

**Study Session**

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**Milwaukie City Council**

## COUNCIL STUDY SESSION

City Hall Bing Cherry Conference Room (third floor)  
10501 SE Main Street & Zoom Video Conference  
([www.milwaukieoregon.gov](http://www.milwaukieoregon.gov))

## AGENDA

DECEMBER 9, 2025

**Council will hold this meeting in-person and by video conference.** The public may come to City Hall or join the Zoom webinar. This meeting will not be aired live, it will be recorded and broadcast later.

**For Zoom login** find the meeting event on the city calendar at [www.milwaukieoregon.gov](http://www.milwaukieoregon.gov).

**Written comments** may be delivered to City Hall or emailed to [ocr@milwaukieoregon.gov](mailto:ocr@milwaukieoregon.gov).

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

**Page #**

1. **New Staff Introductions – Report** (4:00 p.m.)  
Staff: Emma Sagor, City Manager
2. **Milwaukie Nature-in-Neighborhoods Idea – Discussion** (4:30 p.m.) 1  
Staff: Adam Moore, Parks and Greenspace Development Manager,  
Katie Gavares, Climate and Natural Resources Manager
3. **Council Reports** (5:15 p.m.)
4. **Adjourn** (5:30 p.m.)

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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.



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## MINUTES

DECEMBER 9, 2025

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

**Staff Present:** Katie Gavares, Climate and Natural Resources Manager  
Nicole Madigan, Deputy City Recorder  
Adam Moore, Parks and Greenspace Development Manager

Alfred Moussalli, Urban Forester  
Peter Passarelli, Public Works Director  
Marta Petteni, Emergency Management and Resilience Coordinator  
Emma Sagor, City Manager

**Mayor Batey** called the meeting to order at 4:03 p.m.

### 1. New Staff Introductions – Report

**Council President Anderson** explained that Mayor Batey was in another meeting and would join the study session later.

**Sagor, Gavares, and Passarelli** introduced new staff, Alfred Moussalli, Urban Forester, and Marta Petteni, Emergency Management and Resilience Coordinator. **Petteni** and **Moussalli** provided background information on what brought them to Milwaukie.

**Sagor** explained how the new staff's work connected to Council goals. The group discussed the potential impacts of the emerald ash borer infestation on the city's tree canopy, the balance between tree preservation and housing development, and the feasibility of meeting the city's tree canopy goal.

**Council President Anderson** asked for Petteni's perspective on differences between local governance in Italy and the United States, and **Petteni** shared that Milwaukie's pace of change, openness to new ideas, and ability to implement policy at a local scale felt faster and more dynamic than what had been experienced in Italy. **Councilor Khosroabadi** and **Petteni** discussed Petteni's experience with tiny house development.

### 2. Milwaukie Nature-in-Neighborhoods Idea

**Moore** presented an overview of Metro's Nature in Neighborhoods grant program, focusing on the Community Choice program and the need to strategically narrow Milwaukie's project list ahead of the final development and voting phase. **Moore** explained which projects should be removed, why, and how the projects could still be achieved by other means and emphasized that removing projects from the list did not eliminate them from future consideration but allowed the city to focus resources on projects most likely to succeed in the final round. **Moore** presented the final list of projects.

Mayor Batey and Councilor Stavenjord joined the meeting at 4:57pm

The group discussed the recommended project list, funding and match implications, and how Metro's upcoming design workshops and final vote would refine scope and feasibility; Council also raised questions about specific projects and noted that proposals could be adjusted, withdrawn, or pursued through other funding paths if needed.

**Moore** explained next steps for the projects list. **Sagor** commented on Metro's process and staff coordination.

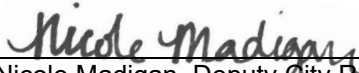
### **3. Council Reports**

**Mayor Batey** reported on updates from the Metro Mayors' Consortium call, noting a significant increase in demand for food assistance. **Batey** encouraged the community to support the Clackamas Service Center (CSC) through donations and highlighted regional coordination efforts to distribute food through schools and community partners. **Batey** also shared updates on reforms to Metro's Supportive Housing Services (SHS) oversight structure, which prompted a Council discussion on efforts to standardize data collection and metrics across counties.

### **4. Adjourn**

**Mayor Batey** adjourned the meeting at 5:33 p.m.

Respectfully submitted,

  
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Nicole Madigan, Deputy City Recorder

**COUNCIL STAFF REPORT**

**To:** Mayor and City Council  
Emma Sagor, City Manager

**Date Written:** Nov 25, 2025

**Reviewed:** Peter Passarelli, Public Works Director,

**From:** Adam Moore, Parks and Greenspace Development Manager, and Katie Gavares, Climate & Natural Resources Manager

**Subject:** **Nature in Neighborhoods – Community Choice Program: Project Prioritization**

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**ACTION REQUESTED**

Council is asked to review and provide direction on the Park & Recreation Board's (PARB) recommended list of ten Nature in Neighborhoods (NIN) Community Choice projects. Council feedback will guide the final prioritized list that city staff will submit to Metro in mid-December.

**HISTORY OF PRIOR ACTIONS AND DISCUSSIONS**

[February 4, 2025](#): Council adopted Parks & Greenspace as one of three citywide goals for 2025–2027. This goal emphasizes completing Milwaukie Bay Park by 2027, initiating restoration of the Kellogg Creek Natural Area, improving public satisfaction with parks, and expanding access to greenspace across the city.

[May 6, 2025](#): Council reviewed and refined the draft Parks & Greenspace Goal Action Plan, including metrics, implementation partners, and priority actions. Staff provided further updates on July 18, through the Q2 Parks & Greenspace Quarterly Goal Update.

[August 5, 2025](#): Staff briefed Council on the Metro NIN Community Choice program, including initial feasibility considerations and draft assessments of accessibility, equity impacts, and potential alignments with Council's Greenspace goals.

[November 18, 2025](#): Staff presented preliminary analysis of Milwaukie's nineteen eligible NIN projects at the Parks & Greenspace Work Session.

[November 19, 2025](#): PARB reviewed staff's initial recommendations and voted unanimously (5–0) to support nine projects identified as feasible and to add Project #28: New Trail Connection to North Clackamas Park.

**ANALYSIS**

Metro's NIN Community Choice program is a central component of the 2019 Metro Parks and Nature Bond. The program is deliberately structured to elevate community-driven priorities, expand equitable access to nature, and support projects that deliver tangible ecological and recreational benefits at the neighborhood scale. Unlike traditional grant programs where agencies submit technical proposals upfront, the Community Choice model begins with community idea generation and multiple rounds of public voting. This structure ensures that local investments reflect resident priorities and regional equity goals while also requiring strong collaboration between Metro and participating cities to ensure that selected projects are feasible, well-designed, and capable of being implemented within the bond's timelines.

The 2025–2026 Community Choice cycle generated substantial regional engagement. Metro received 178 project ideas from individuals, community groups, schools, nonprofits, and local governments. These ideas represented a wide spectrum of interests, including habitat restoration, community gardening, nature play, improved water access, pedestrian and bicycle connectivity, tree canopy expansion, and education about culturally significant landscapes. Of the 178 ideas, Metro advanced 83 into the first community voting round. This initial vote serves to identify geographic and thematic interest areas and to highlight projects that resonate broadly across communities.

After reviewing the outcome of the first public vote, Metro selected fifty projects for further development based on community support, geographic distribution, and the desire to ensure more equitable representation of communities that have historically received fewer nature-based investments. 19 of the 50 selected projects are located in Milwaukie, more than in any other jurisdiction. This strong representation reflects Milwaukie residents' engagement with nature-based planning as well as the alignment between community-generated concepts and the city's adopted Greenspace goals.

During the development phase, local governments play an important advisory and evaluative role. Metro is asking participating jurisdictions to assess local feasibility, identify potential match sources, consider long-term operations and maintenance implications, and confirm alignment with adopted city plans and policies. Although Metro retains decision-making authority in selecting final awards, the program relies on cities to flag potential implementation challenges such as land ownership constraints, environmental permitting complexity, or a lack of sustainable stewardship capacity. Conversely, cities are encouraged to elevate those projects that align closely with regional and municipal objectives, such as improving habitat quality, expanding public access to nature, or supporting climate resilience.

Between January and March 2026, Metro will host regional design workshops to help refine project concepts. These workshops bring together project sponsors, community members, Metro staff, and representatives from local governments. They offer space to clarify scope, refine cost estimates, consider accessibility and climate-resilience elements, and identify community engagement needs. For Milwaukie, this workshop phase is especially important, as many of the local projects involve ecological restoration, wetland enhancement, water access, or trail connectivity, project types that require close collaboration with the city, North Clackamas Parks and Recreation District (NCPRD), watershed councils, or state agencies.

After these refinements, Metro will hold a second round of public voting. This final vote gives residents the opportunity to evaluate more fully developed project concepts, including their community benefits, cost structure, ecological uplift, and alignment with local and regional priorities. Metro then evaluates public input alongside feasibility, equity outcomes, environmental benefits, and geographic considerations when selecting final awards. Metro expects to fund approximately fifteen projects across the region, and given Milwaukie's strong representation and project quality, staff believe that three to four Milwaukie projects are strong candidates for funding.

The PARB-recommended project list includes ten projects that together reflect ecological restoration, nature access, connectivity, nature-based recreation, culturally relevant wildlife habitat, and community enjoyment of Milwaukie's waterways and natural areas. These projects align with Milwaukie's climate, equity, and greenspace goals while also being achievable within the required timelines if selected for funding. The recommended projects are:

- #30 Restore Furnberg Wetlands
- #28 New Trail Connection to North Clackamas Park
- #26 Railroad Bike Trail Oasis
- #24 Furnberg Nature Play
- #15 Accessible Nature Skate at Water Tower Park
- #13 Boardwalk at Minthorn Springs
- #9 Milwaukie Neighborhood Swift Roost
- #6 Connect Waterfront Trails
- #3 Habitat Restoration at Elk Rock Island
- #1 Water Access for Swimmers at Milwaukie Bay Park

In addition to the Community Choice grants, Metro administers a Capital Grants Program intended for large, regionally significant ecological restoration or access projects, with awards of up to two million dollars. Staff recommend pursuing a Capital Grant for Milwaukie Bay Park Phase III in 2026 and a separate Capital Grant for Kellogg Creek Restoration in 2027. Both projects align with Metro’s evaluation criteria and are priorities under Council’s Parks & Greenspace Goal Action Plan.

**BUDGET IMPACT**

There is no immediate fiscal impact associated with Council’s consideration of the recommended project list. If Milwaukie is awarded Community Choice grants, each project will require approximately \$85,000 in local match. Match funding may come from the Good Neighbor Grant program, existing parks capital funds, partner contributions, or future budget proposals.

**CLIMATE IMPACT**

Many of the recommended projects directly support climate resilience by restoring wetlands, improving riparian habitat, enhancing shade and tree canopy, mitigating urban heat island effects, and strengthening biodiversity. Several projects also promote active transportation by enhancing trail connectivity along waterfront and creek corridors.

**EQUITY IMPACT**

The recommended project list supports equitable access to greenspace across Milwaukie’s neighborhoods. Metro’s Community Choice process ensures diverse public participation through multilingual outreach, online and in-person voting opportunities, and community-initiated concept development. Many recommended projects provide benefits to areas with lower existing tree canopy, fewer recreational amenities, and limited access to nature or water. The project set reflects Milwaukie’s commitment to equity in park and greenspace investment.

**WORKLOAD IMPACT**

If Milwaukie receives Community Choice awards, staff will need to support project scoping, community engagement, contracting, permitting, and construction oversight during the 2026–2029 implementation period. This workload is consistent with anticipated needs under the Parks & Greenspace Goal Action Plan.

**COORDINATION, CONCURRENCE, OR DISSENT**

This work has been coordinated among Climate & Natural Resources, the City Manager’s Office, PARB, Metro, and NCPRD. PARB voted unanimously (5–0) to support the recommended project list.

**STAFF RECOMMENDATION**

Staff recommend that Council endorse the PARB-recommended list of ten Community Choice projects, direct staff to submit the final project list to Metro in mid-December.

**ALTERNATIVES**

1. Modify the recommended list of Community Choice projects.
2. Decline to submit a prioritized list (not recommended).

**ATTACHMENTS**

None.

# Nature in Neighborhoods: Community Choice

**Adam M. Moore** (he/him)  
Parks & Greenspace Development Manager

12.9.25



# Nature in Neighborhoods: Four different grants

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Metro offers four different types of grants under the 'Nature in Neighborhood' name:

- **Community Choice:** Small participatorily budgeted grants from the community
- **Capital:** Large grants for public capital improvements
- **Nature Education:** Biannual grants for programs that connect people with nature
- **Community Stewardship & Restoration:** Support and build partnerships

All grants support restoration of wildlife habitat, improvement to water quality, and connecting people to nature close to home. Grants are designed to support communities across the Metro region, with emphasis on historically marginalized communities.

Additional information: [oregonmetro.gov/tools-partners/grants-and-resources/nature-grants](https://oregonmetro.gov/tools-partners/grants-and-resources/nature-grants)

# Nature in Neighborhoods: Community Choice

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Between \$2 and \$3 million in **total** funding for projects in Milwaukie, Johnson City, Gladstone, Oregon City, and the unincorporated areas of Clackamas County served by NCPRD.

Community Choice projects expected to be about **\$250k**:

- **\$85k** match provided by the city with **\$165k** of grant dollars
- Expected Fall 2026 award, 2 years for IGA, and 3 years for implementation
- Projects developed and voted on by the community, with three development stages and two public votes.

Twice as much participation as Washington County in 2023 with **178** project ideas submitted and 83 going on to the first public vote. Over **1,400** people voted in the first round.

# Nature in Neighborhoods: Community Choice

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Metro increased the number of projects that made it through the first round of votes to allow for more geographical distribution of projects (increased to 50 from 30)

- 19 out of 50 projects are in Milwaukie with the top three all in Milwaukie
- Only 15 projects are expected to be funded countywide

Metro will offer 4 public design workshops hosted by local boards and committees in February – including a special PARB meeting on February 18 at the Ledding Library at 5:30p

Development of site plans, budgets, and basic designs will take place in through the spring of 2026, with the second public vote in the summer of 2026

# Community Choice: Recommendations

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- Staff received the results of the first vote on 11.10 & met with Metro to review the results of the first vote on 11.14
- Staff developed a recommendation list of 9 projects to move forward in the Community Choice program, based on project feasibility, relationship to other larger projects, availability of match dollars, and popularity in the first vote.
- Staff recommended that some projects were better as part of larger priority projects, and therefore were recommended to be pulled from the Community Choice program
- PARB and staff reviewed all 43 projects and the recommendations. PARB added a 10<sup>th</sup> project to the recommendation list at their meeting on 11.19

# Recommendations: Capital Program Grants

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**Remove #2: Activate Milwaukie Waterfront:** recommend prioritizing MBP Phase III

Project is essentially Phase III as submitted

Recommend removing from Community Choice and applying for a capital grant in 2026

**Remove #23, #27: Kellogg Creek Related Projects:** recommend prioritizing the Kellogg Restoration

Projects are very closely related to the larger dam removal and creek restoration

Recommend removing from Community Choice and applying for a capital grant in 2027

# Recommendations: Combine & Prioritize

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#42: Minthorn Creek Restoration & #13 Minthorn Springs Boardwalk

Recommend combining & prioritizing the boardwalk at Minthorn Springs

#7: ERI Accessible Boardwalk & Fishing & #3 Habitat Restoration at ERI

Recommend combining & prioritizing the restoration at Elk Rock Island

# Remove from Community Choice

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## #43: Ardenwald Community Garden / Food Forest

Recommend developing strategy and partnerships to ensure success of community gardens and food forests in park properties

## #12: Increase Tree Canopy

Community suggestion was on ODOT ROW near 224, recommend using other programs to fund tree canopy work on City controlled property

# Recommendations: NCPRD?

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#29: Enhanced Dog Park Experience – NCP: **Recommend transfer**

NCPRD has a short-term project at NCP, match unlikely from City given current goals

#41: Accessible Nature Skate – **Recommend transfer**

Project is outside the City limits & a nature skate project is also on the list for Water Tower Park

# Recommendations: Further Development

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## Recommend Further Development in Community Choice:

#30: Restore Furnberg Wetlands

#13: Boardwalk at Minthorn Springs

#28: New Trail Connections to NCP (PARB added)

#9: Milwaukie Neighborhood Swift Roost

#26: Railroad Bike Trail Oasis

#6: Connect Waterfront Trails

#24: Furnberg Nature Play

#3: Habitat Restoration at Elk Rock Island

#15: Accessible Nature Skate at Water Tower Park

#1: Water Access for Swimmers at MBP

## Staff Recommend Capital Project Program in Nature in Neighborhoods:

Milwaukie Bay Park Phase III (#2) – 2026 application

Kellogg Creek Restoration (#27, #23) – 2027 application



Metro Nature in Neighborhood  
Community Choice Grants

**SS 2. 12/9/25  
Exhibit**

<b>Rank of 83</b>	<b>Project Name</b>	<b>Location</b>	<b>PARB Recommendation</b>	<b>Staff Recommendation</b>	<b>Related to Larger Project?</b>
1	Water Access for Swimmers at Milwaukie Bay Park	Milwaukie Bay Park	Move forward	Move forward	No
2	Activate Milwaukie Waterfront	Milwaukie Bay Park	Submit capital grant in 2026	Remove & submit capital grant in 2026	MBP Phase III
3	Habitat Restoration at Elk Rock	Elk Rock Island	Move forward	Move forward	ERI Restoration
6	Connect and Plant Waterfront Trails	Island Station near WES	Move forward	Move forward	No
7	Accessible Fishing & Board Walk at Elk Rock Island	Elk Rock Island	Combine with #3	Combine with #3	No
9	Milwaukie Neighborhood Swift Roost	Bertman House	Move forward	Move forward	Bertman Deconstruction
12	Increase Tree Canopy	ODOT ROW 99e	Remove	Remove	No
13	Boardwalk through Minthorn Springs	Minthorn Springs ROW	Move forward	Move forward	Minthorn Boardwalk
15	Accessible Nature Skate at Water Tower Park	Water Tower Park	Move forward	Move forward	No
23	Treat Stormwater Above Kellogg Creek	Kellogg Creek Near Rowe	Submit capital grant for in 2027	Remove & submit capital grant in 2027	Kellogg Creek Restoration
24	Furnberg Nature Play	Furnberg Park	Move forward	Move forward	No
26	Railroad Bike Trail Oasis	Railroad ROW	Move forward	Move forward	Railroad Trail
27	Improving Kellogg Creek for Birds	Dogwood Park	Submit capital grant for in 2027	Remove & submit capital grant in 2027	Kellogg Creek Restoration
28	New Trail Connection to North Clackamas	Casa Del Rey Drive / NCP	Move forward	Discuss with NCPRD	No
29	Enhanced Dog Park Experience in North Clackamas	NCP	Discuss with NCPRD	Discuss with NCPRD	NCP
30	Restore Furnberg Wetlands	Furnberg Park	Move forward	Move forward	No

Metro Nature in Neighborhood  
Community Choice Grants

<b>31 - 50: Original cut-off</b>					
41	Accessible Nature Skate	Outside city limits	Discuss with NCPRD	Discuss with NCPRD	No
42	Minthorn Spring / Creek Restoration	Minthorn Creek near 45th	Combine with #13	Combine with #13	No
43	Ardenwald Community Garden Food Forest Path	Ardenwald Park	Remove	Remove	No

<b>51 - 83: Ineligible to move forward</b>					
51	Scott Park Connect to Nature (Bird Boardwalk)	Scott Park		Ineligible	No
52	Natural Noise Barrier (Trees) at Kronberg Park	Kronberg Park		Ineligible	Yes
53	Pollinator Gardens	Dispersed		Ineligible	No
54	Greening community gardens / Community Garden	Dispersed		Ineligible	No
55	Pocket Nature Park	East side		Ineligible	No
59	Persian Garden in Oregon	Undisclosed		Ineligible	No
60	Interpretive Nature Trails in NCP	NCP		Ineligible	Yes
61	Pollinator Garden at NCSD	NCSD		Ineligible	No
65	Growing Shade at Ardenwald Park	Ardenwald Park		Ineligible	No
70	Planting Restoration with Culturally Significant Fruit Trees	Milwaukie Cemetery		Ineligible	No
74	Pollination Education	Dispersed		Ineligible	No
79	Scott Park Bird (Electric & Interactive) Education Kiosk	Scott Park		Ineligible	No