



**Work Session**

**WS**

**Milwaukie City Council**

## COUNCIL WORK SESSION

City Hall Council Chambers, 10722 SE Main Street  
& Zoom Video Conference ([www.milwaukieoregon.gov](http://www.milwaukieoregon.gov))

## AGENDA

JANUARY 4, 2022

**Council will hold this meeting in-person and through video conference.** The public may attend the meeting at City Hall, watch live on the [city's YouTube channel](#) or Comcast Cable channel 30 in city limits, or by joining the Zoom webinar. **Written comments** may be submitted by email to [ocr@milwaukieoregon.gov](mailto:ocr@milwaukieoregon.gov). Council may take limited verbal comments. **For Zoom webinar login information** visit <https://www.milwaukieoregon.gov/citycouncil/city-council-work-session-281>.

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

**Page #**

- |   |          |
|---|----------|
| <b>1. Park Projects Update – Report</b> (4:00 p.m.)<br>Staff: Adam Moore, Parks Development Coordinator                               | <b>1</b> |
| <b>2. New City Hall Design – Discussion</b> (4:45 p.m.)<br>Staff: Ann Ober, City Manager, and<br>Kelly Brooks, Assistant City Manager | <b>6</b> |
| <b>3. Adjourn</b> (5:30 p.m.)   |          |

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## COUNCIL STAFF REPORT

**To:** Mayor and City Council  
Ann Ober, City Manager

**Date Written:** Dec. 12, 2021

**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**

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### 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- [May 1, 2018](#): Council repealed the Scott Park Master Plan after a public hearing.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.

### 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 & Bowman Brae Parks was included in HB 5006 for use in Oregon Senate District 21 as requested by Senator Kathleen Taylor.

City staff are currently working to complete a grant agreement with the state in order to accept the funds. Staff received the grant agreement on December 22, 2021, and due to the size of the grant, will need Council authorization to execute the agreement.

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 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.

### **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. Staff envision two to three public engagement events for each of these parks.

Scott Park has a master plan adopted by Council in the early 1990s, though the plan has been repealed and the construction of the new library have made that plan obsolete. 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. Staff envision three to four public engagement events for Scott 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 timeline for the project has a deadline to obligate all funds by December 2024 due to the federal funding, however, there is a strong desire from the city to have ribbon cuttings at each of the three parks by Fall 2024.

### **Projected Timeline**

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 of Oregon
- Enter a contract with selected firm(s) & refine timeline
- Project kick-off

- Existing conditions/site plan for Scott Park created
- Begin community engagement
- Update key stakeholders and Planning Commission
- Begin quarterly Council updates

Spring – Summer 2022

- Engagement and design refinement

Late Summer 2022

- Council resolutions adopting revised Balfour & Bowman – Brae park plans

Fall 2022

- Community service use process for Balfour & Bowman-Brae parks

Late Fall 2022

- Council resolution for revised Scott Park plan

Winter 2023

- Update Planning Commission on Scott Park
- Final design work
- Building permit process

Late Winter 2023

- Construction solicitation

Spring 2023

- Construction contract(s)

Fall 2023 – Fall 2024

- Construction

Fall 2024

- Project Completion
- Ribbon Cutting

Winter 2024

- Grant reporting and close out

### **Current Status**

A project consulting team has been identified out of four responses to the request for qualifications (RFQ) procurement process. Submission responses to the RFQ were weighed based on the following six criteria: 1) overall qualifications and experience; 2) project approach and methods; 3) experience with equity and diversity-based engagement and interpretation services; 4) experience with natural play structures, nature-based play, and inclusive play; 5) experience with natural resources and aquatic habitat restoration; and 6) if the firm(s) were

certified as a minority-owned, women-owned, or an emerging small business. Submissions were reviewed by city staff across three departments, one North Clackamas Parks and Recreation (NCPRD) staff person, and one member of the city's Park and Recreation Board (PARB).

City staff are now negotiating a fee and contract with the selected consulting team. Due to the contracts anticipated size, the contract will need to be approved by Council. While the contract may be awarded prior to completion of a grant agreement (see below), the contract will not be executed until staff has an authorized and signed grant agreement. Staff expect to have the grant agreement complete for authorization at the January 18 Council meeting. The contract with the selected firm will be prepared for authorization at either the January 18 or February 1 Council meeting.

### **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. 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 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, 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 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. 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

January 4, 2022





# Project Review



- Total award: \$2,250,000
  - Balfour Park: \$1,000,000
  - Scott Park: \$550,000 (+\$60,000 from City CIP)
  - Bowman-Brae Park: \$700,000
- Refine existing master plans for Bowman-Brae & Balfour
- New plan for Scott Park
- Parks have different approval processes

# Estimated Budget Breakdown



- Construction/ Renovation: \$1,235,000
- Architectural and Engineering Fees: \$375,000
  - Includes Engagement Process
- Equipment: \$250,000
- Site Improvements:\$200,000
- Land Acquisition / ROW: \$50,000
- Contingencies: \$200,000
- Total: \$2,321,000\*
  
- **ARPA & Scott Park CIP Allocation**

# Original Parks Development Timeline



## Complete

Hired Park Development Coordinator  
Released and Evaluated RFQ  
Identified Consultants

## Winter 2022

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

## Spring 2022

- Begin Equity-based Engagement

## Summer 2022

- Council resolutions for Bowman – Brae and Balfour Parks
- Continue engagement for Scott Park

## Fall 2022

- Community Service Use process for Balfour & Bowman Brae Parks
- Council Resolution for Scott Park

## Winter 2023

- Update Planning Commission
- Final design work
- Building permit process

## Late Winter 2023

- Construction Solicitation

## Spring 2023

- Construction Contract Award

## 2023–2024

- Project Construction

## Fall 2024

- Project Completion
- Ribbon Cutting

# Revised Parks Development Timeline



- State of Oregon Coronavirus State Fiscal Recovery (CSFRF) deadlines differ from Federal
- Deadline for CSFRF expenditures is **June 30, 2024**
- Grant reporting deadline and expiration is **October 1, 2024**
- **State does not currently expect an extension process**
- Working with consultants and staff to push the schedule by 4 months

# Community Engagement Goals

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- Engagement will be equity-based
- Focused on working with our Equity Committee to reach out BIPOC population
- Spanish interpretation & translation will be provided
  - American Sign Language & other languages as needed

# Consultant Selection




- RFQ for community engagement, design, and development services released November 10th
- Six evaluation criteria (100 points total)
  - Overall Experience & Qualifications (20)
  - Methods & Approach (25)
  - Equity & Diversity-based Community Outreach (25)
  - Natural Play Structures, Playground Safety, & Inclusive Play (15)
  - Natural Resources, Habitat Restoration, & Aquatic Habitat (10)
  - Minority-Owned, Women-Owned, Emerging Small Business (5 / 3)

# RFQ Response



- Four Submissions
  - Lango Hansen
  - PLACE
  - 2.Ink Studios
  - GreenWorks
- Review team included staff from City of Milwaukie, North Clackamas Parks & Recreation District (NCPRD), and Parks And Recreation Board (PARB)
- 1 WBE lead, and 17 out of 24 sub-consultants were MWESB certified

# Selected Firm



Lead Consultants	Total	Average
GreenWorks	451	89.3
Place	410	82.7
Lango Hansen	407	80.7
2.Ink	393	79.3



# Next Steps

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- Grant Agreement
  - Authorization January 18
- Refine Scope
  - Meeting with consultants this week
- Negotiate Fee
- Award Contract
  - Authorization February 1
- Project Kickoff meeting

Parks Discussion

# Thank you!

Questions?

**Adam M. Moore**

Parks Development Coordinator

503-786-7624

[moorea@milwaukieoregon.gov](mailto:moorea@milwaukieoregon.gov)



**COUNCIL STAFF REPORT**

**To:** Mayor and City Council  
**Reviewed:** Ann Ober, City Manager,  
Bonnie Dennis, Finance Director, and  
Justin Gericke, City Attorney  
**From:** Kelly Brooks, Assistant City Manager  
**Subject:** **New City Hall Update**

**Date Written:** Dec. 21, 2021

**ACTION REQUESTED**

Council is asked to receive an update on Milwaukie's new city hall building located at 10501 SE Main Street.

**HISTORY OF PRIOR ACTIONS AND DISCUSSIONS**

[June 4, 2019](#): Council directed staff to explore funding options for the acquisition of 10501 SE Main Street, hire a real estate broker to negotiate the purchase, and initiate appraisals on city owned properties (the Pond House and Bertman House) to help fund the potential acquisition.

[June 18, 2019](#): Council authorized staff to move investigate the building acquisition and develop a financing strategy for a potential purchase.

[July 16, 2019](#): Council approved [Resolution 49-2019](#) authorizing the city manager to negotiate terms for the possible acquisition of 10501 SE Main Street for use as a new city hall.

[August 27, 2019](#): Council approved [Resolution 57-2019](#) authorizing a purchase and sale agreement (PSA) for the acquisition of 10501 SE Main Street to use as a new city hall.

[December 17, 2019](#): Council authorized [Resolution 75-2019](#) authorizing the city manager to waive general conditions and Council waiver approval and delegation of authority to the city manager to finalize lease negotiations, waive the leaseback condition and execute a lease with the seller to remove all contingences from the PSA for the acquisition of 10501 SE Main Street for use as a new city hall.

[February 18, 2020](#): Council supported placing council chambers and public facing operations on the third floor. Council also asked staff to include an improved entrance and stairs in the new design of the building.

**DISCUSSION**

In April 2019, the city was presented with the opportunity to purchase 10501 SE Main Street. Staff explored the opportunity in response to the city's documented need for additional workspace and need to consolidate public facing operations to best serve the public. Staff also explored several funding strategies and engaged a broker to assess the viability of the site.

In August 2019, Council directed the city manager to execute a PSA for the acquisition of 10501 SE Main Street for an amount not to exceed \$6.5 million dollars. Staff conducted all the due diligence items listed in the PSA, including a commercial property inspection, Phase 1



Environmental Site Assessment, property appraisal, and space planning for tenant improvements. The city is satisfied with the findings from these studies.

As a part of the city's due diligence, the city contracted with OTAK, Inc. to develop preliminary space plans and to coordinate with a contractor to produce rough order of magnitude (ROM) pricing for the tenant improvements needed to create a new city hall. The purpose of this work was to gain a basic understanding of the scale of tenant improvement costs, based on materials, labor, and project duration, to inform the tenant improvement budget for the new city hall.

The elements of the tenant improvements for the new city hall include council chambers, public facing operations, and staff workspaces, offices, and conference rooms. The space plans were developed with guidance from Council, the city manager, community development director, city recorder, building official, fleet and facilities supervisor, finance director, and the development project manager. OTAK developed two space plan options and coordinated with R&H Construction to provide ROM pricing.

Per guidance from Council the design will place council chambers and public facing operations on the third floor. The majority of staff workspace, offices and conference rooms will be on second floor. Council also approved making improvements to the stairwell. The current stairwell is made of concrete blocks. The improved entrance and stairwell would remove the concrete blocks and replace with fire-rated storefront glass on the ground floor and second floor. The total rough cost of improvements totaled \$976,000. Staff expect that the passage of time and rising costs of construction will yield a higher cost estimate.

The city's current lease with the building's previous owner, Advantis Credit Union, runs through December 2022. City staff hope to complete tenant improvements within the first six months of 2023 with a tentative move in target of July 2023. Staff will continue to explore ways of expediting this process. Staff also hope to investigate and deploy innovations that help respond to the issues of post-COVID workplace environments.

In the coming months, Council will see three contracts related to the new city hall. The first will be for an owner's representative, the second and third will be for an architect and an engineering/construction firm. Design and construction will be managed through a CMGC (Construction Manager / General Contractor) contract. This was the same type of contracting method used in development of the new Ledding Library building.

### **BUDGET IMPACTS**

The city issued debt and purchased the Advantis building in June 2020. The current balance of the fund is \$1,200,000.

### **WORKLOAD IMPACTS**

The city manager, city attorney, finance director, and public works director, will be working together to facilitate tenant improvements.

### **COORDINATION, CONCURRENCE, OR DISSENT**

The city manager has been working with the community development director, facilities manager, finance director, city recorder, assistant city manager, city attorney, planning director, development project manager, and others on this process.

### **ATTACHMENTS**

None.