

MILWAUKIE BAY PARK PROJECT **ADDITIONAL BACKGROUND INFORMATION**

North Clackamas Parks & Recreation District (NCPRD) is a service district of Clackamas County dedicated to providing exceptional parks and recreation programs, facilities and services. Voters approved the formation of the service district in 1990 because they saw increased need for parks and recreation services in northern Clackamas County. NCPRD – which serves more than 105,000 residents in a 27-square mile area – includes the city of Milwaukie and a large area of unincorporated Clackamas County. While the city of Milwaukie owns its park properties, NCPRD operates and maintains these parks as outlined in an Intergovernmental Agreement, and may also plan and develop these parks with city approval.

In the last 17 years, Milwaukie and its partners have transformed the park site from poorly maintained and underutilized land into a scenic riverfront park that is a treasure for the community; however, the full vision for the park has not been realized. Venues for concerts and events, places for friends and families to gather, an interactive water feature, a children’s play area and other improvements have not been completed. NCPRD and the City of Milwaukie have been partnering since 2017 to complete the park. In 2021, NCPRD is preparing to bring the design team together with a Construction Manager/General Contractor, or “CM/GC” to complete all preconstruction and construction.

Context

The park is located on a 7.7-acre riverfront site on the western boundary of NCPRD between the historic and vibrant City of Milwaukie and some of the region’s greatest natural resources: the Willamette River to the west, Kellogg Creek to the south and Johnson Creek to the north. Spring Park and Elk Rock Island—two natural areas rich with wildlife—are a few minutes away by foot, wheel or watercraft.

The old Portland Traction Company right of way, now the multi-use Trolley Trail, runs through the park and connects neighborhoods, schools, parks and business districts from Gladstone to the Springwater Corridor and north into Portland’s Sellwood neighborhood. Also connecting with the park to the south is the Kellogg Creek Resource Recovery Facility run by Water Environment Services and the adjacent Kellogg Creek Park and trail located along the banks of the Willamette River. The site is also well connected to the nearby TriMet MAX station, TriMet bus stops in downtown, and the many civic and private improvements in burgeoning downtown Milwaukie. McLoughlin Boulevard/OR-99E flanks the eastern edge of the park site and is under the jurisdiction of the Oregon Department of Transportation (ODOT). Improvements made by ODOT in 2005/6 created signalized crosswalks across McLoughlin to improve access to and from the park site.

Planning

Planning for Milwaukie Bay Park—previously called Riverfront Park—began in earnest in 1998 with the establishment of the Milwaukie Riverfront Task Force by the Milwaukie City Council with a mission to advance development of the park. Subsequently, the Downtown and Riverfront Land Use Framework Plan (adopted in 2000 and updated in 2015) identified development of Milwaukie Bay Park as a high-priority project. The plan identified the park as the City’s “living room,” established the park as a location for special events, and called for strengthened connections to the north, south and downtown. Master planning began in 2005 with a public opinion survey to determine what components the community would like to see included in the park. City Council approved the preliminary plan in 2006. The Planning Commission then approved the Master Plan in 2010.

The park’s planned amenities aimed to represent the core values of the community: promoting health and quality of life and creating new opportunities for fitness, recreation, social and civic engagement. The plan included new parking areas north and south of Kellogg Creek, a play area for children, two restroom

facilities, a performance venue for cultural arts, a festival lawn, pathways for pedestrians and cyclists, improved pedestrian crossings between downtown and the park and two overlooks for river viewing. Because full funding of the Master Plan with an estimated cost of \$8.7 million was not secured, civic leaders anticipated the park would be built in phases. By 2015, the first two phases of the park were complete.

In 2018-19, NCPRD partnered closely with the City of Milwaukie to contract with 2.ink Studio Landscape Architecture. 2.ink Studio led the design team through a final design process to test and revise the 2010 Master Plan specifically for the 3.6-acre heart of the site that remained unfinished. NCPRD and the City presented the final design (100% Schematic Design) to the public in April 2019 after a robust public engagement process. The final design includes a civic amphitheater, a nature-themed playground, an interactive water feature, a main plaza and picnic area, new restrooms, a permanent alignment of the Trolley Trail segment through the park, pedestrian pathways, upland and lowland natural areas and art/interpretive elements.

This project has enjoyed overwhelming community support since its inception. NCPRD identified the completion of the park as a high priority in its adopted 2004 NCPRD Master Plan and 2007 System Development Charges Capital Improvement Plan. The City of Milwaukie identified the completion of the park as one of its three goals to be pursued during the 2017-2019 biennium and citizens of Milwaukie called for its completion in the adopted 2017 Milwaukie Community Vision and Action Plan. During Final Design in 2018-19, the project team held three well-attended large public meetings and effectively engaged residents through online surveys and social media in order to kick off the project, review design alternatives, and review the final design. The project team also convened a Steering Advisory Committee (SAC) that met seven times to review the project and advise the team and elected bodies. Team members and SAC volunteers supported the public events, tabled at numerous other public events, and connected the project with more stakeholders.

By April 2019, the project team had presented multiple times to the governing bodies (Clackamas County Board of County Commissioners and Milwaukie City Council) and received feedback. The team also met with members of the Latinx community, members of area tribal governments, and people living with disabilities to provide meaningful deeper engagement with members of the community who have been historically under-represented.

In May 2020, the Clackamas County's Board of County Commissioners serving as the Local Contract Review Board approved CM/GC as an alternative contracting method for the Milwaukie Bay Park Final Design.

During the design development and construction document phase scheduled for 2021-22, 2.ink Studio will be supporting NCPRD's land use application and permit application for the project to obtain all final approvals.

Implementation

The donation of a key piece of land on the northern portion of the park from Milwaukie residents Gary and Sharon Klein led to the first phase of development, which included the Klein Point Overlook. Completed in 2012, the overlook sits above Johnson Creek at its confluence with the Willamette River.

The second phase of development was funded by the Oregon Department of Fish and Wildlife ("ODFW"), Oregon State Marine Board ("OSMB") and the Kellogg Creek Good Neighbor Fund. The City and NCPRD contributed funding for construction administration. The project included:

- A new boat launch with a boarding float and a small restroom,
- Parking lots north and south of Kellogg Creek with spaces for cars with trailers as well as regular vehicles,

- New vehicle access to the park,
- A riverside trail along the bank of the Willamette River, connecting the new boat ramp with the completed Phase I Klein Point Overlook,
- Plantings and bank stabilization in the riparian area along the river,
- Grading of the park site between the new parking area and Klein Point,
- Relocation of the power poles in the park eastward toward S.E. McLoughlin Boulevard, and
- Temporary paving for the Trolley Trail.

Apart from these phases of work, in 2017 the Milwaukie City Council authorized replacement of the existing Kellogg Creek Bridge which had suffered severe storm damage late in 2015. The City completed construction for the Kellogg Creek Bridge Replacement Project with Improvements in 2018. The 116-foot bridge project removed one of the obstructions in the Kellogg Creek Dam (the first step to removing a blockage to fish passage between Kellogg Creek and the Willamette River) and provided a pedestrian sidewalk on its west side. That sidewalk now connects the pre-existing sidewalk on the north side of Kellogg Creek with the parking lot on the south side of Kellogg Creek and the overlook at the mouth of the creek.

The 2015 storms also damaged the cobbled beach area in the park. In 2018, the City completed a Bank Repair project to add geotechnical bank repair and stabilization, riparian plants, new stone steps down to the cobbled beach area, and a swale upslope from the park's riverside path to prevent future erosion. This completed the final in-water work identified in the 2010 Master Plan.

The next phases of implementation are the preparation of design and construction documents and performance of other preconstruction work, followed by the construction phase to construct the park.

Permitting

Local – City of Milwaukie Land Use Review and Permitting. NCPRD met with the city staff for a pre-application meeting in 2019 and will submit the project for approvals in several months. This process includes Willamette Greenway Review, Natural Resource Review, Water Quality Resource Area review, Habitat Conservation Area review, city design review, and city stormwater and engineering review.

State - Oregon Department of Transportation permit. NCPRD will create a permanent alignment for the multiuse Trolley Trail path. In 2005/6 ODOT helped enhance pedestrian safety and access to the park site in the right of way as part of the McLoughlin Boulevard Project. ODOT staff are aware of proposed upgrades and NCPRD will schedule a meeting in the near future to discuss permit needs.

Other State/Federal. No permit needs expected.

Previous Permits.

- In 2015 the *Army Corps of Engineers (ACE)* issue a permit to the City of Milwaukie for Milwaukie Bay Park (formerly named “Milwaukie Riverfront Park”). This included Section 10/404 permit, its attachments and the Oregon DSL Removal/Fill Permit. The permit process of 2014 triggered previous review and incorporation of permits/conditions from National Marine Fisheries Service (Biological Opinion to address ESA), Oregon Department of Environmental Quality 401 Water Quality Certification, and an Inadvertent Discovery Plan addressing state, federal and tribal interests in archeological resources. “Phase II” of the City’s work completed all site work below the ordinary high water line (OHWL). NCPRD contracted with an environmental consultant in 2018 to investigate the permit status pertaining to the current project to complete the park. This investigation and follow up from the current project engineer concluded that the work is only above the OHWL and keeps impervious surface and cut and fill below the 2014 permit’s stated levels. This provides consistency with the 2014 permit. NCPRD and the city have updated

ACE in writing on the revised plan since 2018 and ACE staff have clarified that no further action is required beyond ongoing monitoring and reporting from the Phase II work.

- The City Land Use approval in 2010 provided the local environmental and land use approvals to permit the construction of improvements to date. The revised design that will now be used for construction to complete the park responded to the 2010 conditions of approval and the City and NCPRD have determined to move forward with a new approval. This revised plan will be submitted for City approvals and permits in 2021 once the submittal package is complete.

More background information is located at the project website: www.milwaukeebaypark.org.