

Work Session

WS

Milwaukie City Council

COUNCIL WORK SESSION

City Hall Council Chambers, 10501 SE Main Street
& Zoom Video Conference (www.milwaukieoregon.gov)

AGENDA

NOVEMBER 18, 2025

Council will hold this meeting in-person and by video conference. The public may come to City Hall, join the Zoom webinar, or watch on the [city's YouTube channel](#) or Comcast Cable channel 30 in city limits. For Zoom login find the meeting event on the city calendar at www.milwaukieoregon.gov.
Written comments may be delivered to City Hall or emailed to ocr@milwaukieoregon.gov.

Note: agenda item times are estimates and are subject to change.

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| 1. Council Goal Update: Parks & Greenspace – Report (4:00 p.m.) | 1 |
| Staff: Peter Passarelli, Public Works Director, and
Adam Moore, Parks & Greenspace Development Coordinator | |
| 2. Land Banking Strategy – Discussion (4:45 p.m.) | 6 |
| Staff: Joseph Briglio, Assistant City Manager | |
| 3. Adjourn (5:30 p.m.) | |

Executive Session.

After the work session, Council will meet in executive session pursuant to Oregon Revised Statute (ORS) 192.660 (2)(i) to review and evaluate the employment-related performance of the chief executive officer of any public body, a public officer, employee, or staff member who does not request an open hearing.

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Executive Sessions

The City Council may meet in executive session pursuant to Oregon Revised Statute (ORS) 192.660(2); all discussions are confidential; news media representatives may attend but may not disclose any information discussed. Final decisions and actions may not be taken in executive sessions.



COUNCIL WORK SESSION

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MINUTES

NOVEMBER 18, 2025

Council Present: Councilors Adam Khosroabadi, Robert Massey, and
Council President Will Anderson, and Mayor Lisa Batey

Council Absent: Councilor Rebecca Stavenjord

Staff Present: Joseph Briglio, Assistant City Manager	Marta Petteni, Emergency Management and Resilience Coordinator
Mandy Byrd, Development Project Manager	Adam Moore, Parks and Greenspace Development Manager
Katie Gavares, Climate and Natural Resources Manager	Peter Passarelli, Public Works Director
Justin Gericke, City Attorney	Emma Sagor, City Manager
Nicole Madigan, Deputy City Recorder	

Mayor Batey called the meeting to order at 4:07 p.m.

1. Council Goal Update: Parks & Greenspace – Report

Moore noted recent changes to the Park and Recreation Board (PARB) and **Mayor Batey** noted the anticipated timeline for District Advisory Committee (DAC) appointments by the North Clackamas Parks and Recreation District (NCPRD).

Councilor Khosroabadi joined the meeting at 4:09 p.m.

Moore provided an update on the development of the naming and memorial donation policies, including current community engagement efforts. The group discussed PARB's goals, noting the need to refine and better align them with Council priorities.

Moore provided an update on Metro's Nature in Neighborhoods Community Choice program, explaining the need to refine and potentially combine the city's proposals to ensure feasibility and required matching funds. The group discussed prioritizing Nature in Neighborhoods proposals while ensuring meaningful public engagement from project sponsors and community members, and coordinating with Metro's processes.

Moore and **Passarelli** provided an update on the Good Neighbor Grants program, noting that grant agreements were being finalized. They reviewed projects awarded in the first round, outlined next steps to coordinate work and provide technical assistance, and discussed how Good Neighbor Grant funds could potentially align with or support future Nature in Neighborhoods projects.

The group discussed the need to clarify fiscal sponsorship, grant management, and insurance requirements for Good Neighbor Grant recipients, particularly for coalition-led projects such as Elk Rock Island where there is no single lead organizer. Staff noted that compliance would be ensured while supporting partner participation, acknowledged the city's more direct role in projects involving city property, and emphasized the importance of flexibility and coordination as related efforts move forward.

Moore outlined upcoming work, including a request for quotes (RFQ) for the Parks and Green Space Management Plan, preparation of initial budget requests for the 2027–28 biennium, and long-term financial forecasting to coordinate grants and projects.

Councilor Massey emphasized the importance of identifying a single accountable lead entity for complex, multi-partner projects and noted that a defined funding strategy was essential for advancing priority projects such as the Kellogg Creek restoration.

Moore covered plans for public engagement and provided project updates for Milwaukie Bay Park (MBP). **Mayor Batey** asked for clarification regarding greenspace funding, and **Sagor** noted that no response had been received to date.

Moore and **Sagor** provided an update on the Kellogg Creek restoration project, noting staff coordination with the project leadership team.

Council President Anderson asked for clarity around the Green Space Management Plan and **Passarelli** and **Moore** noted the plan would address existing gaps, align future investments, and support responses to community requests, while **Mayor Batey** added context regarding limited near-term capacity for playground equipment replacement under current district funding constraints.

Moore summarized staff's work on Council actions, noted PARB's engagement and progress, and acknowledged Council's continued advocacy for Kellogg Creek and MBP.

Councilor Massey and **Mayor Batey** outlined plans to provide parks updates at neighborhood district associations (NDAs) meetings and individual community members. **Massey** also reviewed upcoming milestones, including coordination with PARB, meetings with the Kellogg Creek restoration team, and consideration of future fundraising needs. **Moore** requested Council guidance on public engagement for the Green Space Management Plan and the group discussed stakeholder roundtables, technical advisory participation, PARB involvement, and staff capacity considerations.

2. Land Banking Strategy – Discussion

Briglio and **Byrd** outlined staff's recommended scaled approach to land banking, citing capacity and resource constraints, and described alternative tools such as a targeted right-of-first-refusal policy to support strategic land acquisition in coordination with nonprofit partners.

The group discussed ways to acquire property, raising questions about legal feasibility, market impacts, response timelines, and the need for funding. Council expressed cautious interest in exploring the use of the right-of-first-refusal tool in targeted situations, while noting concerns about impacts on property owners and administrative complexity.

Byrd and **Briglio** framed the land banking discussion within the Housing Production Strategy (HPS) and Council affordability goals, outlining a right-sized, phased approach focused on affordable housing while acknowledging potential intersections with other priorities. They noted the need for a clear policy framework, potential funding considerations, use of targeted parcels, and the role of nonprofit and public partners, and invited Council feedback to guide next steps and implementation beginning in 2026.

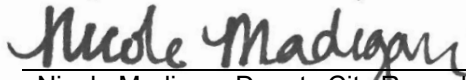
The group discussed potential land acquisition strategies to support affordable housing and other community priorities, including the use of targeted land banking approaches, partnerships with nonprofit land trusts, and case-by-case acquisitions of known properties such as scattered sites. Council raised considerations related to funding mechanisms, legal authority, staff capacity, and prioritization, and expressed interest in further exploration of modest, targeted funding options and refined policy frameworks to guide future action.

3. Adjourn

Mayor Batey announced that after the meeting Council would meet in executive session pursuant to Oregon Revised Statute (ORS) 192.660 (2)(i) to review and evaluate the employment-related performance of the chief executive officer of any public body, a public officer, employee, or staff member who does not request an open hearing.

Mayor Batey adjourned the meeting at 5:34 p.m.

Respectfully submitted,



Nicole Madigan, Deputy City Recorder

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COUNCIL STAFF REPORT

To: Mayor and City Council
Reviewed: Emma Sagor, City Manager
From: Peter Passarelli, Public Works Director, and
Adam Moore, Parks & Greenspace Development Manager
Subject: **Parks & Greenspace Goal Quarterly Update**

Date Written: Oct. 13, 2025

ACTION REQUESTED

Council is asked to review the actions completed in the third quarter (Q3) of calendar year 2025 and discuss the upcoming council and staff actions for the fourth quarter (Q4).

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

[January 31](#) – [February 1](#): Council held a two-day retreat for the purposes of reviewing feedback and survey results associated with possible goals, as well as deliberating and confirming the top three for 2025-2027.

[February 4](#): Council formally adopted economic development, parks and greenspace, and affordability as the city's three goals for 2025-2027.

[May 6](#): Council reviewed the draft parks and greenspace action plan, proposing edits to the metrics, implementation partners, goals, and actions.

[August 5](#): Council received a quarterly update on the parks and greenspace goal.

ANALYSIS

Council approved three citywide goals at its February 4 regular session meeting. These goals included economic development, parks and greenspace, and affordability. During that discussion, staff agreed to provide Council with a draft action plan for each goal on a monthly rotation (quarterly basis) beginning with economic development in April.

Staff developed a draft parks and greenspace goal action plan (Attachment 1), which was discussed and further refined during the May 6 and August 5 work sessions. Since that initial conversation, staff and Council have started to implement the actions called out in the plan. At the November 18 meeting, Council and staff will review the action plan progress for 2025 Q3 and coordinate on the upcoming 2025 Q4 actions. The topics that will be discussed include the following:

- What additional Council actions need to be added to the Q3 list of completed actions?
- What does Council need to do or collaborate on for Q4 Council actions.
- Are there emerging needs or priorities that need to be added to future quarters?
- Updates on committee assignment work related to parks and greenspace development.

STAFF RECOMMENDATION

This is a discussion item. Staff are seeking input and confirmation.

ATTACHMENTS

1. Parks and Greenspace Goal Action Plan (last updated 11.13.25)

Council Goal Action Plan

Last updated: 11/13/2025

PARKS AND GREENSPACE: Deliver Milwaukie Bay Park and expand equitable access to greenspace, including the future restored Kellogg Creek Natural Area

Why this goal?

Milwaukie is advancing a vision for parks and natural spaces that reflects the city's 2040 community vision and comprehensive plan. Milwaukie residents value parks and natural areas as vital to the city's livability, health, and equity. Building on years of successful community-driven planning and equity-based investment, the city desires to complete signature projects like Milwaukie Bay Park and initiate the restoration of the Kellogg Creek Natural Area. With a focus on equity, Milwaukie aims to expand access to high-quality greenspaces—particularly in historically underserved neighborhoods. Between 2025 and 2027, the city has a unique opportunity to deliver transformative environmental and recreational amenities that promote health, community connection, and environmental stewardship across all parts of Milwaukie.

What do we want to accomplish by 2027?

- Milwaukie Bay Park substantially completed by the end of 2027
- Kellogg Dam removal in progress and the new Kellogg Creek Natural Area restoration underway
- Higher public satisfaction with park quality, access, and amenities
- More Milwaukie residents enjoying a quality greenspace within a short walk from home
- Increased acres of parkland and accessible greenspace within the city
- Increased acres of tree canopy within the city's parks and greenspaces

How will we measure success?

	BASELINE (as of Dec 31 '24)	End of 2025	End of 2026	End of 2027	Target
Milwaukie Bay Park completion <i>% of project complete</i>	Phase 3 not yet fully funded, nor has construction started	Final Construction plans completed; funding secured	Under construction	Park is open.	Park substantially complete and open by 2027
Kellogg Creek restoration progress <i>Status of Kellogg Dam removal and natural area restoration project</i>	Planning Phase				Dam removal & habitat restoration underway by 2027
Resident satisfaction with city parks <i>% of residents reporting being very or somewhat satisfied with access to parks in Milwaukie via the biannual community survey</i>	77% satisfied (Nov. 2023)				Upward trend
Residents living within 10-minute walk of an accessible greenspace or park <i>% citywide of population living within ~1/4 mile of a park or natural area that is open to the public</i>	Calculate percentage based on 1/4 walkshed				Upward trend
Park and accessible greenspace area <i>Acres of developed park and/or accessible greenspace per 1,000 population (citywide)</i>	# Acres/1000				Increased acreage-upward trend by 2027
Investments made to enhance greenspace and recreational opportunities <i>\$ of Good Neighbor Fund invested in projects that directly support the parks and greenspace goal</i>	\$0				\$150K by 2027
Acres of tree canopy <i>Tree canopy acreage on accessible parks and greenspace</i>					Increasing tree canopy on parks and greenspace

Implementation partners

- | | | | | |
|--|---|--|--|---|
| <p>COUNCIL LEAD:</p> <ul style="list-style-type: none"> • Councilor Massey | <p>STAFF LEAD:</p> <ul style="list-style-type: none"> • Adam Moore, Parks & Greenspace Development Manager • Peter Passarelli, Public Works Director | <p>SUPPORTING DEPARTMENTS/COMMITTEES:</p> <ul style="list-style-type: none"> • Public Works -Natural Resources Division <ul style="list-style-type: none"> ◦ Parks and Recreation Board (PARB) ◦ Tree Board • Community Development • Engineering • Planning | <p>EXTERNAL PARTNERS:</p> <ul style="list-style-type: none"> • North Clackamas Parks & Recreation District (NCPRD) • Confederated Tribes of Grand Ronde • North Clackamas School District • North Clackamas Watershed Council • Johnson Creek Watershed Council • Oregon State Parks • Metro | <ul style="list-style-type: none"> • Milwaukie Parks Foundation • Milwaukie NDAs • Water Environment Services • The Nature Conservancy • Wetlands Conservancy • American Rivers • Sierra Club • Business groups (Downtown Alliance of Milwaukie, Chamber, Business of Milwaukie, individual businesses) |
|--|---|--|--|---|

Action Roadmap

YEAR/FOCUS	QUARTER	STAFF ACTIONS	COUNCIL ACTIONS
2025 FOCUS: Get Milwaukie Bay Park back on track and secure funding for the Kellogg Creek Restoration Project	CY-Q2 Apr - Jun	<ul style="list-style-type: none"> ✓ Submitted Milwaukie Bay Park (MBP) funding ask to State Representative ✓ Launched Good Neighbor Program ✓ Support Kellogg project planning and funding efforts. ✓ Develop MBP funding scenarios □ Develop internal park amenity request and review standard operating procedure (SOP) (in process as of October 2025) ✓ Coordinate with NCPRD staff on maintenance in Milwaukie parks, including the reintegration of three updated parks and other operational updates to the cooperative IGA ✓ Collaboration with Metro on Nature in Neighborhoods Community Choice 	<ul style="list-style-type: none"> ✓ Complete goal action plan ✓ Articulate parks and greenspace priorities and objectives, in collaboration with the Parks and Recreation Board (PARB) ✓ Continue dialogue with North Clackamas Parks and Recreation District (NCPRD) Board to advance MBP ✓ Advocate for MBP and Kellogg Creek Dam Removal and Restoration Project (Kellogg project) funding at regional, state, and federal levels ✓ Share updates on committee assignment work related to Parks and Greenspace ✓ Select and appoint new PARB members to fill vacancies
	CY - Q3 Jul - Sept	<ul style="list-style-type: none"> ✓ Develop maps showing different interpretations of "accessible" greenspace for further methodology refinement with Council ✓ Scan comp plan for applicable policy goals related to greenspace, connectivity, and community gardens ✓ Continue engagement with NCPRD to ensure adequate maintenance and investment in Milwaukie parks and finalize updates to the Cooperative IGA. ✓ Close out and complete grant reporting on three neighborhood parks. ✓ Support MBP negotiations and development of funding and construction agreements ✓ Review Good Neighbor Grant applications ✓ Support Kellogg project planning and funding efforts. ✓ Facilitate bylaws update with PARB and Bee City USA □ Facilitate goal setting with PARB (in process as of October 2025) ✓ Nature In Neighborhoods Community Choice Collaboration □ Begin scoping for greenspace strategy, including mapping and equity analysis 	<ul style="list-style-type: none"> □ Launch roadshow to NDAs to talk about parks and greenspace goal and opportunities for neighborhood advocacy ✓ Continue dialogue NCPRD Board to advance MBP ✓ Advocate for MBP and Kellogg Creek Dam Removal and Restoration Project (Kellogg project) funding at regional, state, and federal levels ✓ Share updates on committee assignment work related to Parks and Greenspace □ Begin outreach to community partner organizations involved in greenspace oversight, advocacy, and programming and build stakeholder roster <ul style="list-style-type: none"> ○ Document current state of access and opportunities for increasing accessibility to greenspaces they own and manage ✓ Provide direction on how we are defining "accessible greenspace"

2026

FOCUS: Plan for the greenspace system Milwaukee wants

<p>CY – Q4 Oct - Dec</p>	<ul style="list-style-type: none"> <input type="checkbox"/> Coordinate greenspace management plan RFP SOW with City Manager by December 19 <ul style="list-style-type: none"> <input type="checkbox"/> Identify engagement and planning tasks that can be completed with in-house resources (scope of work under development as of November 6) <input checked="" type="checkbox"/> Discussed and received feedback from Council on public-private partnerships <input checked="" type="checkbox"/> Discussed options and received feedback from council on recreational water quality testing <input type="checkbox"/> Develop budgeting request for parks and greenspace work in the FY27-28 biennium (in development November 2025) <input type="checkbox"/> Complete Grant Agreements for Good Neighbor Program (agreement under legal review as of November 2025) <input type="checkbox"/> Work with Metro and community stakeholders to determine which projects from the first round of voting of Nature in Neighborhoods move forward <input type="checkbox"/> Obtain design and construction contracts from NCPRD for MBP 	<ul style="list-style-type: none"> <input type="checkbox"/> Continue NDA roadshow <input checked="" type="checkbox"/> Hold a conversation about public-private partnership use of parks and process for vetting amenity proposal uses in parks and greenspaces <ul style="list-style-type: none"> <input type="checkbox"/> Begin to consider what role community gardens play in our greenspace strategy (occurred on November 4) <input checked="" type="checkbox"/> Continue dialogue with NCPRD on MBP and ensure project is on track for completion by end of 2027 <input type="checkbox"/> Convene planning summit with greenspace stakeholders to discuss best mechanism for involvement in development of citywide greenspace strategy <input type="checkbox"/> Share updates on committee assignment work related to Parks and Greenspace.
<p>Annual goal review and performance measure data report</p>		
<p>CY – Q1 Jan - Mar</p>	<ul style="list-style-type: none"> <input type="checkbox"/> Refine and prepare for solicitation RFQ for comprehensive greenspace strategy (for external support needed) <input type="checkbox"/> Incorporate Parks and Greenspace work into FY27-28 biennium budget process <input type="checkbox"/> Post Webpage on City website that outlines regional recreational water quality testing of the Willamette <input type="checkbox"/> Complete Metro Nature in Neighborhood's Community Choice development workshop with PARB, community stakeholders, and public at special PARB meeting <input type="checkbox"/> Develop future project funding strategy and grant application forecaster for future park and greenspace capital needs including MBP, NIN, Kellogg, and capital replacement <input type="checkbox"/> Refine estimates for operational and maintenance costs at MBP <input type="checkbox"/> Apply for grants and coordinate transfer of grants, including Trolley Trail for MBP as part of funding strategy (April 2026 deadline) 	<ul style="list-style-type: none"> <input type="checkbox"/> Continue advocacy for MBP and Kellogg project <input type="checkbox"/> Determine best approach for ongoing coordination with greenspace stakeholders, including possibly creating a council-appointed community greenspace project committee <input type="checkbox"/> Engage community in conversations around park priorities and concerns <input type="checkbox"/> Engage in conversations, as timely, about parks governance <input type="checkbox"/> Share updates on committee assignment work related to Parks and Greenspace.
<p>CY – Q2 Apr – Jun</p>	<ul style="list-style-type: none"> <input type="checkbox"/> Publish RFQ and select consultant team to assist with development of a comprehensive greenspace strategy (if external support needed) <input type="checkbox"/> Support community engagement to develop a comprehensive greenspace strategy <input type="checkbox"/> Continue partnership with Metro and review Nature in Neighborhoods collaboration projects <input type="checkbox"/> Begin solicitation for the Good Neighbor Program (second round) 	<ul style="list-style-type: none"> <input type="checkbox"/> Share updates on committee assignment work related to Parks and Greenspace
<p>CY – Q3 Jul - Sept</p>	<ul style="list-style-type: none"> <input type="checkbox"/> Continue community engagement to develop a comprehensive greenspace strategy 	<ul style="list-style-type: none"> <input type="checkbox"/> Share updates on committee assignment work related to Parks and Greenspace
<p>CY – Q4 Oct - Dec</p>	<ul style="list-style-type: none"> <input type="checkbox"/> Finalize MBP design, land use approval and apply for additional grants (November 2026 deadline) <input type="checkbox"/> Provide update to council on greenspace strategy development process 	<ul style="list-style-type: none"> <input type="checkbox"/> Share updates on committee assignment work related to Parks and Greenspace

2027

FOCUS: Clarify future of parks governance

Annual goal review and performance measure data report

CY - Q1 Jan - Mar	<ul style="list-style-type: none"><input type="checkbox"/> Begin construction of MBP.<input type="checkbox"/> Review Good Neighbor Grant applications and award funds<input type="checkbox"/> Provide update to council on greenspace strategy development and seek Council adoption<input type="checkbox"/> Solicit applications for the Good Neighbor Program (third round)	<ul style="list-style-type: none"><input type="checkbox"/> Adopt comprehensive greenspace strategy.<input type="checkbox"/> Continue to engage and make decisions around parks governance and long-term strategy.
CY - Q2 Apr - Jun	<ul style="list-style-type: none"><input type="checkbox"/> Support MBP construction efforts.<input type="checkbox"/> Begin implementation of the comprehensive greenspace strategy	<ul style="list-style-type: none"><input type="checkbox"/> Direct staff on 2027 planning/code work to undertake to support greenspace strategy
CY - Q3 Jul - Sept	<ul style="list-style-type: none"><input type="checkbox"/> Support MBP construction efforts.	
CY - Q4 Oct - Dec	<ul style="list-style-type: none"><input type="checkbox"/> Support MBP construction efforts and plan park grand opening<input type="checkbox"/> 4th application for Good Neighbor Program<input type="checkbox"/> Develop Budget Requests for Parks and Greenspace work	<ul style="list-style-type: none"><input type="checkbox"/> Report on 3-year Goal progress and provide direction for ongoing operationalization of greenspace and park work

DRAFT

**WS 1. 11/18/25
Presentation**

Parks and Greenspace

2025 Q4

WORK SESSION | NOVEMBER 18, 2025





Q3 Staff Accomplishments

July - September



Parks & Recreation Board

- New by-laws adopted
 - May need to be updated *slightly* for DAC alternates and the potential permanent Naming Policy sub-committee with ESC & Library Board
- Next discussion on Naming Policy and Memorial & Donation Policy will be January 6, 2026, after *Engage Milwaukie* survey ends on December 1 (48 responses so far)
- PARB adopted goals in 2025 for 2025-26
 - PARB will discuss current goals with Council at the March study session with all BCs; work on new goal setting in summer of 2026



NATURE IN NEIGHBORHOODS COMMUNITY CHOICE

- Projects expected to be \$250k
 - \$85k match with \$165k of grant dollars
 - Expected Fall 2026 award, 2 years for IGA, and 3 years for implementation
 - Separate Capital grants up to \$2m available in 2026 for 2027 dispersal
- Clackamas County saw twice as much participation as Washington County's round in 2024
 - 178 project ideas submitted
 - 83 going on to the first public vote



NATURE IN NEIGHBORHOODS ACQUISITION

- Metro also solicited ideas from the community for park & greenspace acquisition in the idea submission round
- There were no feasible community suggestions made in existing 'park deserts'
- Staff asked Metro to prioritize inquires with private property owners near Elk Rock Island, Willow Place Natural Area, Cartasegna Farm, and Scott Park
- Number of willing sellers and appraised value will determine if there will be a commentative process in the future



NATURE IN NEIGHBORHOODS COMMUNITY CHOICE

- Metro selected 50 projects after first round of public voting (increased 30 to allow greater geographic representation)
 - 19 out 50 projects are in Milwaukie; top three all in Milwaukie
 - Only 15 projects are expected to be funded
 - Some projects may be adjusted for scope, combined, removed, or transferred to other jurisdictions
- Metro will offer 4 public design workshops hosted by local boards and committees in February



NATURE IN NEIGHBORHOODS: NEXT STEPS

- City staff met with Metro staff to provide initial feedback on list of 19 last week
 - Staff did initial review based on feasibility and financial match availability
- **November 19:** PARB review and discussion of project prioritization
- **December 9:** Council study session to review project prioritization list and PARB feedback
- **Mid-December:** City staff to give Metro final City recommendations for revised project list
- Second round of voting in March/April 2026





Good Neighbor Grants

- Grant agreements under development
- Staff will coordinate with grantees about project scope, additional funding opportunities, design/permitting, and limited technical assistance
- Funded projects for Elk Rock Island restoration, Minthorn Springs Boardwalk, Community Stormwater Engagement, Backyard & Residential Habitat
- City may look to apply for funds for NIN grant match, where possible





Q4 Staff Plans

October - December



Work and financial planning

- Complete scope of work and draft RFP for Greenspace Management Plan by December 19
- Develop parks and greenspace-related initial budget requests as part of FY 27-28 budget process
- Develop funding strategy and anticipated grant request forecasting for MBP, Kellogg & effected parks, NIN projects, and capital replacement



Public engagement

- Complete grant agreements for Good Neighbor awardees and work with partners to develop projects
- Develop website that points to external resources for water quality reporting
- Continue to partner with PARB, Council and Metro on Nature in Neighborhood program





Major projects: MBP and Kellogg

- **MBP next steps**
 - Requested a response by Dec. 1
 - City and County staff coordinating this week
 - BOC on recess until Dec. 2

- **Kellogg Restoration Project next steps**
 - Kellogg leadership team on agenda for Dec. 16 work session
 - Staff have requested a written response to Council's October letter
 - Staff continue to contribute 10+ hours a week to project meetings, design discussions, and technical coordination to support the project





Q1 2026 Preview

January - March



Q1 – 2026

- Solicitation of RFP for comprehensive Greenspace Management Plan
- Incorporate Parks and Greenspace work & staff into the FY27-28 budget
- Host a public development workshop for NIN project development at a special PARB meeting on February 19
- Develop funding strategy and grant application forecaster for future park and greenspace capital needs
- Apply for grants and coordinate the transfer of grants, plans, contracts, and construction specs for MBP





Q3 and early Q4 Council Accomplishments

July - October



Advanced Council actions

- Held discussion with Council on public-private partnerships and water quality testing
- Provided direction on different categories of greenspace for future mapping and management strategy
- Supported PARB through new member orientation, by-law development, elections, and preparation for goals
- Continued to advocate for Kellogg & MBP





Remaining Q4 and 2026 Q1 Council Plans

November - February



Q4: November – December

- **November – December:** Make plan for NDA roadshow in 2026 to discuss parks priorities (Councilor Massey)
- **December 2 and 16:** Continue to try to advance and adopt MBP IGA
- **December 9:** Discuss Metro NIN projects at work session on Tuesday, December 9
- **December 16:** Meet with Kellogg Restoration Project Leadership Team





Q1 2026: January - March

- **January:** Weigh in on public engagement strategy for Greenspace Management Strategy once RFP/SOW are complete
 - Technical Advisory Committee? Stakeholder roundtables?
- **January:** Launch NDA roadshow (Councillor Massey)
- **January – February:** Engage in conversations with staff and community about MBP fundraising plan



COUNCIL STAFF REPORT

To: Mayor and City Council
Emma Sagor, City Manager

Reviewed: Joseph Briglio, Assistant City Manager

From: Mandy Byrd, Development Project Manager

Subject: **Land Banking Strategy Discussion**

Date Written: Sept. 24, 2025

ACTION REQUESTED

Council is asked to participate in a presentation and discussion about the city's land banking strategy, which is one of the implementation items listed in the [Housing Production Strategy \(HPS\)](#).

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

April 19, 2016: Council declared a housing emergency in response to a combination of low vacancy rates and rapidly increasing rents and home sale prices. This emergency has been extended numerous times.

[June 6, 2023](#): Council adopted the city's HPS.

[February 4, 2025](#): Council approved Resolution 10-2025, adopting Council goals for calendar years 2025 to 2027.

[June 3, 2025](#): Council reviewed the Affordability Goal Action Plan.

ANALYSIS

Milwaukee's HPS lists ten implementation actions to increase the production of affordable housing in our city, one of which is to develop a land banking strategy. There are different levels of land banking strategies that municipalities can adopt, depending on their size and capacity. Some jurisdictions fund and operate their own comprehensive land banking programs; others act more as a partner to support community land trusts and other partners in development of affordable housing. While comprehensive land banking programs can be an effective strategy for large jurisdictions in managing vacant and underutilized properties, a smaller city like Milwaukee often doesn't have the (resource) capacity or (legal) infrastructure for a full-service land banking program because of:

- 1. Limited Financial Resources** – Land banking requires upfront capital to purchase properties, plus ongoing funds for maintenance, insurance, taxes, and potential improvements. Small cities typically operate with lean budgets and can't tie up funds in non-revenue-producing land.
- 2. Staffing Constraints** – Managing a land bank for affordable housing requires staff with expertise in real estate, property law, development finance, and ongoing operations and asset management. Small cities usually don't have specialized staff for this and can't absorb the additional workload.

3. **Scale of Impact** – Land banking works best where there’s a large volume of tax-foreclosed, vacant, or underutilized properties. In small cities, the number of properties is often too low to justify the overhead and organizational structure.
4. **Legal and Administrative Framework** – Setting up a land bank often requires enabling legislation, intergovernmental agreements, and specialized administrative processes. Small cities may lack both the legal infrastructure and the political capacity to create and sustain one.
5. **Opportunity Cost** – For a small city, focusing on land banking could divert attention and resources from other urgent priorities like infrastructure maintenance, housing programs, or economic development efforts.

In summary, land banking can be a resource-intensive tool that works best in larger cities with more vacant properties, specialized staff, and bigger budgets. For a city our size, we don’t have the financial resources, staff expertise, or property volume to sustain a land bank without pulling resources away from other essential services. That said, a smaller-sized city doesn’t need to create a formal land banking program to be strategic with land. Instead, it can adopt “land readiness” or “land disposition” policies that help guide decisions when opportunities come up.

Staff’s Recommendation

To address the capacity limitations with a formal land banking program as described above, staff recommends a “middle-ground approach” to Milwaukee’s land banking strategy--an approach that will align with existing goals, resources, and capacity. Following are some of the recommended strategies that will allow staff to strategically respond to land opportunities, without creating a formal land bank

Policy Framework Instead of a Land Bank

- Adopt a simple policy that outlines criteria for when the city should acquire, hold, or dispose of land (e.g., for affordable housing, economic development, parks).
- This avoids creating a new entity but still ensures decisions are consistent and strategic.

Case-by-Case Land Acquisition Fund

- Set aside a modest “opportunity fund” in the budget or partner with a local foundation/agency.
- This gives flexibility to act quickly if an important property becomes available, without committing to the full infrastructure of a land bank.

Partnership-Based Approach

- Work with nonprofits, community land trusts, or regional land banks to handle property acquisition and management.
- The city plays more of a convening or facilitating role rather than taking on ownership.

Land Use Agreements Instead of Ownership

- Use tools like land swaps, development agreements, or first right-of-refusal ordinances to influence land use without carrying the cost of owning property long-term.

Inventory & Monitoring

- Keep a simple internal inventory of vacant or tax-foreclosed parcels and track opportunities.
- This helps the city be proactive without needing a standing land banking structure.

Questions for Discussion

1. Does council agree with staff's recommended approach?
2. Are there steps you'd rather see the city take?
3. Given the current council goals, what are the policy priorities you would like to see reflected in a land policy framework?
4. Are you supportive of seeing a budget ask related to this framework and recommendation?

BUDGET, CLIMATE, EQUITY, WORKLOAD IMPACTS

Impacts will depend on an adopted strategy/policy and any future land banking opportunities that arise.

COORDINATION, CONCURRENCE, OR DISSENT

Coordination, concurrence, or dissent will depend on an adopted strategy/policy and any future land banking opportunities that arise. Possible coordination, concurrence or dissent could come from partners such as nonprofit developers, Housing Authority of Clackamas County (HACC), community land trusts, real estate brokers, legal counsel, Oregon Housing and Community Services (OHCS), and the county tax assessor.

STAFF RECOMMENDATION

The staff recommendation is expressed in the approach discussed above.

ALTERNATIVES

Council could instruct staff to move in a different direction.

ATTACHMENTS

None.

WS 2. 11/18/25
Presentation

LAND BANKING STRATEGY

City Council
November 18, 2025

Joseph Briglio, Assistant City Manager
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and

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Land Banking Strategy – Intro

'23 Housing Production Strategy

- A. Develop a Land Bank Strategy and Partnerships to Support Affordable Housing Development
- B. Reduced SDCs or Planning Fees
- C. Multiple-Unit Limited Tax Exemption Program
- D. Increase Capacity in the HDR Zone
- E. Evaluate Incentives for Affordable Housing Development such as Density Bonuses
- F. Develop Pre-Approved Plan Sets for ADUs and Middle Housing Typologies
- G. Develop Housing Options and Services to Address And Prevent Houselessness
- H. Revolving Loan Fund for Homeownership Assistance
- I. Urban Renewal/Tax Increment Finance (TIF)
- J. Construction Excise Tax

'25 Council Goal Action Plan

Housing Actions

- Provide direction on:
 - o Next steps with increasing high-density housing capacity (HPS Item D)
 - o Land bank strategy (HPS Item A)

Land Banking Strategy – Options

(More Resource Intensive)

Formal program for real estate disposition

Capital acquisition fund

Proactive search for land acquisitions

Ongoing source of land for development

Land Bank Strategy Approaches

(More Middle Ground)

Partner with community land trusts

Policy framework

Land use agreements (such as Right of Refusal)

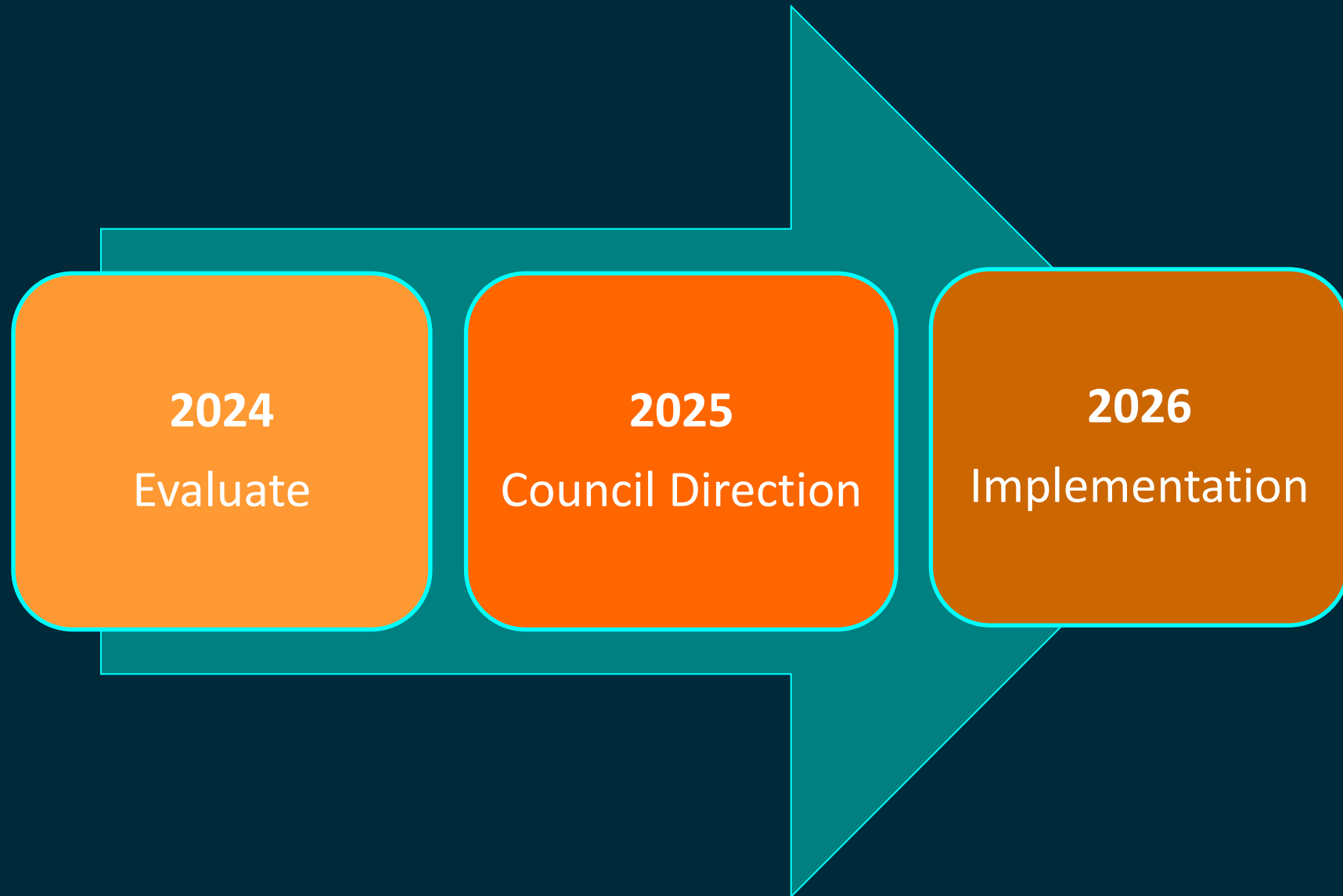
Inventory and monitoring

Staff Recommendation

Right of Refusal Policy

- A Right of Refusal Policy gives the city leverage without owning or managing land long-term.
- The city sets a policy that applies to specific properties or situations such as:
 - Properties in key locations (near transit, in redevelopment areas)
 - Surplus public land
 - Privately owned regulated affordable housing that's at risk of being sold
- This gives the City a head start (before private buyers enter the picture) to pass its right to a nonprofit entity who can opt to buy and steward the property for affordable housing.
- If the City (or its partner) doesn't act within the timeline, the owner can complete the sale on the open market.

Land Banking Strategy – HPS Timeline



Land Banking Strategy – Discussion

1. Does Council agree with staff's recommended approach?
2. Are there steps Council would rather see the city take?
3. Given the current Council goals, what are the policy priorities Council would like to see reflected in a land policy framework?
4. Is Council supportive of seeing a budget ask related to this framework and recommendation?

