

**CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS**  
**Sitting as North Clackamas Parks & Recreation Board**  
**Policy Session Worksheet**

**Presentation Date:** Jan.12, 2021 **Approx Start Time:** 3:15p **Approx Length:** 30 mins

**Presentation Title:** Milwaukie Bay Park Project Update

**Department:** Business and Community Services (BCS)

**Presenters:** Laura Zentner, BCS Director  
Heather Koch, NCPRD Project Manager

**Other Invitees:** Kathryn Krygier, NCPRD Planning and Development Manager  
Kandi Ho, NCPRD Acting Director

**WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?**

N/A - Staff will be providing a Milwaukie Bay Park Project update to the Board of County Commissioners acting as the North Clackamas Parks and Recreation District (NCPRD) Board of Directors ("Board").

This project update is intended to provide an opportunity for discussion prior to seeking approval at the 1/21/21 Business Meeting for submittal of a grant application to the Oregon Community Pathways (OCP) Program administered by the Oregon Department of Transportation (ODOT). The \$423,525 grant would fund the development and permanent alignment of the 1065-foot Trolley Trail segment along the park in Milwaukie as one key component of the overall park development. The temporary alignment that exists today requires reconstruction for safety as a transportation and recreation amenity. Staff must submit the complete grant application between 1/21/21 and 1/28/21.

**EXECUTIVE SUMMARY:**

**BACKGROUND:**

NCPRD partnered with the City of Milwaukie ("City") in 2018-19 to develop a final design to complete three acres of undeveloped waterfront land at Milwaukie Bay Park. The design includes an amphitheater, nature play area, interactive water feature, plaza with picnic terrace, a permanent alignment for the regional Trolley Trail, pathways, natural areas, public art and restrooms. NCPRD has also engaged a broad and diverse range of over 1,300 community members in the District during the design phase, advanced a funding strategy to leverage local, regional, state and other funds, and developed a process to build a preconstruction and construction services team in FY20-21 and FY 21-22. Construction is planned to begin in 2022.

The park is identified as a high priority need in the 2004 NCPRD Master Plan and 2007 NCPRD Parks and Recreation System Development Charges (SDC) Update Methodology Report and Capital Improvements Plan. NCPRD is partnering with the City

to complete design and construction documents and construct the park. The City owns the park and NCPRD plans for, develops and manages the City's parks under an Intergovernmental Agreement. The District-City IGA was created as part of the formation of the District in 1990, and last amended in 2020 to reflect the adoption of new bylaws for the District Advisory Committee (DAC).

### **RECENT WORK:**

In 2019-20 and in 20-21 to date, NCPRD has taken the following steps:

- Worked with agencies to develop funding partnerships. This includes work with City, Metro regional government (Metro), Oregon Parks and Recreation Department (OPRD), and ODOT on grant planning, grant applications, grant approvals, and planning for processes to engage the public and develop an agreement on Metro Local Share funds. To date, NCPRD has received a grant recommendation for \$1,046,125 in funding from the Land and Water Conservation Fund (May 2020). In January 2021 pending Board approval, NCPRD will submit a grant application to ODOT to fund the construction of the permanent alignment of the Trolley Trail in the park. In February 2021, NCPRD will present to the Local Government Grant Program at OPRD to support its application for \$750,000 in grant funding.
- Worked with Clackamas County procurement and the Board to develop contracts that support a competitive and collaborative team of design and construction professionals. This includes work with procurement on a standard set of CM/GC RFP and contract documents to be used as a template County wide.
- Worked with the City and County Counsel to develop an Intergovernmental Agreement (IGA) to transfer up to \$1,000,000 in funds from the City to NCPRD; obtained approval from Board on IGA.

### **NEXT STEPS:**

Near-term next steps (FY 20/21) include:

- Present Board Order for Board consideration on 1/21/21 to submit a grant application to the ODOT OCP program. The application for "Trolley Trail Segment at Milwaukie Bay Park" is to develop the permanent alignment of the 1065-foot Trolley Trail segment along the park in Milwaukie as one key component of the overall park development. The temporary alignment that exists today requires reconstruction for safety as a transportation and recreation amenity.
- Continue to secure funding from local, regional, state and other potential sources.
- Continue to keep the Board updated on the project.
- Discuss project and funding with the DAC once it is meeting; work with the DAC on a community engagement process to discuss and establish priorities for NCPRD local share allocation from the Metro Parks and Nature Bond.
- Continue work with Clackamas County procurement and the Board to secure contracts that support a competitive and collaborative team of design, construction and art professionals.

Mid-term next steps (FY 21/22) include:

- Develop construction documents
- Seek necessary approvals/permits

- Confirm all funding sources
- Confirm a Guaranteed Maximum Price (GMP)

Completion of these steps will enable contracting for construction in 2022.

**FINANCIAL IMPLICATIONS (current year and ongoing):**

Is this item in your current budget?     YES             NO

**What is the cost?**

The total project cost is estimated at approximately \$9,600,000. This includes construction costs as well as preconstruction costs such as design, engineering, permitting and the CM/GC preconstruction services.

**What are the funding sources?**

The draft funding plan includes NCPRD SDC funds, City funds, Metro Local Share funds, grants, and private donations, as detailed in the following table. Once the new District Advisory Committee is formed and conducting meetings, there will be additional discussions regarding funding sources. Discussions on use of SDC Zone 1 funds will inform the amount of such funds proposed for use in the project in NCPRD’s annual budget proposal. NCPRD’s annual budget is then subject to approval by the Budget Committee and NCPRD Board. Public discussions on the use of Metro Local Share for this and other projects are planned by NCPRD and are also part of Metro’s community engagement requirement prior to finalizing an intergovernmental agreement on use of Local Share funds.

Funding Source	\$ Proposed	Agreements*	Status	Est. Date
City of Milwaukie	250,000	20-22 Budget, IGA	IGA signed	Dec 2020
State grant (LWCF)	1,046,125	Grant Agreement	Agreement pending	Apr 2021
Metro City Local Share	750,000	City-Metro IGA	2021 City engagement	Apr 2021
Metro NCPRD Local Share	3,000,000	NCPRD-Metro IGA	2021 DAC/public process	Jun 2021
NCPRD SDC Zone 1	2,541,875	NCPRD Budgets	Annual budgeting	Jun 21+
State grant (LGGP)	750,000	Grant Agreement	Feb. applicant interviews	Jun 2021
ODOT OCP Grant	423,525	Grant Agreement	Applying: due Jan 2021	Jun 2021
NCPRD Gen Fund	48,475	NCPRD Budgets	Annual budgeting	Jun 2022
Milwaukie Parks Found.	40,000	Letter	Fundraising underway	Fall 2021
Metro CIP grant	750,000	Grant Agreement	2021 solicitation	21/22
<b>TOTAL (hard &amp; soft costs)</b>	<b>9,600,000</b>	<i>*Other than City funds, approvals and execution of agreements are pending or in future</i>		

### **STRATEGIC PLAN ALIGNMENT:**

- **How does this item align with your Department's Strategic Business Plan goals?**
  - Provide economic development, public spaces, and community enrichment services to residents, businesses, visitors, and partners so they can thrive and prosper in healthy and vibrant communities.
  
- **How does this item align with the County's Performance Clackamas goals?**
  - Promote a *Healthy and Active Lifestyle* by providing a park with recreational pathways, equipment and spaces
  - Designed with a lens of *Equity, Diversity and Inclusion*, engaging diverse audiences and maximizing park connections
  - Promote *Carbon Neutrality* by providing higher quality natural areas and access by alternative modes of transportation

### **LEGAL/POLICY REQUIREMENTS:**

- The next step for the project is to seek Board support at the January 21, 2021 Business Meeting for a Board Order approving submission of a grant application to the Oregon Community Pathways Program.
- December 3, 2020 Business Meeting: The Board approved agenda item for an IGA between the City of Milwaukie and NCPRD for transfer of city funds for the construction phase.
- December 3, 2020 Business Meeting: The Board approved agenda item for a personal services contract between NCPRD and Shiels Obletz Johnsen for Owner's Representative Services to be provided during preconstruction and construction phases.
- May 21, 2020 Business Meeting: The Board approved Resolution 2020-36 for exemption and authorization to use the Request for Proposals Method to Obtain a Construction Manager/General Contractor.
- March 19, 2020 Business Meeting: The Board approved two Orders approving submission of grant applications (Order 2020-18, Order 2020-19).
- June 28, 2018 Business Meeting: The Board approved the Consent Agenda item for a professional services contract between NCPRD and 2.ink Studio Landscape Architecture for Milwaukie Bay Park Final Design Services.

### **PUBLIC/GOVERNMENTAL PARTICIPATION:**

- May 2020: For approval of an exemption from standard contracting process and use of a Request for Proposals to solicit a Construction Manager/General Contractor partner, NCPRD worked with Procurement to publish findings in support and hold a public hearing to review with the Local Contract Review Board (LCRB).
- March 2020: Project Update provided to the District Advisory Board (DAB), which met briefly for regular business between the time it was on hiatus and the time it worked to develop and approve new bylaws to create the District Advisory Committee (DAC).

- 2018-19: NCPRD carried out an extensive public engagement process to develop the schematic design, reaching a diverse range of over 1,300 District residents.

**OPTIONS:** N/A

**RECOMMENDATION:** N/A

**ATTACHMENTS:** N/A

**SUBMITTED BY:**

Division Director/Head Approval \_\_\_\_\_  
Department Director/Head Approval Laura Zentner 1/5/2021  
County Administrator Approval \_\_\_\_\_

For information on this issue or copies of attachments, please contact Heather Koch at 503-742-4354.

# Milwaukie Bay Park Project

**NCPRD Project Update**

**NCPRD Board of Directors**

**January 12, 2021**



**CITY OF MILWAUKIE**



**NORTH CLACKAMAS  
PARKS & RECREATION DISTRICT**

# Today's Update

Background Review

Timeline

- *January grant submittal*

Funding



# Previous Updates & Approvals

## Board of County Commissioners

- **October 2017 Update:** Launch collaboration with City
- **June 2018 Approval:** Contract for design and engineering
- **January 2019 Update:** Preferred Alternative
- **Feb 2020 Update (Board & DAB):** Status, Funding, Timeline
- **March 2020 Approval:** Grant submittals
- **May 2020 Approval:** CM/GC contracting method and RFP
- **December 2020 Approval:** IGA for transfer of City funds
- **December 2020 Approval:** Contract for owner's rep services



# Policies & Plans

## NCPRD

- 2004 Master Plan (2004)
- 2007 SDC CIP (2007)
- Adopted Annual Budgets

## City of Milwaukie

- Riverfront Master Plan (2010)
- Downtown & Riverfront Land Use Framework Plan (2015)
- Milwaukie Vision Action Plan (2017)
- Milwaukie City Council's Goals & Budget (2017-19)



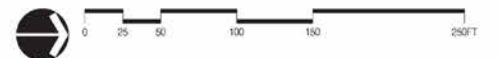
# Schematic Design



**LEGEND**

- |   |                                   |    |                                  |    |                                  |
|---|-----------------------------------|----|----------------------------------|----|----------------------------------|
| 1 | Lawn/Amphitheater                 | 10 | River View Seating               | 19 | Drop-off / Loading Area          |
| 2 | Playground                        | 11 | Light Watercraft Staging Area    | 20 | Existing Parking Lot             |
| 3 | Interactive Water Feature         | 12 | Picnic Area                      | 21 | Existing Boat Ramp               |
| 4 | Restroom Building                 | 13 | Natural Area (Lowland Habitat)   | 22 | Existing Light Watercraft Launch |
| 5 | Trolley Trail                     | 14 | Stormwater Facility              | 23 | Existing Klein Point             |
| 6 | Monroe St. Entry Plaza            | 15 | Planting Area                    | 24 | Existing Restroom                |
| 7 | Picnic Overlook w/Shade Structure | 16 | Event Stage                      | 25 | Existing ADA Parking Space       |
| 8 | Nature Walk (Upland Habitat)      | 17 | Winter Solstice Fire Pit w/Cover | 26 | Existing Large Redwood Tree      |
| 9 | Pedestrian Bridge over Bioswale   | 18 | River Overlook w/Seating         |    |                                  |

**MILWAUKIE BAY PARK FINAL DESIGN**





# MILWAUKIE BAY PARK FINAL DESIGN

## AERIAL VIEW

# Recent Work

- **Leveraging funds through partnerships**

- Grant applications and review: LGGP and ODOT-OCP
- Grant agreements: LWCF \$1,046,125 grant recommendation in 2020
- NCPRD-City IGA to transfer funds: \$1,000,000
- NCPRD-Metro Local Share Process

- **Contracts**

- competitive process for a collaborative design and construction team
- work with Procurement on County-wide templates for CM/GC approach

# Timeline



Contracts &  
Funding

Engineering  
& Pre-  
construction

Construction

## Through May '21

Grant submittal to  
ODOT Jan. 2021

Funding discussions  
with DAC, public, and  
Board

Contract approvals for  
design and  
preconstruction

## May '21 – June '22

Design engineering

Permits & approvals

Construction  
document preparation

Secure funds

Setting of maximum  
price

## July '22+ start

Contract approval  
for construction  
phase

12-16 month  
construction period

# Next Steps

- **January** - deadline for grant submittal to ODOT OCP
  - *Requires Board approval*
- **Spring** - funding discussions with DAC, public, and Board
  - *Board – March*
  - *DAC – March*
  - *DAC/Public on Local Share – April/May*
- **May** - contract with CM/GC & design contract amendment
  - *Require Board approvals*



# Draft Funding Plan

Working with partners to fund a \$9.6 district-wide amenity

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