



Work Session

WS

Milwaukie City Council

COUNCIL WORK SESSION

City Hall Council Chambers, 10722 SE Main Street
& Zoom Video Conference (www.milwaukieoregon.gov)

AGENDA

JUNE 7, 2022

Council will hold this meeting in-person and through video conference. The public may attend the meeting by coming to City Hall or joining the Zoom webinar, or watch the meeting on the [city's YouTube channel](#) or Comcast Cable channel 30 in city limits. **For Zoom login** visit <https://www.milwaukieoregon.gov/citycouncil/city-council-work-session-301>.

To participate in this meeting by phone dial 1-253-215-8782 and enter Webinar ID 897 8131 1965 and Passcode: 519687. To raise hand by phone dial *9. **Written comments** may be delivered to City Hall or emailed to ocr@milwaukieoregon.gov. Council may take limited verbal comments.

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

Page #

1. Clackamas Cities Association Dinner – Check-In (4:00 p.m.)

Staff: Scott Stauffer, City Recorder

2. Neighborhood Park Projects – Update (4:10 p.m.)

Staff: Adam Moore, Parks Development Coordinator

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3. Adjourn (4:40 p.m.)

Executive Session

After the work session Council will meet in executive session pursuant to Oregon Revised Statute (ORS) 192.660 (2)(h) to consult with counsel concerning the legal rights and duties of a public body with regard to current litigation or litigation likely to be filed.

Meeting Accessibility Services and Americans with Disabilities Act (ADA) Notice

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Servicios de Accesibilidad para Reuniones y Aviso de la Ley de Estadounidenses con Discapacidades (ADA)

La ciudad se compromete a proporcionar igualdad de acceso para reuniones públicas. Para solicitar servicios de asistencia auditiva y de movilidad, favor de comunicarse a la Oficina del Registro de la Ciudad con un mínimo de 48 horas antes de la reunión por correo electrónico a ocr@milwaukieoregon.gov o llame al 503-786-7502. Para solicitar servicios de traducción al español, envíe un correo electrónico a espanol@milwaukieoregon.gov al menos 48 horas antes de la reunión. El personal hará todo lo posible para responder de manera oportuna y atender las solicitudes. La mayoría de las reuniones del Consejo de la Ciudad se transmiten en vivo en el [canal de YouTube de la ciudad](#) y el Canal 30 de Comcast dentro de los límites de la ciudad.

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

JUNE 7, 2022

Council Present: Councilors Lisa Batey, Desi Nicodemus, Adam Khosroabadi, and Mayor Mark Gamba

Council Absent: Council President Kathy Hyzy

Staff Present: Justin Gericke, City Attorney
Adam Moore, Parks Projects Coordinator
Nicole Madigan, Deputy City Recorder
Ann Ober, City Manager
Peter Passarelli, Public Works Director
Natalie Rogers, Climate & Natural Resources Manager
Scott Stauffer, City Recorder

Mayor Gamba called the meeting to order at 4:01 p.m.

1. Clackamas Cities Association (CCA) Dinner – Check-In

Stauffer provided an overview of who attends the CCA dinner, how often dinners were held pre-pandemic, who hosts, and the city's experience hosting, and when the last CCA dinner was held. **Stauffer** advised that the city signed up to be the first and only host of 2022 on October 27 and presented options for where the dinner could be held. **Stauffer** and **Batey** commented on October weather and how the city will host the only dinner in 2022.

Stauffer turned the topic over to Council to discuss what topics or themes they would like presented and if they wanted to proceed with hosting. **Mayor Gamba** explained the cost of hosting and **Stauffer** expanded on it. **Gamba**, **Councilor Batey**, and **Ober** discussed if the new Ledding Library building had been previously toured and if the event could be hosted there. **Batey** noted the benefits of attending a CCA dinner, especially for newer councilors and **Gamba** agreed. **Councilor Khosroabadi** expressed interest in attending and in the city hosting at the new library.

Stauffer summarized Council's interest in hosting the CCA dinner in 2022 and showcasing the library. **Councilor Batey** suggested the discussion topic could also focus on the new city hall. **Mayor Gamba** agreed and added thoughts on incorporating a discussion on energy efficiency between the old and new library buildings.

2. Neighborhood Park Projects – Update

Moore provided an overview of the progress and funding for Balfour, Bowman-Brae, and Scott Park projects. Master plans for Bowman-Brae and Balfour were being refined, and a new plan will be developed for Scott Park. **Moore** presented an updated development timeline that included completed, immediate, and future tasks and advised construction on the parks would begin in late 2023 and would be completed in Fall of 2024.

Moore revisited the community engagement goals that were previously presented to Council and shared results of the discussion between the Equity Steering Committee (ESC), the Park and Recreation Board (PARB), and the consultants. **Moore** highlighted the importance of building relationships with historically marginalized groups and how to build trust by being transparent and setting expectations. **Moore** shared how the ESC/PARB/consultant discussion had reshaped the event held at Scott Park on May 1.

Moore reported that the public feedback received from the Scott Park event had been compiled into a draft report by the consultants and would be available on the city's website – but key takeaways were that people enjoyed the pond and peace and quiet, but the water viewing area, general maintenance, and parking needed improvement. **Moore** stated uncertainty as to whether the parking concern could be addressed due to the limited amount of space. The most requested addition was for a natural play area, as well as improved nature and green space, better seating and gathering spaces and improved paths. **Moore** reported that 24 children had submitted park design drawings.

Moore reviewed next steps in the Scott Park project, including compiling all of the information received on May 1, hosting a meeting and sending a follow up survey in August, gathering feedback on designs, and submitting plans to Council in November and December.

Councilor Batey and **Moore** discussed whether all three parks needed to return to the Planning Commission. **Mayor Gamba** asked if the parks needed to go through the Planning Commission, why not rezone them as open space? **Moore** and **Ober** responded that due to time constraints rezoning the parks could not be done at this time, but the city plans to rezone all parks as open space in the next five years.

Moore reported that both Balfour and Bowman-Brae parks have old master plans that were approved by the Planning Commission but were never implemented and did not include a lot of public engagement. The same community outreach standards used for Scott Park will be applied to Balfour and Bowman-Brae, but the timeframe for both parks is shorter. Tentative dates for an open house were scheduled for July 18 for Balfour Park and July 25 for Bowman-Brae Park. These open houses would be smaller, fit within the neighborhood, and be mindful of the limited parking. Follow up surveys will be posted. **Moore** shared the importance and usefulness of hosting the open houses in the park.

Moore shared how three focus groups will be used to reach new people. As part of the equity discussion, it was suggested that non city staff lead discussions to remove barriers for those who feel uncomfortable engaging with government.

Councilor Nicodemus and **Moore** discussed the possibility of having an open house specifically held in Spanish, with translation available for English speakers.

Councilor Batey and **Moore** discussed inviting parents of children with disabilities to a focus group and going beyond Americans with Disabilities Act (ADA) requirements.

Councilor Batey would like to see a Russian speaking meeting or focus group for Balfour Park to communicate with the community at the Hillside site. **Moore** responded that there many different community groups the city would like to hold focus groups with, unfortunately the city is also financially constrained but other means of engagement are being worked on. **Batey** and **Moore** discussed other ways contact can be made with the Russian speaking community at Hillside.

Moore shared final engagement plans such as having staff hold office hours at the parks to reach community members while they utilized the current space and continue to provide monthly updates at the PARB meetings.

Councilor Nicodemus and **Moore** discussed writing grant reports and **Moore** shared there may be additional grant funds available.

The Group discussed the possibility of a path heading north out of Scott Park, the resistance staff has encountered in attempting to reach the correct property owners to make it happen, and a new possible lead that was acquired during the Scott Park open house.

Mayor Gamba posed a question about ADA play equipment and if the city should focus its efforts to produce one park that is fully immersive with ADA play equipment or incorporate a feature at every park. **Moore** responded that with feedback from the focus groups and open house events, the city will learn what the community feels is lacking in park amenities and that would be applied to the three parks in development.

The group discussed permaculture parks, some of the benefits and concerns, how combining a permaculture park with a community garden may address some of the concerns, how the city would work with third parties such as nonprofits, local master gardeners, and local conservation districts, and how survey participants can share if they are interested in seeing a permaculture park within the city.

3. Adjourn

Mayor Gamba announced that after the meeting Council would meet in executive session pursuant to Oregon Revised Statute (ORS) 192.660 (2)(h) to consult with counsel concerning the legal rights and duties of a public body with regard to current litigation or litigation likely to be filed.

Mayor Gamba adjourned the meeting at 4:51 p.m.

Respectfully submitted,

A handwritten signature in dark ink, reading "Nicole Madigan", written over a horizontal line.

Nicole Madigan, Deputy City Recorder

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COUNCIL STAFF REPORT

To: Mayor and City Council
Ann Ober, City Manager

Reviewed: Jennifer Lee (as to form), Administrative Specialist II

From: Peter Passarelli, Public Works Director, and
Adam Moore, Parks Development Coordinator

Subject: **Park Development Project Update**

Date Written: May 25, 2022

ACTION REQUESTED

Council is asked to receive an update on the development process of Balfour, Bowman-Brae, and Scott parks.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

Balfour & Bowman-Brae Parks

- [August 11, 2015](#): The Milwaukie Planning Commission recommended adoption by Council of the park master plans for Balfour, Bowman-Brae, and Robert Kronberg Nature Park.
- [October 20, 2015](#): Following a public hearing, the park master plans were adopted by Council but were not implemented due to lack of funding.

Scott Park

- [November 6, 1990](#): Council adopted the Scott Park Master Plan, which has not been fully implemented.
- [May 1, 2018](#): Council repealed the Scott Park Master Plan after a public hearing. Repeal of the plan had been recommended by the Planning Commission after a separate public hearing.

Park Development Project

- [September 14, 2021](#): The park development project was presented by staff and discussed by Council during a study session.
- [January 4, 2022](#): An update on the status of the park development project was presented by staff and discussed by Council during a study session.
- [January 18, 2022](#): Council adopted a resolution authorizing a grant agreement with the State of Oregon Department of Administrative Services.
- [February 1, 2022](#): Council adopted a resolution authorizing a contract for park design and development services with GreenWorks, P.C.

ANALYSIS

Project History

The State of Oregon awarded Milwaukie federal funding to complete the design and construction of the city's remaining neighborhood parks. This will include the refinement of existing plans for Balfour and Bowman-Brae parks, and the creation of a new master plan for

Scott Park. Awarded funding totaled \$2,250,000 with an anticipated allocation of \$1,000,000 for Balfour, \$700,000 for Bowman-Brae, and \$550,000 for Scott. Scott Park was also allocated \$60,000 in city general fund dollars. This project is primarily paid for with Federal American Recovery Plan Act (ARPA) funds received through Oregon's Coronavirus State Fiscal Recovery Funding. Funding for Balfour Park was provided through Oregon House Bill (HB) 5006, which designated funds for use in Oregon House of Representatives District 41 as requested by Representative Karin Power. Funding for Scott and Bowman Brae Parks was included in HB 5006 for use in Oregon Senate District 21 as requested by Senator Kathleen Taylor.

City staff completed a grant agreement with the state to accept the funds on January 24, 2022. Council adopted a resolution authorizing staff to enter into the grant agreement on January 18. On February 1 Council authorized staff to enter a contract with GreenWorks, P.C. to provide park design and development services. The contract was competed by staff on February 7. City staff and GreenWorks held a project kick-off meeting on February 2.

In 2020, Council adopted a new goal focusing on equity, inclusion, and justice. The city has spent a significant amount of time this year honing our outreach efforts to assure engagement with the Black, Indigenous, and People of Color (BIPOC) community. The city will be working with the newly created Equity Steering Committee (ESC) and the BIPOC community throughout the design process to assure these voices and the voices of our changing community are heard prior to development. On March 14, 2022, the consulting team lead by GreenWorks held an equity and public involvement discussion with members of the Parks and Recreation Board (PARB), the ESC, and city staff. The purpose of this meeting was to gather feedback and revise a draft on the project's public involvement plan (PIP).

Planning & Approval Process

Of the three parks, Balfour and Bowman-Brae are currently undeveloped and receive only light maintenance, whereas Scott Park is a developed park site adjacent to the new Ledding Library building. The parks have differing land use designations. Balfour and Bowman-Brae have approved master plans from 2014 that will need to be revised through a Council resolution and community service use approval process before the Planning Commission. The scope of work with the consulting team from GreenWorks includes two public meetings for these parks.

Scott Park has a master plan adopted by Council in the early 1990s, though the plan has aged, and the construction of the new library has made that plan obsolete. In 2018, the Scott Park Master Plan was repealed to allow for the development of the new library. Given the park's downtown location and the popularity of the library, as well as the natural resources on the site, Scott Park is anticipated to have much broader interest than the other two parks. The scope of work with the GreenWorks led consulting team calls for three Scott Park public meetings. The first public meeting was held as part of a park celebration event on May 1, 2022. This event provided information on the project timeline, the existing conditions of Scott Park, and gathered initial information from the public of the future amenities and features they would like to see in the park. Scott Park will require an approved resolution by Council; however, it will not require a community use approval by the Planning Commission. While the community use approval

process is not necessary, the city intends to present the new master plan to the Planning Commission prior to the permit and construction phases. Given the natural resources, aquatic habitat, and conservation area on site, Scott Park will also require additional environmental considerations, reviews, and approval processes.

The current grant agreement with the state ends on June 30, 2024, however, extensions may be provided by the state on a case-by-case basis. The project timeline below uses the project deadline of mid-October 2024.

Projected Timeline- Completed

Potential benchmarks – which are open to revision based on the consulting team hired and the grant agreements – are as follows:

Winter 2022

- Enter a grant agreement with the state.
- Enter a contract with selected firm(s) and refine timeline.
- Project kick-off.
- Existing conditions/site plan for Scott Park reviewed.
- Begin community engagement with members of the ESC and PARB, March 14, 2022.
- Develop PIP.
- Update key stakeholders.
- Begin quarterly Council updates on January 4, 2022.

Spring 2022

- First Scott Park Community Engagement Meeting – May 1, 2022,
- First Scott Park Community Engagement Survey – May 3 through May 19, 2022.
- Second Council update with PIP and Scott Park engagement summary.

Projected Timeline- Upcoming

Potential benchmarks – which are open to revision based on the consulting team hired and the grant agreements – are as follows:

Summer 2022

- Engagement and design refinement.
- Scott Park Second Community Engagement Meeting and Survey – Week of August 1, date to be determined.
- Balfour Park Community Engagement Meeting and Survey – Week of July 18, date to be determined.
- Bowman-Brae Community Engagement Meeting and & Survey – Week of July 25, date to be determined.
- Three community focus groups – dates to be determined.

Fall 2022

- Engagement and design refinement
- Scott Park Third Community Engagement Meeting and Survey – date to be determined.
- Balfour Park Second Community Engagement Meeting and Survey – date to be determined.

- Bowman-Brae Second Community Engagement Meeting and Survey – date to be determined.
- Third Council update September 2022.

Winter 2023

- Council update November 2022.
- Public presentation of plans November 2022.
- Plans to Council by December 6.

Spring 2023

- Final design work.
- Permitting process.

Summer 2023

- Construction solicitation.
- Construction contract(s).

Fall 2023 – Fall 2024

- Construction.

Fall 2024

- Project Completion.
- Ribbon Cutting.

Winter 2024

- Grant reporting and close out.

Current Status

City staff are working with the consulting team led by GreenWorks to create a new master plan for Scott Park and revise the existing North Clackamas Parks and Recreation District (NCPRD) plans for Bowman Brae and Balfour Parks. On March 14, city staff and project consultants led a discussion with members of the ESC and PARB to draft a PIP. This PIP is an internal city document that was developed to help guide the community engagement process with a focus on equity. The PIP provides several recommendations to the city in order to ensure that community engagement is approachable and removes barriers from participation for all, especially members of the BIPOC community.

On May 1, the city held the first community engagement meeting in the form of a celebration event. An online survey was conducted through the Engage Milwaukie website May 3-19. Results of the feedback from the park and from the survey will be discussed at the Council meeting. Results are not fully tabulated at the time of this staff report.

Next rounds of engagement, consistent with the project's public involvement plan, will be focus groups. After discussion with member of the ESC, PARB, and the consulting team, we have decided to convene 1) residents with disabilities, 2) the Black and African American communities, and 3) the Spanish-speaking and Lantinx/o/a communities. City staff will also do outreach at the upcoming Pride and Juneteenth events, as time allows. Additional pop-up engagement will occur at the parks, farmer's market, and future events as staff are available.

The next round of engagement for Scott Park will be held the week of August 1. This engagement will focus on the results of the information gathered at the May event and survey. It will most likely be an in-person event, during the week, and in the evening. The event will be more of a meeting, though attendees will still be fed, and city staff are looking into the possibility of offering childcare at the meeting.

The first rounds of engagement for Balfour and Bowman Brae parks are being planned. Staff are exploring options for open houses that would be scaled to the neighborhood level. Parking and accessibility at the parks are concerns, though outreach materials will encourage residents to walk or ride their bikes to the parks. Staff are also looking into ways to have the parking in front of the park reserved for those with mobility concerns or Americans with Disabilities Act (ADA) parking passes. Anyone with concerns should reach out to staff by phone at 503-786-7624 or email at parkprojects@milwaukieoregon.gov. Outreach materials for Bowman Brae and Balfour will be mailed out to addresses within either a half-mile or quarter-mile radius. Staff will work with PARB and the related neighborhood district associations (NDAs) for Bowman Brae and Balfour outreach.

CLIMATE IMPACTS

The park development project will help the city address climate change adaptation and mitigation goals at the neighborhood level. This project will add park amenities, vegetation, stormwater facilities, and sidewalks to existing city parkland. These new park amenities have the potential to limit automotive trips as residents living in the Ardenwald, Lake Road, and Historic Milwaukie neighborhoods will have developed parks within a walkable distance of their homes. Additional trees and plants will help with meet the city's 40% tree cover goals, while small rain gardens will help with storm water detention. Any development project will have a carbon footprint, though this project will strive to keep its carbon footprint small using natural, recycled, and/or locally sourced products wherever possible.

BUDGET IMPACTS

This project is primarily paid for with ARPA funds received through the state. Staff will work on a budget amendment to account for any revenue and expenses in the current fiscal year. Guidance provided by the League of Oregon Cities (LOC) and the state confirms that all project expenses since March 2020 will be eligible for reimbursement.

WORKLOAD IMPACTS

Public works staff will be leading the effort to develop these three parks while coordinating with other city departments and outside agencies as required. A full-time parks development coordinator has been hired, who will act as project manager and oversee the project consulting team. Under the direction of the public works director, the parks development coordinator will collaborate with NCPRD staff where appropriate, and staff in the city manager's office and the planning and engineering departments. In addition to Council, other public boards, and commissions, such as the ESC, PARB, and the Planning Commission will all be engaged, particularly as park master plans are created and refined. NCPRD's District Advisory Committee (DAC) and the Clackamas County Board of County Commissioners, which acts as the NCPRD Board, will also be informed of the city's progress on the project, where appropriate. Staff will manage workloads and currently have the capacity to manage the work detailed in this report.

COORDINATION, CONCURRENCE, OR DISSENT

Development of new public recreation space will require close collaboration between departments within the city, related outside agencies, and the public. Continued partnership with NCPRD and Clackamas County will be sought to help ensure successful completion of this important project.

STAFF RECOMMENDATION

Staff recommends that Council receive the update and provide direction to staff if needed.

ALTERNATIVES

None.

ATTACHMENTS

None.



CITY OF MILWAUKIE

Park Development Update

June 7, 2022



Project Review

- Total ARPA award: \$2,250,000
 - Balfour Park: \$1,000,000
 - Scott Park: \$550,000
 - Bowman-Brae Park: \$700,000
- Refine existing master plans for Bowman-Brae & Balfour
- New plan for Scott Park



Updated Parks Development Timeline

Complete

Hired Park Development Coordinator
Released and Evaluated RFQ
Identified Consultants

Complete

Grant Agreement (Jan 18)
Consultant Team Contract (Feb 1)
Scott Park Existing Conditions
Plan Equity-based Engagement Discussion (Mar 14)

Complete

Draft Public Involvement Plan
Scott Park Event (May 1)
Scott Park Survey (May 2 – 18)

Summer 2022

- Focus Groups (July 11 – July 29)
- Balfour Open House (~July 18)
- Bowman-Brae Open House (~July 25)
- Scott Park Meeting (~August 4)

Fall 2022

- Preferred Alternatives Meetings (Oct/Nov)
- Final plan presentation (Nov)
- City Council Update (Nov)

Winter 2023

- Present Plans to Council (Dec 6)
- Design process begins

Spring 2023

- Land Use Permitting

Early Summer 2023

- Final Design

Late Summer 2023

- Construction Begins

Fall 2024

- Project Completion
- Ribbon Cutting

Community Engagement Goals Reviewed

- Engagement will be equity-based
- Focused on working with our Equity Steering Committee to reach out to BIPOC population
- Spanish interpretation & translation will be provided
- Bring new people into the conversations



Equity-based Engagement

Key Take Always

- Address barriers
- Build relationships
- Be transparent
- Circling back helps build trust



Engagement Strategies

- Meals, stipends, child-care
- Multiple methods and opportunities for engagement
- Provide family activities, live music, and fun activities
- Meet people where they are



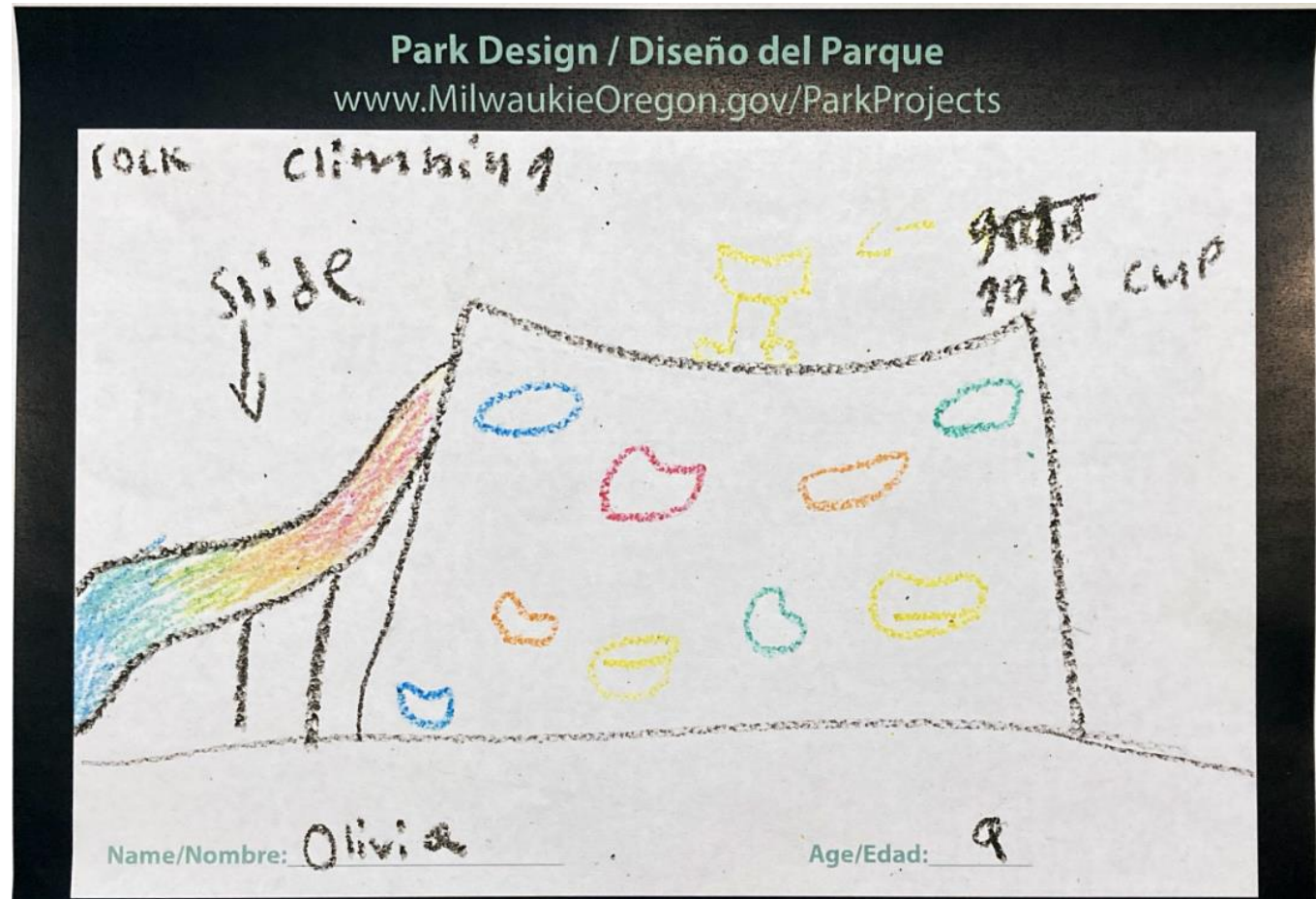
May 1 Event – Feedback themes



- **Duck pond** was a popular feature, and participants said they enjoy the **peace & quite** of the park
- **Water viewing** area feels unsafe and needs improvement, as does the park's **maintenance & parking** options
- Play area – **specifically a natural play area** – the most commonly requested improvement followed by more nature & green space, better seating & gathering spaces, and improved walking paths

May 1 Event – Children's responses

- Playgrounds very popular, specifically with swings & slide



Future steps for Scott Park

- **Public Meeting**
 - Tentatively August 4th (TBD)
 - Survey August 5th – August 19th
- **Public Meeting / Survey**
 - End of Oct / Early Nov
- **Final Plan**
 - End of Nov



Bowman- Brae & Balfour Parks

- **Balfour Park Plan Revisions**

- Open House - Tentatively July 18
- Public Survey - July 19 - Aug 2
- Public Meeting & Survey - Oct/ Nov

- **Bowman-Brae Plan Revisions**

- Open House - Tentatively July 25
- Public Survey - July 16 - Aug 9
- Public Meeting & Survey - Oct/ Nov



Focus Groups

- Conducted by consulting staff
- Will Convene
 - Milwaukie residents with Disabilities
 - Milwaukie's Black & African American Communities
 - Milwaukie's Spanish Speaking & Latino/a/x Communities



Other types of outreach

- City staff will work to conduct meetings or additional focus groups
- City staff will attend events throughout the summer
- City staff will hold “office hours” in the parks or other types of pop-up engagements
- Staff will continue to provide regular updates and opportunities for Q/A



Parks Discussion

Thank you!

Questions?

Adam M. Moore

Parks Development Coordinator

503-786-7624

moorea@milwaukieoregon.gov

