

**SHERWOOD URBAN RENEWAL AGENCY BOARD OF DIRECTORS
MEETING MINUTES**

Tuesday, November 21, 2023

**City of Sherwood City Hall
22560 SW Pine Street
Sherwood, Oregon 97140**

URA BOARD WORK SESSION

1. **CALL TO ORDER:** Chair Rosener called the meeting to order at 7:23 pm.
2. **BOARD PRESENT:** Chair Tim Rosener, Vice Chair Keith Mays, Board Members Kim Young, Dan Standke, Renee Brouse, Taylor Giles, and Doug Scott.
3. **STAFF AND LEGAL COUNSEL PRESENT:** City Manager Keith D. Campbell, City Attorney Ryan Adams, Systems Analyst Mark Swanson, Public Works Director Craig Sheldon, City Engineer Jason Waters, Community Services Director Kristen Switzer, Community Development Director Eric Rutledge, Economic Development Manager Bruce Coleman, Finance Director David Bodway, and City Recorder Sylvia Murphy.

OTHERS PRESENT: KPFF Principal Engineer Curt Vanderzanden, KPFF Principal Engineer Craig Totten, and KPFF Structural Engineer Nick Halsey.

4. **TOPIC:**

A. Hwy 99 Pedestrian Bridge Project

Finance Director David Bodway provided an overview of the current URA funds (see record, Exhibit A) and reported that the figures were current as of November 16th. He reported that the URA currently had roughly \$16.5 million and explained that he would round that figure down as there were two ongoing projects underway. He outlined that based on staff estimates, the pedestrian bridge project had an estimated remaining cost of \$29,178,913 and the Ice Age Drive project had an estimated remaining cost of \$17,888,810 for a total of \$47,067,723. He reported that the \$16,464,340 in remaining funds and the \$3 million in federal funding resulted in \$27,603,382 in needed funding. He noted that the \$4 million in state funding for the pedestrian bridge had been included in the calculations. Public Works Director Craig Sheldon added that the \$29 million in remaining costs for the bridge included a 10% contingency and clarified that if the Board chose to proceed with value engineering at this meeting, KPFF's fees were not included in those figures. Finance Director Bodway explained that the Board could choose to borrow \$13-14 million from the Water Fund as this was a capital project, but Oregon Budget Law required that those funds be repaid within ten years. He explained that to make up the remaining shortfall, a loan could be procured and commented interest rates were high at the moment, or the city could work with Business Oregon to see if there was additional funding available. He continued that the real issue with these options was the debt service payments. He explained that currently, the URA was ahead of schedule for property tax collections, but because there were already debt service payment obligations, the city needed to maintain that collection pace in order to cover its costs (e.g., debt service payments, audit fees, staff time, etc.). He commented that staff would need to look into whether or not the URA could support another

debt service payment. Discussion occurred regarding stipulations around federal funding and project timelines occurred. Vice Chair Mays spoke on Ice Age Drive and the need to determine when the city was ready to build Ice Age Drive. Public Works Director Sheldon explained that once everything had been submitted to the state for review, it would likely take 9-12 months to get an IGA, and if everything went well, the earliest the city could go out to bid for the project would be late 2024 or early 2025. He reported that 100% design was expected to be completed by spring 2024. Vice Chair Mays commented that if the Board moved forward with the pedestrian bridge in some form, then the city would have a year to sort out the necessary remaining funding for Ice Age Drive. Mr. Sheldon referred to borrowing money from the Water Fund and clarified that there was a planned expansion in 2030 that the city needed to be planning for. Chair Rosener asked that staff share that estimated figure with the Board. City Manager Keith Campbell referred to Ice Age Drive and stated that it was important to note that there was two pieces of property being purchased and referred to the right-of-way. He stated that the estimated \$4-5 million in value for the property came when the road was completed and commented that this could help close the funding deficit. Vice Chair Mays commented that once the road was complete, there would also be "road money" available and Mr. Sheldon added that there would also be SDCs coming in from the area. The Board discussed the need to move forward with the pedestrian bridge so as not to lose the funding as well as harming chances with future funding asks. Discussion of the Water Fund occurred, and Mr. Sheldon outlined that within the next five years, the water treatment facility expansion project would be completed, and the water master plan and water conservation plan would need to be updated, all of which would be funded from the Water Fund. He explained that the \$3 million in Ice Age Drive funding could not be used until agreements were in place. Vice Chair Mays spoke on the \$14 million deficit for the Ice Age Drive project and outlined that \$4 million could be recouped from the sale of the land, as well as road SDCs, transportation SDCs, other development fees for water and sewer and commented that all of these would bring the total down significantly. The Board discussed the options of proceeding with Ice Age Drive and recouping money from the area's development to put towards the pedestrian bridge versus proceeding with the pedestrian bridge and Vice Chair Mays commented that the pedestrian bridge could be included in the Parks Master Plan and/or Transportation Master Plan. He explained that it would be considered an asset that the city could then recover funding for the construction of that asset. Chair Rosener added that the pedestrian bridge construction costs could be included in the SDCs for Sherwood West if the city decided to apply for a UGB ask from Metro. Board Member Scott recapped that there was enough funding to proceed with either project, but not both. He continued that if the city proceeded with the pedestrian bridge, it may jeopardize the city's ability to also complete the Ice Age Drive project and the city may need to procure outside funding to complete that project. Chair Rosener commented that he agreed that there were more options available for the Ice Age Drive project in terms of phasing and funding and discussion occurred. Chair Rosener commented that in time, the URA would have enough capacity built up that the city could then borrow against it and spoke on the possibility of interest rates declining in the future and discussion regarding the Water Fund and TIFF revenue occurred. Board Member Brouse asked regarding the new Public Works facility project and Public Works Director Sheldon replied that the city had not applied for any state grants for that project but would do so soon. He introduced KPFF consultants Curt Vanderzanden, Craig Totten, and Nick Halsey to discuss the pedestrian bridge value engineering options. City Attorney Adams clarified that the city had 30-days post RFP closure to award the contract or go out again. KPFF consultant Curt Vanderzanden presented the "Sherwood 99W Pedestrian Bridge Crossing Value Engineering Work Session" PowerPoint presentation (see record, Exhibit B) and recapped that the bids for the pedestrian bridge had all come in significantly over estimates. He clarified that all of the figures quoted for the value engineering options were based on their best estimates but were likely to be inaccurate. Vice Chair Mays asked how value engineering would impact project timelines and Mr. Vanderzanden replied that he was

hopeful that tonight's discussion could be incorporated when next speaking with contractors, provided that contractors gave a reasonable price break for the chosen value engineering. He commented that if those things happened, he was still hopeful that the construction of the bridge could be completed by August 2025, as planned. He provided an overview of the bid result summary on page 3 of the presentation and recapped that the estimates for the arch steel, lighting, and railings were the areas that in which the most significant price differences from previous estimates were seen. He commented that he presumed that the reasons for the cost differences were due to the cost of the materials and the complexity of the fabrication. He stated that there were several areas of cost where some savings could be drawn from and commented that the overall shape, span, and layout of the bridge would not be affected by these options. KPFF consultant Craig Totten explained that when the value engineering options were being developed, the goal was to maintain the overall aesthetic and project schedule. He explained that they took the high-cost items they felt they could change the design of while not impacting timelines and put those changes into different categories. He provided an overview of VE Option #1: Railing Materials and explained this option would revise most stainless-steel components to galvanized and would keep current railing design/geometry as well as the stainless-steel fabric mesh. He reported that there was an approximate savings of \$600,000-800,000 with this option. Discussion regarding the maintenance of stainless-steel versus galvanized steel occurred and Mr. Totten stated that galvanized steel had a similar maintenance level to stainless steel. He provided an overview of local examples of galvanized versus stainless steel on pages 10-13 of the presentation. He provided an overview of VE Option #2: Lighting & Railing Redesign and explained this option included the three options of: replacing the illuminated railings with poles for pathways, replacing the architectural arch up/downlights with LED strips, or a full redesign of the railings. He reported that there was an approximate savings of \$3-4.5 million with this option. Chair Rosener asked if all of the proposed options were chosen, would a new bid be necessary. Mr. Totten replied that they had hoped to pursue all chosen options without having to go out for a new bid, but the purported savings were all dependent on contractors agreeing with their estimates. Board Member Scott asked if there was a more detailed breakdown of what changes would save certain amounts of money for VE Option #2 and the consultants replied that if the Board narrowed down which options they wanted to pursue, then a more accurate cost savings analysis could be performed. Vice Chair Mays commented that he was not in favor of reducing the width of the deck of the bridge. Mr. Totten provided an overview of local examples of the proposed lighting changes on pages 17-19 of the presentation. He clarified that any changes to the lighting would still meet all safety requirements and discussion regarding ongoing light maintenance requirements and costs occurred. Mr. Vanderzanden offered to create a "lifecycle cost" for the different lighting/bulb options. Mr. Totten provided an overview of local examples of the proposed changes to the rail design on pages 20-27 of the presentation. Board Member Giles asked what the estimated savings would be for changes to the railing and Mr. Halsey replied that they estimated a savings of \$2.5-3 million. Mr. Totten explained that in order to maximize the width in the current design, the mesh was integrated with the cables in the arches. This resulted in a small loss in width on the main span by changing where the fencing landed, narrowing the deck in certain places from 14 feet to 12 feet in width. Chair Member Young asked if the changes in VE Option #2 could be done, but the lighting be left the same and Mr. Totten replied that not as it was currently priced, but there could be ways to accomplish that. He provided an overview of VE Option #3: Delete East Stair and explained that removing the east stairs would increase the path of travel by approximately 450 feet and would save approximately \$700,000-800,000. Chair Member Young asked if the bridge could be constructed in a way that allowed those stairs to be added at a later date and Mr. Vanderzanden replied that was an option. Public Works Director Sheldon added that if that option was pursued, then the city could apply for Oregon Parks and Recreation grants to build the staircase. Mr. Totten clarified that half of the approximate savings of VE Option #3 overlapped with VE Option #1 and

VE Option #2. He Provided an overview of VE Option #4: East Approach Ramp Railings and explained that this option removed all railings not required by code for the east approach ramp to Sunset Boulevard and reported this option would save approximately \$400,000-500,000 and discussion occurred. Chair Rosener, Vice Chair Mays, and Chair Member Scott commented that they were interested in pursuing VE Option #4 and VE Option #3. Mr. Totten stated that there were four additional value engineering options that would provide a smaller amount of savings and outlined them as: A.) deleting the steel plate wall at east approach, saving \$110,000-140,000; B.) deleting or deferring art wall lighting at east approach, saving \$10,000- 20,000; C.) changing the stainless steel truss rods/struts to galvanized, saving \$100,000-\$130,000; and D.) adjusting the Kruger Path grading to eliminate the railings, saving \$140,000-180,000. Board Member Scott asked if the high school needed to approve of adjusting the Kruger Path grading to eliminate the railings option and Mr. Vanderzanden replied that it was likely that the high school would want to be consulted. Board Member Scott and Vice Chair Mays stated that they liked the options of deleting the steel plate wall at east approach and adjusting the Kruger Path grading to eliminate the railings and discussion occurred. Chair Rosener asked if the Board wished to pursue the options of deleting the steel plate wall at east approach and adjusting the Kruger Path grading to eliminate the railings and the Board Members signaled their agreement. Board Member Giles referred to the options that substituted galvanized steel for stainless steel and commented that he felt that the savings from changing from stainless steel to galvanized steel was insignificant compared to having a bridge that was more visually appealing. Board Member Scott commented that he agreed and said that in addition to options A and D he would be in favor of removing the east staircase and removing the railing next to the YMCA facility. Chair Rosener asked if there was consensus for removing the east staircase and the railings next to the YMCA facility and the Board stated they agreed to remove those items. The Board addressed arch lighting options and Board Member Giles commented he was open to the alternative of colored strip lighting emanating from the arches if more concrete financial figures could be provided. Board Member Scott commented that if the arch lighting alternative was chosen, then the bridge could be painted red since the lights would not affect the paint color as drastically. The Board commented that they were concerned about the ongoing maintenance of the arch lighting alternative and the Board asked KPFF to look into the estimated savings of choosing the arch lighting alternative as well as the estimated lifespan of the chosen lighting. Vice Chair Mays stated that he wished to keep the colored uplighting for the arches because of his concerns about ongoing maintenance costs and upkeep. Public Works Director Sheldon commented that he was also concerned about the maintenance of the arch lighting alternative. Mr. Vanderzanden clarified that if the original arch lighting option was chosen, then part of the railing savings would also go away. Chair Rosener asked for feedback on replacing the illuminated railings with poles for pathways option. Board Member Scott asked about the estimated savings for this option and Mr. Halsey replied that he estimated that each lighting alternative would save \$800,000 at most and discussion occurred. Board Member Brouse summarized that if the Board was not interested in switching from stainless steel to galvanized or changing the lighting, then \$1.2 million was the most that could be saved from the presented value engineering options. Chair Rosener asked for feedback on stainless steel versus galvanized steel and Board Member Giles asked if stainless steel handrails and galvanized steel mesh could be used instead. Mr. Halsey replied that the handrail could remain stainless steel while the structural framing could be switched to galvanized steel for an estimated savings of \$600,000-800,000 and discussion occurred. Board Member Scott commented that changing the posts to galvanized steel, keeping the railing, mesh, and bar that ran the length of the mesh stainless steel for visual cohesion was also an option. Mr. Halsey replied that this option would then match the rods on the trusses. Chair Rosener asked if there were corrosion issues if dissimilar metals were touching and Mr. Halsey replied that it was not a concern in this instance, but in other areas of the bridge, it would be a concern. Board Member Standke commented that he was open to spending a bit more money on the bridge in order to

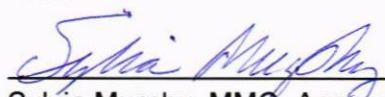
achieve the desired aesthetic rather than saving a small amount of money for a finished product that they would be unhappy with in the long run. He stated that he would change the posts to galvanized steel and keep the mesh and railings stainless steel and discussion occurred. Board Member Brouse voiced that she felt that the financials for the bridge needed additional work, but she agreed that it did not seem that the value engineering options that the Board was open to pursuing would result in enough savings to justify the compromise in the finished product. Board Member Scott stated he preferred to cut the stairs and the YMCA railing and leave everything else the same since the savings did not justify the changes to the project. Chair Rosener stated that he agreed and asked if there was consensus on that, and the Board signaled their agreement. Mr. Halsey recapped the Board's decisions as: no changes to lighting, no changes to the bulk of the railings, removal of the east staircase with the provision that it could be added in the future, removal of the handrails from the YMCA landing, removal of the steel plate wall at east approach, adjusting the Kruger path alignment, and eliminating the hand railings on the west approach. He stated that he estimated that these adjustments would save a little over one million dollars. Chair Rosener asked when the Board would need to meet to approve the final design and Public Works Director Sheldon replied that if the documents could not be submitted in time for the December 5th City Council meeting, then a special meeting may need to be held to approve the contract. City Attorney Adams commented that he felt that none of the changes from this meeting significantly changed the scope of the project and a new RFP process would not be necessary. Discussion occurred regarding the borrowing capacity of the URA and Finance Director Bodway reported that the URA's maximum indebtedness was \$166 million and explained that there were two different funds within the URA, the Operations Fund and the Capital Project Fund. He continued that the Capital Project Fund had nearly \$16.5 million in available funds and the city's operational cost was budgeted for \$1.2-1.3 million and TIFF revenue was \$1.1 million. He stated that there was an available fund balance because of the way in which the loans were structured and referred to capitalized interest. Board Member Standke commented that he was concerned about a future Council not having enough funding available because too much was spent on the pedestrian bridge and Ice Age Drive projects. Mr. Bodway replied that that was a misconception and spending the funds now on the pedestrian bridge and Ice Age Drive would only delay other projects from starting. Discussion regarding various upcoming projects occurred and Vice Chair Mays commented that if the pedestrian bridge was postponed until Sherwood West was being developed, then there would be opportunities for parts of Sherwood West to cover some of the pedestrian bridge costs as well as other infrastructure needs. Discussion regarding the opportunity to provide pedestrian safety and connect the east and west sides of the city and the increase costs of construction if the project was delayed occurred. Vice Chair Mays and Chair Rosener commented that the pedestrian bridge was a "generational project" and felt that this was an opportunity that should not be dismissed. Board Member Scott outlined the funding that the city would lose for the project if the project was delayed and voiced that he would like to move forward with the project. Board Member Giles spoke on his hesitancy proceeding with the bridge knowing the updated estimates as well as the ability for the city to recoup costs once Ice Age Drive was built out. Chair Rosener asked if the contract was a fixed-cost contract and Public Works Director Sheldon replied that was correct. Board Member Giles asked if \$50,000 was a good estimate for if the city went out for another RFP process and Mr. Sheldon replied that he believed it would not cost \$50,000 but the process would take between six weeks to three months to complete and commented that it was likely that the same contractors would bid again. Board Member Giles asked if there was public support for the pedestrian bridge "at any cost" and Vice Chair Mays replied that from his perspective, there was still support for the bridge even at the increased cost. Board Member Brouse referred to the "safety issue versus a connectivity issue" aspect of the bridge project and asked if it was possible to "make it a connectivity issue" in the Master Plan and discussion occurred. Public Works Director Sheldon explained that if the pedestrian bridge were built, it would be incorporated into the city's

Parks Master Plan and Transportation System Plan to ensure connectivity of the city's trails via the bridge. She referred to the need to pull funds from the Water Fund and Mr. Sheldon explained that the 2030 build-out timeline was an estimate. She asked what was at risk by not developing Ice Age Drive and Mr. Sheldon explained that City Engineer Jason Waters was currently looking into that and explained that the city was at risk of losing the \$3 million in state funding for the project. City Engineer Waters added that the city had 15 years to complete the development of Ice Age Drive, but the city had less than 15 years to spend the federal funds. Chair Rosener asked for each Board member's opinion. Board Member Young stated that she agreed with Board Member Scott in proceeding with the project. Board Member Standke recapped staff feedback stating that the project was feasible, with the only possible downside being that it may delay certain city projects and would not impact the city's budget. He commented that Sherwood residents were still in favor of a pedestrian bridge, and he therefore approved of proceeding. Board Member Brouse stated that she was still on the fence but was closer to agreeing with proceeding and commented that she would still like to think about it. Board Member Giles stated that he was closer to agreeing with proceeding than at the start of the meeting and commented that he would still like to think about it. Chair Rosener stated that he agreed with Board Members Standke and Scott and commented that it was rare for cities to have this type of opportunity. Vice Chair Mays commented that the pedestrian bridge was integral to Sherwood West. Board Member Young commented that no matter which projects were chosen, it would delay starting other projects. Board Member Giles commented that he wanted to create a "pedestrian friendly zone" given the pedestrian bridge's location near the high school and voiced that he would like to proceed with a connectivity mentality versus a pedestrian bridge just for student use. Board Member Brouse and Chair Rosener stated they agreed that a pedestrian friendly zone should be incorporated into the planning for the area around the bridge. Board Member Standke reported that he had recently spoken with Representative Neron regarding the pedestrian bridge funding, and she had commented that a lot of effort had gone into procuring the funds for the bridge. She drew attention to the fact as a more affluent community, it could negatively impact future funding requests if the city did not proceed with the project.

5. ADJOURN

Chair Rosener adjourned the meeting at 9:15 pm.

Attest:



Sylvia Murphy, MMC, Agency Recorder



Tim Rosener, Chair