

MINUTES

MILWAUKIE CITY COUNCIL WORK SESSION
JANUARY 18, 2005

Mayor Bernard called the work session to order at 5:30 p.m. in the City Hall Conference Room.

Present: Councilors Barnes, Collette, Loomis, and Stone.

Staff Present: City Manager Mike Swanson, Finance Director Stewart Taylor, and Community Services Director JoAnn Herrigel.

Advisory Board Interviews

The City Council interviewed Barb Cartmill for the Design and Landmarks Committee and Greg Chaimov for the Library Board and Citizens Utility Advisory Board.

Oregon Solutions Riverfront Project

Ms. Herrigel introduced Steve Greenwood from Oregon Solutions. Oregon Solutions was a non-profit organization currently housed at PSU that facilitated public-private collaboration on projects around the state. The Governor who served as the Oregon Solutions Advisory Board Chair designated all of the projects. The group brought together public and private sector partners to help address community problems or opportunities. The Governor selected the Milwaukie Riverfront Project because it highlighted a strategy to connect public and private sector resources to improve the Willamette and to benefit both the environment and the economy.

She and Mr. Greenwood were currently putting together a group of partners interested in the project. Partners were being invited who could provide money, expertise, political support, volunteer efforts, and any other resources that would make this riverfront park something of which entire community could be proud. This was not a planning or design group. The outcome was hoped to be commitments from groups and individuals to help move the project forward. Ms. Herrigel said one of her frustrations in working with this project for 3 to 5 years was that she could not do all that she knew she could on any one project. Mr. Greenwood with Oregon Solutions behind him could bring the needed focus. Oregon Solutions identified \$5,000 from the Oregon Department of Transportation (ODOT) with a \$4,000 match from the City. There would be about 3 public meetings to begin in mid-February 2005 with the last one in June or July. The Governor appointed Metro Councilor Brian Newman and Riverfront Board Chair Dave Green as co-convenors. She asked that the City Council also appoint a representative from its membership.

Mr. Greenwood was excited about this project and had talked to people in the community during the past two weeks about this project. He had not talked to a single person who was not excited by the possibilities this riverfront plan represented. He believed the Oregon Solutions process could bring something to the table and help participants realize this vision. He worked with City staff, Brian Newman, Dave Green, and Ed Zumwalt of Celebrate Milwaukie, Inc. to identify potential partners. Mr. Greenwood provided a partial list: North Clackamas Parks and Recreation District, Riverfront Board, Friends of Kellogg and Mt. Scott Creeks, Oregon Marine Board, Oregon State Parks, ODOT, Milwaukie Rotary, ODS, Tom Kemper with the North Main Project, North Clackamas Chamber, and Celebrate Milwaukie, Inc. This was a smattering of public, private, and non-profit organizations. He emphasized this was not intended to be a complete list of all the stakeholders for the project; it included those whom he had already contacted. He wanted to make it clear that this was not the planning process. It was a group of people who could help make the project happen and more specifically to help the City make it happen. Oregon Solutions had the ability to solicit private donations because it had no regulatory relationships with the private sector. He found in the past that simply made the process easier and could focus on the project.

Mr. Greenwood reviewed the process. It was a structure that had been used successfully many times before. Oregon Solutions had worked on about 25-30 project, and he suggested that interested persons visit the organization's website to look at its other projects. This was the City's project to which Oregon Solutions would bring a structure to invite other people to help make it happen, and the City Council was one of the players. The process would not be that time consuming, and he anticipated about 3 meetings. The first meeting in mid-February would identify the vision and bring out those who were interested in being part of the effort. There might be a follow-up meeting to deal with issues and questions from the initial meeting. The final meeting would be in June or July. The timing was perfect in that a number of things were happening that fit into the plan. There was something to be said about momentum and activity. When people saw changes taking place, it helped them in looking at what was possible. The Trolley Trail, McLoughlin Boulevard improvements, and the North Main groundbreaking would all be starting this summer.

Councilor Loomis asked if all of the Oregon Solutions projects were successful.

Mr. Greenwood was not familiar with all of the projects but understood they resulted in varying degrees of success. The Delta Ponds Project in Eugene, which he staffed, was one of the most successful. The City put up \$5,000, and everyone was amazed at how quickly other resources came to the table. Almost immediately after that process was completed, there was a \$250,000 grant from Oregon State Parks and a \$400,000 grant from the Bureau of Land Management on the public sector side. Six Rotary Clubs in the Eugene area dedicated all of their volunteer time for the next two years to building a one-mile trail complete with a boardwalk. There were a number of other civic and environmental organizations committing volunteer time to maintain the park. Everyone felt a

sense of ownership in what was happening. Another highly successful project was part Fort Clatsop to the Sea Trail that was part of the Lewis and Clark Bicentennial.

Mayor Bernard said the City's goal was to create a multi-use facility. He would not want the committee to say high rises should be built because the land was so valuable.

Mr. Greenwood reiterated this was not a group that would come together to tell the City what it had to do. Oregon Solutions would help make happen what Milwaukie wanted.

Ms. Herrigel discussed the concept of a parallel process to engage the public in a discussion of the final design for the Riverfront Park. There was the adopted Downtown and Riverfront Plan as well as a concept plan. Staff wanted to work with the various stakeholders including the boaters and riparian and open space advocates. Staff wanted the project to be something everyone could participate in and feel good about. One idea was a design workshop open to the public and all of the stakeholders. There would be some restrictions as there was already an adopted Plan. To ever realize the project there would need to be some negotiating and compromise. Staff would prepare a proposal for Council for direction.

Councilor Collette asked Ms. Herrigel why the design would be done parallel to the solutions process.

Ms. Herrigel believed it would be offset somewhat. She did not want the momentum from the solutions group to be put on hold while the design part of the process was done. Even within the Riverfront Board members, there was some confusion about what Oregon Solutions was and what it could accomplish. She wanted to make it clear how these were separated.

Councilor Barnes asked Mr. Greenwood if he would help find applicable grants.

Mr. Greenwood replied there would probably be additional partners with grant knowledge. He did know from past projects what some of the funding sources might be. There were some other prospective participants who could bring financial resources to the table in the form of grants.

Mayor Bernard suggested involving the Port of Portland since it was a taxing entity.

Ms. Herrigel added some people have offered to help write grant applications.

Councilor Collette recommended involving the Johnson Creek Watershed Council.

Councilor Loomis referred to the Park and Recreation Board minutes and understood the challenge would be to make the project a reality.

Ms. Herrigel said Brian Newman the local convener was who since moved out of the community but still worked very diligently on the City's behalf.

Mr. Greenwood added that the community was somewhat broadly defined. In this case, Oregon Solutions was looking for the best of both worlds – the regional and the local perspectives.

Councilor Loomis commented if the Riverfront Park was done right, the whole community would be behind it. If it was done wrong, it would be a mess.

Council Loomis and **Councilor Stone** would attend the Oregon Solutions meetings on behalf of the City Council.

Oregon Marine Board Grant Program

Wayne Shuyler, Facilities Program Manager, Deputy Director, and Ray Lanham, Senior Facilities Engineer, and Janine Belleque, Grants and Contracts Coordinator from the Oregon Marine Board.

Mr. Shuyler provided background on the grant program. The State agency had a 5-member policy board appointed by the Governor and confirmed by the Senate. The Board met quarterly and made decisions about where the money went. The Director served at the pleasure of the Board and had a 39-member staff. Activities included registering boats and guides, contracting for law enforcement, and providing funds for facility development. All of the funding came from fees paid by voters, and the agency did not receive any general funds. It did receive some federal funds. The money was appropriated by the state legislature every two years, and funds were allocated by category for certain things. Statutorily, the categories were for quality improvements, law enforcement, administration of the agency, and grants for facilities.

He discussed amounts spent on boating facilities. In the current biennium and the previous three, the range was from \$1 million to almost \$5 million in state funds in addition to federal funds. In a good year, up to \$9 million was spent. There were a lot of factors involved with how much money was available. Over \$50 million was spent on 1,000 projects. It was a fair-sized program, and engineers were always looking at improving sites and adding new ones. Almost all of the projects were multi-use sites. In addition to state funds, the agency administered two federal programs. One disposed of boat wastes, and the other was for boats 27 feet or larger that were not trailerable. One of the most recent grants went to Oregon City's Jon Storm Park to serve transient boaters.

The grant cycle was on a biennium basis. The funding was in three sections. The next cycle of funding would occur in July when 70% of the anticipated revenue was allocated. Round 2 in April of the even years was a 20% allocation. The final round in the second odd year was a 10% allocation. Public entities could apply for such uses as master planning, feasibility studies, design and engineering, land acquisition, development of new facilities, and expansion and rehabilitation of existing facilities. The agency focused its funding on public boating access. The agency funded such things as ramps, transient docks, access roads, parking areas, and vessel waste systems. It also funded incidentals such as lights, landscaping, entry signs, walkways, and information kiosks.

Grants were based on a reimbursement process, and project could be phased. The agency did not pay for staff overhead, payroll, legal fees, lease costs, system development charges (SDC), equipment purchases, and other things that were a normal part of the City's doing business. The agency looked for a 25% match from local sponsors, which could be a combination of cash, materials, labor, equipment use, permit fees, administrative costs, and things of that nature. The agency did ask that those awarded a grant sign an agreement that included a promise to operate and maintain the facility for 20 years.

Mr. Shuyler discussed the maintenance assistance program. Currently, for the Jefferson Street ramp, the agency was paying the City's subcontractor, the North Clackamas Parks and Recreation District, \$4,400 annually. Finally, there was an emergency maintenance grant for up to \$10,000 for emergency repairs. That funding resource was discussed with Ms. Herrigel to make the current ramp more usable. There was a history with the Jefferson ramp dating back to the 1975 - 1997 biennium when the asphalt ramp and parking lot were installed. In 1981 - 1983 the agency helped fund the access road to the parking lot in conjunction with the Oregon Department of Fish and Wildlife. In 1983 - 1985 the flush restrooms were installed. That terms of the grant agreements for those projects have about expired.

According to agency records, there were about 3,260 boats registered in Milwaukie and about 20,000 in Clackamas County. In Milwaukie, the average boat length was about 16-feet. Based on a triennial survey, Jefferson Street went from the second most popular ramp in Clackamas County in 1999 to way down on the list. There was about an 85% drop off in use. On average, there were about 11,000 boat use days from that site.

Mayor Bernard said when he was the Riverfront Board chair, one of the issues that came up had to do with the number of parking spot. The space was very limited, and turning it all into parking was not an option. He asked what the current parking requirements were.

Mr. Shuyler said those were more guidelines than requirements to help the agency size facilities correctly. An analysis of the amount of time it took to launch a boat from a one-lane facility, parking, and restroom needs helped the agency determine what size facility was needed. They were no requirements. For the current ramp, the parking was not adequate. For a single-lane ramp, the current amount of parking might be sufficient. He understood the City had its own vision and constraints on the property. By the same token, the site probably did not need a two-lane ramp.

Mayor Bernard thought the Oregon Solutions process followed by the design discussion was a good start. He asked if points would be taken away if the City did not wish to expand the parking area. Would the City have to fight to get the dollars to do what it thought was important? There was definitely an emergency situation at the ramp, but he was concerned about what might happen in the future. Parking was the major issue, and the City did not really want to give away another inch.

Mr. Shuyler agreed it was a competitive process. Jefferson Street was an important ramp locally and regionally because there were not that many places to launch a boat on the lower Willamette. He thought the agency would recognize the importance of this ramp to the people in the area and would not quibble over the number of parking spaces. The size of the parcel spoke for itself. He did not think the City would be penalized for what it was dealt.

Councilor Loomis understood in some of the plans the asphalt footprint did not increase. The parking spaces were redesigned to utilize the space better. He asked if there were creative ways to make the City's match such as using staff time?

Mr. Shuyler replied staff time would be a soft match. It sounded as if Mr. Greenwood might find some resources.

Councilor Loomis asked if the City would still be able to close the ramp for certain events.

Ms. Belleque replied it was permissible on a periodic basis as long as sufficient notice was published. Closures were allowed as long as the local agency met boaters' needs.

Councilor Loomis discussed the steep bank and the feasibility of making it into a festival seating feature. He asked if that would fall within the funding guidelines.

Mr. Shuyler responded the agency would look at what could be done creatively and noted the area was already somewhat terraced.

Councilor Collette asked why there was an 85% drop in usage.

Mr. Shuyler thought it was probably because of the condition of the ramp.

Councilor Stone understood it was the second most popular ramp in the County in 1999. She asked if the agency staff had any comments at this time about the repair and replacement.

Mr. Shuyler said some work was done, but he preferred starting with a clean slate.

Councilor Stone discussed funding. If the City did decide to replace the ramp, then it would be obligated to leave it as it was for 20 years while knowing it would be actively pursuing development of the riverfront. It did not really seem like a feasible option. Could it be changed legislatively?

Mr. Shuyler explained it was an administrative rule.

Councilor Loomis understood the City also had the option of reimbursing the State.

Councilor Barnes remarked that the agency paid \$4,400 annually to NCPRD to maintain ramp and restrooms. She wondered what the District did with that money to have the ramp in this state of disrepair. She asked if the agency followed up on the use of that money.

Ms. Belleque responded that \$4,400 was just a drop in maintenance costs that included removing debris from the ramp and keeping the parking lot free of litter. The ramp had been deteriorated over several years. She noted until about 2 years ago, the maintenance amount was only about \$2,500. That was actually a very small amount toward the maintenance of the entire facility.

Councilor Loomis asked if it would be possible to attach a private dock for dragon boats.

Mr. Shuyler replied there was a standard floating dock for canoes, kayaks and smaller boats. There were no prohibitions about who used the facility; however, there was a clause about commercialization.

Councilor Loomis commented the dragon boats were looking for a new home. If that group had enough money to add on to that, then they could move here.

Mr. Shuyler believed there was a small boat facility at Oswego Point with a docking facility.

Mayor Bernard asked if the City could charge fees.

Mr. Shuyler replied the City was allowed charge a reasonable fee. If it were beyond reasonable, then there would be a diminution in the amount of the maintenance fee. Double-dipping was discouraged.

Ms. Belleque said the grant agreement required that the City advise the agency of any fees it intended impose. The average launch fee was about \$4.

Mr. Shuyler said the grant application process was not really that lengthy. What did take time was the permitting process and coordination with the in-water work windows. He thought a replacement process would move more quickly. The Oregon Marine Board was contacted by Oregon Solutions and agreed to work in the process.

Goal Setting

The City Council agreed to set its goal setting work session for February 26 at 8:30 a.m. at City Hall.

Mayor Bernard adjourned the work session to go into executive session pursuant to ORS 192.660(2)(e) to discuss real property.

Mayor Bernard adjourned the work session at 6:35 p.m.

Pat DuVal

Pat DuVal, City Recorder

AGENDA

MILWAUKIE CITY COUNCIL WORK SESSION JANUARY 18, 2005

MILWAUKIE CITY HALL

Second Floor Conference Room
10722 SE Main Street

WORK SESSION – 5:30 p.m.

A light dinner will be served.

Discussion Items:

	<u>Time</u>	<u>Topic</u>	<u>Presenter</u>
1.	5:30 p.m.	Advisory Board Interviews	
2.	5:45 p.m.	Oregon Marine Board Grant Discussion	JoAnn Herrigel
3.	6:15 p.m.	Oregon Solutions Riverfront Project	JoAnn Herrigel
	6:45 p.m.	Adjourn	

Public Notice

- The Council may vote in work session on non-legislative issues.
- The time listed for each discussion item is approximate. The actual time at which each item is considered may change due to the length of time devoted to the preceding items.
- Executive Session: The Milwaukie City Council may go into Executive Session pursuant to ORS 192.660. All discussions are confidential and those present may disclose nothing from the Session. Representatives of the news media are allowed to attend Executive Sessions as provided by ORS 192.660(3) but must not disclose any information discussed. No Executive Session may be held for the purpose of taking any final action or making any final decision. Executive Sessions are closed to the public.
- For assistance/service per the Americans with Disabilities Act (ADA) please dial TDD (503) 786-7555.
- The Council requests that all pagers and cell phones be either set on silent mode or turned off during the meeting.
- For assistance/service per the Americans with Disabilities Act (ADA) please dial TDD (503) 786-7555.



To: Mayor and City Council
Through: Mike Swanson, City Manager
From: JoAnn Herrigel, Community Services Director
Subject: Oregon Marine Board Grant Program
Date: January 4, 2005

Action Requested

None. Information only.

Background

In August of 2004 staff met with Council to discuss options for upgrading the safety of the boat ramp. The options presented at that time were:

- Direct staff to apply for Oregon Marine Board (OMB) funding in March/April 2005 to replace the Jefferson Street Boat Ramp. This option would obligate the City to keeping the boat ramp in place for twenty years.
- Direct staff to pursue Emergency Maintenance Assistance funding, of \$10,000 or less, from the Oregon Marine Board. No obligation to keep the boat ramp in place is attached to this option.
- Direct staff to take no action regarding repair or replacement of the boat ramp.
- Direct staff to close the boat ramp to remove all liability to the City. This option may incur some financial repayment (estimated at \$30,000 or so) to the Oregon Marine Board due to existing grant agreements.

At that meeting Council requested a resolution directing staff to pursue Emergency Maintenance assistance from the OMB. That resolution was passed at the September 7, 2004 Council meeting.

Although Council did not direct staff to pursue funding from the OMB to replace the boat ramp, Councilor Loomis did ask that staff invite an OMB staff person to attend a Council meeting to discuss other OMB funding programs. Staff has invited Wayne Shuyler, OMB's Facilities Program Manager, to attend the work session on January 18 to discuss their biennial Boating Facilities grant program.