

MINUTES

MILWAUKIE CITY COUNCIL WORKS SESSION

AUGUST 2, 2005

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

Council present: Councilors Barnes, Collette, Loomis, and Stone.

Staff present: City Manager Mike Swanson; City Attorney Gary Firestone; Community Development/Public Works Director Kenny Asher; Engineering Director Paul Shirey; Community Services Director JoAnn Herrigel; and Information Coordinator Grady Wheeler.

Mary Rowe introduced **Andrea Villagrana**, recently hired as the City Human Resources Assistant.

Public Input Process for Riverfront Concept Plan

Ms. Herrigel requested City Council guidance on riverfront process, which had been forwarded from the Riverfront Board. There were three main questions for Council response:

1. Does the Council want staff to take riverfront concepts to the public for review?
2. Are the concepts the Riverfront Board forwarded to the Council the ones that should be shown to the public?
3. Whose input did the City Council want? Residents only? Residents and facility users? Regionwide?

She was not asking the City Council – or anyone -- to select a concept at this time. She reviewed the history and process the Riverfront Board went through as an advisory body to the Council. She would show the proposed concepts to determine if these would be taken to the public and seek input on how these would be presented to the public.

There had been several attempts through the years to design and fund riverfront development. She would focus on the process that began in 1998 with the appointment of the Riverfront Board and subsequent hiring of Crandall Arambula to do the Downtown Riverfront plan. An extensive process was undertaken that included six open houses, a survey of over 1,100 people, and media coverage in *The Oregonian*, *Clackamas Review*, and *The Pilot* as well as a website and telephone hotline.

The outcome of that work was the Downtown Riverfront Framework Plan. Ms. Herrigel noted the concept actually adopted into the Comprehensive Plan did not have a boat ramp or parking. She raised that issue because the extensive

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Approved Minutes

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process did result in a concept plan for the riverfront and the downtown. In 2001, the City went through a transition in personnel, the budget was unsettled, and the Riverfront Board's focus was unclear. It was a period when people were very confused, and there was a lot of misunderstanding regarding funding. When the Board, Mr. Swanson, and she assessed any future action on the riverfront, there appeared to be four major issues.

1. The design and schedule of the McLoughlin Boulevard Enhancement Project;
2. The property owned by Sharon and Gary Klein just south of Johnson Creek and an easement over the property;
3. The boat ramp and related parking; and
4. Funding for any phase of the project.

Ms. Herrigel addressed the current status of those four issues. The McLoughlin Boulevard Project design was completed, and the remaining buildings were demolished. Construction would begin this August. The project would provide for better access to the riverfront and made the connection to the downtown area. Trees along McLoughlin Boulevard would provide a presence.

In 2003, the Klein's donated the property south of Johnson Creek to the City with the condition that it be held as an open space/natural area. The agreement allowed for trails to cross the property.

The Riverfront Board struggled with the issue of the boat ramp. After adoption of the Downtown Plan, the Board acknowledged the public's interest in the boat ramp and stated for the record in motion form, "that the City Council consider the boat launch in some form as part of the riverfront plan." In 2003 during discussions about the McLoughlin Boulevard design, the Board pronounced in a motion, "the Riverfront Board supported the existence of a boat ramp to be located in the City of Milwaukie on the Willamette River." These were two instances in which the Board acknowledged people's interest in having a boat ramp at the riverfront. Those motions passed unanimously both times. The intent was to convey to the boating public that the Board acknowledged them and that those interests were valid.

Funding for the riverfront property purchases in the late 1990's and some of the design costs were borrowed from the water fund. When those funds were not available in 2001, all the action stopped. Staff tried to keep the momentum going in some way albeit sometimes limping to keep the public eye on the riverfront. During the Centennial, the festival was at the riverfront, and there was some signage and a park-naming contest. The Winter Solstice and Christmas Ship viewing has been going on for several years. Although there were some minor financial successes from individual donations as well as Celebrate Milwaukie, Inc., there has never been enough money to go through a full public input and design process let alone development.

Ms. Herrigel discussed other funding options. The City has talked with the Oregon State Marine Board (OSMB) in 2001 and 2003 and consistently over the

past year. The most recent attempt to identify funding for the whole project was through the Oregon Solutions program. There were two tracks involved. One was convening partners to discuss funding mechanisms and potential donors. The parallel process was the City Council, Riverfront Board, and citizens coming up with concepts for the park design. It was clear from the start that Milwaukians did not want outside agencies and organizations telling the City what it should do with its properties and facilities.

The Oregon Solutions process included four facilitated meetings with State and federal agencies, businesses, non-profits, and property owners. The goal of the process was to involve public and private sector partners and to work collaboratively to complete the Milwaukie Riverfront Park project. The main objective was to identify funding for the design and development of the Park. The last formal meeting with the facilitator, Dick Townsend, was in June. She discussed the Declarations of Cooperation that stated what each participant would contribute to the project on an on-going basis. Ms. Herrigel could reconvene the group at any time by inviting the participants. Co-convenor Dave Green was committed to sustaining the work toward the long-term goal of developing the park.

Ms. Herrigel discussed the communication, resources, and natural resources subcommittees. Milwaukie got some very good press when Governor Kulongoski attended the demolition of Vic's Tavern and the Antique Mall. The resources group developed some great contacts including the federal and State agencies and potential private sector donors. The natural resources group pulled together people from the Water Enhancement Board, Oregon Department of Fish and Wildlife, the Klein's, Oregon Dental Systems (ODS), Johnson Creek Watershed Council, Oregon Department of Transportation, Friends of Mt. Scott Creek, and others. These parties brainstormed on potential grants and mitigation opportunities. Johnson Creek and the mouth of Johnson Creek specifically were perfect opportunities for both grants and mitigation. This would be an opportunity to develop Klein's Point by designing and implementing a re-vegetation program to the water's edge within the next 1-1/2 years.

The City also got an affirmation that the design development must be a grassroots effort. People were interested in helping, but first wanted to be sure the residents had come to some consensus of what they wanted. The funding for both design and development was available once a concept plan was completed and there was agreement within the organization. Among the questions were how much money was needed for the design and how much money could the City get in grants. Answers to both were unknown without first having a concept plan.

Staff was not asking the City Council to select a concept plan but rather permitting staff to take to two plans to the public. She and Mr. Wheeler showed the concept plans forwarded by the Riverfront Board. It indicated the existing conditions using an aerial photo followed by drawings of the adopted Comprehensive Plan version, Concept 1 that mirrored the Comprehensive Plan

version with some modifications including additional parking on the south side of Kellogg Creek and the east side of McLoughlin Boulevard and a transient boat dock, and Concept 2 had a boat ramp with an additional dock and some additional parking. She would look into the possibility of including two docks in Concept 1 and a fountain.

Councilor Loomis discussed the restrooms, amphitheatre, and parking.

Mayor Bernard discussed cut and fill opportunities.

Dave Green, Riverfront Board Chair, explained the focus was on the area between Johnson and Kellogg Creeks. There were too many unknowns outside those boundaries at this time. One might easily become bogged down with the details of the restrooms and number of docks. Neither concept was a design, and there was plenty of time to move the bathrooms and design the docks. Questions to ask had to do with the boat ramp, amount of parking, amphitheatre, and docks. He heard some comments about controversy on the Riverfront Board. As the ideas developed, there was more consensus among the members of the Board than there was controversy with the exception of the parking issue. Parking was a big deal, and he encouraged people to go to the riverfront on any day and count the number of trailers. Was the purpose to serve the maximum number of boat users in April/May or to meet the more average daily needs? There were competing uses for the park, and some of those had to do with greenspace and restoration issues, Trolley Trail users, and festivals.

Councilor Loomis did not think there was enough parking for regular park uses.

Mr. Green said one of the goals of the survey was to help determine if parking was adequate. It was an issue throughout the downtown. He did not think one could ever serve all the boat users in April/May, and there could be options for parking at the transit center and in City lots on weekends.

Councilor Stone thought people should be asked where they wanted to park. She had noted boat trailers parked along McLoughlin Boulevard on peak days and commented on freeing up space for riverfront activities.

Mayor Bernard generally observed 5 to 8 vehicles at the riverfront during lunch hours. During fishing season, as Councilor Stone said, there were trailers parked all along McLoughlin Boulevard, but fishing seasons continued to be shortened.

Councilor Loomis said the Council needed to consider where park users would park. He suggested looking at the possibility of a garage at the log dump.

Councilor Stone understood parking would be at Kellogg with a pedestrian bridge.

Councilor Collette agreed that was a big part of the Kellogg Lake transit center plan.

Mayor Bernard encouraged the Councilors to put in some time at the Sunday Market community booth.

Mr. Swanson thought it would be a good idea if several members of Council could testify at the Clackamas County Board of Commissioners' August 11 public hearing on the Clearwater Plan.

Mayor Bernard adjourned the work session at 6:55 p.m.



Pat DuVal, Recorder

AGENDA

MILWAUKIE CITY COUNCIL WORK SESSION AUGUST 2, 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.	Public Input Process for Riverfront Concept Plan	JoAnn Herrigel
2.	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.



To: Mayor and City Council

Through: Mike Swanson, City Manager

From: JoAnn Herrigel, Community Services Director

Subject: Public Input Process for Riverfront Concept Plans

Date: June 24, 2005

Action Requested

Direct staff to begin a public review and input process for Riverfront Park concept plans, the development of which has been guided by the City's Riverfront Board.

Background

In 2000, the Milwaukie Downtown and Riverfront Land Use Framework Plan was adopted by Council into our Comprehensive Plan as an ancillary document. This document was the culmination of an extensive public input process beginning in 1999. In the words of the document itself, this framework is " a vision of what can occur in the Riverfront and Downtown area." Together with the Milwaukie Downtown and Riverfront Plan Public Area requirements and the rezoning for this area that has since been completed, the Framework now guides how the downtown area is developing. The impact that the Framework and related documents have had on downtown development is reflected in such projects as the soon to begin North Main project and the street treatments installed within the past few years in front of Electra Credit Union, on Main Street, and St. John's Evangelical Church, on Jefferson Street.

The impact that these documents have had on the city's Riverfront area has also been significant. Since the mid 1990s, the City has spent over \$2 million to purchase properties and remove buildings from the 6.5-acre area between Johnson and Kellogg Creeks. As of 2003, only three privately owned properties remained in this area between the creeks. In 2003, as a Centennial gift to the City, Sharon and Gary Klein donated to the City a parcel south of the mouth of Johnson Creek. And, finally, in June of 2005, ODOT purchased the last two private parcels on the Riverfront as part of the McLaughlin Boulevard project.

Ownership of the portion of these properties that is outside the McLoughlin Blvd. right of way will soon be transferred to the City.

With the entire area between the creeks under City ownership, the city will now have an opportunity to *finally* begin formal design and development of a Riverfront Park. It was with this milestone in mind that city staff and the Riverfront Board, with the assistance of Gill Williams of Atlas Landscape Architecture (Atlas), began developing concept plans for this park this past winter. Over the course of the past three months, Atlas has drafted six park concepts for the Riverfront Board's review. At their June 14th meeting, the Board requested that staff bring two specific concept plans to Council along with a proposal for a public review and input process to be conducted over the summer months. The goal of this public review would be to identify a final concept by the fall or early winter of 2005.

The two concept plans the board is recommending for public review include:

- **Scheme 1:** A green area between the creeks with a walking/biking trail, an event amphitheater and a dock extending out into the Willamette. No boat ramp or parking is featured between the creeks in this concept. Parking for boat trailers and cars is located at the log dump area to the south of Kellogg Creek. A pedestrian bridge traverses Kellogg Creek to facilitate access from the parking area to the Park.
- **Scheme 2:** A park with a boat ramp sited near its center (current location) with 4 car and 4 trailer parking spots located to the north of the ramp. An event amphitheater and playground are located south of the ramp. Additional car and trailer parking is located at the log dump area to the south of Kellogg Creek. A pedestrian bridge traverses Kellogg Creek to facilitate access from the parking area to the Park.

(Full color concept plan renderings were not available at the time of this staff report but will be displayed at the July 19 Council work session.)

The Riverfront Board's discussion of the concept plans has been heated at times. A major issue that the Riverfront Board struggled with is that the 2000 Downtown and Riverfront Framework Plan did not include a boat ramp between the creeks. The Board has acknowledged that the boat ramp has been, and remains, an important amenity to many in the City and that its removal would be controversial. For this reason, the Board chose to develop at least one concept plan for review by the public that integrated the boat ramp into the Riverfront Park.

Given the lack of feasible alternative locations for the boat ramp within a reasonable distance it is unlikely that the ramp will be relocated in the near future. The possibility does exist, at least in theory, that a boat ramp might be located south of Kellogg Creek when the Kellogg Treatment Plant is decommissioned. The lack of surety surrounding this idea is a concern for

boaters. Boaters would prefer to maintain the current boat ramp until an alternative facility is built.

Although the ramp and associated parking (location and amount of spaces) has been debated a great deal, the Board generally agrees on all other proposed elements of a Riverfront Park, including:

- Walking/biking trails
- Event amphitheatre
- Play equipment
- Native revegetated areas near both creeks
- A transient boat dock, and
- A public restroom

Attached to this staff report is a draft public input process for the Riverfront Park concepts. The proposed kickoff for this process would be at the July 23rd Riverfest.

Concurrence

Five out of seven Riverfront Board members were present at the June 14 meeting at which the Board recommended that staff bring the concept plans and the attached public input process to council for review and direction.

Fiscal Impact

Community Services staff will coordinate the public input process. Materials required for this process will be paid for with funding from the Community Services Budget.

Work Load Impacts

This effort will require a great deal of staff time. Grady Wheeler will be the lead for this project. The Community Services Director will work closely with Grady, the Riverfront Board and Council to guide the process and integrate the public input into the concept plan. Other Community Services staff will assist with the process as necessary. Staff may also request Council's assistance at open houses, speaking engagements and public events.

Alternatives

- Direct staff to begin the public input process using the concept plans presented at the July 19 meeting.
- Direct staff to begin the public input process using modified concept plans.
- Direct staff to postpone the public input process until further concept plan development takes place.

DRAFT Milwaukie Riverfront Park Public Input Plan

The objective of this outreach process is that at its conclusion we will have arrived at a plan that represents our community's thoughts and wishes. While we certainly will not be able to incorporate everyone's ideas, we will have provided ample opportunity for people to contribute.

The aim here is to create a People's Park. Because it is difficult to directly engage all our citizens, we will employ a variety of different methods at a variety of times and places in an effort to reach as many residents as possible.

Campaign "Slogan"

Staff has tentatively selected a tagline to be used on all campaign materials. The following "slogan" was screen tested at the Governor's visit in June:

"Milwaukie Riverfront Park ...A Fresh Look For A Beautiful View."

RIVERFEST Kickoff

The outreach campaign will kickoff at **RIVERFEST** on July 23rd and extend through September.

- The pair of concept drawings forwarded by the Milwaukie Riverfront Board will be displayed at a booth dedicated to the Milwaukie Riverfront Plan.
- History of the project will be provided.
- Survey pieces will be on hand (*pieces described below*).
- Members of the Milwaukie Riverfront Board will staff the booth.

Direct Mail Piece/Survey

The primary outreach tool for the campaign will be a direct mail piece describing the history of the project and soliciting the public's opinions on what they would like to see at Milwaukie Riverfront Park. Similar to the mail piece employed in the Downtown/Riverfront Plan outreach process in 1999, it will include a survey component that will gauge which elements of the two plans forwarded by the Riverfront Board are most broadly supported. Respondents will be able to fold the piece and mail it back to the City free of postage.

- The piece will be sent to every address in the 97222 zip code. This method ensures that every business and residence located in Milwaukie will receive the piece.
- The mail pieces would be mailed following the **RIVERFEST** kickoff, during the last week of July.
- These mail pieces/surveys will be available at City facilities and drop boxes will also be located at each building so people can either fill them out and return them on site or take them home and fill them out and send them in at a later time.

Community Event Booth

The pieces will also be handed out at community events both in and outside of Milwaukie. A booth featuring displays of the two proposals, background information, and the surveys will be set up at:

- *RIVERFEST*
- Milwaukie Farmer's Markets (*Sundays in August and September*)
- The Clackamas County Fair (*August 16-21*)
- Neighborhood Summer Concerts at Ardenwald and Scott Park (*Ardenwald Concerts Thursdays in August, Scott Park Concerts Wednesdays, noon July and August*)
- Neighborhood Nite Out events (*Ardenwald/J.C., Lewelling, Lake Road, Historic Milwaukie*)

Civic Group Presentations

City staff will address local civic groups explaining the effort and distributing surveys. Among those groups to address are:

- Neighborhood Association Meetings in September
- Milwaukie Rotary
- North Clackamas Chamber
- Friends of Mt. Scott and Kellogg Creek
- Johnson Creek Watershed Council

Online Surveying at www.cityofmilwaukie.org

A full description of the public input process and opportunities for input will be placed on the City's web site. Placing the survey online for people to respond to will also be investigated.

Pilot Coverage

Updates on the process and how residents can take part in the survey will be featured in the August and September Pilots.

Open Houses

A pair of Open Houses will be scheduled.

- The first Open House, in August, will illustrate the Riverfront's history and reference past efforts and chronicle the current process.
- Staff and members of the Riverfront Board will be on hand to answer questions and provide information regarding the two plans.
- Surveys will be available as will early results from already submitted surveys.
- The second Open House, in September, will share the survey results and describe the process's next steps.
- The second Open House date will mark the closing of the survey.
- It will be important to describe just how the results will affect the decision-making and describe who the decision-makers will be.

Kiosks

Utilize the pair of kiosks from the Downtown/Riverfront Plan and place at key high traffic locations such as the Library and City Hall to further elicit public opinion.

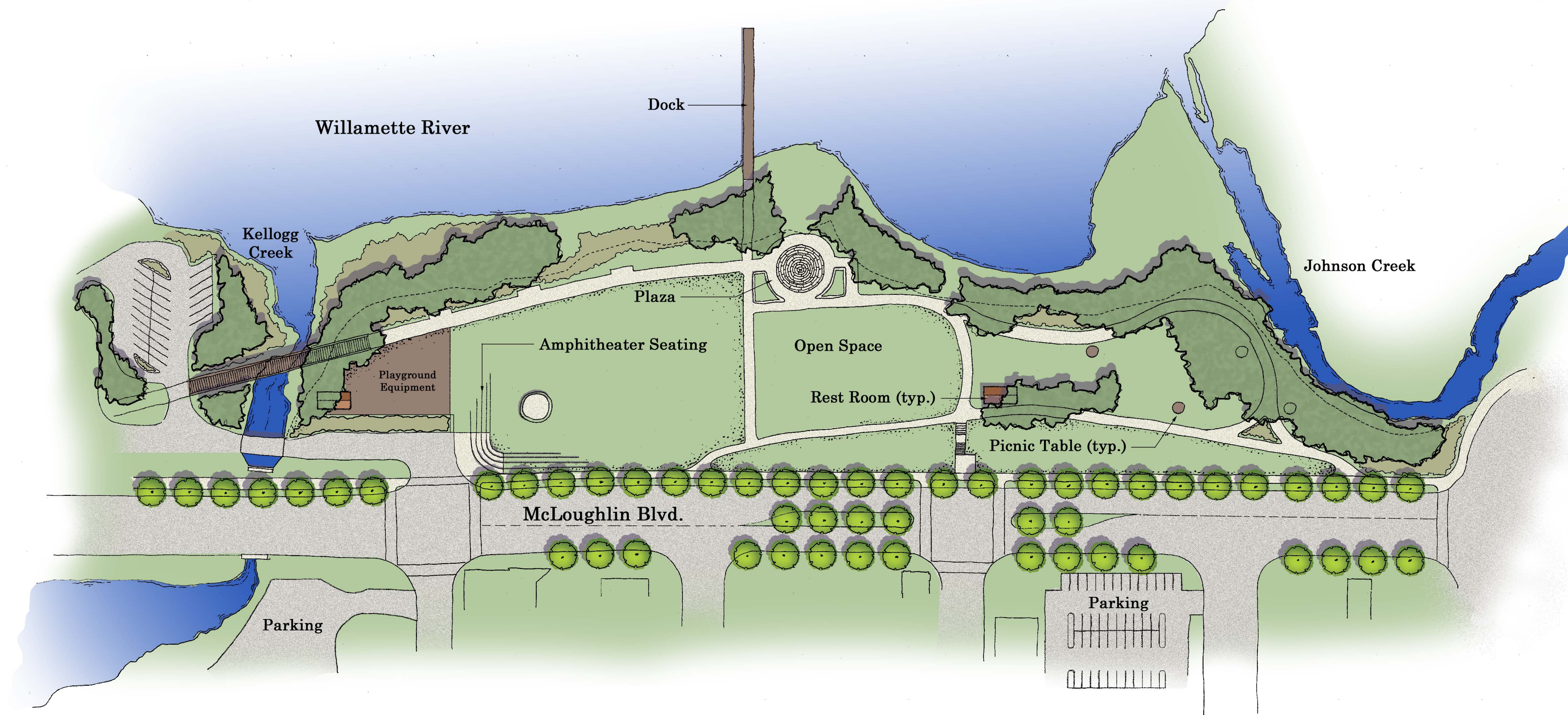
- The kiosks will have surveys, provide information and have a slot where filled out surveys can be deposited.

Cable Programs

Staff will work with Milwaukie's Lake Road cable access studio operator and public access Board members to create a TV program describing the effort. The program will be aired regularly on Channel 23 and Channel 30.

Local Merchants

The surveys will be placed in local businesses where high-traffic is anticipated.



Milwaukie Riverfront Park

Scheme 1



LANDSCAPE ARCHITECTURE



Milwaukie Riverfront Park
Scheme 2