



## **NORTH CLACKAMAS** PARKS & RECREATION DISTRICT

### **BOARD OF DIRECTORS MEETING AGENDA**

**Date:** September 20, 2023  
**Time:** 6:00 p.m. – 7:30 p.m.  
**Location:** North Clackamas Aquatic Park (7300 SE Harmony Road Milwaukie, OR 97222) –  
or [join virtually \(via Zoom\)](#)

**1. CALL TO ORDER**

- a. Roll Call
- b. Pledge of Allegiance

**2. PRESENTATION** *(Following are items of interest to the residents of the District)*

- a. Report on System Plan Update
- b. Report on Trolley Trail Safety Audit Summary
- c. Report of the Chair of the District Advisory Committee

**3. CONSENT AGENDA** *(The following items are considered routine, and therefore will not be allotted individual discussion time on the agenda. Many of these items have been discussed by the Board in Work Sessions. The items on the Consent Agenda will be approved in one motion unless a Board member requests, before the vote on the motion, to have an item considered at its regular place on the agenda.)*

- a. Approval of Meeting Minutes from June 19, 2023 NCPRD Board Meeting

**4. DISTRICT ADMINISTRATOR & DISTRICT DIRECTOR UPDATE**

**5. PUBLIC COMMENTS** *(The Chair of the Board will call for statements from people regarding issues relating to District governance. It is the intention that this portion of the agenda shall be limited to items of District business which are properly the object of Board consideration and may not be of a personal nature. Testimony is limited to three (3) minutes. Comments shall be respectful and courteous to all.)*

**6. BOARD COMMUNICATIONS**

**7. ADJOURN**



# NORTH CLACKAMAS PARKS & RECREATION DISTRICT

Administration

Michael Bork, Director  
North Clackamas Parks and Recreation District  
3811 SE Concord Road  
Milwaukie, OR 97267

September 20, 2023

BCC Agenda Date/Item: \_\_\_\_\_

North Clackamas Parks and Recreation District Board of Directors

**Update on the NCPRD System Plan process. Funding is through NCPRD Capital Asset funds. No County General Funds are involved.**

<b>Previous Board Action/Review</b>	No board action		
<b>Performance Clackamas</b>	<ul style="list-style-type: none"><li>• Build public trust through good government.</li><li>• Honor, utilize, promote, and invest in our natural resources.</li><li>• Ensure safe, healthy, and secure communities</li></ul>		
<b>Counsel Review</b>	No	<b>Procurement Review</b>	No
<b>Contact Person</b>	Michael Bork	<b>Contact Phone</b>	971-610-1036

**EXECUTIVE SUMMARY:** North Clackamas Parks and Recreation District ("NCPRD") is in the final contracting process with Design Workshop, Inc. for consulting services to develop a parks and recreation system plan; with a total estimated contract value of \$358,028. It is currently in county procurement, being reviewed by staff. We do not have an anticipated date that will be complete. Once through procurement, we will bring a contract to the Board of Directors for approval.

NCPRD needs a planning process that builds community, dialog, trust, relationships, and understanding at its foundation to best serve the public. Key tools necessary include updated and clear research, needs assessment, and analysis, combined with broad and meaningful community engagement.

Through robust community engagement and statistically-validated data, NCPRD will work with our consultant to develop a plan with an updated mission and vision, updated district goals, service and operational analysis, trends identification, benchmarking, and maintenance and operational review. Additionally, the plan will produce realistic funding strategies that will make implementation possible, and a short-and long-term strategic plan that NCRPD can effectively carry forward for the next 20 years.

In the early stages of the planning process, a community profile will be developed, and a statistically valid survey will be conducted as part of the needs assessment. Both of these key steps will include break-outs of the data to separate City of Milwaukie data from unincorporated area data. This will allow the project team to be flexible in how it moves forward with analysis – either as the District is comprised today, or as a revised District should the City of Milwaukie withdraw.

For Filing Use Only

**RECOMMENDATION:** No action. Staff will bring a contract as soon as it is ready for approval. Respectfully submitted,

A handwritten signature in black ink, appearing to read "M. Bork", with a stylized flourish at the end.

Michael A. Bork  
NCPRD Director



September 20, 2023

BCC Agenda Date/Item: \_\_\_\_\_

North Clackamas Parks and Recreation District Board of Directors

**Trolley Trail Safety Audit Summary**

<b>Previous Board Action/Review</b>	No previous Board Action/Review		
<b>Performance Clackamas</b>	<ul style="list-style-type: none"><li>• Build public trust through good government</li><li>• Honor, utilize, promote and invest in our natural resources</li><li>• Ensure, safe, healthy and secure communities</li></ul>		
<b>Counsel Review</b>	No	<b>Procurement Review</b>	No
<b>Contact Person</b>	Alex Gilbertson	<b>Contact Phone</b>	Alex: (971) 430-0388

**SAFETY AUDIT SUMMARY:**

Citizens and trail users have expressed safety concerns specifically about the speed of bicyclists along the trail and NCPRD wanted to find out if this was a perception or if there was data to support these concerns. In February of 2023, NCPRD contracted with Alta Planning + Design to develop a safety audit for the Trolley Trail. The goal of this project was to evaluate the safety of the Trolley Trail from the south end of SE Washington Street at Milwaukie Bay Park in Milwaukie to Glen Echo Avenue in Gladstone.

The plan's key objectives included:

- Looking for perceived issues and identifying problematic areas and providing recommendations
- Assessing how the Trolley Trail functions
- Identifying health and safety issues
- Gauging how the Trolley Trail compares to other regional trails

**SAFETY AUDIT PROCESS**

A research phase of the project gathered available and pertinent information needed to understand and assess the corridor and summarize the existing conditions and challenges for the Trolley Trail as related to user safety. This included reviewing existing plans and trail resources, GIS data, known field conditions, current operations and safety guidelines, rules,

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regulations and ordinances as well as reviewing user counts, crash data and incident reports from the Sheriff's Department. This information was used to draw findings that informed Alta's understanding of the issues and constraints in the trail corridor.

A corridor map and list of safety conditions to consider, for use and reference during field assessments, ensured a thorough, consistent and replicable process. During the initial field assessment, Alta documented physical trail conditions such as:

- Visibility issues (due to lighting, overgrown vegetation, slopes, etc)
- Surface conditions (drainage, changes in materials, leaf litter, cracks, tree roots, etc)
- Signage/stripping (messaging, placement of, lack of, etc)
- Adjacent land uses (residential, industrial, is there heavy machinery, noises, odors, etc)
- And more generally, obstacles and constraints

Alta took the information they gathered during their field assessment and conducted another field visit to identify safety issues that pertain to the trail conditions with user experience. This field visit helped Alta better understand and observe user experience along the trail corridor and identify potential user conflicts. They set up in six different stations strategically along the corridor during the morning and evening commute hours to observe user behaviors and identify safety issues and potential conflict points that need to be addressed. Such as:

- User conflict concerns (especially between bicyclists and pedestrians, as well as between trail users and vehicles at intersections)
- Crash risk (associated with speed, turning radius, trail width, volume of users, etc)
- And, assessing visual guidance and user response

The report provides key takeaways or observations of issues to address from the field visit.

## **SAFETY AUDIT RECOMMENDATIONS**

Alta prepared a toolkit of best practices and potential safety improvement options to respond to specific safety issues and conditions observed during the Trail Safety Audit. It is organized into the following categories:

- Signage: Enhance wayfinding signage to promote safety and help trail users to navigate the corridor.
- Striping and pavement markings: Improve safety and promote a pleasant user experience.
- Maintenance and operations: Trail improvements that will improve safety and user experience.
- Safety campaign: Safety campaign will address trail user behavior and promote safety.
- Surface treatments: Improve the conditions of the trail surface enhancing safety and user experience.

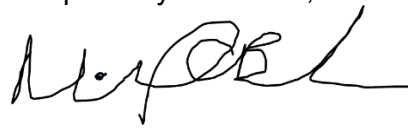
Each recommendation includes a rough order of magnitude cost to help with project prioritization. In addition, a "responsible agency" was identified because some of the

recommendations occur outside NCPRD's jurisdiction and will require coordination to address and/or complete.

At this time, NCPRD is holding off on making significant improvements until the time when we can prioritize with all of the needs of the District. The feedback from this work will be incorporated into the upcoming System Plan and Trails System Plan work to inform next steps.

**RECOMMENDATION:** N/A

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Michael Bork", with a stylized, flowing script.

Michael Bork  
NCPRD Director

# Trolley Trail Safety Audit Summary





# What we will cover

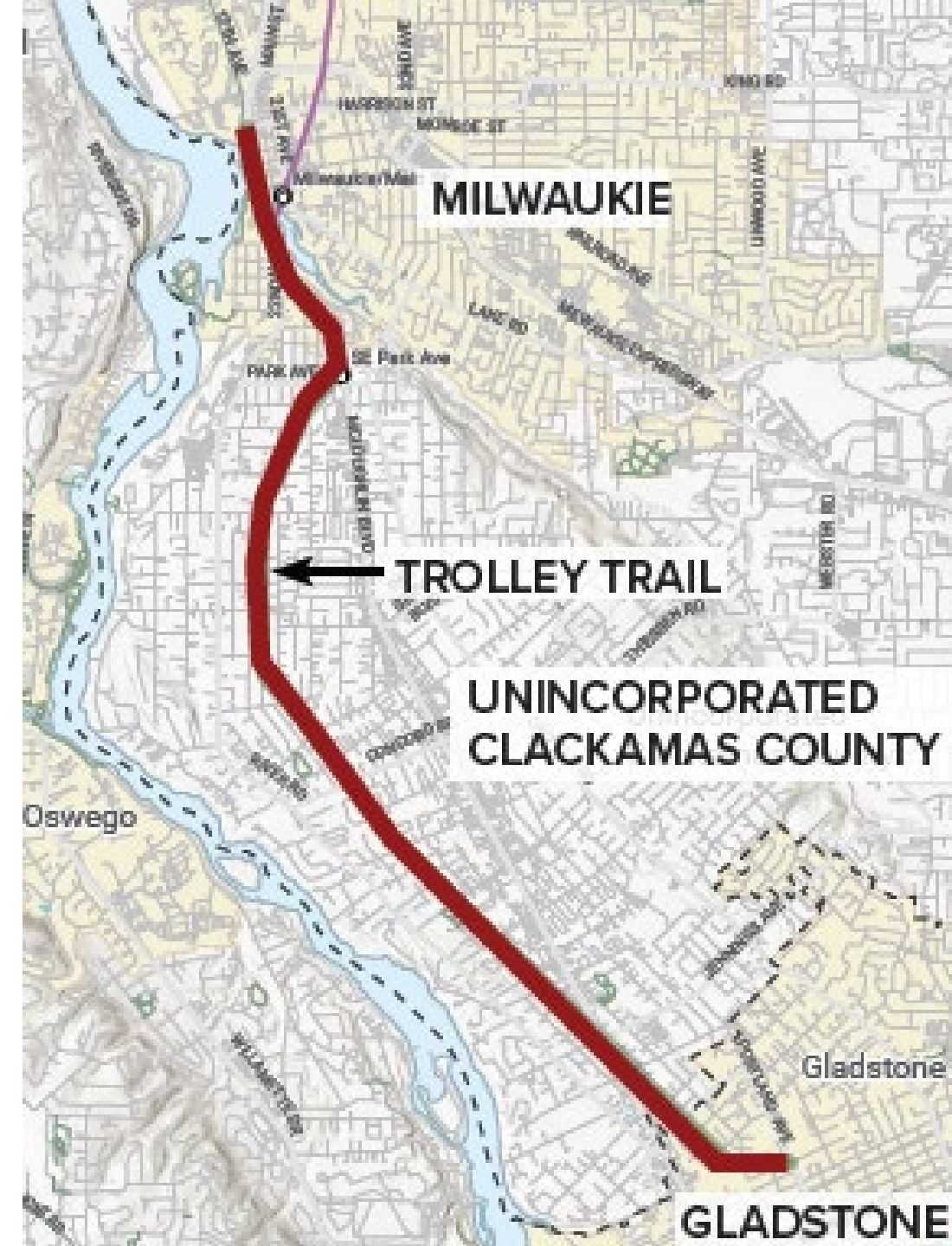
- Background
- Key objectives
- Safety audit process
- Key findings
- Recommendations





# Background

- 6-mile multi-use trail
- Purchased in 2001, developed in 2012
- Safety Audit evaluates the Trolley Trail from Milwaukie to Gladstone





# Key objectives

- Looking for perceived issues and providing recommendations
- Assessing functionality
- Identifying health and safety issues
- Gauging how the trail compares to other regional trails



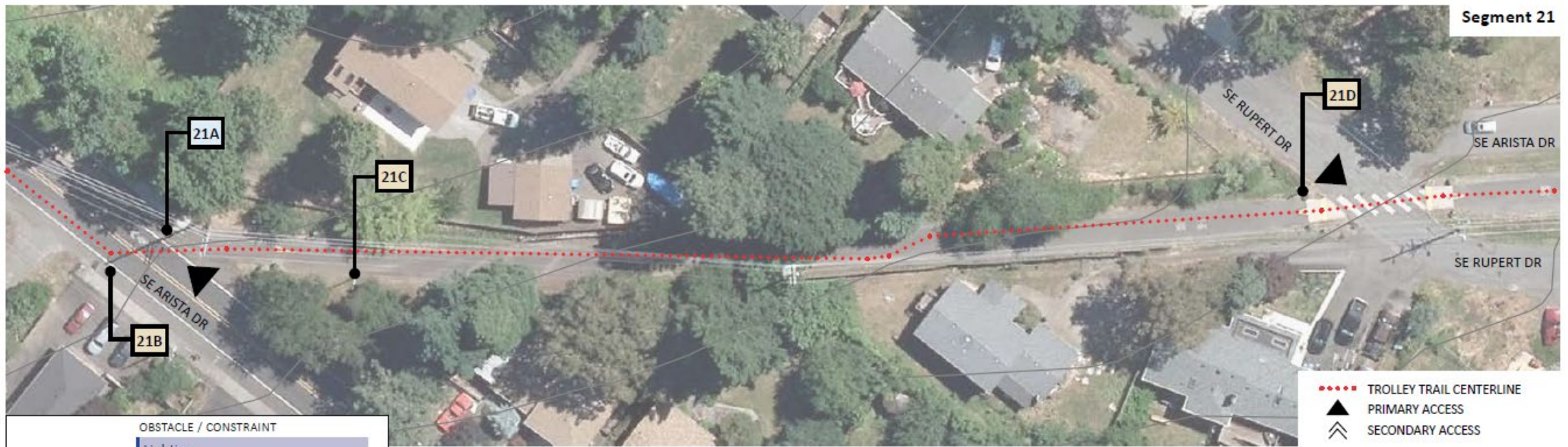


# Safety audit process

- Alta staff conducted two site assessments:  
    **Field Visit #1:** Trail Conditions  
    **Field Visit #2:** User Experience



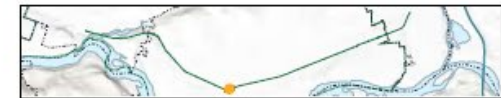




	OBSTACLE / CONSTRAINT
VISIBILITY	Lighting
	Vegetation
	Slopes
	Traffic Speed
SURFACE CONDITIONS	Materials
	Drainage
	Leaf Litter
	Cracks
	Tree Roots / Shade
	Manhole
SIGNAGE	Message
	Placement
	Lack of Signage
	Graffiti
STRIPING	Placement
	Lack of Striping
	Faded
ADJACENT LAND USE	Industrial
	Heavy Machinery / Noises
	Odors
	Camping
	Parking Lots

### SEGMENT 21 TRAIL CONDITION ASSESSMENT

	ISSUE	RECOMMENDATION
21A	Sharp turn off Trolley Trail onto Arista Drive and manhole is not level	
21B	Bike turn signage unclear	Improve signage for bike turning
21C	Etiquette sign posted too high	Reposition etiquette sign lower
21D	Trail crossing sign facing incorrect direction	Downward diagonal facing arrow should be reserved to point to crosswalk





# Signage

## Key findings

- Use consistent signage at stop-controlled intersections
- Add or relocate wayfinding signage in key locations
- Trim vegetation to maintain visibility of signage
- Continue to remove graffiti
- Replace faded signs





# Striping

## Key findings

- High visibility crosswalks should be applied as a standard crossing treatment
- Repaint faded striping to maintain visibility
- Add pavement markings in key locations
- Add green paint at key locations to improve visibility of bicycle route for both cyclists and drivers
- Fog lines are helpful a visual cue (dash fog lines at driveways)





# Surface conditions

## Key findings

- Maintain and repair level surface as needed
- Add ADA ramps at trailheads and crossings
- Trim vegetation
- Continue to remove debris
- Bolster shoulders
- Add safety barriers in areas with steep drop offs
- Widen trail to 12' where possible to allow safe passing and cross traffic





# Visibility issues

## Key findings

- Add reflectors to bollards and vertical elements
- Repair trail lighting at key locations
- Trim vegetation at intersections





# Adjacent land uses

## Key findings

- Add landscaping to enhance visual buffer and reduce noise from busy roads and industrial uses





# Miscellaneous

## Key findings

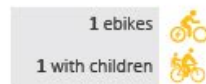
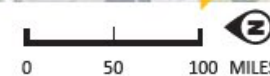
- Trail etiquette signs should be more prominent
- Add speed humps and shared lane markings along portions of trail that have no designated bike lane, and have bicyclists sharing the road with drivers
- Continue to enforce no camping rules
- Add curb stops to parking stalls adjacent to trail





Thursday, May 25th 7:00am-9:00am  
sunny, 55°

MORNING FIELD NOTES

[illegible]



# Corridor-wide observations

## Key findings

- The bollard and basalt trailhead markers are effective at forcing trail users to recognize and slow down at intersections
- Noise pollution generated from McLoughlin Blvd.
- Some scooters/e-bikes moved through the corridor at high speeds
- Trail users generally self-regulate speed, share the path, and slow down to pass



# Toolkit of potential solutions

## Signage:

Enhance wayfinding signage to promote safety and help trail users to navigate the corridor

## Striping and pavement markings:

Improve safety and promote a pleasant user experience

## Maintenance and operations:

Trail improvements that will improve safety and user experience

## Safety campaign:

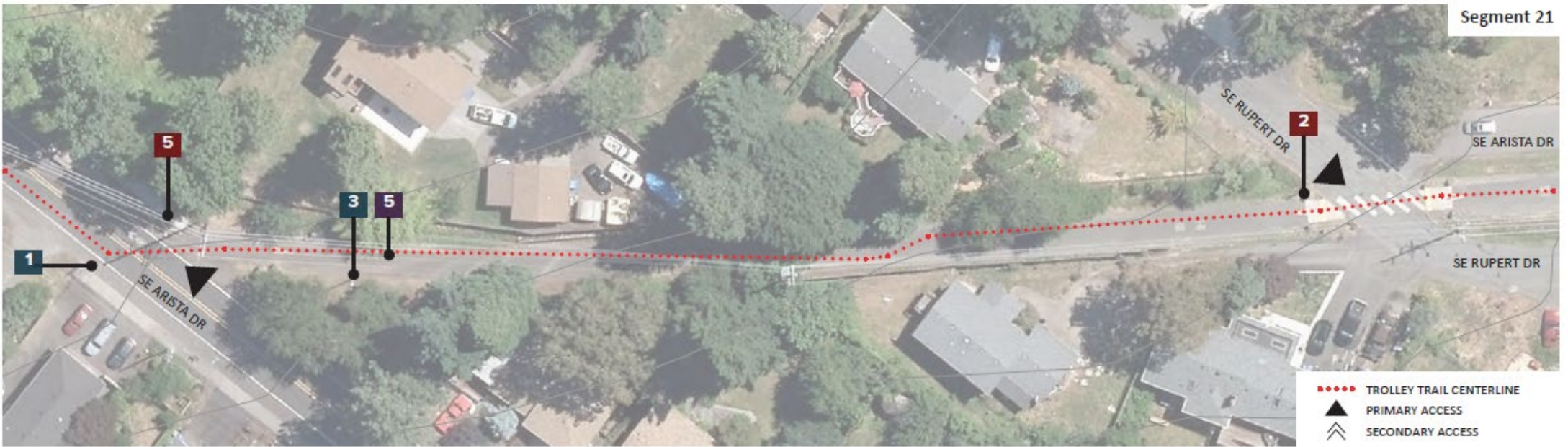
Safety campaign will address trail users' behavior and promote safety

## Surface treatments:

Improve the conditions of the trail surface enhancing safety and user experience







**PRIORITY RECOMMENDATIONS (SEE MAP)**

		RESPONSIBLE AGENCY
1	Improve wayfinding signage for bicyclist to navigate trail	NCPRD
5	Level surface around manhole	Clackamas County
3	Post more prominent trail etiquette sign	NCPRD
5	Add "SLOW DOWN" pavement marking for northbound trail users turning onto Arista Dr	Clackamas County
2	Trail crossing sign facing incorrect direction: Downward diagonal facing arrow should be reversed to point to crosswalk	NCPRD



**RECOMMENDATIONS TOOLKIT: List of Corridor-Wide Priority Solutions**

**Signage**

- 1 WAYFINDING SIGNAGE
- 2 STOP SIGNS
- 3 TRAIL ETIQUETTE SIGNAGE
- 4 PEDESTRIAN CROSSING SIGNAGE

**Striping & Pavement Markings**

- 1 STRIPING
- 2 ADD SHARED LANE MARKINGS
- 3 ADD / UPDATE CROSSWALKS
- 4 ADD GREEN PAINT BIKE FACILITIES
- 5 ADD PAVEMENT MARKINGS
- 6 REPAINT / REFRESH PAINT

**Safety Campaign**

- 1 SAFETY CAMPAIGN

**Maintenance & Operations**

- 1 TRIM VEGETATION
- 2 REPAIR, RELOCATE, & REPLACE SIGNS
- 3 REMOVE GRAFFITI
- 4 ADD, REPAIR, & REPLACE LIGHTING
- 5 MAINTAIN LEVEL TRAIL SURFACE
- 6 INCREASE TRAIL USER CROSSING TIME AT SIGNED INTERSECTIONS
- 7 REMOVE DEBRIS
- 8 MAINTAIN SHOULDER
- 9 ADD LANDSCAPE BUFFER

**Surface Treatments**

- 1 WIDEN TRAIL
- 2 ADD ADA COMPLIANT CURB RAMPS
- 3 ADD SAFETY BARRIER
- 4 PEDESTRIAN REFUGE ISLAND
- 5 BOLLARDS
- 6 ADD SPEED HUMPS
- 7 ADD REFLECTORS
- 8 ADD CURB STOPS



# Speed control measures

- Chicanes and speed humps are not recommended along the Trolley Trail
- Recommending a safety campaign to promote safe speeds and improved user behavior





# Thank you

<https://ncprd.com/parks/trolley-trail>





**Date:** Wednesday, July 19, 2023  
**Time:** 6:00 p.m.  
**Location:** Concord Property (3811 SE Concord Rd. Milwaukie, OR 97267)  
Meeting Room or Virtually (via Zoom)

This meeting was recorded and the video is available on the NCPRD website at  
<https://ncprd.com/public-meetings/meeting-minutes>  
These minutes document action items approved at the meeting

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**PRESENT:**

NCPRD Board Chair Tootie Smith  
NCPRD Board Director Ben West  
NCPRD Board Director Paul Savas  
NCPRD Board Director Martha Schrader  
NCPRD Board Director Mark Shull  
Acting District Administrator Nancy Bush  
NCPRD Director Michael Bork  
District Counsel Jeff Munns  
Clerk to the Board Tony Mayernik

**1. CALL TO ORDER**

- a. Roll Call
- b. Pledge of Allegiance

**2. PRESENTATION**

- a. Report from the Chair of the District Advisory Committee
  - a. Grover Bornefeld, Chair of the DAC, provided a report from the District Advisory Committee.

**3. BOARD DISCUSSION ITEMS**

- a. Concord Property Project Update
  - a. Michael Bork went over the overall project timeline and the site plan.

**4. CONSENT AGENDA**

- a. Approval of Meeting Minutes from March 15, 2023 NCPRD Board Meeting

Clerk Mayernik read the consent agenda.

Chair Smith called for requests to remove items from the consent agenda. None were received.

**ACTION:** Director West: "I move that we approve the Consent Agenda as read." Director Schrader seconded the motion.



Chair Smith called for further discussion. None was heard.

Clerk Mayernik called the poll  
Director Savas Aye  
Director Shull Aye  
Director Schrader Aye  
Director West Aye  
Chair Smith Aye; motion passes 5-0.

## **5. PUBLIC COMMENT**

Chair Smith opened the meeting for public communication.

1. Mark Elliott, Oak Grove, expressed appreciation to NCPRD for their work on the Oak Grove Festival. Supports the collaboration between the MCC and the future community center.
2. Thelma Haggemiller, Oak Grove, supports a Cultural Center at the Concord Property.
3. Jan Carothers, Jennings Lodge, supports governance change, but wants to see it done right and not rushed.

## **6. DISTRICT ADMINISTRATOR & DISTRICT DIRECTOR**

## **7. BOARD COMMUNICATIONS**

## **8. ADJOURN**