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MILWAUKIE
CITY COUNCIL AGENDA
February 5, 1981
7 p.m.

COUNCIL CHAMBERS

SPECIAL MEETING

- I. CALL TO ORDER
 - a) Call to Order
- II. AUDIENCE PARTICIPATION (none)
- III. PUBLIC HEARINGS (none)
- IV. LEGISLATION
 - a) Discussion of Guidelines for Riverfront
 - 1) Slide show presentation by Jerry Draggoo of ORB
 - b) General Guidelines (see page 2)
 - c) Master Plan (see page 3)
 - d) Recreational Activities (see page 4)
 - e) Commercial Activities (see page 5)
 - f) Access (see page 6)
 - g) Financing (see page 7)
- V. CONSENT AGENDA (none)
- VI. INFORMATION ITEMS (none)
- VII. OTHER BUSINESS
- VIII. ADJOURNMENT

IV b) General Guidelines

1. The basic purpose of this project is to retain and maintain a large stretch of the Willamette River shoreline available to the citizens of Milwaukie and the surrounding areas, for marine-related recreational activities. Any commercial use of property shall be subordinate to public uses and located there for the sole purpose of complementing and enhancing the citizen's enjoyment of the riverfront. The focus of all considerations for use shall be toward the river, not landward.
2. In designing this project the consultant shall consider it as just one phase of an overall improvement program encompassing the downtown and portions of Kellogg Lake.
3. In order to implement the aim of number 2, should a common theme be selected that would be utilized not only on the riverfront but in the downtown and around Kellogg Lake?
4. Improvements of a public works nature in the area, such as sidewalks, water and sewer lines, shall be constructed in accordance with American Public Works Association 1980 Standard Specifications and Drawings.
5. How much effort should be expended in trying to preserve Johnson Creek and to tie into Portland's 40-mile scenic route?
6. We need to determine the effect on the project, if any, of maintaining the railroad right-of-way for the light rail system.
7. Although it is getting away from our subject, some thought must be given to whether we want to maintain the civic center in the downtown area, or move to an outlying location such as our property on Highway 224.
8. The project shall be designed in such a fashion that it would not preclude or make more difficult the later improvement of the downtown or Kellogg Lake.
9. The agreement with the consultant shall contain a clause requiring that if the project comes in 15% over the engineer's estimated cost, then the consultant shall be responsible, without additional compensation, to redesign the project to bring it back within budgeted funds.
10. In order to avoid conflicting directions to the consultant, the City Manager is designated as the liaison individual to the consultant, and all directions from the City Council, commissions, and citizens shall go through him to the consultant.

IV. c) Master plan

1. The first major design activity undertaken by the consultant shall be the development of the master plan, so that in dealing with other property owners, and in doing the detailed planning, the consultant has an overall idea of what the major facilities are to be, and where they are to be located.

2. At a minimum, the master plan shall cover that portion of the Willamette Greenway between the north and south city limits of Milwaukie, plus that portion of Kellogg Lake that is northwest of the extension of 21st Avenue.

3. The master plan shall be developed with sufficient detail that it satisfies requirements for state or federal grants in such things as outlining the location, approximate size of facilities, and a rough estimate of the cost, so that it can be utilized as the basis for grant applications.

4. A public hearing on the master plan shall be held by the City Council and/or Planning Commission, and approval given by the City Council, prior to the consultant proceeding with the detailed planning effort.

IV. d) Recreational Activities

1. Recreational activities or facilities on project site should be marine-related, whether activity is passive or active. Among the appropriate uses are:

- boat launching ramp
- temporary moorage
- picnic facilities and viewing areas
- wading or swimming area
- bike or walking path
- environmental or historical interpretation area
- playground
- park area

2. In designing the project, visual contact of the riverfront that is now available from downtown and McLoughlin Boulevard shall be maintained.

3. If any conflicts develop in the design process over a specific location on the project site as to whether it shall be a public recreational use or a commercial use, then the public use shall take precedence over the commercial use.

IV. e) Commercial Activities

1. Since a large portion of our existing site has been donated to the city, it would seem inappropriate to me for the city to sell it for commercial purposes; therefore, I would recommend only long-term leases over approximately 30 years for the land. By proceeding in this fashion, the city will retain control over the numbers and types of facilities that are constructed along with a design review function to insure that they are compatible with the remainder of the project.

2. In order to insure that the public shall be the greatest beneficiaries of the project, at least 65% to 70% of the site shall be used for public recreational facilities, with the remaining 30%-35% for public commercial purposes.

3. Since the area is zoned commercial, but requires a conditional use permit for developemnt, a listing of appropriate uses and inappropriate uses is given below for the guidance of a potential investor or developer.

Appropriate Uses (examples only)

- restaurant
- marine service station
- small specialty shops handling marine-related items such as fishing gear, etc.
- temporary boat moorage
- dryland boat storage
- marina

Inappropriate Uses

- single-family residential
- apartments or condominiums
- hotels or motels
- large stores
- service stations
- industrial uses

4. If space for public use conflicts with space for proposed commercial use, then public use will take precedence.

5. The Milwaukie Planning Commission and City Council reserve, and will exercise, the right of design review on all public and private facilities.

IV. f) Access

Pedestrian Access - Vehicle Access - Parking

1. The project should be designed with four major access points in mind: one, at the traffic signal at the intersection of Jackson and McLoughlin Boulevard; two, traffic signal at Jefferson and McLoughlin Boulevard intersection; three, pedestrian overpass from proposed timed transfer center to west side of McLoughlin Boulevard; four, pedestrian walkway hung underneath Kellogg Creek Bridge. Due to the exceptionally heavy traffic on McLoughlin Boulevard and the hazard this creates for pedestrians, all other crossings of McLoughlin should be discouraged.

2. If project site area extends from Caffall Bros. to north edge of current launching ramp, then vehicle access should remain restricted to Jefferson Street and McLoughlin Boulevard intersection.

If project site could be extended northward to mouth of Johnson Creek, then second vehicle access point should be developed at intersection of Jackson Street and McLoughlin Boulevard.

3. Parking is going to be one of those mundane but key elements that will help to determine the success of the overall project. It is also a key element in that it will help in tying the downtown to the waterfront. Yet, if care is not exercised, parking lots could overwhelm the project site. What is necessary is to develop a balance between a reasonable amount of parking and leaving enough area to accommodate a variety of activities. In addition, other parking should be developed in the downtown that is in close enough proximity to become a reasonable alternative to on-site parking. During the week the downtown sites could be used for business, with weekend use being devoted to the waterfront. On-site parking should be capable of handling traffic during the week, but supplemented from the downtown on weekends

Financing

1. Appropriate sources of revenues to finance the project are as follows:

- General Obligation Bonds - for those public facilities which are necessary but non-revenue-producing.
- Revenue Bonds - from commercial activities where developer is either leasing land or entire facility.
- Grants - some federal and state grants may be available; however, in some instances, if commercial activities are part of project, then grants will not be given.
- Urban Renewal or Tax Increment Financing - would be used if area from present project site to mouth of Johnson Creek were included.
- Lease/Purchase - another possibility whereby a private company constructs it for us and we buy it back through lease purchase.

2. How much are we willing to spend on this project? What proportion should be public funds and what proportion should be private funds?

3. Should the city do all of the planning and developing of the project through a combination of resources prior to involving a private operator?

4. If a bond issue were considered for the project, should a portion of the proceeds be used to purchase the land between the existing city property and Johnson Creek, for the purpose of protecting a greater portion of the riverfront for public use and to incorporate a wider variety of activities on the site?

5. Since the Port of Portland's policy on recreational boating facilities states that they will assist in development of recreational facilities and that support could include revenue bond financing or acting as sponsor for state and local grant, how much pressure should be brought to bear to get the Port to participate?