



**NORTH CLACKAMAS PARKS AND RECREATION DISTRICT**

Development Services Building  
150 Beavercreek Road, Oregon City, OR 97045

Michael Bork, NCPRD Director

February 24, 2022

Board of North Clackamas Parks and Recreation District

Members of the Board:

Board Order Authorizing the North Clackamas Parks and Recreation District to apply for a Metro Trails Grant for Development of the Trolley Trail Multiuse Path along Milwaukie Bay Park

<b>Purpose/Outcome</b>	NCPRD requests approval to apply for Metro Trails Grant to develop the permanent alignment of the Trolley Trail Multiuse Path along Milwaukie Bay Park (a component of Milwaukie Bay Park project).
<b>Dollar Amount and Fiscal Impact</b>	The application seeks \$624,250 in funding, with a 45% required match (\$510,750). No County General Funds are involved.
<b>Funding Source</b>	System Development Charges (Zone 1) will provide \$510,750.
<b>Duration</b>	If awarded, projects must be completed within four years.
<b>Previous Board Action/Review</b>	None on this grant, however the two most recent actions related to the Milwaukie Bay Park project are: <ul style="list-style-type: none"> <li>• Nov. 24, 2021 Business Meeting: Board approved Construction IGA with City of Milwaukie</li> <li>• Nov. 24, 2021 Business Meeting: Board approved contract amendment for 2.ink Studio landscape architecture</li> </ul>
<b>Strategic Plan Alignment</b>	<p><b>1. How does this item align with your department's Strategic Business Plan goals?</b></p> <ul style="list-style-type: none"> <li>• completing 33% of NCPRD project phases in the annual Capital Improvement Plan</li> <li>• providing planning and development services to NCPRD residents so they can experience additional parks and facilities to meet needs.</li> <li>• providing access to parks, natural areas, trails, recreation services and facilities to district residents and visitors of all ages</li> </ul> <p><b>2. How does this item align with the County's Performance Clackamas goals?</b></p> <ul style="list-style-type: none"> <li>• <i>Honor, Utilize, Promote, and Invest in our Natural Resources:</i> connects residents with nature and the Willamette River.</li> <li>• <i>Build a Strong Infrastructure:</i> improves NCPRD's recreation infrastructure with improved and safer trail access to amenities</li> <li>• <i>Build Public Trust through Good Government:</i> provides more inclusive engagement process and extensive partnership building.</li> <li>• <i>Grow a Vibrant Economy.</i> provides local economic development potential by better connecting people and communities</li> </ul>
<b>Counsel Review</b>	1. 2/1/2022

	2. JM
<b>Procurement Review</b>	1. Was the item processed through Procurement? No
<b>Contact Person</b>	Michael Bork, NCPRD Director, x4421  Heather Koch, NCPRD Acting Planning & Development Manager, x4358
<b>Contract No.</b>	N/A

**SUMMARY:**

NCPRD staff is seeking Board support for a Board Order authorizing NCPRD to submit a \$624,250 competitive grant request for the Trolley Trail Multiuse Path at Milwaukie Bay Park. The application is to the Metro Trails Grant program, which has \$20 million available from the voter-approved 2019 Metro Parks and Nature Bond Measure for local agencies to develop walking and biking trails.

This is a subset of the larger design and construction work for the Milwaukie Bay Park project and has been selected because it is a project that best meets all eligibility criteria for the grant. It meets the requirement to be a capital project, the minimum request of \$600,000, and extensive bond criteria. Furthermore, after review through informational meetings provided to potential applicants and consults with Metro program staff, the proposal is expected to be NCPRD's most competitive because it is for a discrete section of the trail that currently does not provide a standard multiuse path separated from a high-volume state road (McLoughlin Boulevard/OR 99E), has involved extensive engagement, and is in advanced design phase.

The request requires a 45% match of \$510,750 that NCPRD will provide from available System Development Charges (Zone 1). The match must to be identified and close to being secured at the time of application. As NCPRD-controlled funds, SDCs are the most secure match, however, the use of other matching funds available after the grant is submitted is highly likely since funding agreements for the larger Milwaukie Bay Park project are currently in process.

The combined proposal amount of \$1,135,000 will complete design, engineering and construction of a key 1,265-foot segment and node within the six-mile regional Trolley Trail to improve access to nature, the park, and the Willamette River. It is being designed to foster more equitable access to parks and nature for all, and improve safety.

Specific features funded through the grant proposal include: (1) a 1065-foot paved multiuse path segment along the edge of the park where a gap in standardized path exists today along the six-mile regional Trolley Trail; (2) a 200-foot paved pedestrian path segment to connect to the existing riverside path and Willamette River at Milwaukie Bay Park; and (3) directly related

improvements such as electrical work and necessary replacement of a signal post and arm along McLoughlin Boulevard (OR-99E), planting of disturbed areas and associated stormwater treatment areas, and trail furnishings such as seating, drinking fountain, and signage.

Consistent with Metro Bond criteria, in this work NCPRD must address community engagement and racial equity, tribal government engagement, economic equity, resilient communities, accessibility and inclusiveness of trails, culturally responsive public improvements, and climate resilience. Community engagement efforts and design to date have addressed these criteria extensively, however, staff will be working to further engage the NCPRD community and refine the design to continue to meet the criteria well.

The Metro Trails Grant program is a distinct bond program with funds being competitively awarded. It is separate from Local Share funding approved by voters in the same 2019 Metro Parks and Nature Bond Measure. Approval of Local Share funding is a process that is separate and upcoming for NCPRD.

On February 9, 2022, staff provided an update to the District Advisory Committee (DAC) on this grant application. The DAC has discussed funding for the Milwaukie Bay Project, inclusive of the Trolley Trail work, on several occasions, and most recently at its January 12, 2022 regular meeting. At that meeting, participants expressed wide support and consensus for moving the project forward. The presentation included details specifically regarding project funding. Two details presented are specifically relevant also to this grant application:

- Funding detail that applications and recommendations were in process to obtain additional funds, listed at \$1,163,065 (Metro Trails Grant application is for \$624,250 of that amount); and
- Funding detail that \$2,541,875 from SDC Zone 1 funding would be utilized (Metro Trails Grant application includes using \$510,750 of this for match); this would be pending any changes that could occur as a result of the currently in-process update to the NCPRD SDC methodology.

## **BACKGROUND:**

The Trolley Trail Multiuse Path at Milwaukie Bay Park has continued to be an integral part of the larger Milwaukie Bay Project. The segment is on park property owned by the City of Milwaukie (“City”) and Oregon Department of Transportation (“ODOT”) right-of way, and operated and maintained by NCPRD in accordance with an approved Intergovernmental Agreement (IGA).

NCPRD partnered with the City of Milwaukie in 2018-19 to develop a final design to complete Milwaukie Bay Park as a District-wide recreational waterfront. With ongoing partnership, in November 2021, NCPRD and the City approved an Intergovernmental Agreement for grant administration, construction, and operation of Milwaukie Bay Park. The City also approved

funding contributions for the project in November 2021. NCPRD continues to coordinate with the Oregon Department of Transportation (ODOT) on the project. ODOT has been an important agency partner throughout the long-term development and improvement of the regional Trolley Trail. NCPRD will be working with ODOT staff as the trail design moves into ODOT design review and permitting in 2022.

The overall 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. The City owns the park and NCPRD plans for, develops and manages the City's parks under a Cooperative IGA. The Cooperative 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).

**RECOMMENDATION:**

Staff respectfully recommends that the Board, acting as the NCPRD Board of Directors, approve this Board Order authorizing the North Clackamas Parks and Recreation District to apply for a Metro Trails Grant for development of the Trolley Trail Multiuse Path along Milwaukie Bay Park.

**ATTACHMENTS:**

1. Board Order Authorizing the North Clackamas Parks and Recreation District to apply for a Metro Trails Grant for Development of the Trolley Trail Multiuse Path along Milwaukie Bay Park
2. Financial Assistance Application Lifecycle Form

Respectfully submitted,

Michael Bork, Director  
North Clackamas Parks and Recreation District

**BEFORE THE BOARD OF COUNTY COMMISSIONERS  
OF CLACKAMAS COUNTY, STATE OF OREGON**

**In the Matter of authorizing the North Clackamas Parks and Recreation District to apply for a Metro Trails Grant from Metro for Development of the Trolley Trail Multiuse Path along Milwaukie Bay Park**



Order No. \_\_\_\_\_  
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**Whereas**, the Metro regional government (“Metro”) has invited agencies in the Metro area to apply for \$20 million in Metro Trails Bond funding from the 2019 Metro Parks and Nature Bond Measure; and

**Whereas**, Metro will accept applications in February 2022 in a process combined with the federal Regional Flexible Funds Allocation, evaluate applications and take public comment in Spring 2022, develop recommendations in Summer 2022, and expect to select projects in October 2022; and

**Whereas**, the North Clackamas Parks and Recreation District (“NCPRD”) desires to participate in this Metro Trails Grant program to the greatest extent possible as a means of providing improvements to the regional Trolley Trail to improve safety, equitable access, connectivity, and access to nature and the Willamette River; and

**Whereas**, the Trolley Trail Multiuse Path segment is located along Milwaukie Bay Park in downtown Milwaukie; it is integrated with the larger Milwaukie Bay Park project led by NCPRD to complete the park and for which a Construction IGA was approved by the NCPRD Board in November 2021; and

**Whereas**, this application will support design and construction including the main segment construction, construction of the paved connection between the segment and the existing riverside path at Milwaukie Bay Park and directly related improvements such as electrical, stormwater, planting, and trail furnishings; and

**Whereas**, the segment is on park property owned by the City of Milwaukie (“City”) and Oregon Department of Transportation (“ODOT”) right-of way, and operated and maintained by NCPRD in accordance with an approved Intergovernmental Agreement (IGA),

**Whereas**, NCPRD is partnering with the City and ODOT on all trail improvements; the IGA with the City states that NCPRD may undertake improvements to parks under the jurisdiction of the City, subject to approval by the Milwaukie City Council, and NCPRD is coordinating with ODOT on review and permitting; and

**Whereas**, the NCPRD Advisory Board and the Clackamas County Board of Commissioners, acting as the Board of Directors of NCPRD, have identified completion of the Special Use Park (formerly “Riverfront Park”) providing District-wide service as “Priority 1” in the 2004 NCPRD Master Plan and 2007 NCPRD Parks and Recreation System Development Charges (SDC) Update Methodology Report and Capital Improvements Plan; and

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**Whereas**, the City approved a 2010 Master Plan for the park, led two initial phases of the park's development, and approved plans calling for its completion, including the Downtown and Riverfront Land Use Framework Plan (2015) and the Milwaukie Vision Action Plan (2017); and

**Whereas**, NCPRD and the City have worked together to revise the City-approved 2010 Master Plan with the April 2019 100% Final Schematic Design to complete the park, including the Trolley Trail Multiuse Path as a key feature to promote safe active transportation in the region, enhance connectivity, and improve access to parks and nature for all; and

**Whereas**, NCPRD led a process to engage a diverse range of over 1,300 District residents during development of the Schematic Design, providing input and ideas for the segment and full park design; and

**Whereas**, NCPRD has and will continue to address Metro 2019 Bond requirements related to community engagement and racial equity, tribal government engagement, economic equity, resilient communities, accessibility and inclusiveness of trails, culturally responsive public improvements, and climate resilience; and

**Whereas**, NCPRD has available matching funds to fulfill its 45% share of obligation related to this grant application should the grant funds be awarded; and

**Whereas**, NCPRD will provide adequate funding for ongoing operations and maintenance of this facility should the grant funds be awarded; and

**NOW, THEREFORE, IT IS HEREBY ORDERED** that the Clackamas County Board of Commissioners, acting as the Board of Directors of NCPRD, demonstrates its support

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**BEFORE THE BOARD OF COUNTY COMMISSIONERS  
OF CLACKAMAS COUNTY, STATE OF OREGON**

**In the Matter of authorizing the North  
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for the submittal of a grant application to Metro for development of the Trolley Trail Multiuse Path along Milwaukie Bay Park and does hereby authorize NCPRD to apply for approximately \$625,000 for path improvements.

**DATED** this \_\_\_\_\_ day of February, 2022

**CLACKAMAS COUNTY BOARD OF  
COUNTY COMMISSIONERS as the  
Governing Body of North Clackamas  
Parks and Recreation District**

\_\_\_\_\_  
Chair

\_\_\_\_\_  
Recording Secretary

# Financial Assistance Application Lifecycle Form

Use this form to track your potential award from conception to submission.

Sections of this form are designed to be completed in collaboration between department program and fiscal staff.

**\*\* CONCEPTION \*\***

**Section I: Funding Opportunity Information - To be completed by Requester**

Award type: Direct Appropriation (no application)  
 Subrecipient Award      Direct Award  
 Award Renewal?      Yes      No

Lead Department & Fund: \_\_\_\_\_

NCPRD FUND 480 to receive grant funds; NCPRD FUND 281 source for match

If renewal, complete sections 1, 2, & 4 only. If Direct Appropriation, complete page 1 and Dept/Finance signatures only.  
 If Disaster or Emergency Relief Funding, EOC will need to approve prior to being sent to the BCC

Name of Funding Opportunity: \_\_\_\_\_

Funding Source: Federal      State      Local

Requestor Information (Name of staff person initiating form): \_\_\_\_\_

Requestor Contact Information: \_\_\_\_\_

Department Fiscal Representative: \_\_\_\_\_

Program Name and prior project # (please specify): \_\_\_\_\_

Brief Description of Project:

Name of Funding Agency: \_\_\_\_\_

Agency's Web Address for funding agency Guidelines and Contact Information:

**OR**

Application Packet Attached:      Yes      No

Completed By: \_\_\_\_\_

Date

**\*\* NOW READY FOR SUBMISSION TO DEPARTMENT FISCAL REPRESENTATIVE \*\***

**Section II: Funding Opportunity Information - To be completed by Department Fiscal Rep**

Competitive Application	Non-Competing Application	Other	
CFDA(s), if applicable: _____	_____	Funding Agency Award Notification Date: _____	_____
Announcement Date: _____	_____	Announcement/Opportunity #: _____	_____
Grant Category/Title: _____	_____	Max Award Value: _____	xxxxxxx <b>\$624,250</b>
Allows Indirect/Rate: _____	_____	Match Requirement: _____	<b>= \$510,750</b>
Application Deadline: _____	_____	Other Deadlines: _____	_____
Award Start Date: _____	_____	Other Deadline Description: _____	_____
Award End Date: _____	_____	_____	_____
Completed By: _____	Elizabeth Gomez	Program Income Requirement: _____	N/A
Pre-Application Meeting Schedule: _____	_____	_____	_____

Additional funding sources available to fund this program? Please describe: \_\_\_\_\_

How much General Fund will be used to cover costs in this program, including indirect expenses? \_\_\_\_\_

How much Fund Balance will be used to cover costs in this program, including indirect expenses? \_\_\_\_\_

(NCPRD Fund 281)  
 (NCPRD Fund 480 will receive grant funds)



**Section III: Funding Opportunity Information - To be completed at Pre-Application Meeting by Dept Program and Fiscal Staff**

**Mission/Purpose:**

1. How does the grant/funding opportunity support the Department and/or Division's Mission/Purpose/Goals?

2. What, if any, are the community partners who might be better suited to perform this work?

3. What are the objectives of this funding opportunity? How will we meet these objectives?

4. Does the grant/financial assistance fund an existing program? If yes, which program? If no, what is the purpose of the program?

**Organizational Capacity:**

1. Does the organization have adequate and qualified staff? If no, can staff be hired within the grant/financial assistance funding opportunity timeframe?

2. Are there partnership efforts required? If yes, who are we partnering with and what are their roles and responsibilities?

3. If this is a pilot project, what is the plan for sunseting the project and/or staff if it does not continue (e.g. making staff positions temporary or limited duration, etc.)?

4. If funded, would this grant/financial assistance create a new program, does the department intend for the program to continue after initial funding is exhausted? If yes, how will the department ensure funding (e.g. request new funding during the budget process, supplanted by a different program, etc.)?

**Collaboration**

1. List County departments that will collaborate on this award, if any.

**Reporting Requirements**

1. What are the program reporting requirements for this grant/funding opportunity?

2. How will performance be evaluated? Are we using existing data sources? If yes, what are they and where are they housed? If not, is it feasible to develop a data source within the grant timeframe?

3. What are the fiscal reporting requirements for this funding?

**Fiscal**

1. Will we realize more benefit than this financial assistance will cost to administer?

2. Are other revenue sources required, available or will be used to fund the program? Have they already been secured? Please name other sources, including General Fund or Fund Balance and amounts.

3. For applications with a match requirement, how much is required (in dollars) and what type of funding will be used to meet it (CGF, In-kind, Local Grant, etc.)?

4. Does this grant/financial assistance cover indirect costs? If yes, is there a rate cap? If no, can additional funds be obtained to support indirect expenses and what are those sources?

Program Approval:



Name (Typed/Printed)

Date

Signature

**\*\* NOW READY FOR PROGRAM MANAGER SUBMISSION TO DIVISION DIRECTOR \*\***

**\*\*ATTACH ANY CERTIFICATIONS REQUIRED BY THE FUNDING AGENCY. COUNTY FINANCE OR ADMIN WILL SIGN.\*\***

**Section IV: Approvals**

DIVISION DIRECTOR (or designee, if applicable)		
		 Signature
Name (Typed/Printed)	Date	

DEPARTMENT DIRECTOR (or designee, if applicable)		
<b>Michael Bork</b>	<b>2/2/2022</b>	
Name (Typed/Printed)	Date	Signature

FINANCE ADMINISTRATION		
<b>Elizabeth Comfort</b>	<b>2/2/2022</b>	
Name (Typed/Printed)	Date	Signature

EOC COMMAND APPROVAL (DISASTER OR EMERGENCY RELIEF APPLICATIONS ONLY)		
Name (Typed/Printed)	Date	Signature

**Section V: Board of County Commissioners/County Administration**

*(Required for all grant applications. If your grant is awarded, all grant **awards** must be approved by the Board on their weekly consent agenda regardless of amount per local budget law 294.338.)*

**For applications less than \$150,000:**

COUNTY ADMINISTRATOR	Approved:	Denied:
Name (Typed/Printed)	Date	Signature

**For applications greater than \$150,000 or which otherwise require BCC approval:**

BCC Agenda item #:

Date:

OR

Policy Session Date:

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County Administration Attestation

County Administration: re-route to department contact when fully approved.  
 Department: keep original with your grant file.

**COUNTY COUNSEL  
DOCUMENT REVIEW - TRANSMITTAL FORM**

**DATE:** 2/1/2022

**TO COUNTY COUNSEL ATTORNEY:** Jeff Munns

**FROM:** Heather Koch

**phone:** 971-337-6867 **DEPARTMENT/DIVISION:** NCPRD - Asset Development

**BILL TO** NCPRD **(Department/Division to be billed)**

**TYPE OF DOCUMENT:** Board Order


**NAME OF DOCUMENT:** NCPRD\_BoardOrder\_MBP-MetroTrailsGrantSubmittal\_2022-0201draft

**REQUESTED RETURN DATE: 2/1/2022**

**Requestor Comments:** Please review the attached Board Order

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**APPROVED AS TO FORM:**

**County Counsel:**  2/1/2022

**Counsel Comments:**

All improvements to City Parks by NCPRD need to be approved by the Milwaukie City Council.

See, IGA Sec. I.A.2, p. 2.

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