of Lake Oswego.

Commerce and Shipping on the Willamette River

The Pacific Northwest, because of its distance from the United States and its geography,

was more isolated than earlier American frontiers and was compelled to be more self-sufficient. Fortunately, the region was blessed with a varied abundance of natural resources. As soon as Willamette Valley farmers grew surplus crops in the 1830s, they began exporting down river, portaging around the Falls to local and distant markets. By the time the pioneers arrived a decade later, the export business was thriving.

Even Dr. McLoughlin began to regularly export lumber as far as Manila and Tahiti.²⁹ In 1847, he completed Oregon's largest grist mill, grinding 100 barrels of flour per day.³⁰

Even without a deep-water anchorage, the Oregon City waterfront drew steady boat traffic. Sternwheeler steamships were invented in Oregon specifically to safely tie up at the landings and navigate the steep banks of the



Recreating the sternwheeler steamboat days during a riverfront festival on the Willamette River.
Photo by Sandy Carter.

Willamette River – then the design spread to the Mississippi and elsewhere. Steam-powered vessels ascended the Clackamas Rapids a mile below town and tied up at landings along the basalt cliffs. Cableways powered with winches lifted or lowered freight from the warehouses along the waterfront to the decks of the steamboats.

Additionally, a ferryboat crossed below the Falls from the mid-1840s until construction in 1888 of an 800-foot long cable suspension bridge. It was replaced in 1922 with a through arch concrete bridge that remains in use. A noted engineering structure, this recently restored Oregon City-West Linn Arch Bridge was designed by well-known bridge engineer Conde McCullough and is listed on the National Register.

By 1851, more than 70 ferry and steamship landings existed between Lake Oswego and Butteville, above and below the Falls.

Canemah became the shipbuilding center for the region. Between 1851 and 1878, 27 steamships were built in Canemah to transport wheat, beef, timber and agricultural products of the Willamette Valley to distant markets in California and the Pacific.

“A half-mile’s travel over a rocky road under tall and rugged cliffs of volcanic rocks and by the side of the river brought us to Canemah, a small village, in front of which lay three or four steamboats like turtles on a log on a sunny April day.” “Through Clackamas County,” Oregon City Enterprise, Nov. 9, 1867

Canemah gained its name from the Chinook Jargon word “kanim,” meaning ‘canoe place.’ It was the portage point at the upper end of Willamette Falls on the widely-used east side transportation route. The community began to grow in 1849 when Peter Hatch blasted the basalt cliffs to widen the portage road

for ox and mule-drawn transport. Wagon traffic ran day and night, with torches lighting the roadway after dark. Absalom Hedges, subsequently Oregon Superintendent of Indian Affairs, and William Barlow, son of the builder of the Barlow Road, laid out the town in 1850. Canemah boomed as a steamboat landing and became the site of shipyards, warehouses, stores, a hotel, and the home of numerous ship captains and laborers engaged in Willamette River commerce.

Like many other towns along the Willamette, Canemah was inundated during the Great Flood of December 1861. It was rebuilt but never quite recovered economically and fell into slow decline after the O&C Railroad came through town in 1869 and the Locks opened in 1872. Canemah became a bedroom community for Oregon City workers and the mooring location of log rafts headed to the mills at the Falls or through the Locks to downstream markets.

The landings at Butteville and Champoege competed to be the principal port servicing French Prairie farmers and ranchers transporting goods to Willamette Falls mills. Champoege had the advantage until the 1861 flood washed away the town. Butteville survived to grow as the main shipping port above the Falls for agricultural products. Wheat and hops were the prime products during the second half of the 19th century and French Prairie was one of the early centers of hop production in Oregon. Butteville housed hop insurance companies, warehouses and shipping facilities. Its economy declined as port and river traffic was displaced by the ‘west-side’ electric railroad, built across the Willamette River in 1905 with stops within a few miles of Butteville.³¹

The Locks – Reconnecting the River ~ 1873

The Falls were a major barrier to efficient transportation of raw goods from the Willamette Valley to markets. Plans for ways to circumnavigate the Falls were being discussed prior to 1850 and by the 1860s it was apparent that a canal would have to be built if the region wished to meet the increasing demand for agricultural products and raw materials.

The locks are constructed of the most enduring, massive, and substantial materials . . . built not merely for the present, but with direct and express reference to future result. *Oregonian*, Jan 3, 1873, 3:1

In 1868 the Willamette Canal & Locks Company in West Linn took over the west bank portage and began construction of a long-envisioned canal and lock system. The construction workers included 30-40 Chinese as well as many Native American laborers. During construction, a carved stone figure was uncovered which stopped the work. All the Native Americans walked off the job, citing a bad omen and disturbance of a sacred place.

The workers blasted a channel through the basalt to create a canal with four chambers (40 x 210 feet) and seven sets of gates for a vertical lift of 40 feet. The state contributed \$200,000 to the total project cost of



The four-chambered Willamette Falls Locks, next to West Linn Paper Company. Photo by Susanna Kuo.

\$560,000. The locks opened on January 1, 1873, and unleashed a steady flow of log rafts, passenger steam boats, tugboats, and barges laden with lumber and agricultural products from the Willamette Valley. Freight rates dropped 50% when the locks opened.

The Locks pulled 25,000 tons of freight off the free portage railroad in the first year, charging 50 cents a ton and 10 cents per passenger. Boat builders began sizing their new vessels to the dimensions of the Locks to capitalize on this new privately-owned shortcut around the Falls. The system was the first canal and locks in the Pacific Northwest.

In 1915 the United States purchased Willamette Falls Navigational Canal and Locks for \$375,000 and turned their operation over to the U.S. Army Corps of Engineers. From that day until the locks closed in 2011, passage was free. Claiming that the volume of shipped tonnage did not merit repairs, the Army Corps, Portland District, put the locks on “non-operational basis.” The system, intact but no

longer used for transportation, is under intense study for re-opening to meet pent up demands for commercial and recreation use of the river. In 2018, a State Task Force was appointed by the Governor to determine future operating models. Reopening the Locks is an important goal for the proposed heritage area and WFHAC members are active participants in the planning.

Lighting the Cities

U.S. railroad financier Henry Villard laid the groundwork for electrical power generation at the Falls. He helped to finance Edison’s early electrical work and owned the Oregon Railway and Navigation Company, which acquired the Willamette Transportation and Locks Company in 1876.

In response to a published request from the citizens of Oregon City, (Oregon City Enterprise, May 3, 1883), Villard commissioned a study entitled “The Power Potential of the Falls.” A copy of that report and accompanying 15-foot map of the river is archived at the Oregon Historical Society.

But it was Edward Eastham and his partner Parker F. Morey who tapped the potential. Educated in law, Eastham (1848-1892), born in Clackamas County, was a visionary. In May, 1888, he joined other investors to create the Oregon City Electric Company to supply electricity, telephone, and telegraph service in the immediate vicinity of the Falls. The company purchased a 450-light Edison dynamo and installed it in a facility known as Station A. In November the 200-horsepower wheel began delivering electricity to illuminate street lights, businesses, and homes in Oregon City.



Electrical transmission lines from Oregon City cross over the bridge to Portland. c 1885

Late in 1888 Eastham folded the Oregon City company into a successor firm, Willamette Falls Electric Company (WFEC), with a capitalization of \$1 million. They secured right of way and constructed transmission lines to Chapman Square in Portland. On the evening of June 3, 1889, WFEC produced the nation's first long-distance transmission of DC electricity – from Station A, perched atop the Falls at Oregon City. A single generator produced power to light one circuit of streetlights 14 miles away in Portland.

"The Willamette Falls Electric Company started up one of their Brush arc dynamos last evening, and the electricity was sent from Oregon City for lighting one of their 10 o'clock circuits in this city. It worked magnificently and conclusively demonstrated the fact that our city can be lighted successfully from the Falls. The Oregonian (Portland, OR.), June 4, 1889

Electricity from Willamette Falls 1889

The tremendous hydropower potential of Willamette Falls inspired innovative investors to take the unprecedented risk of building an electrical transmission line from Willamette Falls to Portland, 14 miles away. By successfully proving the feasibility of long-distance transmission of electricity, both alternating current (AC) and direct current (DC), these Oregon entrepreneurs became the pioneers of the electric power industry. They competed and collaborated with notable national and international experts such as Nicola Tesla, George Westinghouse, Thomas Edison, Henry Villard and JP Morgan.

Not only did the Falls contribute to the earliest hydroelectric power development in the nation, preceding that of Niagara Falls, but the operations generated four to six times

more hydropower than the industrial hub of Lowell, Massachusetts. In the late 19th century, a number of publications referred to the Willamette Falls as the "Niagara of the Pacific" or the "Lowell of the Pacific Coast."

The Battle of the Currents

Direct current (DC) ruled in the first 80 years of the electrical age. In the late 1800s, Edison, Morgan, Tesla, and Westinghouse played key roles in the choice of one system over the other.

Edison's DC generators produced 110-volt current that flowed continuously in one direction. Because DC power was difficult to distribute in usable levels more than two miles between generator and user, he envisioned an America electrified by DC power with every neighborhood having its own power station and every building drawing its energy from the central plant. Edison was convinced that Westinghouse's higher high voltage AC system would "kill a customer within six months" and destroy the reputation for safety he had carefully built for the industry. The event that tipped the scales in favor of AC came in 1890 when Willamette Falls Electric Company demonstrated that Tesla's polyphase AC system offered more flexibility and reduced the loss of electricity over the lines.

At this time, George Westinghouse was developing his AC lighting systems and needed to demonstrate his system's long-distance capabilities. He chose the Willamette Falls location and its Portland transmission line as his first demonstration project for long distance transmission. The WFEC ordered experimental single-phase AC generators from Westinghouse, which were shipped and installed in the

spring of 1890. In September, using the newly manufactured Westinghouse 80-kilowatt (1600-light), No. 2, 4,000 volt single-phase, 125-cycle alternators, the company pioneered the nation's first long-distance transmission of AC electricity from Station A at Willamette Falls. The remnants of Station A can still be

Referring to the Power Plant at the Falls: "These machines were a departure from the standard design of that time in that their voltage was higher than had ever before been attempted." *Journal of Electricity, Power and Gas*, June 5, 1915

seen on Abernethy Island near the Falls. Construction of a new power plant began in 1893 on the west bank of the Falls. Called Station B (later renamed the T. W. Sullivan Plant), this plant was on-line transmitting electricity throughout the region on December 1, 1895, almost one year before power was tapped at Niagara Falls for transmission and distribution to Buffalo, N.Y. By 1903, Station B had 13 power generating sections and a generating capacity of 5,740 kilowatts. It is the second oldest operating hydroelectric plant in the United States and the oldest plant west of the Mississippi.³²

Following Eastham's death in 1892 the electrical and real estate companies at Willamette Falls became subsidiaries of Portland General Electric (PGE), a firm that continues to the present, generating 16,000 kilowatts at the historic Sullivan Plant.

Railroads

The coming of the railroads ended the region's geographic and economic isolation and brought a period of rapid development. Owing to the difficulties of travel, the population had grown

slowly. During the 1880's, the population of Oregon doubled when railroads were built across the Pacific Northwest.

In 1871 the Oregon & California (O & C) Railroad blasted a right-of-way along the base of the bluffs in Oregon City for its main line south through the Willamette Valley and, by 1892, on to California's Sacramento Valley. The railroad took over the route previously used by the portage trail, portage wagon road, and portage railroad used by passengers and freight passing up and down the east side of Willamette Falls. Starting in 1907 the Southern Pacific Company promoted the Falls as one of the major attractions along the "Road of a Thousand Wonders," its catch phrase for its West Coast line. In 1893 the East Side Railway, an electric interurban line, connected Oregon City to East Portland 13 miles to the north.

Construction of the O & C Railroad spawned dozens of crossings, depots, and towns in the Willamette Valley. The O & C established facilities about every seven miles to replenish water and cordwood to fire the steam locomotives.

Canby and other upriver communities developed in the 1870s with the arrival of the railroad. Congress funded the O & C Railroad in 1866 with a generous subsidy of 12,800 acres of land for every mile of track it constructed. The grant entitled the company to 3.7 million acres in western Oregon. The railroad company bought a right of way in Canby from Philander Lee and the sons of Joseph Knight. The 1873 railroad depot still stands, serving as the Canby Historical Society museum.

Short Line Railroads also assisted in commercial development around the Falls. In 1862, a short railroad portage was constructed by the People's Transportation Company around the Falls in Oregon City.

On the west side, the three-mile Willamette Falls Railway was opened in 1894 by PGE to carry employees from the company town of Willamette to its West Linn power station. Its isolated location limited ridership but it developed as a lumber carrier. The railroad properties became part of the Southern Pacific Railroad in 1915 and focused on hauling logs, the main source of railway revenue, but independent crews operating the trolley line

provided an impressive service to riders. In 1925, streetcars departed from West Linn 45 times a day from 6:05 am to 12:25 am. Another short railway carried logs from the Log Loading Station at Oswego to the Crown Willamette Mill in West Linn. The logs floated in huge rafts near Oswego Creek until they could be lifted out of the river and loaded onto rail cars for the journey to the paper mill. Today the Loading Station or Log Hoist is a striking landmark at the river's edge. The Tug Master's House, where the Log Hoist superintendent lived, is still standing on the hill behind the hoist. Both structures are on Lake Oswego's Landmark Designation List.



A 1905 concrete log hoist lifted logs from rafts in the river prior to loading onto rail cars en route to the paper mill, operated to 1920s. A Lake Oswego Landmark. Photo by Susanna Kuo.

WILLAMETTE FALLS HERITAGE AREA TIMELINE 1806 - 1893

15 million years ago	Willamette Falls is formed by repeated volcanic basalt flows
15,000 - 12,000 years ago	Willamette Valley is sculpted by repeated cataclysmic Ice Age Floods
15,000 - present	Native tribes and bands live in Oregon
8,500 - Present	Native tribes and bands live along Willamette River and near Willamette Falls

1806 Lewis & Clark Expedition hears about Willamette Falls

1818 U.S. and Great Britain agree to “Joint Occupancy” of the Oregon Country

1824 Dr. John McLoughlin’s long tenure as Chief Factor for Hudson’s Bay Company begins

1829 McLoughlin establishes a claim at Willamette Falls (present-day Oregon City)

Beginning of agriculture in Oregon – at French Prairie

1834 Rev. Jason Lee establishes first Protestant mission west of the Rockies at Mission Bottom

1838 Catholic priests Blanchet and Demers arrive overland from Canada

1839 Fr. Blanchet celebrates first Catholic mass in Oregon Country

1841 Charles Wilkes, with U.S. Exploring Expedition, notes Willamette Falls’ potential

McLoughlin builds a water-powered sawmill at the Falls

1842 Methodists create first school for Americans in the Pacific Northwest

McLoughlin surveys & plats town site of Willamette Falls (now Oregon City)

1843 Provisional Government established; first Constitution ratified

Rev. Alvan Waller establishes Methodist Church, first Protestant congregation in West

First overland migration arrives via the Oregon Trail, 1,100 emigrants

Multnomah Circulating Library opens in Oregon City – first library west of the Mississippi

1844 Oregon City becomes first incorporated city in the West

1845 Oregon City is selected the official capital of the Provisional Government

George Abernethy is elected first Governor

Manifest Destiny becomes a rallying cry for Western Expansion

1846 Oregon Treaty finally settles boundary dispute with Great Britain

Barlow Route completed as a toll road and easier way to Oregon City

Wheatland Ferry begins service, oldest continuously operating ferry on the West Coast

WILLAMETTE FALLS HERITAGE AREA TIMELINE 1806 - 1893 (cont.)

St. Paul Catholic church is built, oldest brick building in Pacific Northwest

Oregon Spectator is first newspaper in Oregon Country

1848 Discovery of gold in California disrupts legislature, empties communities

The Oregon Country is voted an official U.S. Territory by Congress 1849

1849 Oregon City is named Territorial Capital; Joseph Lane named Territorial Governor

Plat of San Francisco filed in Clackamas County, nearest American government office

U.S. Army's First Mounted Riflemen arrive in Oregon City

Gold "Beaver Coins" minted in Oregon City

1850 Cayuse Five hung in Oregon City, first trial and capital punishment (Whitman Mission)

Linn City's Samuel Thurston is the Territory's first delegate to Congress and helps pass

Donation Land Claim Act of 1850, first time women could own land in the U.S.

1851 First treaties with Oregon tribes, including treaty with Clackamas tribe at Oregon City

1851 U.S. General Land Office opens in Oregon City, establishes Willamette Meridian, first survey marker west of the Rockies

1855 Tribes sign Willamette Valley treaty, ceding Valley tribal lands to the U.S.

1856 Tribal people removed to the Grand Ronde Indian Reservation and others

1859 Oregon is granted statehood as the 33rd state in the U.S.

1861 Iron Ore discovered in Oswego

1864 Oregon City Woolen Mill begins operation

1866 First paper mill begins production

1867 Iron smelting begins in Oswego's iron furnace

1873 Willamette Falls Navigation Canal & Locks open for business

31st U.S. President Herbert Hoover lives boyhood years at Minthorn House in Newberg

1888 Suspension Bridge built over Willamette, first west of the Mississippi

1889 First long distance transmission of DC electrical current in the U.S.

1890 First long distance transmission of AC electrical current in the U.S.

1893 Station B built, now T.W. Sullivan electric power plant -- operating still as PGE



Aerial view of some of the east side industrial complex, downtown Oregon City, and the Oregon City-West Linn Arch Bridge across the Willamette River. Photo courtesy of City of Oregon City.

Opportunities in the Willamette Falls Heritage Area

5

Willamette Falls Heritage Area Coalition Vision

We envision a future where the history, cultural legacy and natural wonders of the Willamette Falls Heritage Area are a source of pride and prosperity for all.

Goals for the National Heritage Area

- **Advocate strongly for preservation and enhancement of historic sites,** structures and organizations, especially Willamette Falls Locks, historic sites on Blue Heron Paper mill property and West Linn Paper mill.
- **Share this unique place with others,** local residents and visitors alike. Promote multi-day and linked explorations with the heritage area themes, thereby increasing positive economic impact in the three counties.
- **Strengthen the connections between the Willamette River communities within the heritage area.**
- **Create a cultural heritage tourism destination.** Make it discoverable, memorable, inspiring, reachable, and aesthetically appealing. Use the NHA framework and our nationally significant landscape, themes and stories to draw visitors to experience the multi-layered Settlement stories and sites. Enhance public appreciation of historical sites within the heritage area using cultural interpretation

and marketing, while supporting existing industrial, commercial and recreational ventures.

- **Affirm and advocate for continued traditional cultural use of the Falls and surrounding area for all tribes** who have a cultural, political and economic affiliation with this special place.
- **Support and advocate for water health** in the rivers of the study area. Encourage good stewardship in river usage and river resources. Partner with organizations, such as Willamette Riverkeeper and We Love Clean Rivers, to assist in river clean-ups, tree-planting and habitat restoration activities.
- **Create a granting program** focused on preservation and interpretation of cultural heritage assets.
- **Promote the Willamette Falls State Heritage Area** as an important component of the heritage area.

Opportunities For Improving the Condition of Heritage Area Resources

WFHAC is dedicated to enhancing, repairing, sharing and conserving spaces, places and stories within the heritage area – all in collaboration with partners. WFHAC has formed a Heritage Area Advisory Council to facilitate projects, communications, cultural interpretation, and cooperative efforts. These representatives of each community gather quarterly to advise the WFHAC Board.

Major Preservation and Economic Development Opportunities

1. **Repair and reopen the historic Willamette Falls Navigational Canal and Locks –**

Governor Kate Brown has appointed a statewide committee to address the future of the Locks.

Partners: National Trust for Historic Preservation, State of Oregon, Governor's Regional Solutions Team, Willamette Falls Heritage Foundation, Clackamas County, Metro, West Linn, Oregon City, Wilsonville, Milwaukie, PGE, Confederated Tribes of Grand Ronde, Oregon State Locks Task Force, U.S. Army Corps of Engineers, Oregon Dept. of Transportation, Oregon State Parks, Port of Portland, One Willamette River, Restore Oregon and other federal agencies.

Theme connection: Just as the Falls were a barrier to moving products and people in the Settlement period and fostered creation of the Locks, so are the closed Locks a barrier to transportation, recreation and economic prosperity in the heritage area.

2. **Improve public access to viewing of the Falls and assist in redeveloping the public section Riverwalk on the historic Blue Heron mill site.** With funding for Phase I completed, WFHAC is supporting project implementation and assisting in raising an additional \$10 million to contribute to special projects in the world class public space connecting downtown Oregon City to the edge of Willamette Falls. The Riverwalk will contain performance spaces, public gathering areas, myriad opportunities for cultural

interpretation of native life, industry, historic old town Oregon City and the river life. This public space will be a welcoming and interpretive gateway to the heritage area.

Partners: Willamette Falls Legacy Project, Rediscover the Falls, State of Oregon, Metro Regional Government, Clackamas County and Oregon City.

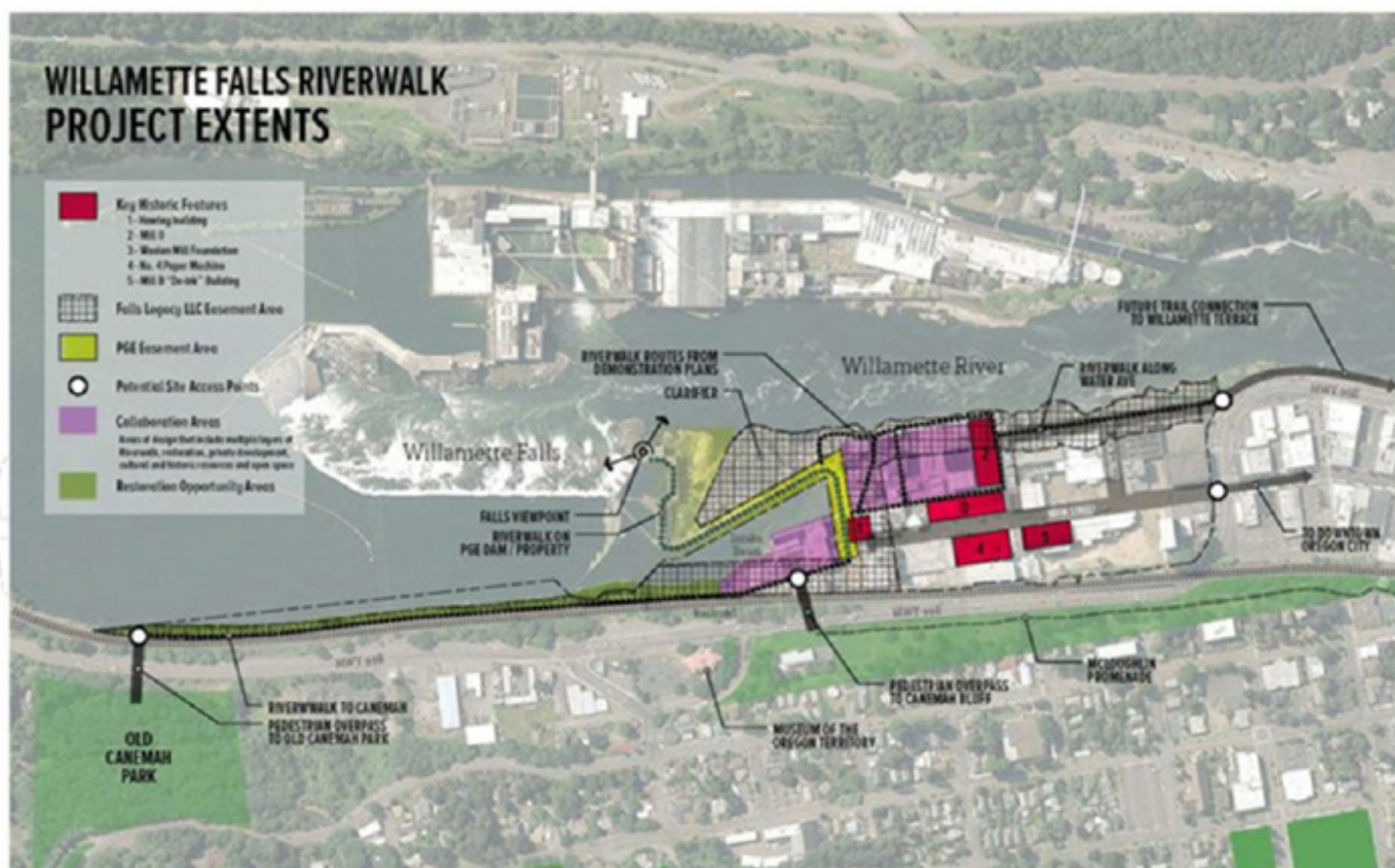
Theme connection: Settlement here occurred because of the existing hydropower at the End of the Oregon Trail and fostered a dozen industries that provided employment and prosperity for the region.

3. **Promote Historic Building Preservation programs** to encourage preservation of significant historic resources and sensitive rehabilitation for eligible projects in the heritage area. Promote additions to the National Register of Historic Places.

Partners: Local communities, property owners, Certified Local Governments, State Historic Preservation Office.

Theme connection: Preserving historic homes, commercial buildings, significant sites and structures relating to the heritage area interpretive themes will enhance the understanding and interpretation of the Settlement period history.

4. **Support and enhance the future of the West Linn Paper mill:** WFHAC and its partners are currently assisting with site tours, redevelopment planning and cultural activities at the paper mill site. The future of the mill site is currently under discussion and WFHAC members are participants in planning.



The Willamette Falls Legacy Project guides the redevelopment of the former Blue Heron Paper mill site. These 22 acres will include a public Riverwalk experience and interpretive programs. Oregon lawmakers allocated \$7 million in lottery bonds to help spur public and private investment.

Partners: City of West Linn, Metro Regional Government, Willamette Falls Heritage Foundation, Clackamas County.

Theme connection: The paper mills were important pieces of the industrial complex created by Settlement at the End of the Oregon Trail, using the power of the Falls.

Tourism and Marketing Opportunities

1. **[Currently being developed] Create an interactive Heritage Area map** and associated free heritage area app for downloading – with embedded links to information about historic assets, communities, stories, etc.

Partners: Clackamas County Tourism and Cultural Affairs, WFHAC Advisory Council, all communities within the heritage area.

2. **Create a ‘headquarters’ for the heritage area**, with exhibits, tours, programming throughout the NHA.

Partners: All communities, heritage organizations and sites, historical societies, stakeholders on the Willamette River within the NHA.

3. **Create heritage trails** for paddlers, cyclists, or vehicle visitors that follow threads of the heritage area story from Lake Oswego to Willamette Mission – i.e. A Willamette River Landings Trail, Agricultural Heritage

or Farm Trail, Oregon Missions and Early Churches Trail, Ice Age Floods Trail, Historic Cemeteries Trail, Early Industrial Sites Trail, etc.

Partners: Willamette Riverkeeper, Travel Oregon.

4. **Re-create heritage river travel** (canoes, sternwheelers, barges) on Willamette River system and help revive historic docks and landings.

Partners: Willamette Riverkeeper, Tribal groups, Travel Oregon.

5. Continue efforts to **join segments of the Willamette River Greenway trail** within the heritage area.

Partners: River cities, three counties, Willamette Riverkeeper, State of Oregon.

6. Working with each community, **develop a docent program** for heritage walks featuring existing National Heritage Area properties, branding and significant community sites and stories.

7. **Launch a Passport program**, modeled on McMenamin's or NPS passports, for the NHA area. (Receive something free or discounted at area businesses with passport stamps.)

Partners: Each community, historical organizations with history sites, museums.

8. **Develop a Junior Ranger badge program** compatible with Scouting programs, so children can explore historic sites within the heritage area and earn merit badges.

Partners: BSA, GSA, Travel Oregon.



Rediscover the Falls: Artist's rendering for the Riverwalk, a public experience connecting to Willamette Falls through the old Blue Heron Paper Mill property, now under redevelopment. Photo courtesy of the Willamette Falls Legacy Project.

9. **Sponsor regular weekend “Pub crawls”** with heritage themes.
Partners: Brew pubs and other venues that can link heritage stories and sites.
10. **Support active recreation;** promote walking trail systems and bike paths to provide multiple access points to the river and heritage sites. Promote bicycling, fishing, hiking and paddling; geo-tourism, farm to table markets, slo-food, and locally grown and locally made products, such as wine, beer and nursery stock; activities and programs that promote Willamette River communities.
11. Support year round use of **vintage-style trolleys, paddlewheels** or other thematic transportation throughout the heritage area.
12. **Build upon existing Geocaching opportunities** within the heritage area – to link sites and offer heritage area coins or other prizes.
13. Lobby for an **Oregon volume of the NPS guidebook** series on the National Historic Oregon Trail.
2. **Develop a linear Quilt Show** in sites throughout the heritage area.
Partners: Aurora Colony Museum, quilting groups, museums, Clackamas County Fair, fabric shops.
3. **Promote fairs and rodeos** with heritage themes.
Partners: St. Paul, Canby, Clackamas County.
4. **Develop art exhibits** or installations that promote or exemplify heritage area themes. Facilitate coordinated and accurate interpretive signage and art.
Partners: Clackamas County Arts Alliance, Oregon Cultural Trust, local arts organizations.
5. **Encourage re-enactors** to research and portray significant individuals active in the Settlement and Industrial periods of the heritage area.
Partners: theatre groups, historical societies.
6. **Foster genealogical research** by linking to easily accessible databases and other information.
Partners: Clackamas County Family History Society, all historical societies with archival and photo collections, Genealogical Society of Oregon, Oregon Historical Society.
7. Assist with **historic cemetery projects**, database linkages, restoration, and visitation.
Partners: Oregon Commission on Historic Cemeteries, Clackamas County Family History Society, Parks and Recreation departments.

Cultural and Educational Opportunities

1. Complete the process to **establish a memorial for the Cayuse Five** hung in Oregon City following the Whitman tragedy near Walla Walla, WA.
Partners: Regional tribes, local history organizations, City of Oregon City, End of the Oregon Trail Interpretive Center.

8. Develop **cultural sharing events** and opportunities with regional tribes (fishing, traditional food gathering, canoeing, pow wows and round dances). Develop tours of the heritage area using tribal canoe travel routes; re-establish old-time portage operations.

Partners: Regional tribes.

Environmental Opportunities

Background: The commercial success of the industrial uses at Willamette Falls and the agricultural achievements in the Valley came at a price. As happened in other industrial centers, the river became a dumping ground for agricultural run-off, waste water, and toxic chemicals. Pulp mills and city sewers discharged untreated effluent into the river. In 1907 the newly created Oregon State Board of Health referred to the Willamette as “an open sewer.” In 1927 the Portland City Club reported the river was “filthy and ugly.” In 1938 the state created the Oregon Sanitary Authority, but World War II postponed the waterway clean-up.

In 1950, Oregon began strict regulation of pulp and paper company discharges into the Willamette. But the turning point for public opinion, was the remarkable 1962 documentary “Pollution in Paradise,” conceived and narrated by Thomas Lawson McCall, a broadcast journalist who was soon elected Governor. Oregon began a series of efforts to clean and restore the river as part of a major environmental rehabilitation that took the Willamette from being called “an open sewer” in 1907 to being declared safe for swimming in 1974. Oregon’s environmental activism coincided with federal passage of the Clean

Air Act, Clean Water Act, Endangered Species Act, and Wilderness Act.

Since then the focus within the heritage area communities has turned to protecting and restoring riparian habitat, checking erosion, protecting spawning gravels, opening and restoring natural meanders and back channels, removing invasive species, and nurturing the oak and ponderosa pine savannahs once widely distributed in the Willamette Valley in the mid-19th century. Oregon’s environmental commitments, fostered through the clean-up of the Willamette River, have included bans on aerosol sprays, refunds for can and bottle returns, and the largest state park system of any in the nation.

WFHAC Board of Directors’ Environmental Policy statement:

The Willamette Falls Heritage Area lies within the northern Willamette Valley Ecoregion. The ecoregion comprises a unique landscape shaped by the Willamette River and its tributaries, and by its geology and the numerous ice-age flood events that poured through the Columbia River Gorge more than 10,000 years ago. The landscape of rivers, fluvial terraces and prairie uplands nourished a complexity of soils, flora and fauna that have sustained people for thousands of years. The WFHAC celebrates the complexity of this landscape and supports public and private stakeholder efforts to protect and restore the health and sustainability of its rivers, and riparian and upland environments and wildlife.

The community of Beavercreek, just west of Oregon City, is the birthplace of geocaching. The first documented placement of a GPS-located cache took place on May 3, 2000, by Dave Ulmer of Beavercreek.

For these reasons, WFHAC supports:

- A healthy Willamette Valley ecosystem that provides clean water, water quality, fish and wildlife habitat.
- A functional Willamette River system that includes salmon recovery and lamprey restoration at the Falls.
- A diverse Willamette River system that is measured by the quality of its tributaries, riparian corridors, soil rich prairies, and natural resources.
- Partnerships and organizations that are dedicated to restoring the environment and preserving landscape in the ecoregion.
- Initiatives, policies, and collaboration efforts with organizations and stakeholders to ensure a long-term healthy and sustainable future for the ecoregion.

The Willamette River and the lands it drains are both our history and our future. It is our responsibility, and that of future generations, to be good stewards and protect this ecosystem and landscape.

Environmental Projects

1. **Support water quality and water temperature projects** to enhance the Willamette River.

Partners: Tribes, Willamette Riverkeeper, We Love Clean Rivers, and water districts.

2. **Support efforts to restore salmon and lamprey runs.**

Partners: Tribes, PGE, Oregon Dept of Fish and Wildlife, Willamette Riverkeeper.



Advertising for Aurora Colony Museum's annual quilt show in Canby.

3. Collaborate with jurisdictions and organizations involved in **healthy habitat projects**.

Partners: Willamette Riverkeepers, cities, water and wastewater districts.

4. **Promote tree planting** projects, especially for shading on stream and river banks.

Partners: Arbor Day activities, SOLVE, Parks organizations in each communities.



A rest break during Paddle Oregon's week-long environmental awareness paddle down a stretch of the Willamette River within the heritage area.

Photo by Alice Norris

Managing the National Heritage Area

6

Willamette Falls Heritage Area Coalition (WFHAC) has served as convener, facilitator, organizer and overseer of programs and activities that affect the heritage area for over 11 years. WFHAC's leadership has fostered successful steps toward the creation of a national heritage area.

In group discussions regarding management of the heritage area, the preferred management style was one that was cooperative, community-based, and inclusive – focused on strengthening partnerships, resource stewardship, historic preservation, cultural interpretation, public accessibility and education.

Management Alternatives

This chapter considers two courses of action for management of the Willamette Falls NHA. The first alternative explores the challenges and impacts of resource management, interpretive programming and historic resource protection if no NHA designation occurs; the second considers the potential future if the NHA becomes a reality.

In accordance with the NPS Feasibility Study Suggested Guidelines, each alternative is evaluated in terms of its impacts on natural, historical, cultural, and recreational resources.

Alternative 1: No NHA Designation – Continuation of Existing Activities

Managing and maintaining the heritage area without NHA designation would be challenging. Because this management alternative assumes no federal funding, the opportunities for economic growth, resource protection and collaborative projects are limited.

Under the current management structure, some positive progress has been made. The successful achievement of State Heritage Area (SHA) status for a portion of the proposed NHA is cause for celebration. However, the designation does not come with funding, technical assistance, or official state logo identification. The criteria for maintaining the designation is significantly different from the NHA criteria – and the focus is limited to the northern one-third of the NHA or about 26 river miles. SHA designation provides a cohesive identity and 'brand' for part of the heritage area but operates solely within one county and three cities.

Without NHA designation, the SHA portion of the heritage area would likely receive more attention, resources and marketing. This would risk unraveling the upriver collaborations and months of effort spent in developing the partnerships and planning for a unified landscape under a single national storyline across traditional political boundaries.

Operating within the status quo would significantly limit the effectiveness of WFHAC partners and their ability to impact historic preservation, natural resources or recreation. The formation of public-private partnerships would be difficult as would coordinating efforts and sharing resources across boundaries.

Without NHA designation, little positive change to current heritage resource management is likely. Without unity under collaborative leadership, organizations and facilities would continue to operate and seek funding independently and in competition with each other. Opportunities to develop programming, projects and interpretation are limited without a coordinated focus on national themes under a unified interpretive program.

Without NHA designation, WFHAC lacks the supportive clout, funding or leadership needed to boost tourism, coordinate recreational offerings, enhance deteriorating heritage sites, attract capital, or support planning and visioning throughout the entire heritage area. Sincere community and governmental efforts to reverse negative trends and provide heritage protection and enhancement are ongoing, but these initiatives largely operate independently and in isolation, limiting long term effectiveness.

Without NHA designation, the communities of the heritage area will miss the benefits and opportunities of public access to local history seen through the lens of a significant American story.

Alternative 2: National Heritage Area Designation

Official National Heritage Area designation would assist in uniting divergent efforts to develop and preserve cultural heritage

sites, maintain natural areas, and expand recreational opportunities. Collaboration under one management plan would better protect resources, promote public accessibility, increase opportunities to expand funding, and increase public awareness and patronage. The potential for public-partnerships would increase, a singular management framework would leverage efficiencies, and cooperative marketing would benefit tourism efforts.

Designation would open the doors to technical and interpretive assistance from the NPS. Visibility of the area as a visitor destination is immediately increased and familiar NPS branding, signage, cultural and historic interpretation and programming standards would assist in showcasing the region. With more patronage, the area would experience a positive economic impact that would encourage business expansion, particularly in downtown areas, as well as an expansion of heritage tourism-related sites, activities and overnight facilities, such as Bed and Breakfast lodging.

According to performance statistics measured by the NPS (2006), NHA designation has helped other regions in a number of tangible ways including:

- Increase in formal partnerships
- Increase in volunteer hours
- Increase in visitation
- Increase in trails projects
- Increase in educational programs
- Increase in sites added to the National Historic register

Strategic planning for the entire NHA would enable long term sustainability and resource sharing across boundaries. Collaboration

under one management plan would enable the heritage area to fulfill its mission to create public-private partnerships to transcend traditional barriers and work to implement common goals.

NHA designation would likely increase funding opportunities and the ability to invest in infrastructure throughout the heritage area. Interpretive signage, trail connections, public spaces, vintage trolleys and river boats would be realistic investments under a unified plan. Cooperative marketing with NPS/NHA brand identity would make limited funding stretch farther into targeted markets.

NHA designation would strengthen the case for operational restoration of the Willamette Falls Locks and redevelopment at the Blue Heron Paper mill site. It would offer a collaborative approach to conservation that does not compromise local control over the landscape and regional resources.

Management Organization: Willamette Falls Heritage Area Coalition

WFHAC was established to advocate for all of the communities, heritage organizations, historic sites, tourist attractions and cultural traditions within the Study Area. The original stakeholders group created a management structure to ensure its ongoing viability as a management entity for the proposed Willamette Falls National Heritage Area. WFHAC provides the energy behind this feasibility study and is prepared to perform as the management entity for the NHA.

WFHAC's Experience in Management

Beginning in 2007, WFHAC has convened public and private sector organizations to initiate the NHA designation process. This group became the not-for-profit Willamette Falls Heritage Area Coalition, a committed



WFHAC Board members assist Portland General Electric in dedicating an Interpretive Map at the Willamette Falls Overlook in Oregon City. Photo courtesy of Alice Norris

partnership of twelve communities, three counties, a tribal nation, many cultural, heritage, business and civic organizations, as well as the private industry that continues to provide livelihoods at Willamette Falls. The partners share a concern for the future of the area, its heritage, physical assets, economic vitality and preservation.

WFHAC was selected by the Oregon Department of Transportation in 2012 to manage the very successful three-day Willamette Falls Festival that attracted over 30,000 people to activities in the heritage area, centered around the re-opening of the renovated Oregon City-West Linn Arch Bridge.

WFHAC worked with the Oregon Heritage Commission to develop Oregon's new State Heritage Area program.

- **WFHAC Manages with a large, talented and diverse Board of Directors**

The 2018 Board of Directors represents a broad base of interests in the Study Area:

Government – Clackamas County; Cities of West Linn, Oregon City, Lake Oswego; Metro Regional Government; Clackamas County Tourism and Cultural Affairs; Confederated Tribes of Grand Ronde; Oregon State Parks & Recreation Department; Willamette Upriver Communities (Wilsonville, Newberg, St. Paul, Dayton, Donald, Champoeg, Aurora, Canby, and Barlow).

Industry and Business – Portland General Electric; Main Street Oregon City/Historic Downtown Oregon City, Historic Willamette Main Street.

Nonprofits – Clackamas County Historical Society, The Ice Age Floods Institute, One Willamette River Coalition, Lake Oswego Preservation Society, Friends of McLean House, Clackamas County Arts Alliance, Willamette Falls Heritage Foundation, National Trust for Historic Preservation, Rediscover the Falls (Friends group for the Blue Heron Paper Mill site and Riverwalk).

- **WFHAC Manages the Boundaries of the NHA**

WFHAC is governed and managed by a 25-member Board of Directors with part-time staff.

Since the beginning of the feasibility study project, the Study Area has been expanded twice to include important elements within the boundary: (1) Lake Oswego brought the resources and stories of the historic iron smelting industry, and (2) the nine upriver communities contributed important missing links in our history, stories and themes.

WFHAC has created a NHA Advisory Council with representatives of all heritage area communities. It is tasked with assisting in development and coordination of research, collaborative projects and programs to benefit the NHA.

- **WFHAC Acts Like a Heritage Area**

While long term planning is underway, WFHAC will continue to act like a heritage area. WFHAC takes its role seriously to continue to implement catalyst programs and projects with the potential to advance historic preservation projects, heritage tourism, and marketing of the area. Toward that end,

WFHAC has already engaged multiple partners to host three large heritage area festivals encompassing three communities, three rivers, and cultural assets. The events have drawn many new visitors to the Willamette Falls area to experience its rich heritage and assets. WFHAC sponsors History Talks, a popular lecture series that meets throughout the heritage area and features experts on different aspects of its history.

WFHAC has demonstrated that the structure and support for a NHA exists and is recognized as a heritage leader in the region and in the State of Oregon. Its Board of Directors has been operating as a heritage area board for the past eight years with widespread community support.

Long Term NHA Conceptual Financial Plan

WFHAC was organized to serve as the long term management entity for the heritage area. This was done with the understanding that gaining NHA status was neither a foregone conclusion nor likely to include funding for ongoing operations. As such, WFHAC began operating in a self-sustaining manner from the outset, with core funding from the stakeholder governments.

The Conceptual Financial Plan shows on-going funding from these stakeholders plus an expanded fund development strategy for gaining additional resources. Any federal funds from NHA designation would go toward development and implementation of a Management Plan as modeled by other NHAs.

Following designation and implementation of catalyst projects, WFHAC may need to add staff, such as a full-time executive director with supportive administrative assistance, a program director, fund development manager, and other program staff, as needs are identified and resources allow.

WFHAC has developed a financial plan for the initial years of the NHA, during which time WFHAC will be required by the designating legislation to create a long-term sustainable management plan for the NHA and begin to develop programs and initiatives to promote the themes and vision of the heritage area.

From its inception, WFHAC has had a strong track record in fundraising and financial management. To date, the majority of financial support has come from the government partners within the NHA. Other funding has come from successful grant applications to foundations and civic organizations, corporate sponsorships, and merchandise sales. These funds have supported part-time staff, IT services, development of the feasibility study, fairs and festivals, marketing materials, and development of the Willamette Falls State Heritage Area.

The Financial Plan of the future Willamette Falls NHA will include strategies to leverage public dollars and develop private sector funding. Hiring of a Fund Development professional would assist in writing grants, creating business and individual sponsorships, increasing government assistance, developing a merchandising plan, and crafting annual appeals to the large listserv and mailing lists of the heritage area.

CONCEPTUAL FINANCIAL PLAN FOR WILLAMETTE FALLS NATIONAL HERITAGE AREA

Income	2018-19	Year 0	Year 1	Year 2	Year 3
Partners					
- Clackamas County, Oregon City, West Linn	45,000	60,000	60,000	61,800	63,654
- Lake Oswego, Grand Ronde, State, Metro	10,000	24,000	40,000	41,200	42,436
Affiliated Governments - 10 @ \$1,000		10,000	10,000	11,000	12,000
Friends:					
- Event Sponsors	22,000	25,000	27,000	30,000	32,000
- Businesses & Organizations 2 @ \$5,000		10,000	10,000	10,000	10,000
- Businesses & Organizations 4 @ \$2,500		10,000	10,000	10,000	10,000
- Businesses & Organizations 10 @ \$1,000		10,000	10,000	10,000	10,000
Patrons - Individuals, Orgs, Businesses	3,800				
Grants for Programs & Projects (incl carryover)	35,500	35,000	40,000	45,000	50,000
Event Income	11,000	12,000	15,000	18,000	20,000
National Park Service			100,000	100,000	100,000
Total income	127,300	196,000	322,000	337,000	350,090
Expenses					
Personnel					
- Executive Director		43,000	60,000	61,800	63,654
- NHA Program Manager			40,000	41,200	42,236
- Office Support		30,000	30,000	30,900	31,827
- Benefits & Taxes @ 30%		27,000	39,000	40,170	41,375
- Contract staffing/Consulting	39,000	5,000	5,000	5,000	5,000
Total Personnel	39,100	105,000	174,000	179,070	184,092
Office & Operations	6,000	12,000	15,000	18,000	19,000
Communications (web, collateral, media, etc.)	6,000	6,000	10,000	12,000	12,500
NHA Program expenses (\$5,000/mo.)			60,000	62,700	65,481
Special Projects (events, seminars, etc.)	54,800	45,000	45,000	50,000	55,000
Contingency/Cash Reserves	21,400	28,000	18,000	15,230	14,017
Total Expenses	127,300	196,000	322,000	337,770	350,090

Broad Community Support for National Designation

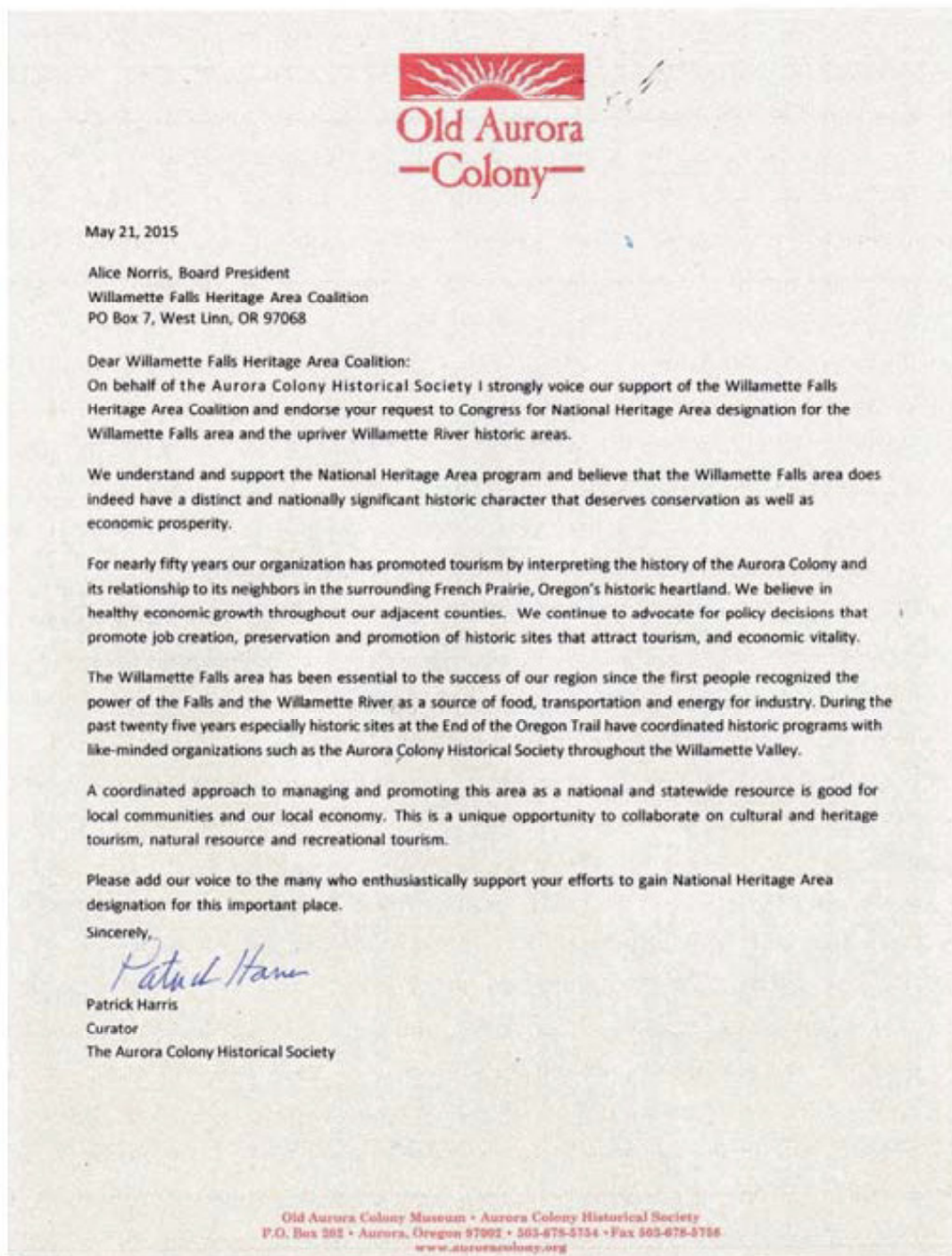
Letters & Resolutions Supporting National Heritage Area Designation

The following organizations, businesses, and individuals have sent Letters of Support or passed resolutions supporting NHA designation. Represented are governments in the study area and letters from key stakeholders, local non-profits and heritage groups, as well as elected leaders.

Index of letters and resolutions (listed alphabetically and available upon request)

- City of Aurora
- City of Canby
- City of Dayton
- City of Donald
- City of Lake Oswego
- City of Newberg
- City of Oregon City
- City of West Linn
- City of Wilsonville
- Clackamas County Arts Alliance
- Clackamas County Board of Commissioners
- Clackamas County Business Alliance
- Clackamas County Family History Society, Inc
- Clackamas County Historical Society
- Confederated Tribes of Grand Ronde
- eNRG Kayaking
- Greater Oregon City Watershed Council
- Ice Age Floods Institute
- Jacknife Zion Horse Heaven Historical Society
- Lake Oswego Preservation Society
- Lakewood Center for the Arts
- Main Street Oregon City
- Marion County
- McLoughlin Memorial Association
- Metro Regional Government
- National Trust for Historic Preservation
- Nick Dierckman, Oregon City businessman
- North Clackamas Chamber of Commerce
- Old Aurora Colony
- Old Town Neighborhood Association
- One Willamette River Coalition
- Oregon City Chamber of Commerce
- Oregon City Farmers' Market
- Oregon Historic Trails Advisory Council
- Oregon Legislative Assembly (2015), Senate Joint Memorial 10
- Oregon State Representative Brent Barton
- Oregon State Representative Bill Kennemer
- Oregon State Representative Mark Meek
- Oregon State Representative Carolyn Tomei
- Oregon State Senator Alan Olsen
- Oregon State Senator Richard Devlin
- Oswego Pioneer Cemetery
- Portland General Electric Company (PGE)
- Rediscover the Falls
- Stevens – Crawford Heritage House
- Sunset Neighborhood Association
- Travel Salem
- Viking Management Group, LLC
- Wagging Tail Productions, LLC
- West Linn Chamber of Commerce
- West Linn Historic Review Board
- Willamette Falls Heritage Foundation
- Willamette Main Street
- Willamette Neighborhood Association

Two Sample Letters of Support, similar to the 50+ letters from businesses, individuals and organizations in support of NHA Designation for the Willamette Falls Heritage Area.





May 28, 2015

Alice Norris, Board President
Willamette Falls Heritage Area Coalition
PO Box 7
West Linn, OR 97068

Dear Willamette Falls Heritage Area Coalition:

On behalf of Travel Salem, I strongly voice our support of the Willamette Falls Heritage Area Coalition and endorse your request to Congress for National Heritage Area designation for the Willamette Falls area and the upriver Willamette River historic areas.

We understand and support the National Heritage Area program and believe that the Willamette Falls area does indeed have a distinct and nationally significant historic character that deserves conservation as well as economic prosperity.

Our organization promotes visitation to the Salem, Marion and Polk Counties region and we believe in healthy economic growth throughout our adjacent counties. We continue to advocate for policy decisions that promote job creation, preservation and promotion of historic sites that attract tourism, and economic vitality.

The Willamette Falls area has been essential to the success of our region since the first people recognized the power of the Falls and the Willamette River as a source of food, transportation and energy for industry.

A coordinated approach to managing and promoting this area as a national and statewide resource is good for local communities and our local economy. This is a unique opportunity to collaborate on cultural and heritage tourism, natural resources and recreational tourism.

Please add our voice to the many who enthusiastically support your efforts to gain National Heritage Area designation for this important place.

Sincerely,

Angie Morris
CEO/President
amorris@TravelSalem.com

181 High St. NE, Salem, Oregon 97301 • 503-581-4325 • 800-874-7012 • Fax: 503-581-4540 • TravelSalem.com

A resolution of support, such as those adopted by all governments in the heritage area.



RESOLUTION No. 2015-3188

A RESOLUTION SUPPORTING EFFORTS TO CREATE A WILLAMETTE FALLS NATIONAL HERITAGE AREA AND URGING DESIGNATION OF SUCH BY CONGRESS.

RECITALS:

1. WHEREAS, National Heritage Areas are designated by Congress as places where natural, cultural, and historic resources combine to form a cohesive, nationally important landscape; and
2. WHEREAS, National Heritage Areas are designated by Congress as places where natural, cultural, and historic resources combine to form a cohesive, nationally important landscape; and
3. WHEREAS, the Falls Area was a prominent gathering place for fishing and trade among numerous tribes for centuries prior to white settlement; and
4. WHEREAS, the Willamette River and Falls has been and continues to be an important transportation hub for tourism, commerce and recreation; and
5. WHEREAS, the 2,000-mile journey over the Oregon Trail ended in the Falls area (a destination point for one of the largest unforced migrations in world history), and helped to secure the nation's boundaries from the Atlantic to the Pacific; and
6. WHEREAS, the power of Willamette Falls inspired human industry since its discovery, for early sawmills and flour mills, and eventually hydroelectric power for woolen and paper mills, but especially for the world's first long distance transmission of electricity; and
7. WHEREAS, the industrialization in the Falls area was the birthplace of industry in the American Northwest; and
8. WHEREAS, the provision of such services helped in the development of the region including the Chehalem Valley and within it the City of Newberg in 1889; and
9. WHEREAS, as noted in Exhibit A to Resolution 2015-3188 the National Park Service has encouraged extending the boundary along the Willamette River from Oregon City to Mission Bottom in Marion County; and
9. WHEREAS, a coordinated approach to managing and promoting this area as a national and statewide resource is a unique opportunity to collaborate on cultural & heritage tourism, natural resources, recreation and historic preservation.

THE CITY OF NEWBERG RESOLVES AS FOLLOWS:

1. Supports the efforts of the Willamette Falls Heritage Area Coalition to attain National Heritage status for the Willamette Falls area; urges the National Park Service to find that such status is merited, and urges Congress to designate and create a Willamette Falls National Heritage area.

➤ **EFFECTIVE DATE** of this resolution is the day after the adoption date, which is: May 19, 2015.

ADOPTED by the City Council of the City of Newberg, Oregon, this 18th day of May, 2015.


Sue Ryan, City Recorder

ATTEST by the Mayor this 20th day of May, 2015.


Bob Andrews, Mayor

The original Declaration of Cooperation signed by early stakeholders of the NHA project.



Working to Create a WILLAMETTE FALLS NATIONAL HERITAGE AREA Declaration of Cooperation

Drawn together by a common vision that the great falls of the Willamette River is worthy of national recognition, the original stakeholders of the Willamette Falls Heritage Area Coalition began meeting in 2007. These representatives from government, industry, tribes, parks, tourism, economic development, recreation, heritage and the arts began to explore the opportunities for historic and cultural preservation, heritage tourism, interpretation, and economic growth in this distinctive area. When US Representative Kurt Schrader introduced HR 4081 in 2009, the feasibility of a National Heritage Area in this important place was launched. The process of creating a National Heritage Area will be thorough and community involvement will be key.

Guiding Principles

- Establish the Willamette Falls as the central identity and heart of the Oregon City and West Linn area
- Enhance public appreciation for historical sites within the Heritage Area, while supporting existing industrial, commercial and recreational opportunities
- Share this unique place with others — local residents and visitors from the metro region and the nation
- Create an easy to navigate approach to the area and the core site

By their endorsement below, the following organizations and jurisdictions agree to the commitment of working together in partnership toward the shared vision of creating a Willamette Falls National Heritage Area:

Local Governments

City of West Linn

- Resolution 2010-17
- John Kovash, Council President
- April 26, 2010

City of Oregon City

- Resolution 10-15
- Alice Norris, Mayor
- June 16, 2010

Clackamas County

- Resolution 2010-128
- Lynn Peterson, Chair
- November 24, 2010

Confederated Tribes of the Grand Ronde

- Resolution No. 143-10
- Cheryle Kennedy, Tribal Council Chairwoman
- December 8, 2010

State & National Partners

National Trust for Historic Preservation

- Anthea M. Hartig, Ph.D., Director, Western Regional Office
- March 21, 2011

Oregon State Historic Preservation Office

- Roger Roper, Deputy State Historic Preservation Officer
- May 9, 2011

Oregon Department of Parks & Recreation

- Tim Wood, Director
- May 11, 2011

Nonprofit Organizations

Clackamas County Arts Alliance

- Bob Sterry, Advisory Board Chair
- May 11, 2010

Clackamas County Historical Society

- Lisa Christopher, Executive Director
- October 26, 2010

Ice Age Floods Institute

- Mark Buser, President
- December 16, 2010

Main Street Oregon City

- Lloyd Purdy, Executive Director
- April 9, 2010

Willamette Falls Heritage Foundation

- Roger Shepherd, President
- May 3, 2010

Private Industry

Portland General Electric

- Sunny Radcliffe, Director, Government Affairs
- May 6, 2011

West Linn

Paper Company

- Brian Konen, COO
- May 11, 2011

Managing the National Heritage Area

7

Appendix A – Public Involvement and Community Outreach

Public Engagement Meetings Following Expansion of NHA Boundaries in 2015

Communities Visited	Outcome	Date
1. French Prairie Forum	Update	November 19, 2014
2. Reception at Newell House	Update & Assistance	December 10, 2014
3. Donald	Resolution of Support	February 10, 2015
4. Oregon City Business Assoc.	Info Only	February 24, 2015
5. Wilsonville	Resolution of Support	March 3, 2015
6. Yamhill County	Resolution of Support	March 11, 2015
7. St Paul	Update	March 12, 2015
8. Clackamas Co Heritage Summit	Info only	March 16, 2015
9. St. Paul Heritage Council	Update	March 30, 2015
10. Aurora	Letter of Support	March 17, 2015
11. Newberg	Resolution of Support	April 20, 2015
12. Canby	Resolution of Support	August 19, 2015
13. Dayton	Resolution of Support	May 4, 2015
14. Willamette River Trail	Info Only	May 5, 2015
15. Marion County	Resolution of Support	May 6, 2015
16. OC Optimist Club	Info only	May 12, 2015
17. West Linn City Council	Resolution of Support	June 15, 2015
18. Oregon City Commission	Resolution of Support	June 17, 2015
19. Friends of Champoege	Update	June 24, 2015
20. Yamhill County	Info only	July 27, 2015
21. CC Heritage Council	Info Only	February 2015
22. Travel Salem	Letter of Support	May 2015
23. Governor's visit – Willamette Legacy	Info only	May 29, 2015
24. Oregon Legislature	Resolution/Joint Memorial	April 2015
25. Pecha Kucha – Portland	Information	September 2015
26. Tualatin Ice Age Floods Institute	Information	February 2016
27. Oregon State Rep. Mark Meek	Letter of Support	December 4, 2018
28. Rediscover the Falls	Resolution of Support	November 19, 2018

Tribal Involvement and Outreach

Key: GR (Confederated Tribes of Grand Ronde Community of Oregon)
S (Confederated Tribes of Siletz Indians of Oregon)
WS (Confederated Tribes of the Warm Springs Reservation of Oregon)
Y (Confederated Tribes of the Yakama Nation)

From the start-up, WFHAC has welcomed tribal involvement in the NHA project. The Confederated Tribes of Grand Ronde have been a consistent partner and supporter of WFHAC from its inception, with tribal representatives participating in the majority of meetings.

Tribal involvement in the Feasibility Study:

March 1, 2013

Teleconference with Warm Springs, set up by U.S. Senator Jeff Merkley's Portland office. Present by phone or video were: WS -Matt Long, lobbyist; Charles Jody Calica, Elmer Ward, ___Barnett, John Ogan, attorney; Sally Bird, Bobby Brunoe; Wash DC staff: Jordan Bice, Merkley's staff; Laura Wilkeson, Schrader's staff. In Portland: John Valley, Jeff Merkley; Ben Eckstein, Kurt Schrader; From WFHAC: Jim Mattis, Chris Finks, Alice Norris.

Subject: Discussion of NHA feasibility study & process.

Outcome: Determined a process for involving WS in feasibility study process, determined which members would be actively involved with editing text.

April 2013 through March 2014

All four tribes participated on WFHAC's Study Team to review the draft NHA Feasibility Study via email and make comments/corrections chapter by chapter. Participants were: David Lewis, GR; Elmer Ward & Sally Bird, WS; Robert Kentta, S; Jon Shellenberger, Y (note: Jon entered the process in Jan 2014); WFHAC Board: Alice Norris, Peggy Sigler, Sandy Carter, Yvonne Addington.

Outcome: Language agreement in several areas of the feasibility study, particularly tribal history. Majority of the text was deemed accurate by the committee; the history section and a few other paragraphs were put aside for further review at the end of the process.

Feb. 24, 2014

Visit to Warm Springs (WS) for discussion, tour of WS Museum and information-gathering. From WFHAC: Alice Norris and Peter Huhtala. Congressional staff: Ben Eckstein (U.S. Rep Schrader's office), Susanna Julber (U.S. Senator Merkley's office). WS representatives were: Matt Hill (WS Govt Affairs via phone from Washington, DC), Sally Bird, Elmer Ward, Bobby Brunoe (GM of Natural Resources), Orvie Danzuka (tribal Council & Forestry Manager), Clay Penhollow (attorney).

Outcome: Greater understanding of WS issues and challenges; WS requested changing the tribal history language to insure that it was not specific to any one tribe.

March 24, 2014

Meeting with the four tribes in Oregon City to reach consensus on language for the tribal history section of the NHA study. Attendees: Ben Eckstein (Schrader's office), John Valley (Merkley's office), Peter Huhtala & Alice Norris (WFHAC), Y (Jon Shellenberger, Virgil Lewis), GR (David Lewis, Mike Karnosh), WS (Elmer Ward, Sally Bird), S (Robert Kentta).

Outcome: Agreement by all tribes on text, graphics and photos for the tribal history sections.

April 3, 2014

WFHAC was invited to present the Study and NHA process to the Yakama Tribal Council in Toppenish, WA. Requested a resolution of support from the Council. Toured Yakama Tribal Museum and Cultural Center. Attending: Peter Huhtala and Alice Norris.

Outcome: No response.

Initial Organizing Activities: 2005 – 2013

June 3, 2005 – One Willamette River United Conference

Convened by U.S. Congresswoman Darlene Hooley in Oregon City – to create a partnership between cities, businesses and people along the River that would lead to collaborative projects to stimulate sustainable economic development and preserve, energize and revitalize culture, heritage, conservation, business and agriculture.

June 2005 - October 2006 – Oregon City-West Linn Willamette River Task Force Meetings (monthly)

Stakeholders (Clackamas County Tourism, City of Oregon City, City of West Linn, Clackamas Heritage Partners, Ice Age Floods Institute, Oregon State Parks, Willamette Falls Heritage Foundation, PGE, McLoughlin Memorial Assoc, Blue Heron Paper Co, West Linn Paper Co, Clackamas County, and Friends of Champoege) met regularly to discuss the potential for collaboration around major river projects. They determined to pursue the possibility of a NHA. Other stakeholders, including the Confederated Tribes of Warm Springs, river recreation leaders, the fishing industry, Willamette Riverkeeper, NPS, Oregon State Parks, Mission Mill in Salem, the Confederated Tribes of the Siletz, and the Confederated Tribes of the Grand Ronde were invited to participate.

October 19, 2006 – One Willamette River United II: Revitalizing River Communities, Attendance 100+

U.S Rep Hooley held a 2nd forum to discuss potential collaborative projects along the Willamette River. Clackamas County Tourism director Linda Bell, Oregon City Mayor Alice Norris, West Linn Mayor Norm King and others first presented the idea for a NHA.

October 2006 - October 2008 – Oregon City - West Linn Willamette River Task Force Meetings (monthly)

Potential new partners were identified and pursued. NPS reps shared info: Gretchen Luxenberg, Keith Dunbar.

June 16, 2008 – Oregon City - West Linn Task Force Planning Meeting

Mark Davison, Oregon State Parks, led stakeholders to develop a project scope and conceptual agendas for two landscape architecture studios to be held at the University of Oregon, creating a vision for a Willamette Falls NHA. Funding was raised from local stakeholder groups.

October 16, 2008 – Oregon City - West Linn Task Force Planning Meeting

The Task Force renames itself the Willamette Falls Heritage Area Coalition (WFHAC)

October 2008 - Sept 2011 – WFHAC Steering Committee Meetings (monthly)

Board of Directors officially forms.

April 23, 2009 – NHA Discussion

WFHAC invites feedback on forming a NHA for the Willamette Falls area.

2009-10 – WFHAC hosted three design studios

In cooperation with the University of Oregon Landscape Architecture Dept. Results were shared in public open houses in Oregon City, attended by 150+ citizens. Students provided visual images of development ideas for the Willamette River waterfront, as might be implemented by a NHA.

September 2011 - Present – WFHAC Board of Directors Meetings (monthly)

Community Presentations

2009 – 2010

Willamette Neighborhood Association	Jody Carson – annual presentations 2009 to present
Willamette Falls Heritage Foundation	Monthly updates from 2010
Ice Age Floods Institute, Local Chapter	Presentation on Feb. 14, 2010
West Linn League of Neighborhoods	Presentation Feb. 15, 2010
Western Museum Association Conference	Brian Scott presenter, staff, Oct. 20, 2010
Clackamas County Heritage Council	Alice Norris presenter – Nov 2010

2011

West Linn Chamber of Commerce	Monthly updates from 2011	
Oregon City Chamber of Commerce	Purdy, monthly update from 2011, Govt & Economic Affairs	
Willamette Main Street	Carson, informal discussions from 2011	

Oregon City Downtown Business and Property Owners	Purdy, updates from 2011	
Office of Oregon State Rep Bill Kennemer	Mattson presented to legislative staff in Feb	
Oregon Heritage Conference	Lewis presented proposa	April 7-9
National Tourism Week Trade Show	WFHAC booth, Wilsonville	May 11
Leadership Luncheon,	20 elected officials discussed NHA w/Heritage Econ Dev specialist Donovan Rypkema	Oct 4
Oregon City Chamber of Commerce	Purdy & Mattson, speakers	Oct 11
Main Street Oregon City	Norris was annual meeting speaker to 60 business and community leaders, property owners	Oct 13
West Linn Centennial Committee	Norris, presenter	Dec 6
Oregon City Chamber of Commerce	Purdy & Mattson, speakers	Dec 13
Gerber Boes Architects	Carter, presented to Thomas Boes	Dec 15

2012-13

Clackamas County Legislative Appreciation Dinner	Cowan pitched support to 50 legislators	January 12, 2012
Clackamas County Board of Commissioners	Norris & Cowan asked for resolution of support	January 12, 2012
Willamette Falls Festival	Organized event, info booth to inform, collect names, interest	October 12-14, 2012
Oregon Heritage Conference Portland, OR	Keynote address by Norris	May 10, 2013
Lake Oswego Community Meeting	Presented NHA proposal, boundaries (35 attended)	June 25, 2013
Lake Oswego Chamber of Commerce	Planning meeting for city council presentation	
Lake Oswego City Council	Mattis/Norris proposed inclusion in NHA boundary	August 6, 2013
Met with Lake Oswego resident	To explain NHA and Lake Oswego involvement	August 9, 2013
Lake Oswego City Council	Mattis attended to accept resolution of support for inclusion	August 20, 2013
West Linn City Council	Quarterly updates	
Oregon City Commission	Annual update in May	

Community Events using WFHAC Booth, Literature & Outreach – staffed by volunteer(s)

West Linn Old Time Fair	(July 15-17, 2011)	Attendance	10,000 - 15,000
First City Celebration – Oregon City	(July 30, 2011)	Attendance	2,000
Clackamas County Fair	(August 16-21, 2011)	Attendance	140,000
Oregon City Open Air Antique Fair	(Aug 26, 2011)	Attendance	7,500
Willamette Falls Festival	(Oct. 12-14, 2012)	Attendance	30,000
Willamette Falls Festival	(Oct. 4-5, 2013)	Attendance	10,000
Willamette Falls Festival	(Sept 14, 2014)	Attendance	4,000
First City Festival	(Sept. 25, 2015)	Attendance	10,000

Major Community Celebrations, planned and implemented by WFHAC

1. Arch Bridge Closing Event (Jan 15, 2011) Attendance 750-1000

WFHAC (with the support of the Oregon Depart of Transportation) organized and hosted a 1-day event to celebrate the closing of the historic Arch Bridge for a 2-year renovation. Activities included heritage presentations, food, music, art, traditional Native American stories of the Willamette Falls from the Confederated Tribes of the Grand Ronde, and an Acorn Ceremony. Stories shared by the public were captured on video.

2. Willamette Falls Festival (Arch Bridge Reopening) Oct. 12-14, 2012 Attendance: 30,000

WFHAC planned & organized a wildly successful 3-day extravaganza celebrating the reopening of the renovated Arch Bridge. Activities & programs highlighted NHA themes and included: a trolley heritage tour of historic sites, demonstrations and benefit dinner by Grand Ronde tribal members, geocaching for a specially minted coin, farmers' market, music & art performances, a triathlon focused on the Willamette River, three outstanding speakers, a Bridge reopening parade with celebrities and vintage autos, plus fireworks over the River. Multiple partners in business, gvmt & industry helped produce the event.

3. Willamette Falls Festival II Oct. 4-6, 2013 Attendance 10,000

With an industrial theme (Celebrating our Industrial Heritage), WFHAC hosted a two-day festival with WL paper mill and power plant tours, Blue Heron redevelopment site tours, river recreation, plein air artists, art created from river bottom trash, Grand Ronde tribal demonstration and benefit dinner (foods native to Oregon), music, re-enactors from 1851, farmers' market, geocaching with special coin, commemorative poster.

****Note:** WFHAC selected two nonprofit organizations with compatible missions to be the recipient of funds raised at the two Festival benefit dinners. In 2012, \$5,000 was given toward reopening the Willamette Falls Locks. In 2013, \$5,000 was given to We Love Clean Rivers, dedicated to river experiences that enhance river health.

NHA Community Planning Workshops

Stakeholder Workshop – Museum of the Oregon Territory Oct. 19, 2010 Attendance: 55

Key stakeholders in the study area worked alongside WFHAC to develop a timeline, themes and history of the area. This workshop contributed greatly to final development of the themes and missing pieces of the history.

Willamette Falls National Heritage Area: Partners in Commerce Museum of the Oregon Territory

Willamette Falls National Heritage Area: Partners in Community June 21, 2011 Attendance: 84

WFHAC hosted two workshops to update the public on progress as well as collect feedback and input. Both workshops addressed concerns about government regulation. The morning session was directed to business and property owners in the area; the evening session to homeowners and community members. Feedback was collected anonymously through written evaluations and interactive poster exhibits. Nearly 100% of the participants supported the NHA proposal.

Public Workshop: ‘The Economics of Heritage’ with Donovan Rypkema Oct. 4, 2011

Attendance 110

Funded in part by a grant from the National Trust for Historic Preservation, two workshops highlighted the economic benefits of NHAs with special guest Donovan Rypkema, a national expert on the economics of historic preservation. The workshop included roundtable discussions focusing on catalyst projects possible within the NHA. Along with general feedback on the proposal, WFHAC requested feedback on study area boundaries, participation process, narrative timeline, management alternatives, and catalyst projects.

Outreach & Feedback Materials

Information Collection

Beginning in June 2011, WFHAC requested assistance from the local community to build a database of stories, photos, documents and histories of the area. Over 50 people responded to the request and sent valuable information to augment the historical record of the study area. WFHAC also identified known experts who provided historical narratives on Native Americans, settlement, paper mills, hydropower, Pacific lamprey, etc. More than 250 people directly responded and participated in the development process for the Feasibility Study.

Alongside the effort to build public awareness for the proposed NHA, WFHAC sought public input and evaluation of drafts of the feasibility study. Copies of the Feasibility Study and feedback notebooks were placed in five Clackamas County libraries.

Public Feedback Materials

To encourage public engagement, WFHAC developed visuals and take-away materials to enable the public to learn more about the proposed NHA.

- **Website:** WFHAC maintains a web presence as part of its educational and promotional mission. The website includes info about WFHAC, upcoming and past events, contact information, and a draft of the Feasibility Study. The website averages 400 visitors monthly, with 42% new to the site each month.
- **Social Media:** WFHAC's outreach strategy includes Facebook (630+ Likes), as well as a public listserv for general updates and event announcements. Through these social media outlets, WFHAC reaches 2,500 - 3,000 people each month with posts.
- **Info Booth:** WFHAC created a transportable booth for display at fairs, events, presentations and as a visual aid to engage public understanding of the proposed NHA. Board members and other volunteers collect names and contact information for WFHAC's listserv and are available for conversation with visitors. The booth, in combination with the Clackamas County Booth, won 3rd place for overall presentation at the 2011 Clackamas County Fair, a week-long fair attended by 140,000+. During summer 2011, the booth traveled to five fairs in the area with a potential exposure to an estimated 15,000 people, and appeared at all WFHAC workshops in 2011-15.



Board members and volunteers shared Willamette Falls Heritage Area info from WFHAC's portable booth – at fairs, festivals and community meetings. Photo by Alice Norris

Appendix B – Nationally Significant Resources Within the Study Area

The Study Area has multiple heritage sites that support the Settlement at the End of the Oregon Trail theme. Many sites are nationally recognized and still more are eligible for national designation. The heritage area includes seven National Register Districts.

RESOURCE	LISTING	TYPE	ASSOCIATION NOTES	DATE	OPEN
Abernethy Green		Historic Site	Oregon City. Location was designated by Congress in 1978 as the historic terminus of the Oregon Trail	1844	Yes
Aurora Colony National Historic District	National Register of Historic Places	District	Aurora was Oregon's first national historic district and dates to 1856 when Wilhelm Keil brought his followers over the Oregon Trail from Missouri. A Christian utopian society where property was owned jointly, the "colony" flourished and eventually totaled 18,000 acres with a New England-looking village, nearly all in white, surrounded by abundant farm lands. The buildings are not typical of what one usually finds in the West in any quantity. Twenty-three shops, many in historic buildings, including some of America's best antiques and vintage stores, galleries, eateries, etc.	1856	Yes
Baker Log Cabin	National Register of Historic Places; Clackamas County Historic Landmark	Building	Carver. Horace & Jane Baker's 1856 log cabin on original site. Shipped rock from his quarry to build the Locks.	1856	Yes
Baker Pioneer (German Methodist) Church	Clackamas County Historic Landmark	Building	Carver. 1895 German Methodist Church moved to the Baker Cabin site in 1967.	1895	Yes
Baker Prairie Cemetery	Oregon Historic Cemetery	Cemetery; Site	Canby. Established in 1863 when Wesley Joslyn sold one acre of his 1852 donation land claim for \$1 to the community, then known as Baker Prairie, to establish a cemetery.	1863	Yes
Barclay House	National Historic Site/ NPS	Building	Oregon City. 1849 house of Dr. Forbes & Mrs. Maria Barclay. Tours of the McLoughlin House start here. It also houses a gift store. Managed by the NPS as part of the McLoughlin House Unit of Fort Vancouver National Historic Site	1849	Yes
Barlow House	National Register of Historic Places; Clackamas County Historic Landmark	Building	Barlow. In 1850, Sam Barlow purchased the land on which the present house is located from Thomas McKay, a former employee of the Hudson's Bay Company. There was probably a house on the property when Barlow purchased the land, and part of the 1,450 acres was cultivated. Sometime during the 1850s, William Barlow bought his father's farm. Under William Barlow, the farm developed into a small community. In 1859, William planted the first black walnut trees in Oregon. They were planted in two rows from the house to the main road through Barlow, about 300 yards from the house. In 1870, the railroad was built through the Willamette Valley and the route went through the Barlow property. The first family house burned; the current Italianate home was built in 1885.	1885	Visible
Barlow Pioneer Cemetery	Oregon Historic Cemetery	Cemetery; Site	Established in 1852. Susannah & Samuel Barlow of Barlow Road fame buried here. This parcel was part of the original farm and incorporated into the town of Barlow.	1852	Yes

RESOURCE	LISTING	TYPE	ASSOCIATION NOTES	DATE	OPEN
Barlow Road	Some segments on National Register of Historic Places; Clackamas County Historic Landmark	District	The Barlow Road was a part of the Oregon Trail. The road was authorized by the Oregon Legislature in 1845, and by September 1846 around around the south side of Mount Hood. This 80-to-110-mile road provided an alternative to the dangerous and expensive route that used rafts to transport wagons down the Columbia River.	1846	Yes
Brookside Cemetery	National Register of Historic Places; Oregon Historic Cemetery	Cemetery; Site	Dayton. One of the oldest cemeteries in Yamhill County, established in 1846. Joel Palmer set aside land for the Brookside Cemetery in the 1850's. Specially marked graves show who voted at Champoege in 1843 for Oregon's Provisional Government. Joel Palmer, Francis Fletcher, Pleasant Armstrong & Medorum Crawford are just a few buried here.	1846	Yes
Butteville Store	Oregon State Heritage Site	Building	Champoege. Established in 1863, the store was originally owned by Josie Ryan and sold general merchandise. Today, the "Historic" Butteville Store is a hidden gem where you can learn a lot about the local history while enjoying a cold drink, treat or ice cream bar.	1863	Yes
Camassia Nature Preserve	Natural Feature	Site	Scoured by the Ice Age Floods, Camassia is a 22.5 acre natural area in West Linn owned and maintained by the Nature Conservancy. This nature area offers unique and rare plant species (including camas, a staple for native people), wildlife viewing, and hiking trails.		Yes
Canby City Hall	Eligible; Canby Historic Landmark	Building	The 1936-37 Canby City Hall was a project of the Public Works Administration (PWA), a program for work relief under the federal government during the Great Depression. The City Hall was nationally recognized at the time of its construction as an example of an ideal modest city hall (Short and Stanley-Brown 1939).The city hall is recommended to be considered significant under Criterion A of the eligibility criteria for the National Register of Historic Places in the area of government as Canby's most iconic government building. It is also eligible under Criterion C as one of only two major public buildings in Canby to be constructed under the PWA—the other being Canby Union High School, of which little exists today.	1936	Yes
Canby Depot Museum	Eligible; Canby Historic Landmark	Building	The Canby Depot Museum is a railway and local history museum housed in the former, relocated Canby Southern Pacific Railroad Depot building. The town grew into a key agricultural community because of the siting of the Oregon & California Railroad stop here in 1873. The current depot was likely built by Southern Pacific in the 1890s.	1873/ c1890	Yes
Canby Ferry/ Landing "M.J. Lee II"	Eligible; Clackamas County Historic Landmark	Site/ Structure	The Canby Ferry connects Canby and Wilsonville/Stafford across the Willamette River. The service has been in operation since 1914, except from 1946 to 1953.	1914	Yes
Canby First Methodist Episcopal Church	Eligible; Canby Historic Landmark	Building	1884. Privately owned. Currently used as community space/wedding chapel/music venue.	1884	Appt
Canby Heritage Trail	City of Canby	Trail	Ten sites on this downtown trail provide insight into the connections embedded in the history of Canby as it evolved from a mid-19th century pioneer farming community into a mid-20th century town on the urban/rural fringe.		Yes

RESOURCE	LISTING	TYPE	ASSOCIATION NOTES	DATE	OPEN
Canby Old Methodist Church	Eligible	Building	1913. Active congregation.	1913	Appt
Canemah Boardwalk	National Register of Historic Places	Site	The Canemah “boardwalk,” a pedestrian way built along the river in the 1850s, was the connecting link around the Falls to Oregon City. It fell into disrepair after several floods, but portions of it can still be seen. Included in Canemah Historic District.	1850s	Yes
Canemah Bluff Natural Area	City of Oregon City	Natural Feature	330-acre wilderness preserve of rare white oak groves, Douglas firs, Pacific madrones, camas and brodiaea lilies. Good interpretive signage and open for hiking, wildflower exploring.		Yes
Canemah Historic District	National Register of Historic Places	District	The 1850-1928 Canemah Historic District is located on the east Willamette Riverbank, just above Willamette Falls. Canemah is significant as one of only a few remaining intact former riverboat towns. Canemah’s place in history is as a riverboat- building community & trade center during the 1850s, 1860s and 1870s, when day & night loading and shipping activity was common. It was also the end of the portage & trade route around the Falls prior to the opening of Willamette Falls Locks.	1850	Yes
Canemah Historic Pioneer Cemetery	Oregon Historic Cemetery	Cemetery; Site	The fenced Historic Pioneer Cemetery dates to an 1864 land donation by Absalom Hedges. Key available at nearby residence. Contains 280 graves of pioneers and their descendants.	1864	Appt
Capt. John C. Ainsworth House	National Register of Historic Places	Building	Oregon City. Built in 1851 and originally sitting on 18 acres, the Ainsworth House historic property is 160+ years and currently maintains over two acres of lush gardens.	1851	Appt
Carnegie Library (Oregon City)	National Register of Historic Places	Building	Oregon City. Built 1913, the library is significant as an excellent example of a Carnegie Library, a public library constructed with funds provided by steel magnate Andrew Carnegie and designed with guidance from Mr. Carnegie’s representative, James Bertam, to provide educational opportunities to the local public. The library is also an excellent example of a public building constructed in the American Renaissance style with Georgian details.	1913	Yes
Champoeg State Heritage Area	National Register of Historic Places	Site	An Oregon State Park, Champoeg features a unique combination of history, nature, and recreation. This is where Oregon’s first provisional government was formed by an historic vote in 1843. Sitting on the south bank of the Willamette River, Champoeg’s acres of forest, fields, and wetlands recreate the landscape of a bygone era. Owned by Oregon Parks and Recreation, it is an historic and archaeological NR district.	1843	Yes
Clackamas County Courthouse	Eligible	Building	Using construction grants available through the Works Progress Administration, the brick courthouse was completed in 1937.	1936	Yes
Clackamas County Fair & Rodeo Grounds	Eligible; Oregon Heritage Event	District	The Clackamas County Event Center, home of the Clackamas County Fair, has been a proud tradition since 1907 and is the County’s major agricultural and industrial exposition. It provides a showplace for educational activities, healthful competition, recognition of county youth, displays of better methods and products of agriculture, business, commerce, history and tourism.	1907	Yes

RESOURCE	LISTING	TYPE	ASSOCIATION NOTES	DATE	OPEN
Clackamas River McLoughlin Blvd Bridge	Eligible	Structure	Spans the Clackamas River between Gladstone and Oregon City. 1933 Conde B. McCullough. Eligible under MPD for Art Deco McCullough bridges.	1933	Yes
Dayton Commercial Club	National Register of Historic Places	Building	Commercial Club SC Stuckey Building; 304 Ferry Street - Built in 1911 and was the site of the Commercial Club. Housed Litscher and Detmering, a grocery store and post office on the first floor with the Commercial Club on the second floor. In the south half of the building, general Merchandise was located on the first floor and a printing office on the second floor.	1911	
Dayton Common School	National Register of Historic Places	Building	506 4th Street - The former Dayton Common School was constructed before 1860 and was the first elementary school in Dayton until 1875 when a new school was constructed.	1860	
Dayton Evangelical United Brethren Church	National Register of Historic Places	Building	Constructed between 1883 and 1887, a split in the congregation caused the sale of the church in 1894 to George Foster, a primary organizer of the Christian Church.	1883	Yes
Dayton First Baptist Church	National Register of Historic Places	Building	Built in 1886 & dedicated in November of that same year, this building is one of the oldest brick buildings in Yamhill County and the first brick church to be built in Dayton.	1886	Yes
Dayton Free Methodist Church	National Register of Historic Places	Building	Known locally as Dayton's third church, this building was constructed in 1885 for the Free Methodist congregation.	1885	Yes
Dayton Historic District	MPD, not District	MPD	Rich in history, Dayton was founded in 1850 by General Joel Palmer & Andrew Smith. Incorporated in 1880, the history of Dayton dates back to Oregon's settlement. The numerous homes & buildings on the National Register are easily viewed on a walking tour within the city along with public art.	1850	Yes
Dayton Methodist Episcopal Church	National Register of Historic Places	Building	Methodist Episcopal Parsonage (1868) also listed in the NR. Built in 1862, the former Dayton Methodist Episcopal Church was the first church built in Dayton. Extensively altered in 1912, it is currently the home of the Dayton Pioneer Evangelical Church.	1862	Yes
Donald Manson Threshing Barn	Potentially contributing.	Structure	Located outside of Champoege Historic District but inside Champoege State Heritage Site. May be as early as 1862. Owned by Oregon State Parks. It was the only remaining "side-entry wheat barn with threshing floor" in the state; owned by Donald Manson, a Scot with HBC. Restored to 1862 in 1992.	1862	Yes
Downtown Oregon City	National Register of Historic Places	Building	Several individually listed commercial buildings, municipal elevator, 1930s bridge, stone promenade and more, in a densely packed, picturesque main street on the east side of the Willamette River at Willamette Falls. Eligible as a district.		Yes
End of the Oregon Trail Interpretive Center	None	Structure/ Building	Oregon City. Contemporary museum and interpretive center open to the public, located on federally designated End of the Oregon Trail site. Site markers and interpretive panels always viewable.		Yes
Ermatinger House	National Register of Historic Places	Building	Oregon City. Among the earliest, if not the earliest residence in Oregon, built in 1843. Francis Ermatinger served in the Hudson's Bay Company Columbia District under McLoughlin from 1825-1846. He was the first British subject to hold public office in the Oregon Provisional Government. Federal style. Owned by the City of Oregon City and recently restored.	1843	Pending

RESOURCE	LISTING	TYPE	ASSOCIATION NOTES	DATE	OPEN
Ewing Young Cabin Site	National Register of Historic Places	Site	Newberg. Ewing Young's death and unclaimed estate was an impetus for the establishment of the Oregon Provisional Government. This is an 1841 historic archaeological site.	1841	Viewable
Fernwood Pioneer Cemetery	National Register of Historic Places; Oregon Historic Cemetery	Cemetery; Site	1882 Located in Newberg on Everest Rd; part of the Everest Land Claim.	1882	Yes
First Congregational Church	National Register of Historic Places	Building	Oregon City. First Congregational Church in the West, 1844. Stained glass windows designed, built and installed by Povey Brothers, international stained glass artists in Portland, OR. Now Unitarian Universalist Congregation at Willamette Falls.	1844	Yes
Forrester Pioneer Cemetery	Oregon Historic Cemetery; Clackamas County Historic Landmark	Cemetery; Site	1865; significant due to graves of persons important to the initial settlement of the Barlow Road route and immediate countryside; these are the only visual physical reminders of these persons as most initial residences no longer exist. Near Foster Farm.	1865	Yes
Fort Yamhill State Heritage Area	National Register of Historic Places	Site	Fort Yamhill was an American military fortification built in 1856 in the Oregon Territory that remained an active post until 1866. Owned now by Oregon State Parks, it is an active archaeological site -- one of the best preserved forts in the Northwest from this period. Even though the buildings are gone, the "footprint" of the fort is still intact and well-preserved. Recent excavations have revealed building foundations, the kitchen fireplace, the bakery oven, as well as numerous military & domestic artifacts. The archaeological research is being performed by Oregon State University's Archaeological Field School. Fort Yamhill State Heritage Area was opened in 2006 and includes a 1/2 mile interpretive trail, picnic areas, scenic viewpoints, and interpretive signage.	1856	Yes
Fort Yamhill Blockhouse	Historic Landmark	Building	One of three erected in Oregon in the 1850s and the only remaining example in the Pacific NW, the blockhouse was built by the U.S. Army in 1856 as part of a strategy to limit contact & conflict between Native people and Oregon's resettlement communities, especially near the newly created reservations. In 1911, preservationists moved it from Grand Ronde reservation to Dayton to save it from demolition & as a commemorative of Joel Palmer's tenure as Oregon superintendent of Indian Affairs (1853-1857). Today the Blockhouse has undergone extensive restoration and is an exact replica of the original blockhouse, a substantial two-story building with vertical log walls and evenly spaced rifle portals on both floors.	1856	Yes
George Rogers Park	National Register of Historic Places	Building and Structure	Lake Oswego. Contains NR-listed Oregon Iron Company Furnace (1866) and NR-listed 1882 Iron Workers Cottage [outside the Park]. Also sculpture The Man from Koshuk-shix by Grand Ronde artist Travis Stewart.	1866	Yes
Goat Island	Natural Area		West Linn - island in Willamette River, contains 30 heron nesting sites.		Yes
Herman Anthony Farm	Clackamas County Historic Landmark; National Register of Historic Places	District; Farm Complex	Historic New Era. The 1890-1932 Anthony Farm, including several outbuildings, is significant as an example of a turn-of-the-century farm complex with large Victorian home, litchgate, watertower, summer kitchen, aviary, dovecote, and livery barn. Private home.	1890	Visible

RESOURCE	LISTING	TYPE	ASSOCIATION NOTES	DATE	OPEN
Hiram A. Straight House	National Register of Historic Places	Building	Oregon City. Built 1856 by Hiram A. Straight, a representative in first Provisional Legislature, selected as foreman of Whitman trial of five Cayuse men convicted of the Whitman Mission killings and hung in Oregon City.	1856	Visible
Hogg Island	No data	No data	No data.		?
Hoover Minthorn House Museum	National Register of Historic Places	Building	Newberg. The Hoover-Minthorn House is a museum created from the childhood home of Herbert Hoover, 31st President of the United States. Hoover lived there from 1885 to 1891, with his Quaker uncle and aunt John and Laura Minthorn, founders of George Fox College.	1881	Yes
Iron Furnace, George Rogers Park	National Register of Historic Places	Structure	Oswego Iron Furnace, built in 1866 at the confluence of Oswego Creek and the Willamette River, was the first iron furnace on the Pacific Coast. Between 1867 and 1885, it produced 42,000 tons of pig iron, sold as "Oregon Iron" to foundries in Portland and San Francisco.	1866	Yes
Iron Heritage Trail			The Oswego Iron Heritage Trail is a self-guided tour route that guides walkers along existing streets and pathways to seven sites associated with Oregon's pioneer iron industry.		Yes
Iron Worker's Cottage	National Register of Historic Places	Building	Lake Oswego. Small 1880s restored iron worker's cottage, a survivor of several that served industry workers and their families. Now a History Center and Museum. Headquarters of Lake Oswego Preservation Society.	1882	Yes
Lakewood School	Eligible	Building	Lake Oswego. Originally built in 1928 by Luther Lee Dougan in the Lakewood neighborhood, this school has retained good historic integrity and has become a prime example of Classical Revival architecture common throughout the United States from 1895-1950.	1928	Yes
Luscher (Joseph Fletcher) Farm	Clackamas County Historic Landmark	District	The Fletcher-Luscher farm complex covers over 41-acres of gently rolling hillside south of Lake Oswego. This farm is significant as the most intact farm complex remaining in an area once filled with farms. The Fletcher-Luscher Farm is highly visible from both Stafford & Rosemont Roads, two early territorial roads. The Farm, built circa-1900, illustrates the area's agricultural history & was bought from Rudy Luscher in the late 90's by the City of Lake Oswego & converted into a city park with an organic agriculture focus for area residents.	1900	Yes
Joel Palmer House Restaurant	National Register of Historic Places	Building	Dayton. Joel Palmer was one of Oregon's preeminent pioneers who left Indiana in 1845 on the Oregon Trail. Leading one of three wagon trains headed for Oregon, Palmer soon exhibited the leadership qualities for which he became famous. He co-founded the town of Dayton in 1848 and built this house in 1857. He served as federal Supt of Indian Affairs, State Senator, and Speaker of the House. He is buried in Brookside Cemetery.	1857	Yes
Maddax Woods		Natural Area	West Linn. A seven-acre natural area named for Dorothy & Virgil Maddax, who donated the land. Virgil was a well-known boat builder, who built large fishing and pleasure boats on the property.		Yes
Madrone Wall	Clackamas Co Park	Natural Area	Carver. Preserved as a county park in late 2017 to save an uncommon stand of Pacific madrone trees, 100 native plants species and a 120' basalt wall bought for quarrying in the early 1900s, and now used by rock climbers with 100 routes available.		Yes

RESOURCE	LISTING	TYPE	ASSOCIATION NOTES	DATE	OPEN
Mary S. Young State Recreation Area	Oregon State Park	Site - Park	West Linn. The Railroad Trail (for hiking) is the former right of way of the Willamette Falls RR, 5.7 miles where trains powered by electric trolleys picked up logs from the Willamette at Lake Oswego and carried them to the paper mill at Willamette Falls. 1894-1933. By the 1920s, the trolleys were making 60+ trips per day. About 128 acres, this quiet, forested park is a favorite for urban birders.	1894	Yes
McLean House	West Linn City Landmark	Building	1927 Colonial Revival. Prominent physician Dr. Edward H. McLean and his wife Anne built the house in 1927.	1927	Appt - Grounds Open
McLoughlin Conservation District	Oregon City Historic District	District	Locally designated historic district featuring primarily residential house styles dating from 1870s - 1900. District covers 153 blocks- of which 121 are from the original plat of Oregon City. Also contains the top terminus of the NR-listed municipal elevator and the NR-listed 1930s McLoughlin Promenade.	1845	Yes
McLoughlin House	National Historic Site/ NPS	Building	Oregon City. John McLoughlin was Chief Factor at Fort Vancouver and key leader in the Oregon Country from 1825-1845. His important contributions were set against the international stage of American and British politics and determination of national boundaries. He built this house in 1846, the year the Oregon boundary dispute between the US and Britain was settled. Managed by the NPS as a unit of Fort Vancouver National Historic Site.	1846	Yes
McLoughlin Promenade	National Register of Historic Places	Structure	1936-39 WPA project that encompasses a basalt stone walkway, Singer Creek Falls, and Grand Staircase, connecting downtown Oregon City to bluff above. A 7.8 acre linear parkway, the property was donated to the citizens by Dr. John McLoughlin before his death in 1857.	1855	Yes
Molalla River State Park	State Park	Site - Park	This natural area sits at the confluence of the Willamette, Molalla and Pudding rivers in Canby. The flood plains of these rivers provide important habitat for waterfowl, wading birds, deer, small mammals, reptiles and amphibians. One of the largest blue heron rookeries in the Willamette Valley is located here.		Yes
Morton McCarver House	National Register of Historic Places	Building	In 1850 Gen. Morton Matthew McCarver, who crossed the plains in 1843, built his two and one-half story farm house on the outskirts of Oregon City, using sawed timber shipped around the Horn. Because most of the houses of that time were of somewhat more primitive nature, the house was for a time one of the showplaces of the lower Willamette Valley and hosted many prominent citizens of the day.	1850	No
Mountain View Cemetery	Oregon Historic Cemetery; Clackamas County Historic Landmark	Cemetery; Site	Oregon City. Established in 1854, Mountain View is one of the oldest cemeteries in the West. The first known burial was in December 1847 for infant John Barclay, son of Dr. and Mrs. Forbes Barclay. Barclay. In 1863 William Livingston and Mary Holmes deeded five acres to Oregon City for \$5.00 for use as a public cemetery. They also deeded one acre of adjacent land to the Masonic Lodge, also for a cemetery. These two cemeteries are the two oldest sections of Mountain View Cemetery, which now includes 54 acres of property for burials and many pioneer families and their descendents.	1847	Yes
Museum of the Oregon Territory		Building	Contemporary museum and interpretive center open to the public with great views of Willamette Falls. Operated by Clackamas County Historical Society. Houses Clackamas County Family History Society, a genealogy resource and library.		Yes

RESOURCE	LISTING	TYPE	ASSOCIATION NOTES	DATE	OPEN
Newell Pioneer Village	Eligible?	District	Champoeg. Collection of buildings includes reconstructed (1959) Newell House, Pioneer Mother's Cabin (1929), relocated 1849 Butteville Jail and relocated 1858 Butteville School. Potentially eligible as an Oregon Centennial "preservation as commemoration" project. Owned and operated by DAR.		Yes
Nicholas O. Walden House	National Register of Historic Places	Building/ District	West Linn. 1895. Listed individually and in Willamette Historic District.	1895	?
Old Aurora Colony Museum	National Register of Historic Places	District	Aurora. Five-building museum complex includes the Ox Barn, Steinbach Cabin, Kraus House, Will Family Summer Kitchen, and Tie Shed. All contributing buildings within Aurora Colony Historic District.	1856	Yes
Old Canemah Park		Site - Park	Oregon City. Established 1882, the first public park in Clackamas County. Site of former amusement park and end of the Oregon Electric line. Included in Canemah Historic District.	1882	Yes
Oregon City Municipal Elevator	National Register of Historic Places	Structure	The 1954 Oregon City Municipal Elevator is a 130-foot elevator vertically connecting the historic downtown of Oregon City and McLoughlin Neighborhood. It is the only outdoor municipal elevator in the U.S. and one of only four in the world. Replaced 722 steps built in 1867 and the first elevator constructed in 1915.	1954	Yes
Oregon City Old City Hall	Eligible	Building	1925 building on Oregon City's Main Street.	1925	Yes
Oregon National Historic Trail	National Historic Trail/ NPS	Trail	Federally designated route. Largely interpreted by signage, few visible remnants. Segments from Phillip Foster Farm to Oregon City.	1844	Yes
Crown Willamette Log Hoist	Eligible	Structure	Lake Oswego. 1905. Built by Crown Willamette Paper Company, this concrete log hoist lifted logs from rafts in the Willamette River prior to loading onto rail cars destined for the paper mill by the Falls. Operated to 1920s.	1905	Visible
Oswego Heritage House	City of Lake Oswego Landmark	Building	1928 Colonial Revival House - home of the Oswego Heritage Council and Museum.	1928	Yes
Oswego Lake		Site - Lake	Private/public lake surrounded by the city of Lake Oswego. Previously called Sucker Lake, it was dammed in the 1860s, connected to the Tualatin River by a canal in the 1870s, and appropriated by the Lake Oswego Corporation in 1940.	1860	Yes
Oswego Odd Fellows Lodge	National Register of Historic Places	Building	1890 The Odd Fellows Hall holds a significant place in Lake Oswego history as a place of social and public gatherings. Upon completion, the hall was dedicated with a meeting followed by a dinner and ball. It exemplifies the Italianate style featuring a prominent parapet, double-hung sash windows with architrave molding and corbelled chimney pot. The Hall is one of only two non-residential buildings in the city designed in the Italianate style and appears to remain essentially as constructed with only minor alterations.	1890	Appt
Oswego Pioneer Cemetery	Oregon Historic Cemetery; Clackamas County Historic Landmark	Cemetery; Site	In 1892 the cemetery was donated by the Bullock family to Oregon Iron & Steel Company for use by the community. Nearly 100 iron workers are buried there, including the Pauling family and double Nobel Prize winner Linus Pauling.	1881	Yes

RESOURCE	LISTING	TYPE	ASSOCIATION NOTES	DATE	OPEN
Peg Tree	Designated Heritage Tree	Site - Tree	Lake Oswego. Early settlers in the “old town” area of Lake Oswego used this giant Douglas fir as their lantern post by hanging a lantern on a peg driven into the side of the tree to conduct town meetings in the 1850s. This 200-yr-old Douglas fir is the lone survivor of what was once a great row of firs which lined the road leading to the furnace of the iron smelter at the end of Furnace Street. In 1852, Oswego’s first Sunday school classes were held under the Peg Tree until a proper building could be built.	1850’s	Visible
(Philander) Lee Oak Tree	Designated Heritage Tree	Site - Tree	1869 Oregon White Oak, planted by Canby founder Philander Lee and his wife Anna, is 89’ tall.	1869	Yes
Philip Foster Farm	Clackamas County Historic Landmark; National Register of Historic Places	District	Eagle Creek. The 1882 Foster Farm was an important rendezvous point on the Barlow Toll Road, the last leg of the Oregon Trail. Pioneer diary entries describing stopping at the Foster Farm are numerous. Foster, one of Oregon’s earliest pioneers, was a leader in the establishment of Oregon. His farm and home in Eagle Creek played an important part in the history of the Barlow Road, which followed the south side of Mt. Hood as an alternative to the treacherous Columbia River route. Foster helped fund, build and operate the Barlow Road at various times between 1848 and 1865, guiding thousands of covered wagons into the Willamette Valley. The complex showcases farm buildings, pioneer activities, gardens and demonstrations of the Settlement period.	1882	Yes
Pioneer Mother’s Cabin		Building	1929 reconstruction/commemorative property, formerly a non-contributing feature of the Champoege Historic District at Champoege State Heritage Site. Recently relocated out of the park to nearby Newell Pioneer Village.	1929	Yes
Riverside School	Clackamas County Historic Landmark	Building	1875 one-room schoolhouse outside of Canby. Privately owned. Moved twice since its construction, within close proximity. Eligible for NR.	1875	Visible
Singer Creek Falls & Steps	National Register of Historic Places	Structure	Oregon City. 1937 WPA project. Listed as part of the McLoughlin Promenade nomination. See McLoughlin Promenade above.	1937	Yes
Southern Pacific Logging Bridge	Eligible	Structure	1909 railroad bridge over Willamette River between Lake Oswego to Milwaukie/Oak Grove. Built to transport logs from Tillamook forests.	1909	Visible
St. John the Apostle Catholic Cemetery	Oregon Historic Cemetery	Cemetery; Site	Oregon City	1877	Yes
St. Patrick Historic Cemetery	Oregon Historic Cemetery	Cemetery; Site	An old historic cemetery in the area known as New Era, between the towns of Canby and Oregon City. There are about 220 graves on the three-acre site with birthdates on some of the gravestones from the 1820s. The site, also known as New Era Catholic Cemetery, was home to St James Catholic Church until 1942. Unique collection of old, hand-made iron cross markers.	1865	Yes
St. Paul Catholic Church	National Register of Historic Places	Building	Listed individually and as a contributing feature of the St. Paul Historic District. 1846 Gothic Revival.	1846	Yes
St. Paul Historic District	National Register of Historic Places	District	Listed in 1982. Period of significance runs from 1839 - 1939. Dense mix of public/private buildings.	1839	Yes

RESOURCE	LISTING	TYPE	ASSOCIATION NOTES	DATE	OPEN
St. Paul Pioneer Cemetery	National Register of Historic Places; Oregon Historic Cemetery	Cemetery; District	There are two historic cemeteries in the district - one dates to 1839, one to 1875. In 1935, the Oregon State Society of the Daughters of the American Revolution installed a plaque "in memory of the early settlers of Oregon," naming Joseph Gervais, André Chalifoux, Étienne Lucier, Louis Labonté, Michel La Framboise, Pierre Lacourse, André Picard, and Joseph McLoughlin, son of John McLoughlin. The cemetery also contains approximately 550 other graves, including the male settlers' Native wives and children and local Kalapuyans and their children. The Parish of St. Paul installed a series of ten engraved stone panels that document the names of all individuals known to have been buried in the pioneer cemetery between 1839 and 1891.	1839	Yes
St. Paul Rodeo	National Register of Historic Places	District	Listed as non-contributing/out-of-period, but would likely be considered eligible today. Built c. 1945. One of the top 20 rodeos in the United States.	1945	Yes
Stevens-Crawford Heritage House	McLoughlin Conservation District	District	1908 house museum owned and operated by Clackamas County Historical Society.	1908	Yes
Straight Pioneer Cemetery	Oregon Historic Cemetery; Clackamas County Historic Landmark	Cemetery; Site	Oregon City/ Park Place. Small, family plot enclosed with white, picket fence. The people buried here are the family of Hiram Aldrich Straight, Provisional Government representative in 1845 and foreman of the jury for the trial of the five Cayuse men convicted of the killings at Whitman Mission. There are 23 marked graves with the earliest listed in 1871 and the last in 1955. The Cemetery is owned by Oregon City.	1871	Yes
Sullivan Hydropower Plant	Eligible	Structure	West Linn. Opened in 1895, "Station B", now known as the T. W. Sullivan Power Plant, was the second power plant at Willamette Falls, and today is the third oldest power plant in the United States. Privately owned by Portland General Electric. Tours given by appointment.	1895	Appt
Swan Island Dahlia Farm		District	Business is over 89 years old; moved to this location in 1953. Property was surveyed in CC Reconnaissance Inventory in the 1980s. Center of nationally known Dahlia Festival.	1953	Yes
Tryon Creek State Natural Area	Oregon State Park	State Park	Urban natural area. Contains two National-Register-listed cabins that are not currently opened to the public.		Yes
Warner Grange	Clackamas County Historic Landmark	Building	1926 grange located in New Era, north of Canby.	1926	Appt
West Linn Paper Company	Eligible	District	Privately owned paper mill. Established in 1888. Mix of old and newer buildings; 12 are NR eligible	1888	Appt
Wheatland Ferry	Eligible	Site/ Structure	Publicly owned since 1937. One of three operating ferries left on the Willamette River. Site dates to 1844. Ferry connects Marion and Yamhill counties adjacent to Willamette Mission state park.	1844	Yes
Willamette Arch Bridge - Hwy 43	National Register of Historic Places; Clackamas County Historic Landmark	Structure	McCullough Bridge, built 1922. Listed in 2005. Carries Hwy 43 over the Willamette River between Oregon City and West Linn. Recently restored.	1922	Yes
Willamette Falls	Eligible	Site/ Natural Feature	Natural feature with manmade alterations. Eligible as a Traditional Cultural Place. Dramatic feature. Second largest waterfall in the nation, by volume.		Yes

RESOURCE	LISTING	TYPE	ASSOCIATION NOTES	DATE	OPEN
Willamette Falls Canal and Locks	National Register of Historic Places; State Historic Civil Engineering Landmark; Clackamas County Historic Landmark	Structure	WF Canal and Locks were built by Portland businessman Bernard Goldsmith's "Willamette Lock & Canal Company" in 1873, with a \$200k subsidy from the State of Oregon. They were purchased by Army Corps of Engineers, subsidized with \$300k from the State of Oregon, in 1915 to provide free transit around the Falls. After decades of heavy commercial use, especially in removing timber from the upriver foothills, resource extraction declined. The locks are currently closed and the subject of a well organized public/private effort to transfer ownership, repair, and reopen to commercial and recreational transportation.	1873	Visible
Willamette Falls Fish Ladders & Counter		Structure	Integrated with the TW Sullivan Power Plant and tucked in adjacent to the West Linn paper mill. Not publicly accessible. Owned by the Oregon Department of Fish and Wildlife.		Appt
Willamette Falls Hwy 99E Overlook and stone walls flanking Hwy 99E	Clackamas County Historic Landmark	Structure	Oregon City. Volcanic stone walls bordering Hwy 99E were constructed in 1934 as a WPA project. The Overlook includes a bust of John McLoughlin and interpretive panels describing the visible industrial area. Also known as "Pacific Highway Historic Corridor Stone Walls."	1934	Yes
Willamette Falls I-205 Overlook		Structure	West Linn. Presumably dates to the construction of I-205.		Yes
Willamette Falls Industrial Area	Eligible	District	West Linn side includes a privately owned paper mill and the PGE-owned TW Sullivan powerplant. Oregon City side is currently privately owned with a public easement with a public/private redevelopment plan in full gear. Plans include a public riverwalk experience along the river with an overlook at the Falls, and reconnected downtown main street with housing, public spaces, retail, etc. Currently accessible through scheduled tours.		Yes
Willamette Falls Petroglyphs	Eligible; Clackamas County Historic Landmark	Site	Accessible by boat only. Access to Native American sites is a sensitive issue, particularly for the tribes, and is quite limited.		Boat Only
Willamette Falls Station "A"	Eligible	Structure	Oregon City. Interesting remains of the very first hydroelectric station, owned by PGE.		Appt
Willamette Historic District (West Linn)	National Register of Historic Places	District	Primarily residential historic district above the Willamette River at West Linn. Period of significance is 1895-1929. Includes one side of a "Main Street" with shops and restaurants.	1843	Yes
Willamette Meteorite/ Fields Bridge Park		Site	The Fields Bridge Park interpretive site is part of the Ice Age Floods National Geologic Trail, designated as part of the Omnibus Public Land Management Act of 2009. Displays three multi-ton glacial erratics (boulders brought by the Missoula Floods) and a replica of the 15.5 ton Willamette meteorite, which was discovered nearby by tribes, then a settler in 1902.		Yes
Willamette Mission State Park	Oregon State Park	Site	Site of 1834 Methodist mission, first Protestant mission west of the Rockies and one of the first Euro-American communities in the Willamette Valley. Park includes ghost structure of original mission buildings and the largest Black Cottonwood Tree in the U.S.	1834	Yes

RESOURCE	LISTING	TYPE	ASSOCIATION NOTES	DATE	OPEN
Willamette Narrows and Rock Island	Natural Feature	Site	These Willamette River features are owned by the Nature Conservancy and Metro Regional Government. Basalt formations have been carved out by the Missoula Floods at the end of the last Ice Age. Now the Narrows present a rock-based obstacle course of channels and islands that morph dramatically with the water level - with habitat for eagles, osprey and blue herons. A favorite site for paddlers.		Yes
Willamette Park and Bernert Landing		Site	22.5 acre park in West Linn and former staging site for barges, owned and operated for over 100 years by the Bernert family. Rafts of logs being barged through the Locks was a common sight on the Willamette River.		Yes
Willamette River	National Water Trail System; American Heritage River	Natural Feature	It is the nation's 13th largest river by volume with the 2nd largest waterfall by volume at Willamette Falls (2nd only to Niagara). It is 187 miles long, drains nearly 12% of Oregon, with 70% of the population living in the Willamette Valley.		Yes
Willamette River Greenway	National Water Trail System; American Heritage River	State Lands	The Greenway includes over 10,000 acres of parks and natural areas along the Willamette River, owned and managed by Oregon Parks & Recreation Department. These preserved riverside areas include hundreds of acres of Pacific Willow, cottonwood, Oregon Ash, Douglas Spirea, and more floodplain native plants, such as Wapato, a native plant consumed by many generations of native people in the Willamette Valley and far downstream.		Yes
Willamette River Water Trail	National Water Trail System; American Heritage River	Natural Feature	Distinguished as one of only 20 National Water Trails in the U.S., the The Willamette River Water Trail is an assemblage of public properties that provide access and campsites for paddlers along 187 miles of the mainstem Willamette River, providing a well-signed educational, scenic, and recreational experience.		Yes
Wilsonville Methodist Episcopal Church	Eligible	Building	1911 church rehabilitated and opened as a McMenamins restaurant/pub and event complex, often featuring history presentations	1911	Yes
William L. Holmes House at Rose Farm	National Register of Historic Places	Building	The Rose Farm is one of the oldest surviving buildings in Oregon and is significant for its age and association with the first territorial government. It was the site of the inaugural ceremonies for the first Oregon Territory governor, General Joseph Lane. William Livingston Holmes, a native of Tennessee and his South Carolina-born wife, Mary, arrived in Oregon in 1843. Holmes was sheriff of Clackamas County under the Oregon Provisional government and Doorkeeper of the first Territorial Legislative Assembly in 1849. The house apparently was the center of many social events in early Oregon history; it remained in the Holmes family until 1919.	1843	Yes
William Knight House	Eligible	Structure	They were instrumental in Canby's early development as they opened one of the first general stores, built many local buildings, served as postmaster, school clerk, sheriff, druggist, blacksmith, carpenter and more. William Knight's 1874 home still stands at 525 SW Fourth Avenue as does the 1890 Knight Building on NW First Avenue, the original meeting place of City Council and first home of Carlton & Rosenkrans, "Clackamas County's largest department store."		

RESOURCE	LISTING	TYPE	ASSOCIATION NOTES	DATE	OPEN
Yamhill Locks Park	National Register of Historic Places	Site/ Structure	This 7.1-acre park features the structural remains of the Yamhill River Lock and Dam that permitted boats to navigate up the Yamhill River to McMinnville from 1898 to 1954. Meandering paths and picnic areas, under a canopy of ancient Douglas-fir, allow for nice views of both river and locks.	1898	Yes
Yamhill River		Natural Feature	An 11-mile river near Dayton, that joins the Willamette River at river mile 55		Yes
Zoar (Scandinavian) Lutheran Cemetery	Oregon Historic Cemetery; Clackamas County Historic Landmark	Cemetery; Site	1892. Excellent example of a late-19th-century rural cemetery. Also known as Norwegian Cemetery.	1892	Yes

Other Historic Cemeteries in the Heritage Area:

RESOURCE	LISTING	TYPE	ASSOCIATION NOTES	DATE	OPEN
Foster Cemetery	Oregon Historic Cemetery; Clackamas County Historic Landmark	Cemetery; Site	Eagle Creek	1850	Yes
Marylhurst Sisters of Holy Names Cemetery	Oregon Historic Cemetery; Clackamas County Historic Landmark	Cemetery; Site	Lake Oswego	1911	Yes
Zion Memorial Park	Oregon Historic Cemetery	Cemetery; Site	Canby		
Eagle Creek Lutheran Catholic Cemetery	Oregon Historic Cemetery	Cemetery; Site	Eagle Creek; also know as Scheel Cemetery		?
Eagle Creek Cemetery	Oregon Historic Cemetery	Cemetery; Site	Eagle Creek; also know as Smith Sutter Cemetery		?
Sacred Heart Oswego Catholic Cemetery	Oregon Historic Cemetery	Cemetery; Site	Lake Oswego		Yes
St Johann New Era German Evangelical Cemetery	Oregon Historic Cemetery	Cemetery; Site	New Era		?
Aurora Community Cemetery	Oregon Historic Cemetery	Cemetery; Site	Aurora		
Old Aurora Cemetery	Oregon Historic Cemetery	Cemetery; Site	Aurora		
Keil Cemetery	National Historic District	Cemetery; Site	Aurora	1862	
Champoeg Cemetery	National Register of Historic Places; Oregon Historic Cemetery	Cemetery; Site	Aurora/Donald	1853	?
Butteville Pioneer Cemetery	Oregon Historic Cemetery	Cemetery; Site	Butteville		
Weston Family Cemetery	Oregon Historic Cemetery	Cemetery; Site	Champoeg		
Willamette Mission Cemetery	Oregon Historic Cemetery	Cemetery; Site	Wheatland		
Odell-Ebenezer Cemetery	Oregon Historic Cemetery	Cemetery; Site	Dayton	1926	
Fendell Rogers Cemetery	Oregon Historic Cemetery	Cemetery; Site	Newberg; also known as Old Chehalem Cemetery		
Newberg Friends Cemetery	Oregon Historic Cemetery	Cemetery; Site	Newberg; also known as Roselawn Cemetery		
Noble Pioneer Cemetery	Oregon Historic Cemetery	Cemetery; Site	Newberg		

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Willamette Falls Heritage Area Coalition
PO Box 7, West Linn, Oregon 97068
<http://www.wfheritage.org>

Printed on Mohawk 100% recycled paper

Adding a center lift to the BNSF Rail Bridge

Added safety for the current I-5 bridges

And

Required for the new replacement bridge

1. The BNSF Rail Bridge is private property and the owners are willing to have a new lift added to the center of the Rail Bridge at public expense.
2. The new lift location benefits marine safety and highway safety.
3. The new lift location lessens congestion and pollution with fewer bridge lifts, approximately 95% fewer lifts on the current I-5 bridges.
4. The BNSF Rail Bridge qualifies for TIGER Grants because of its location and being a port to port connection.
*** TIGER Discretionary Grants - Infrastructure - FHWA Freight ...
<https://ops.fhwa.dot.gov/freight/infrastructure/tiger/index.htm>
BUILD-TIGER Discretionary Grants. The Better Utilizing Investments to Leverage Development (BUILD) Transportation Discretionary Grant program provides a unique opportunity for the U.S. Department of Transportation (USDOT) to invest in road, rail, transit and port projects that promise to achieve national objectives.
5. The new lift location is a process that was used for the BNSF Rail Bridge over the Willamette River, achieved in about 72 hours. 1989 to present: Vertical-lift bridge https://en.wikipedia.org/wiki/Burlington_Northern_Railroad_Bridge_5.1
6. In 2002 the I-5 Partnership identified it as a needed benefit and necessary for safety marine and vehicle traffic.
7. In 2008 the Coast Guard Permit stated it would require that the BNSF Rail Bridge have a new center lift before work on the I-5 bridges could be done, requiring fewer ~~Less~~ lifts during construction. Plus the NEW REPLACEMENT bridge will change the channel height location to the center of the bridge and it would be to dangerous for all the ships to have to make the maneuver of an "S" curve
8. So because it is necessary for safety for the current I-5 bridges and required for the new replacement bridge ~~that~~ the BNSF Rail Bridge needs to be upgraded now. Maybe as part of our "new green deal"?
9. This is something that all sides agree on and it makes sense to move forward with it now. Not adding the new lift now has no benefits. Cost, congestion, safety, and pollution are at risk by waiting. Holding the addition of a center lift as a hostage tactic is amoral and needs to be stopped.

Metro

*600 NE Grand Ave.
Portland, OR 97232-2736
oregonmetro.gov*



Metro

Minutes

Thursday, April 25, 2019

2:00 PM

Metro Regional Center, Council chamber

Council meeting

1. Call to Order and Roll Call

Council President Lynn Peterson called the Metro Council meeting to order at 2:01 p.m.

Present: 5 - Councilor Sam Chase, Councilor Shirley Craddick, Councilor Bob Stacey, Council President Lynn Peterson, and Councilor Juan Carlos Gonzalez

Excused: 2 - Councilor Craig Dirksen, and Councilor Christine Lewis

2. Safety Briefing

Council President Peterson called on Ms. Sara Farrokhzadian, Metro staff, to provide a safety briefing. Ms. Farrokhzadian provided a safety briefing for the meeting including information on the location of emergency exits, fire extinguishers and automated external defibrillators.

3. Public Communication

Sharon Nasset, Economic Transportation Alliance: Ms. Nasset discussed user fees for transportation and noted the bike and pedestrian projects competing for limited for transportation funding. She proposed a 2% tax on new shoes to fund pedestrian infrastructure. Ms. Nasset then discussed utility taxes on electric fuel.

Ninette Jones, City of Portland: Ms. Jones stated her opposition to the Oregon Department of Fish and Wildlife killing of sea lions. She discussed the importance of sea lions to the Columbia River ecology.

Charles Ormsby, City of Lake Oswego: Mr. Ormsby discussed the challenges he and his mother were experiencing in accessing transit at the intersection of Highway 43 and State Street in the City of Lake Oswego, noting the difficulty for people with disabilities to cross intersections safely. Mr. Ormsby also requested information

on the infill in the foothills area of Lake Oswego.

Jim Kepner, City of Portland: Mr. Kepner advocated for a by-pass bridge over the Columbia River west of I5 and discussed the benefits of this by-pass bridge as an interstate bridge alternative. He noted a proposal for a northern connector project which would connect the City of Hillsboro to Highway 30 and asked Council to consider a third transportation corridor. (Mr. Kepner submitted written materials with his testimony; see April 25 materials packet).

4. Consent Agenda

A motion was made by Councilor Craddick, seconded by Councilor Stacey, that this item be adopted. The motion passed by the following vote:

Aye: 5 - Councilor Chase, Councilor Craddick, Councilor Stacey, Council President Peterson, and Councilor Gonzalez

Excused: 2 - Councilor Dirksen, and Councilor Lewis

4.1 Considerations of the Council Meeting Minutes for April 11, 2019

5. Ordinances (Second Reading)

5.1 Ordinance No. 19-1436, For the Purpose of Annexing to the Metro Boundary Approximately 21.57 Acres Located at 4091 NE Constable Street and Approximately 12.1 Acres Located West of NE Starr Boulevard and South of NE Huffman Road in Hillsboro

Council President Peterson announced that both she and Councilor Stacey were not present during the first reading and public hearing for Ordinance No. 19-1436 that took place on April 11. She stated that she did not have any ex parte contacts or conflicts of interest to disclose. Councilor Stacey stated he did not have any ex parte contacts of conflicts of interest to disclose.

Council President Peterson stated that the first reading and public hearing for Ordinance No. 19-1436 took place on

Thursday, April 11. She informed the Metro Council that Metro staff were available for questions.

Council Discussion:

There was none

A motion was made by Councilor Craddick, seconded by Councilor Stacey, that this item be adopted. The motion passed by the following vote:

Aye: 5 - Councilor Chase, Councilor Craddick, Councilor Stacey, Council President Peterson, and Councilor Gonzalez

6. Resolutions

- 6.1 Resolution No. 19-4978, For the Purpose of Authorizing an Exemption From Competitive Bidding and Procurement of Progressive Design Build Construction Services by Request for Proposals for Design and Construction of a Retaining Wall at Lone Fir Cemetery

Council President Peterson recessed the meeting of the Metro Council and convened the Metro Contract Review Board.

Council President Peterson called on Ms. Gabi Schuster, Metro Procurement Manager, and Mr. Chris Woo, from the Metro Construction Project Management office, to provide a brief presentation on the resolution. Ms. Schuster stated that the resolution would provide an alternate procurement process to construct the retaining wall at the Lone Fir Cemetery. She explained the public procurement law requirement for competitive bidding process, noting that the law allowed some flexibility to conduct a request for proposal (RFP) process as an alternative to the competitive bidding process.

Ms. Schuster stated that staff recommended a RFP in this construction project and explained that it would allow Metro to enter a single design build contract reducing the risk of design flaws. She discussed the benefits of the RFP process in this case including cost savings, reduced risk and the opportunity to further develop the COBID contracting program. Ms. Schuster then reviewed the evaluation criteria for the RFP. Mr. Woo provided project details including the location, length and age of the retaining wall.

Councilor Discussion:

Councilor Craddick asked whether the project would disturb any burial sites. Councilor Gonzalez asked about the

diversity action strategy for this project. Councilor Chase asked for clarification on the total project budget. Councilor Stacey shared his appreciation for the project and the importance of the Lone Fir Cemetery.

Council President Peterson recessed the meeting of the Metro Contract Review Board and reconvened the meeting of the Metro Council.

A motion was made by Councilor Chase, seconded by Councilor Stacey, that this item be adopted. The motion passed by the following vote:

7. Presentations

7.1 Capital Project Planning Follow-up Audit Presentation

Council President Peterson called on Metro Auditor Brian Evans to provide a brief presentation on the audit. Mr. Evans explained that this was a follow up audit to the capital improvement project audit conducted in 2016 and provided context and background on Metro's capital project planning requirements. He stated as a result of recommendations made in the 2016 audit, Metro created the Asset Management and Capital Planning Program. Mr. Evans noted that Metro had made progress on all five of the recommendations and introduced Mr. Elliot Shuford, Metro Senior Management Auditor, to provide detailed results of the audit.

Mr. Shuford explained that the audit examined the project management maturity for the capital project management year and explained that the maturity varied among projects. He reviewed the initial audit recommendations and discussed the progress made on all five recommendations including ensuring capital planning policies were followed, providing more detailed information on capital projects in the Quarterly Finance Report to Council and establishing

clarity on whether restoration projects were defined as capital projects. Mr. Evans discussed three areas for future consideration including the consistent application of policies and procedures to all capital projects and increasing the project implementation rate.

Council President called on Deputy Chief Operating Officer Andrew Scott to provide the management response to the audit. Mr. Scott reviewed the agency's efforts to address the audit findings and explained the role of the Asset Management and Capital Planning Program. Mr. Scott outlined the program's priorities including building capacity, managing risk and enhancing organizational best practices. He noted the launch of a new governance structure to track and plan for capital projects, explaining that this was embedded in each department.

Councilor Discussion:

Councilor Craddick asked about the process for amending capital project budgets. Councilor Stacey thanked the offices of the Auditor and the Deputy Chief Operating Officer for their work. Council President Peterson stated she looked forward to a robust asset management program and tools for tracking and monitoring progress.

7.2 Equity and Transportation Planning Presentation

Council President Peterson called on Ms. Margi Bradway, Deputy Director of Planning and Development, to introduce Mr. Charles Brown, of Rutgers University. Ms. Bradway introduced Mr. Brown, stating he was a senior researcher at the Alan M. Voorhees Transportation Center and a professor at the School of Public and Planning Policy at Rutgers University. Mr. Brown discussed equity in the context of transportation and stated the importance of the presence of

justice and fairness within the procedures, processes and distribution of resources. He reviewed statistical data on inequalities in transportation, noting that people of color, older adults and people walking in low-income communities were more likely to be involved in fatal crashes. Mr. Brown highlighted the importance of place and location in inequities and noted the distribution of communities of color in the Metro region. He discussed inequities for communities of color in safe modes of mobility and discriminatory policing. Mr. Brown recommended Council ensure greater accountability in public engagement, the presence of equity in all planning and implementation and equal access and proximity to parks and open spaces.

Council Discussion:

Councilors thanked Mr. Brown for his presentation. Councilor Chase asked for examples of productive people centered planning. Councilor Craddick discussed the intersection of the equity in transportation and Metro's transportation investment measure. Councilor Gonzalez expressed his appreciation for Mr. Brown's presentation and highlighted the importance of reflecting on the duality of safety. Council President Peterson stated she would welcome any examples of coordinated planning that resulted in different performance metrics.

8. Chief Operating Officer Communication

Ms. Martha Bennett provided an update on the following events or items: Oregon Zoo's Education Center recognition by the American Institute of Architects and Oregon Zoo Party for the Planet event.

9. Councilor Communication

Councilors provided updates on the following meetings and

events: the Transportation Funding Task Force meeting. Councilor President Peterson highlighted the importance of safety and accessibility in the transportation system.

10. Adjourn

There being no further business, Council President Peterson adjourned the Metro Council meeting at 3:27 p.m. The Metro Council will convene the next regular council meeting on May 2 at 2:00 p.m. at the Metro Regional Center in the council chamber.

Respectfully submitted,

A handwritten signature in black ink, appearing to read 'SF', with a horizontal line extending to the right.

Sara Farrokhzadian, Legislative and Engagement
Coordinator

ATTACHMENTS TO THE PUBLIC RECORD FOR THE MEETING OF APRIL 25, 2019

ITEM	DOCUMENT TYPE	DOC DATE	DOCUMENT DESCRIPTION	DOCUMENT No.
3.0	Letter	4/25/19	Letter from Jim Kepner	42519c-01
4.0	Minutes	4/25/19	Council Meeting Minutes for April 11, 2019	42519c-02
6.1	Powerpoint	4/25/19	Images of the Lone Fir Retaining Wall	42519c-03