



Oregon

Kate Brown, Governor

Department of Land Conservation and Development

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Salem, Oregon 97301-2540

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www.oregon.gov/LCD



NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION

Date: November 09, 2015

Jurisdiction: City of Milwaukie

Local file no.: CPA-2015-002

DLCD file no.: 002-15

The Department of Land Conservation and Development (DLCD) received the attached notice of adopted amendment to a comprehensive plan or land use regulation on 11/09/2015. A copy of the adopted amendment is available for review at the DLCD office in Salem and the local government office.

Notice of the proposed amendment was submitted to DLCD 35 days prior to the first evidentiary hearing.

Appeal Procedures

Eligibility to appeal this amendment is governed by ORS 197.612, ORS 197.620, and ORS 197.830. Under ORS 197.830(9), a notice of intent to appeal a land use decision to LUBA must be filed no later than 21 days after the date the decision sought to be reviewed became final. If you have questions about the date the decision became final, please contact the jurisdiction that adopted the amendment.

A notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR chapter 661, division 10).

If the amendment is not appealed, it will be deemed acknowledged as set forth in ORS 197.625(1)(a). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

DLCD Contact

If you have questions about this notice, please contact DLCD's Plan Amendment Specialist at 503-934-0017 or plan.amendments@state.or.us



NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION

FOR DLCD USE
File No.: 002-15 {23901}
Received: 11/9/2015

Local governments are required to send notice of an adopted change to a comprehensive plan or land use regulation **no more than 20 days after the adoption.** (See [OAR 660-018-0040](#)). The rules require that the notice include a completed copy of this form. **This notice form is not for submittal of a completed periodic review task or a plan amendment reviewed in the manner of periodic review.** Use [Form 4](#) for an adopted urban growth boundary including over 50 acres by a city with a population greater than 2,500 within the UGB or an urban growth boundary amendment over 100 acres adopted by a metropolitan service district. Use [Form 5](#) for an adopted urban reserve designation, or amendment to add over 50 acres, by a city with a population greater than 2,500 within the UGB. Use [Form 6](#) with submittal of an adopted periodic review task.

Jurisdiction: City of Milwaukie

Local file no.: **CPA-2015-002**

Date of adoption: 10/20/15

Date sent: 11/9/2015

Was Notice of a Proposed Change (Form 1) submitted to DLCD?

Yes: Date (use the date of last revision if a revised Form 1 was submitted): 7/07/15
No

Is the adopted change different from what was described in the Notice of Proposed Change? Yes No
If yes, describe how the adoption differs from the proposal:

Local contact (name and title): Brett Kelper, Associate Planner

Phone: 503-786-7657

E-mail: kelperb@milwaukieoregon.gov

Street address: 6101 SE Johnson Creek Blvd

City: Milwaukie

Zip: 97206

PLEASE COMPLETE ALL OF THE FOLLOWING SECTIONS THAT APPLY

For a change to comprehensive plan text:

Identify the sections of the plan that were added or amended and which statewide planning goals those sections implement, if any:

The adopted amendments added master plans for Balfour Park, Bowman-Brae Park, and Kronberg Park to the Comprehensive Plan as ancillary documents. The applicable statewide planning goals include Goals 1, 2, 5, 6, 7, 8, 12, and 15.

For a change to a comprehensive plan map:

Identify the former and new map designations and the area affected:

- Change from Low Density to Public 1.49 acres. A goal exception was required for this change.
- Change from _____ to _____ acres. A goal exception was required for this change.
- Change from _____ to _____ acres. A goal exception was required for this change.
- Change from _____ to _____ acres. A goal exception was required for this change.

Location of affected property (T, R, Sec., TL and address): **Balfour Park** = 3103 SE Balfour St (1S1E25CA06900 and 07000); **Bowman-Brae Park** = no situs, 2S2E06BC03100; **Kronberg Park** = 11910 SE McLoughlin Blvd, 1S1E36CB02800, 2801, 3000, 3100, 3300, 4500

The subject property is entirely within an urban growth boundary

The subject property is partially within an urban growth boundary

If the comprehensive plan map change is a UGB amendment including less than 50 acres and/or by a city with a population less than 2,500 in the urban area, indicate the number of acres of the former rural plan designation, by type, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

If the comprehensive plan map change is an urban reserve amendment including less than 50 acres, or establishment or amendment of an urban reserve by a city with a population less than 2,500 in the urban area, indicate the number of acres, by plan designation, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

For a change to the text of an ordinance or code:

Identify the sections of the ordinance or code that were added or amended by title and number:

For a change to a zoning map:

Identify the former and new base zone designations and the area affected:

Change from	to	Acres:
Change from	to	Acres:
Change from	to	Acres:
Change from	to	Acres:

Identify additions to or removal from an overlay zone designation and the area affected:

Overlay zone designation:	Acres added:	Acres removed:
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Location of affected property (T, R, Sec., TL and address):

List affected state or federal agencies, local governments and special districts: **ODOT, TriMet, Metro, Clackamas County, North Clackamas Parks and Recreation District**

Identify supplemental information that is included because it may be useful to inform DLCD or members of the public of the effect of the actual change that has been submitted with this Notice of Adopted Change, if any. If the submittal, including supplementary materials, exceeds 100 pages, include a summary of the amendment briefly describing its purpose and requirements.

A signed copy of Ordinance No. 2107, which includes the findings in support of approval, clean and strikeout versions of the amended Land Use Map, and the three park master plans, is attached in PDF format (49 pages total).



CITY OF MILWAUKIE

"Dogwood City of the West"

Ordinance No. 2107

An ordinance of the City Council of the City of Milwaukie, Oregon, amending the Comprehensive Plan: the Land Use Map and ancillary documents (new Balfour Park Master Plan, Bowman-Brae Park Master Plan, and Kronberg Park Master Plan) (File #CPA-2015-002).

WHEREAS, the City of Milwaukie desires to review, amend, and revise its Comprehensive Plan on a regular basis; and

WHEREAS, the City has made it a practice to develop master plans for each of the various City parks and then adopt them into the Comprehensive Plan, in order to guide the future physical and programmatic development of each park and ensure that adjacent neighborhoods and the community as a whole have improved access to recreational facilities and open space; and

WHEREAS, Balfour Park and Bowman-Brae Park were acquired as City park sites in 2008 and 2011, respectively, and Kronberg Park has been a City park since 1991, but none of the three parks has an adopted master plan; and

WHEREAS, the North Clackamas Parks and Recreation District has conducted an extensive public involvement process to develop master plans for Balfour Park, Bowman-Brae Park, and Kronberg Park; and

WHEREAS, the master plans for Balfour Park, Bowman-Brae Park, and Kronberg Park have all been reviewed by the relevant Neighborhood District Associations, Milwaukie Park and Recreation Board, North Clackamas Parks and Recreation District, and other affected agencies; and

WHEREAS, the City has prepared amendments to the Comprehensive Plan's Land Use Map and ancillary documents (new Balfour Park Master Plan, Bowman-Brae Park Master Plan, and Kronberg Park Master Plan); and

WHEREAS, the City Council finds that the amendments will result in adopted master plans that provide a clear vision for future improvements to each of the three park sites and establish a general expectation of how each park will be used; and

WHEREAS, the proposed amendments have been processed pursuant to a Type V Legislative Review per Milwaukie Municipal Code Section 19.1008, with notice provided per the requirements of the Milwaukie Municipal Code and Oregon Revised Statutes.

WHEREAS, all property owners and tenants within 400 ft of each park site were notified of the amendments, and the opportunity for public input has been provided through the City website and at duly advertised public hearings on the proposed amendments before the Planning Commission and City Council; and

WHEREAS, the Planning Commission recommended approval of the amendments at a public hearing on August 11, 2015; and

WHEREAS, the City Council held a duly advertised Public Hearing on October 20, 2015.

Now, Therefore, the City of Milwaukie does ordain as follows:

Section 1. Findings. Findings of fact in support of the amendments are adopted by the City Council and are attached as Exhibit A.

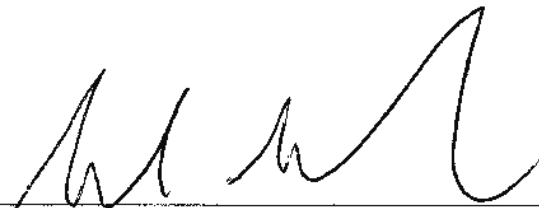
Section 2. Amendments. The Comprehensive Plan is amended as described in Exhibit B (Land Use Map underline/strikeout version), Exhibit C (Land Use Map clean version), Exhibit D (Balfour Park Master Plan clean version only), Exhibit E (Bowman-Brae Park Master Plan clean version only), and Exhibit F (Kronberg Park Master Plan clean version only).

Section 3. Effective Date. The amendments shall become effective 30 days from the date of adoption.

Read the first time on 10/20/15, and moved to second reading by 5:0 vote of the City Council.

Read the second time and adopted by the City Council on 10/20/15.

Signed by the Mayor on 10/20/15.



Mark Gamba, Mayor

ATTEST:

APPROVED AS TO FORM:
Jordan Ramis PC



Pat DuVal, City Recorder



Peter D. White
City Attorney

EXHIBIT A
Recommended Findings in Support of Approval
File # CPA-2015-002
3 Parks Master Plans

Sections of the Milwaukie Municipal Code not addressed in these findings are found to be inapplicable to the decision on this application.

1. The applicant, North Clackamas Parks & Recreation District (NCPRD), on behalf of the City of Milwaukie (co-applicant and property owner), has applied for approval to adopt master plans for three City parks as ancillary documents to the City's Comprehensive Plan. The three sites are Balfour Park (Residential R-7 zone), Bowman-Brae Park (Residential R-7 zone), and Robert Kronberg Park (Downtown Open Space zone). The land use application file number is CPA-2015-002.
2. The proposal is to adopt master plans for each of the three parks and include them as ancillary documents to the City's Comprehensive Plan. The three sites are Balfour Park (3103 SE Balfour Street), Bowman-Brae Park (no site address, located at the northwest corner of SE Bowman Street and SE Brae Street), and Kronberg Park (11910 SE McLoughlin Boulevard). In addition, the land use designation shown on the Comprehensive Plan Land Use Map for both Balfour and Bowman-Brae Parks will be changed from Low Density (LD) to Public (P).
3. The proposal is subject to the following provisions of the Milwaukie Municipal Code (MMC):
 - MMC Subsection 19.902.3 Comprehensive Plan Text Amendments
 - MMC Subsection 19.902.4 Comprehensive Plan Map Amendments
 - MMC Section 19.1008 Type V Review
4. The application has been processed and public notice provided in accordance with MMC Section 19.1008 Type V Review. An initial public hearing was held by the Planning Commission on August 11, 2015, at which the Planning Commission recommended approval of the application. An additional public hearing was held by City Council on October 20, 2015, as required by law.
5. MMC Subsection 19.902.3 Comprehensive Plan Text Amendments
 - a. MMC 19.902.3.A establishes the review process for making changes to the text of the Milwaukie Comprehensive Plan (Comp Plan), including the addition of ancillary documents to the Comp Plan. Text amendments to the Comp Plan are evaluated through the Type V process as outlined in MMC Section 19.1008.

The proposed amendments include text amendments to the Comp Plan and are therefore subject to Type V review.
 - b. MMC 19.902.3.B establishes the approval criteria for Comp Plan text amendments as follows:
 - (1) The proposed amendment is consistent with the goals and policies of the Comp Plan, as proposed to be amended.
 - (a) There are a number of goals, policies, and objectives within the Comp Plan that are relevant to all three proposed park master plans.
 - (i) Chapter 2 (Plan Review and Amendment Process)

The goal of Chapter 2 is to establish a Comp Plan review and amendment process as a basis of land use decisions, provide for participation by citizens and affected governmental units, and ensure a factual base for decisions and actions. Objective 1 focuses on amending the plan, and Policies 3-7 relate directly to the amendment process.

The proposal to include park master plans for Balfour, Bowman-Brae, and Kronberg Parks as ancillary documents to the Comp Plan is an effort that was initiated jointly by the City of Milwaukie and NCPRD. For each of the park sites, NCPRD conducted at least two public meetings to discuss design options and gather neighbor feedback. As a matter of course, a site analysis and existing conditions summary, along with three initial master plan concepts, were presented at the first meeting for each of the park sites. An active group discussion generated comments and feedback that were compiled and incorporated into the design process. A final draft master plan concept was presented at a second public meeting.

As addressed in Finding 7, notice of the proposed amendments was provided to the various relevant local and State agencies, with the opportunity to receive a full copy of the application if desired. The proposed amendments have been processed per the Type V review procedures established in MMC 19.1008 and evaluated using the approval criteria established in MMC 19.902.3.B. The proposed amendments were considered at a public hearing before the Planning Commission on August 11, 2015, as well as at a public hearing before City Council on October 20, 2015. The Planning Commission recommended approval of the application.

City Council finds that the proposed amendments are consistent with the goals and policies of Chapter 2 that are relevant to all three park master plans.

(ii) Chapter 4 (Land Use)

The goal of the Recreational Needs Element of Chapter 4 calls for the City to provide for the recreational needs of present and future City residents by maximizing the use of existing public facilities. Objective 1 establishes different classifications for a variety of parks and public open spaces throughout the city. Objective 3 emphasizes that the City should work with other governmental agencies in providing park and recreational facilities and services. Objective 5 calls for the development of a citywide park and recreation system that meets the needs of the various neighborhoods and the City as a whole.

The three parks are located in different parts of the city and are each part of the City's larger network of public parks that serves the whole community. Balfour and Bowman-Brae Parks are both classified as neighborhood parks and will primarily serve residents within approximately a half mile. Kronberg Park is classified as a natural preserve with a linear park running through it, connecting downtown Milwaukie with the Island Station neighborhood.

The City and NCPRD have an intergovernmental agreement (IGA) for NCPRD to manage and maintain the City's various public parks. Both Balfour and Bowman-Brae Parks were acquired by the City with funding from a Metro bond measure approved by voters in 2006. Development of all three master plans has been funded by NCPRD and done in partnership with the City.

As proposed, all three park master plans include some combination of recreational components such as play structures or areas, walking paths or trails, picnic tables, benches and other seating areas, and interpretive facilities. Each park serves a distinct geographic area of the City.

City Council finds that the proposed amendments are consistent with the goals and objectives of Chapter 4 that are relevant to all three park master plans.

City Council finds that the proposed amendments are consistent with the goals, policies, and objectives within the Comp Plan that are relevant to all three proposed park master plans.

- (b) In addition, the Natural Resource and Willamette Greenway designations that overlay Kronberg Park make several other goals, policies, and objectives specifically relevant to the proposed master plan for Kronberg Park.

(i) Chapter 3 (Environmental and Natural Resources)

- The goal of the Natural Hazards Element of Chapter 3 is to prohibit development in known areas of natural disasters and hazards without appropriate safeguards. Objective 1 addresses the floodplain, and Policies 1-4 relate to development.

Most of the proposed park elements at Kronberg Park will be located outside the 100-year floodplain. Where the support structure for the elevated multiuse path will be within the floodplain, the applicable requirements of MMC Title 18 Flood Hazard Regulations will be enforced to ensure that the capacity of the floodplain will not be reduced. As proposed, construction materials that may be inundated will be of sufficient strength and quality that they will not deteriorate. As proposed, the floodplain will be retained as open space and used for primarily passive recreation, wildlife areas, or trails.

- The goal of the Open Spaces, Scenic Areas, and Natural Resources Element of Chapter 3 is to conserve open space and protect and enhance natural and scenic resources. Objective 1 focuses on protecting open space, Objective 2 on preserving natural resources, and Objective 3 on preserving scenic areas.

Kronberg Park is designated as a Public space for land use and is zoned as Downtown Open Space; it is currently and will remain an open space. Development of the park will occur in accordance with adopted parks and recreation policies, the Willamette Greenway zoning overlay, and applicable standards of the Natural

Resources overlay. In particular, the designated natural resource areas along Kellogg Lake will be protected and improved by the proposed park development and in accordance with the standards of MMC Section 19.402 Natural Resources. The proposed improvements will also preserve and improve views of Kellogg Lake.

The proposed multiuse path through the park will connect to the Trolley Trail (part of the 40-Mile Loop system) via a signalized crossing of McLoughlin Blvd at SE River Road. The new path will connect to downtown Milwaukie via the new pedestrian bridge under the light rail line over Kellogg Lake, and has the potential to be part of the conceptual trail system along Kellogg Creek that would link to North Clackamas Park.

City Council finds that the proposed amendments are consistent with the goals and policies of Chapter 3 that are relevant to the proposed master plan for Kronberg Park.

(ii) Chapter 4 (Land Use)

The goal of the Willamette Greenway Element of Chapter 4 is to protect, conserve, and enhance the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River. Objective 3 encourages public and private cooperation to provide compatible land uses within the Willamette Greenway. Objective 4 aims to maximize the recreational use of lands within the Willamette Greenway. Objective 5 emphasizes public access and views to the Willamette River and Kellogg Lake. Objective 7 encourages development in the central riverfront area that is consistent with the City's Downtown and Riverfront Land Use Framework Plan.

The proposed master plan for Kronberg Park is consistent with the Downtown and Riverfront Land Use Framework Plan, which shows Kronberg Park as recreational and open space. The actual design of the park will be reviewed at a later stage for consistency with the Willamette Greenway standards established in MMC Section 19.401 as part of the Community Service Use review process. As addressed in Finding 5-b-(1)-(a)-(ii), the proposed master plan provides primarily passive recreational components within the Willamette Greenway boundary, including a multiuse path, interpretive facilities, and viewing opportunities to Kellogg Lake.

City Council finds that the proposed amendments are consistent with the goals and policies of Chapter 4 that are relevant to the proposed master plan for Kronberg Park.

City Council finds that the proposed amendments are consistent with the goals, policies, and objectives within the Comp Plan that are specifically relevant to the proposed master plan for Kronberg Park.

City Council finds that the proposed amendments are consistent with the relevant goals, policies, and objectives within the Comp Plan.

- (2) The proposed amendment is in the public interest with regard to neighborhood or community conditions.

The proposed amendments will result in the adoption of a master plan for each of the three parks (Balfour, Bowman-Brae, and Kronberg). Each master plan will guide the development of new park facilities at each site, which will benefit the surrounding neighborhoods and the community as a whole by increasing and improving recreational opportunities.

At present, the Ardenwald and Lake Road neighborhood areas where Balfour and Bowman-Brae Parks are located, respectively, are currently underserved by the City's parks system, as residents have no easy access to a neighborhood park. The Kronberg Park site has been in the City's possession for nearly 25 years but has remained undeveloped. With the recent addition of the pedestrian bridge under the new light rail bridge, the site has become more accessible. The Kronberg Park master plan will facilitate active development of the site to make it more functional for primarily passive recreational activities, provide increased connectivity between downtown and the Island Station neighborhood, and aid efforts to protect and enhance the designated natural resource areas on the site.

City Council finds that the proposed amendments are in the public interest with regard to neighborhood or community conditions.

- (3) The public need is best satisfied by this particular proposed amendment.

The proposed amendments will result in the adoption of park master plans that provide visions for how each of the three parks will be developed as public resources. The Balfour and Bowman-Brae sites were acquired by the City only recently, and none of the three sites has had an adopted master plan to date. The new master plans will facilitate the physical development that will actualize the recreational potential for each site. Adopting the master plans as ancillary documents to the Comp Plan is an important way to preserve the vision for each park that was developed as a result of extensive community input.

City Council finds that the proposed amendments best satisfy the public need for adequate park facilities.

- (4) The proposed amendment is consistent with the Metro Urban Growth Management Functional Plan and relevant regional policies.

Title 12 (Protection of Residential Neighborhoods) of the Metro Urban Growth Management Functional Plan provides for making parks accessible to residents. Each of the three master plans provides for establishing recreational facilities and maintaining public open space that is accessible to surrounding neighborhoods. Balfour and Bowman-Brae Parks are new park sites in locations where residents have not had other parks nearby; the Kronberg Park site has been in the City's possession for nearly 25 years but has not been developed for active use. The new master plans will facilitate the physical development of each site, with the result that more parks will be available for public use.

City Council finds that the proposed amendments are consistent with the Metro Urban Growth Management Functional Plan and relevant regional policies.

- (5) The proposed amendment is consistent with relevant State statutes and administrative rules, including the Statewide Planning Goals and Transportation Planning Rule.

Several of the Statewide Planning Goals are relevant to the proposed amendments.

- Goal 1 (Citizen Involvement) aims to insure the opportunity for citizens to be involved in all phases of the planning process.
- Goal 2 (Land Use Planning) establishes a land use planning process and policy framework as a basis for all decisions and actions related to the use of land.
- Goal 5 (Natural Resources, Scenic and Historic Areas, and Open Spaces) provides for the protection of natural resources and the conservation of scenic and historic areas and open spaces.
- Goal 6 (Air, Water, and Land Resources Quality) focuses on maintaining and improving the quality of the air, water, and land resources of the state.
- Goal 7 (Areas Subject to Natural Hazards) is intended to protect people and property from natural hazards.
- Goal 8 (Recreational Needs) aims to satisfy the recreational needs of the citizens of the state and visitors, including siting recreational facilities.
- Goal 12 (Transportation) aims to provide and encourage a safe, convenient, and economic transportation system. The Transportation Planning Rule implements Goal 12 and includes a requirement for local jurisdictions to establish and maintain a Transportation System Plan (TSP).
- Goal 15 (Willamette River Greenway) is intended to protect, conserve, enhance, and maintain the natural, scenic, historic, agricultural, economic, and recreational qualities of lands along the Willamette River.

Each of the three park master plans was developed with an extensive public involvement process directed by the North Clackamas Parks and Recreation Department (NCPRD). The procedures for the legislative land use process being used to adopt the master plans as ancillary documents to the Comp Plan are established in MMC Section 19.1008; they allow for public notice of the proposed amendments and opportunities to participate in public hearings before both the Planning Commission and City Council.

Where designated natural resource areas are identified at Kronberg Park, the master plan calls for avoiding impacts by park development and for protecting and enhancing water quality resources and associated buffer areas. The impacts of any new structures placed within the designated floodplain at Kronberg Park will be reviewed and mitigated as per the standards of MMC Title 18 Flood Hazard Regulations. As addressed in Finding 5-b-(1), the new park master plans will facilitate the development of recreational facilities available to the community, and in such a way as to satisfy the intent of the Willamette Greenway regulations of MMC Section 19.401.

With respect to transportation, all three park master plans are consistent with the overall goals of the City's TSP, which include improving community livability by providing safe transportation choices. Balfour and Bowman-Brae Parks are neighborhood parks intended to serve nearby residents without depending on

vehicle travel. Balfour Park is near the proposed 29th Avenue Neighborhood Greenway, which is intended to provide a safe route for pedestrians and bicycles in addition to vehicle traffic. Bowman-Brae Park is along the route of a proposed pedestrian connection between Rowe Middle School and North Clackamas Park. The proposed multiuse path through Kronberg Park will provide a connection between downtown Milwaukie and the Island Station neighborhood, with access to the light rail system. All three sites are positioned to both benefit from and enhance the community's transportation network.

City Council finds that the proposed amendments are consistent with relevant State statutes and administrative rules, including the Statewide Planning Goals and Transportation Planning Rule.

City Council finds that the proposed amendments meet the approval criteria for Comp Plan text amendments as established in MMC 19.902.3.B. This standard is met.

City Council concurs with the Planning Commission recommendation that the proposed amendments should be approved as text amendments to the Comp Plan and that all three park master plans should be adopted as ancillary documents to the Comp Plan.

6. MMC Subsection 19.902.4 Comprehensive Plan Map Amendments

The proposed amendments include changing the land use designation shown on the Comp Plan Land Use Map for both the Balfour and Bowman-Brae Park sites from Low Density (LD) to Public (P).

- a. MMC 19.902.4.A establishes the review process for making changes to the maps of the Milwaukie Comprehensive Plan (Comp Plan). Generally, map amendments to the Comp Plan that involve five or more properties or encompass more than 2 acres of land are considered legislative in nature and are evaluated through the Type V process as outlined in MMC Section 19.1008.

Together, the two properties encompass approximately 1.5 acres (0.8 acres for Balfour Park and 0.69 acres for Bowman-Brae Park). Ordinarily, the proposed Comp Plan map amendments would be subject to Type IV review; however, as per MMC Subsection 19.1001.6.B.1, concurrent applications are processed according to the highest numbered review type. The proposed Comp Plan map amendments are concurrent with the proposed Comp Plan text amendments addressed in Finding 5, which are subject to Type V review. Therefore, the proposed map amendments are also subject to Type V review.

- b. MMC 19.902.4.B establishes the approval criteria for Comp Plan map amendments as being the same as those provided in MMC 19.902.3.B for Comp Plan text amendments.

The responses provided in Finding 5-b for the Comp Plan text amendments are applicable and sufficient for the proposed map amendments as well, with relevant additions noted below.

- (1) The proposed amendment is consistent with the goals and policies of the Comprehensive Plan, as proposed to be amended.

See the response to Finding 5-b-(1).

In addition, Policy 11 of Objective 1 (Open Space) within the Open Spaces element of Chapter 3 (Environmental and Natural Resources) calls for designating as Public Lands those areas that are existing parks or publicly

utilized areas, and for identifying them as Public Lands on the Comp Plan Land Use Map. Both the Balfour and Bowman-Brae sites are former residential properties that were acquired by the City within the past few years. The proposed amendment will change the current land use designation of Low Density (LD) to Public (P) for both sites.

City Council finds that the proposed amendments are consistent with the relevant goals, policies, and objectives within the Comp Plan.

- (2) The proposed amendment is in the public interest with regard to neighborhood or community conditions.

See the response to Finding 5-b-(2).

The proposed amendments will clarify that the Balfour and Bowman-Brae sites are intended for public use.

City Council finds that the proposed amendments are in the public interest with regard to neighborhood or community conditions.

- (3) The public need is best satisfied by this particular proposed amendment.

See the response to Finding 5-b-(3).

City Council finds that the proposed amendments best satisfy the public need for adequate park facilities.

- (4) The proposed amendment is consistent with the Metro Urban Growth Management Functional Plan and relevant regional policies.

See the response to Finding 5-b-(4).

City Council finds that the proposed amendments are consistent with the Metro Urban Growth Management Functional Plan and relevant regional policies.

- (5) The proposed amendment is consistent with relevant State statutes and administrative rules, including the Statewide Planning Goals and Transportation Planning Rule.

See the response to Finding 5-b-(5).

City Council finds that the proposed amendments are consistent with relevant State statutes and administrative rules, including the Statewide Planning Goals and Transportation Planning Rule.

City Council finds that the proposed amendments meet the approval criteria for Comp Plan map amendments as established in MMC 19.902.4.B. This standard is met.

City Council concurs with the Planning Commission recommendation that the proposed amendments should be approved as map amendments to the Comp Plan and that the land use designation shown on the Comp Plan Land Use Map for both the Balfour and Bowman-Brae Park sites should be changed from Low Density (LD) to Public (P).

7. The application was referred to the following departments and agencies on July 8, 2015:
- Milwaukie Building Department
 - Milwaukie Engineering Department
 - Clackamas Fire District #1












- Neighborhood District Association (NDA) Chairperson and Land Use Committee for the following NDAs:
 - Ardenwald-Johnson Creek
 - Historic Milwaukie
 - Island Station
 - Lake Road
- Clackamas County
- Metro
- Oregon Department of Transportation (ODOT)
- TriMet

The comments received are summarized as follows:

- **Rebecca Hamilton, Regional Planner, Metro:** No conflicts with the [Urban Growth Management] Functional Plan.

LAND USE

Milwaukie Comprehensive Plan Map 7

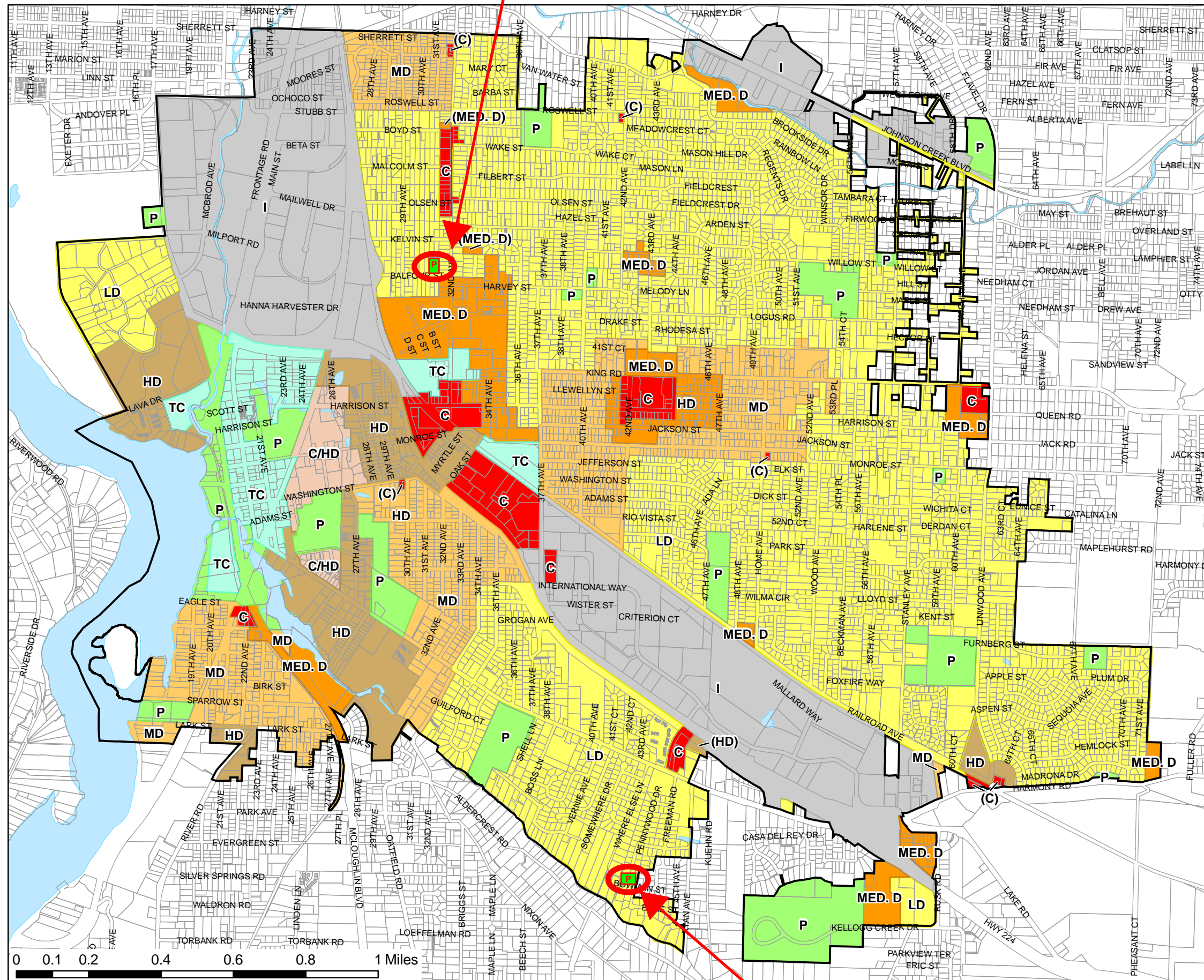
-  City Boundary
-  Water Body
-  LD - Low Density
-  MD - Moderate Density
-  MED. D - Medium Density
-  HD - High Density
-  C - Commercial
-  C/HD - Mixed Use
-  I - Industrial
-  P - Public
-  TC - Town Center

Rev. as of Ord. #1987 Oct. 21, 2008

Data Sources: City of Milwaukie GIS
Clackamas County GIS
Metro Data Resource Center












The information depicted on this map is for general reference only. The City of Milwaukie cannot accept any responsibility for errors, omissions or positional accuracy. There are no warranties, expressed or implied, including the warranty of merchantability or fitness for a particular purpose, accompanying this product. However, notification of errors would be appreciated.

Please check with Planning Department for most up-to-date information.
503-786-7630
planning@ci.milwaukie.or.us



LAND USE

Milwaukie Comprehensive Plan Map 7

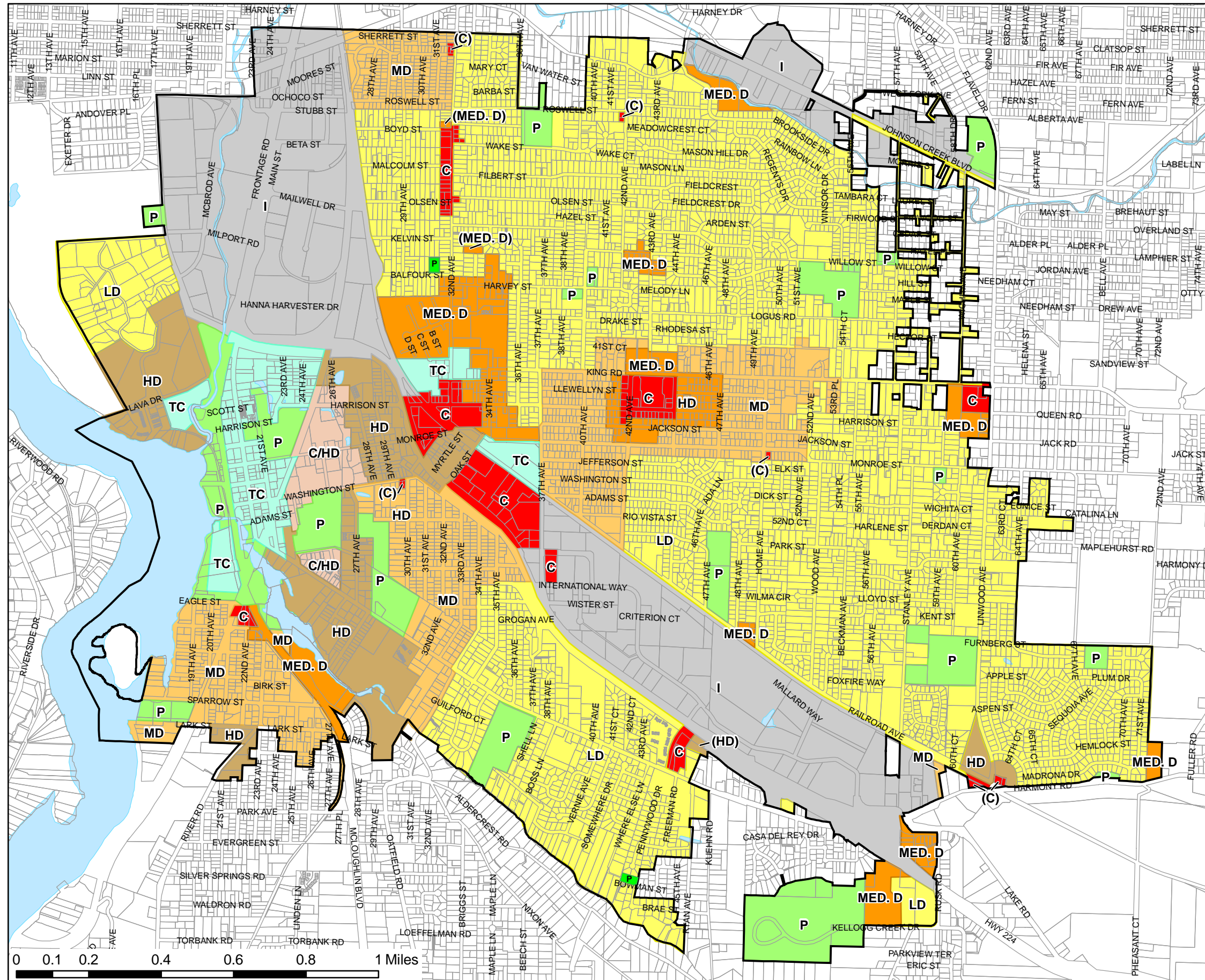
-  City Boundary
-  Water Body
-  LD - Low Density
-  MD - Moderate Density
-  MED. D - Medium Density
-  HD - High Density
-  C - Commercial
-  C/HD - Mixed Use
-  I - Industrial
-  P - Public
-  TC - Town Center

Rev. as of Ord. #1987 Oct. 21, 2008

Data Sources: City of Milwaukie GIS
Clackamas County GIS
Metro Data Resource Center

The information depicted on this map is for general reference only. The City of Milwaukie cannot accept any responsibility for errors, omissions or positional accuracy. There are no warranties, expressed or implied, including the warranty of merchantability or fitness for a particular purpose, accompanying this product. However, notification of errors would be appreciated.

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CITY OF MILWAUKIE & NORTH CLACKAMAS PARKS AND RECREATION DISTRICT

BALFOUR PARK MASTER PLAN

FINAL REPORT 04.20.2015

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INTRODUCTION

INTRODUCTION

This master plan was developed in partnership between the City of Milwaukie and North Clackamas Parks and Recreation District (NCPRD). Balfour Park is a 0.8-acre, undeveloped neighborhood park site located in the Ardenwald - Johnson Creek neighborhood at 3103 S.E. Balfour St. in Milwaukie, Oregon. The City of Milwaukie purchased the land in 2008 with funds from Metro's voter-approved 2006 natural areas bond measure. The site's existing steep topography and mature canopy trees provide a unique opportunity for recreation on a site very special to the neighborhood.

MISSION STATEMENT

Protect the existing character of the site while accommodating the neighborhood needs for an interesting and engaging place for flexible active and passive recreation. Through design, promote a sense of ownership by neighbors.

SCOPE OF PROJECT

The Balfour Park property offers the potential for a much needed place for neighbors to come together and enjoy both active and passive recreation. The master plan for the park addresses the functional needs of the park site such as circulation and Right-of-Way improvements, and provides a framework for reshaping the site so that it can meet the neighborhood's recreation needs. An open and interactive approach to the master planning process engaged City and District staff as well as neighbors and community members to create a lasting plan to guide future implementation of the park.

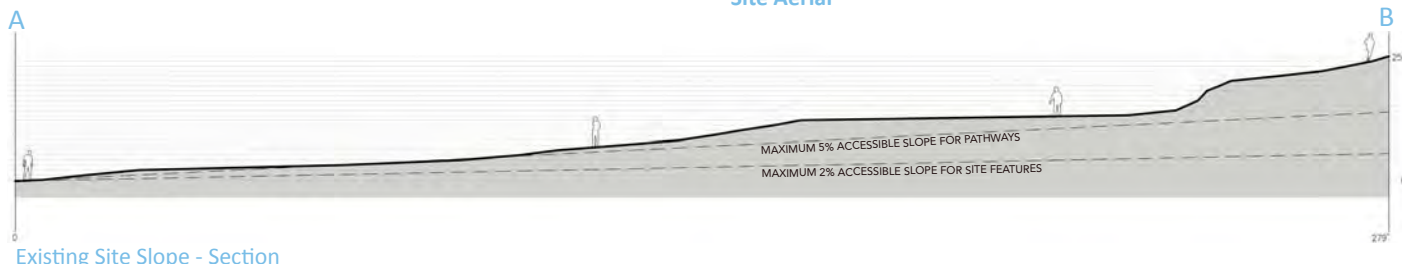
The Master Plan for the park includes active recreational use areas, passive use areas, storm water treatment, signage, landscaping, accessible pathways and site features including benches and picnic tables, an accessible play area, a possible community garden space, fencing and maintenance vehicle access.



Context Aerial



Site Aerial



Existing Site Slope - Section

SITE DESCRIPTION

PARK CLASSIFICATION

NCPRD defines a neighborhood park with the following:

- Serves as the recreational and social space of the neighborhood
- May provide opportunities for natural areas, informal activities, and passive recreation
- Typically includes playgrounds, picnic areas, natural areas, trails, open grass areas for passive use, outdoor basketball courts, and/or multi-use sports fields
- On-site parking and restrooms are not typically provided
- Typically serve an area of an approximately 1/2 to 1-mile radius
- Typically vary in size from 1/2 to 5 acres
- Examples of neighborhood parks are Water Tower Park and Ardenwald Park

NCPRD and the City of Milwaukie strive to use native plants whenever possible and provide long-lasting and easy to maintain site furnishings within parks.

MASTER PLANNING : SITE ASSESSMENT

The first step in the Master Planning process was to gather information related to the existing conditions of the site and City Code requirements. Using GIS information, a site analysis aerial was compiled for use throughout the master planning process. Site visits were conducted to gather information about existing site features including fencing and tree species. Interviews with City and District staff to understand site specific issues were performed. KPFF Civil Engineers provided resources related to storm water treatment requirements.

Information gathered during the initial phase was compiled into a single site analysis drawing along with existing site photos to illustrate the existing conditions and opportunities and constraints. The site analysis drawing and site photos were shared with City and District Staff for comments prior to the initial public meeting.

MASTER PLANNING : SITE ANALYSIS

The existing site is bordered by single family residences on the north, east and west sides. The south edge of the site is adjacent to the SE Bowman Street Right-of-Way. Existing fences line the majority of the park property. The northwest corner of the site is not fenced. Several large significant trees exist on the site included in a tree inventory completed as part of this project, as well as many smaller shrubs and fruit trees. The site slopes about 24' from the northeast corner down to the southwest corner. Because of the steepness of the site, several trees located in the middle of the site may need to be removed to accommodate site grading that is necessary to make the site usable and accessible. NCPRD will prioritize protection of the most significant trees. An official site survey documenting the location and species of all trees will be conducted once the District has funding for construction and moves toward development. Additionally it is recommended that an arborist be consulted to verify the health of existing trees and future maintenance requirements.

HISTORY : EARLY NEIGHBORHOOD INVOLVEMENT

As part of the site analysis, we reviewed the previous master plan concept that was developed by the Neighborhood Association in 2011. The Ardenwald - Johnson Creek Neighborhood Association is very interested in and committed to the future development of this park site. To promote awareness of the park property, over the past several years, they have been holding native plant sales and other events to raise money to support the future development of the park. The neighborhood association used funds they had raised to commission a design for the park from Mayer/Reed Landscape Architects. This preliminary design was a compilation of site elements neighbors were interested in seeing within the park. It was meant to show a range of possibilities for site elements and express the feel of the park the neighbors were interested in. To attain neighbor interest, the Neighborhood Association held a survey and questioned neighbors at a movie night at nearby Ardenwald Park and at the Milwaukie Farmers Market. This early concept plan was not a part of the City or District's official public process.

As part of this master planning process, the neighborhood's early concept plan developed by

BALFOUR PARK MASTER PLAN

EXISTING CONDITIONS & OPPORTUNITIES AND CONSTRAINTS



SITE DESCRIPTION, CONT.

Mayer/Reed was adjusted to fit the actual site dimensions, and amended to show the existing site contours received from GIS data. The early design concept was then redrawn with the new site context data to show how the site dimensions and contours affected the initial proposed concept.

To ensure the park design relates to the existing site conditions and appeals to a wide variety of users, three initial design options were developed to include a wide array of site elements that might typically be found within a neighborhood park in Milwaukee.



LEGEND

1 - Community Garden	4 - Picnic Area	7 - Bike Rack	10 - Bridge
2 - Dog Run	5 - Drinking Fountain	8 - Gravel Walking Path	11 - Screening Vegetation
3 - Play Area	6 - Water Play	9 - Dry Stream	12 - Shrub Planting

Early Concept Plan - Commissioned in 2011 by Neighborhood Association

MAINTENANCE CONSIDERATIONS

Throughout the design process, NCPRD maintenance staff were consulted so that the park would be designed to facilitate maintenance requirements. In addition to a pathway for maintenance vehicle access, the location of site furnishings and types of plant material were coordinated with maintenance staff.

PUBLIC PROCESS

PUBLIC PROCESS

As part of this master planning process, two public meetings were held to discuss design options and gather neighbor feedback. At the first public meeting, the site analysis and existing conditions materials were presented along with three initial master plan concepts. Meeting attendees were asked to actively participate in the group discussion and a breakout session with consultants and staff. After the first public meeting, comments were compiled and discussed with the City and NCPRD and incorporated in the design process. A final draft master plan concept was presented at the second public meeting.

NEIGHBORHOOD FEEDBACK

In general, the neighbors like the natural feel of the existing park site and want to protect as many of the existing mature trees as possible. Native planting is important to them, and there is a desire for edible plants if possible. The neighbors also expressed an interest in community gardens, an open flexible lawn, contemplative areas, areas for all ages of children to play, a unique nature play area with places for climbing, and places for sitting such as picnic tables and benches. There was also an interest in a drinking fountain located near the sidewalk. There was consensus for keeping a smaller looped pathway similar to the pathway in Option 1, located farther to the south. The neighbors also had a preference for locating the play area on the north side of the site in order to incorporate the slope with the open lawn in the center.

There was also a general consensus that structured active recreation such as a half basketball court was not desired.

MASTER PLAN CONCEPT

MASTER PLANNING : CONCEPT DEVELOPMENT

The City will require half-street development standards as part of the future site development. NCPRD and the City have a number of park and site development standards that must be included in all concept plan development; therefore, all three of the initial concept plans included the following: a curb cut to allow maintenance vehicles to access the site, a removable bollard to prevent unauthorized vehicles from entering the site, three bike racks, an entry sign, and low perimeter screening shrub planting to delineate and soften the park boundary while maintaining views into the park from the street frontage.

Design of the park master plan incorporates principles from Crime Prevention Through Environmental Design (CPTED) which includes keeping planting low to allow views into and through the park, keeping evergreen trees limbed up to prevent hiding spots, and maintaining clear entrances.

DEVELOPMENT PROPOSAL / ELEMENTS

The final master plan site improvements include:

- A nature play area with built-in slide and rock climbing slope
- A seating area with bench and picnic table near the play area
- A small ornamental planting area next to the play area with potential for educational signage and/or edible native plants
- A flexible open lawn area for informal play and gatherings
- A small flexible community garden area with a perimeter fence and gate
- A looped concrete pathway, wide enough to accommodate maintenance access to the play area
- A small paved area with a picnic table adjacent to the lawn
- A stormwater swale with native planting
- Low retaining/seat walls to hold the grade and provide seating opportunities
- New evergreen and deciduous trees
- Low-maintenance, native landscape plants
- Half-Street improvements
- Bike parking
- Drinking fountain
- Perimeter fencing

The design for the community garden, planting, and play area are general in nature and intended to be refined further with specific elements and locations once the District has funding for the park and moves toward development. Development of the community garden area will be based on neighborhood demand and the commitment by a group to assume management and maintenance responsibilities.

SUMMARY

NCPRD will make improvements to the park when funding for the whole park is available. This plan will make it possible for NCPRD to apply for grants and solicit partnerships to help complete improvements. Initial cost estimates were developed and provided to NCPRD to provide an initial estimate for future budgeting and planning purposes. The cost estimates and project elements are subject to change due to further refinements that may occur as the final park design is completed.

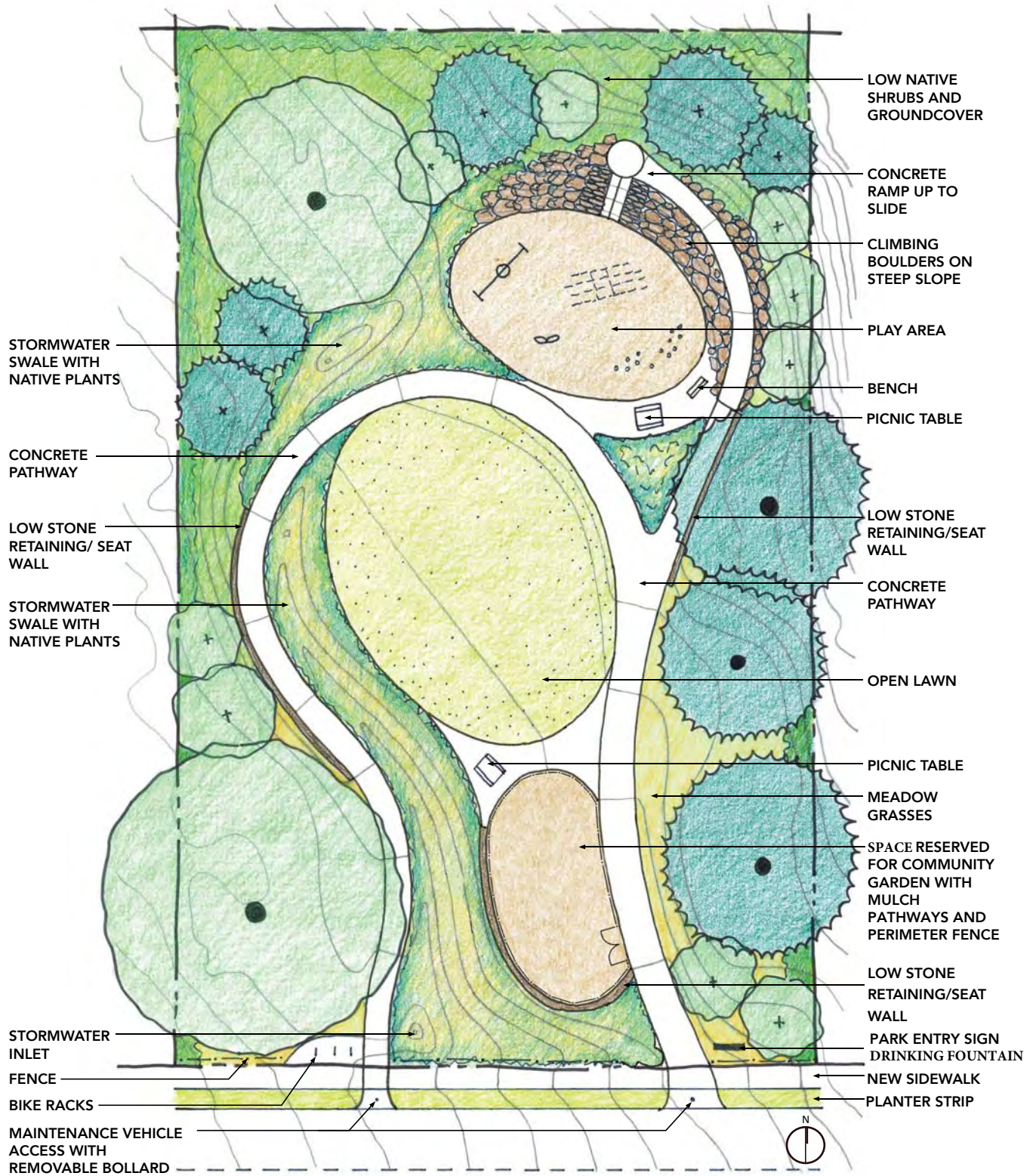
This plan is conceptual in nature. Final decisions regarding dimensions, materials and precise locations of improvements will be determined per all applicable regulatory requirements and as funding is available.

NCPRD will coordinate improvements with the City of Milwaukie and will follow necessary land use processes to ensure elements are consistent with all City policies and codes.

BALFOUR PARK MASTER PLAN

REFINED CONCEPT

APRIL 20, 2015







CITY OF MILWAUKIE & NORTH CLACKAMAS PARKS AND RECREATION DISTRICT

BOWMAN-BRAE PARK MASTER PLAN

FINAL REPORT 4.20.2015

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INTRODUCTION

INTRODUCTION

This master plan document for Bowman-Brae Park was developed in partnership between the City of Milwaukie and North Clackamas Parks and Recreation District (NCPRD). Bowman-Brae Park is a 0.69-acre undeveloped neighborhood park located at the intersection of SE Bowman Street and SE Brae Street in Milwaukie, OR. The City purchased the land in 2011 with assistance from Metro's voter-approved 2006 natural areas bond measure. Currently the undeveloped park site is maintained by NCPRD through an intergovernmental agreement with the City as an undeveloped open space. The open nature of the site and its location provide an exciting opportunity to meet the neighborhoods needs for flexible recreation.

MISSION STATEMENT

Create an attractive neighborhood park that offers a variety of outdoor recreation opportunities for everyone living in the neighborhood.

SCOPE OF PROJECT

Bowman-Brae Park is a well-used property within the Lake Road Neighborhood that offers a much needed place for neighbors to come together and enjoy both active and passive recreation. The master plan for the park addresses the functional needs of the park site such as circulation and Right-of-Way improvements, and provides a framework for organizing the site so that it can meet the neighborhood's recreation needs. An open and interactive approach to the master planning process engaged neighbors, community members, City and NCPRD staff as well as the opportunity to create a lasting plan to guide future implementation by the City and District.

The Master Plan for the park includes open lawn, a small picnic shelter, storm water treatment, signage, landscaping, accessible pathways and site features including benches and picnic tables, an accessible play area, fencing and maintenance vehicle access.



Context Aerial

SITE DESCRIPTION

PARK CLASSIFICATION

NCPRD defines a neighborhood park with the following:

- Serves as the recreational and social space of the neighborhood
- May provide opportunities for natural areas, informal activities, and passive recreation
- Typically includes playgrounds, picnic areas, natural areas, trails, open grass areas for passive use, outdoor basketball courts, and/or multi-use sports fields
- On-site parking and restrooms are not typically provided
- Typically serve an area of an approximately 1/2 to 1-mile radius
- Typically vary in size from 1/2 to 5 acres
- Examples of neighborhood parks are Homewood Park and Ardenwald Park

NCPRD and the City of Milwaukie strive to use native plants whenever possible and provide long-lasting and easy to maintain site furnishings within neighborhood parks.

SITE ASSESSMENT

The first step in the Master Planning process was to gather information related to the existing conditions of the site and City Code requirements. Using GIS information, a site analysis aerial was compiled for use throughout the master planning process. Site visits were conducted to gather information about existing site features including fencing and tree species. LHLA performed interviews with City and NCPRD staff to understand specific site issues. KPFF Civil Engineers provided resources related to storm water treatment requirements.

Information gathered during the initial phase was compiled into a site analysis drawing along with existing site photos to illustrate the existing conditions and opportunities and constraints. The site analysis drawing and site photos were shared with City and District Staff for comments prior to the initial public meeting.

SITE ANALYSIS

The site is currently vacant and being used actively by the neighbors for picnics, informal sports and dog walking. The site slopes minimally from the northeast corner to the southwest corner of the site. The southeast edge of the site is bordered by approximately 170 feet of the SE Bowman St public right-of-way. The remaining 50' of the southwest edge of the site is bordered by an Oak Lodge Water District property, which contains a pump house that is no longer being used by the Water District.

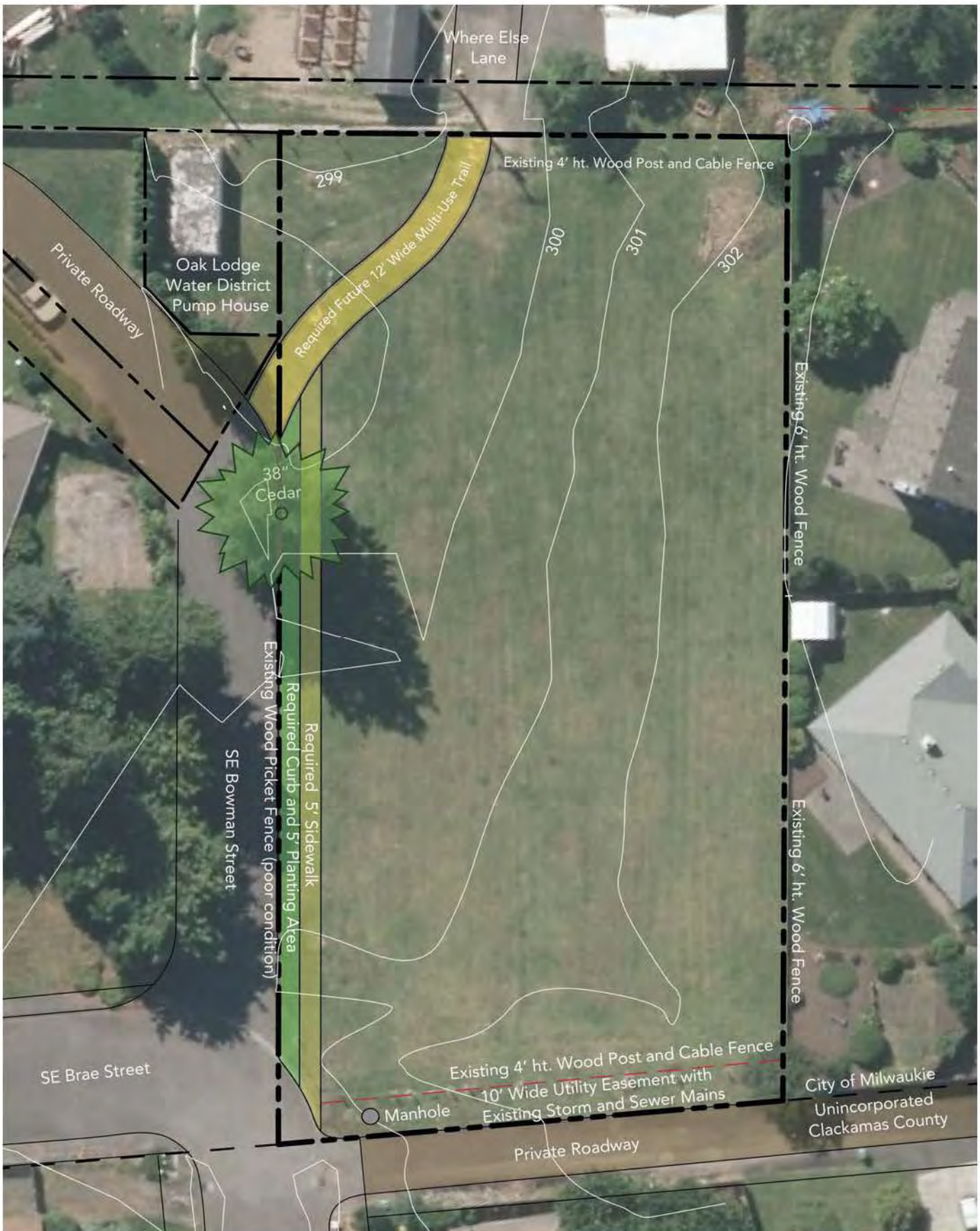
The east edge of the park is bordered by 124' of private roadway, the north edge of the park is 237 feet long and bordered by two private single family residences with existing privacy fencing. The west edge of the park is bordered by a 13' wide swath of privately owned land. The Where Else Lane right-of-way ends at the west edge of the privately owned land. There is currently no publicly-owned connection to the park's west side, but it is being used by neighbors as a park entrance at this time.

The park has a variety of perimeter fencing ranging from weathered wood picket fencing on the south side along SE Bowman Street to wood post and cable fencing along the east and west boundaries. One mature cedar is located on the south edge of the site. It will be protected. A previous development application for three single-family homes had been strongly opposed by neighbors because it would have required removal of this tree.

MAINTENANCE CONSIDERATIONS

Throughout the design process, District maintenance staff were consulted so that the park would be designed with maintenance in mind. In addition to a pathway for maintenance vehicle access to the play area, the location of future site furnishings, features and types of plant material were coordinated with maintenance staff.

SITE ANALYSIS



PUBLIC PROCESS

Two public meetings were held to discuss design options and gather neighbor feedback. At the first public meeting, the site analysis and existing conditions materials were presented along with three initial master plan concepts. Meeting attendees were asked to actively participate in the group discussion, a breakout session with consultants and staff, review materials, and place their comments on notes directly on the plans. Public comments from the first meeting were incorporated into a final master plan concept that was presented at the second public meeting.

NEIGHBORHOOD FEEDBACK

Comments from the first public meeting significantly influenced the design of the final master plan. From the public meetings we heard that in general, the neighbors want to keep the feel of the park simple, without a lot of programmed elements. Protecting the existing cedar is important to them, and they like the size and feel of the existing open lawn area, but would like to see perimeter planting as a buffer between the park and adjacent residences. The neighbors want to keep the multi-use trail connection as minimal as possible so as to preserve as much of the site for park use.

At the final master plan community meeting, neighbors expressed interest in keeping the open lawn area as large as possible, locating a small play area on the south edge of the site near SE Bowman St., including a small shelter for gatherings, creating opportunities for relaxation, and including a meandering walking pathway that was not too close to the residences on the north edge of the park. The neighbors also want to deter parking along SE Bowman Street and along the private road for park use by including signage, and include perimeter fencing to delineate the park boundary on all sides. The final master plan incorporates neighbor feedback from the first public meeting. The final draft master plan was presented to the neighbors at a second public meeting, and an overall consensus in favor of the plan was reached.

MASTER PLANNING : CONCEPT DEVELOPMENT

The City will require right-of-way improvements which include a new concrete sidewalk, a planter strip, and new curb along the publicly owned portion of SE Bowman Street right-of-way as part of the future site development. The City will also require the ability to construct a future multi-use trail connection from SE Bowman Street to SE Where Else Lane. The multi-use trail is not currently shown connecting to Where Else Lane because the adjacent property is privately owned, but ultimately a future connection is planned to provide improved cross-circulation through the neighborhood.

NCPRD will require a curb cut at the main park entrance which is located at the corner of SE Bowman and SE Brae Streets to allow park maintenance vehicles to access the site. A removable bollard will be installed to prevent unauthorized vehicles from entering the site. In addition to these requirements, design options included three bike racks, a paved area to accommodate a temporary/seasonal portable restroom, a waste receptacle, and an entry sign at the main park entrance adjacent to the SE Bowman and SE Brae intersection. All design options include low screening shrub planting at the north park boundary to delineate and soften the park boundary.

Design of the park master plan incorporates principles from Crime Prevention Through Environmental Design (CPTED) which includes keeping planting low to allow views into and throughout the park, keeping evergreen trees limbed up to prevent hiding spots, and maintaining clear entrances. Planting shown on all options takes this need for site visibility into account. Trees shown will be limbed up as they become established. Evergreen trees shown are spaced 20' apart at a minimum. Any shrub and groundcover planting would be low, not higher than 3', to allow views into the park and avoid creation of hiding places.

The District's dedication to planting native species will be integral to the planting design. Native plants provide important habitat for wildlife and are easier to maintain.

DEVELOPMENT PROPOSAL / ELEMENTS

The final master plan site improvements include:

- A designated park entrance at the corner of SE Brae and SE Bowman Streets

- A park entry sign
- Bike parking with 3 bike racks
- A small shelter with 2-3 picnic tables
- Accessible play area with adjacent curb cut for maintenance vehicle access
- 2 picnic tables adjacent to the play area
- A meandering concrete pathway around the perimeter of the site
- A multi-use trail connection from the west end of SE Bowman St to the end of SE Where Else Lane. Construction of this element will depend on ownership and timing of the neighborhood cross-circulation plan
- Perimeter Fencing
- Evergreen and Deciduous trees, scattered around the perimeter of the site near the pathway to keep the central lawn area open for informal active use
- A small storm water detention area with native planting to treat and collect storm water runoff from the site
- Native ornamental shrub planting
- Low native evergreen screening shrubs on the north edge of the park
- An area for a possible seasonal toilet
- 2 Benches

SUMMARY

NCPRD will make improvements to the park when funding for the whole park is available. Initial cost estimates were developed and provided to NCPRD to provide an initial estimate for future budgeting and planning purposes. The cost estimates and project elements are subject to change due to further refinements that may occur as the final park design is completed. Funding for construction of this park is not available at this time. This plan will make it possible for NCPRD to apply for grants and solicit partnerships to help complete improvements.

This plan is conceptual in nature. Final decisions regarding dimensions, materials and precise locations of improvements will be determined per all applicable regulatory requirements and as funding is available.

NCPRD will coordinate improvements with the City of Milwaukie and will follow necessary land use processes to ensure elements are consistent with all City policies and codes. NCPRD is also committed to making sure all regulatory permits have been acquired prior to project commencement (eg. Army Corps of Engineers, Division of State Lands, etc.)

BOWMAN-BRAE PARK MASTER PLAN

REFINED CONCEPT

APRIL 20, 2015





CITY OF MILWAUKIE & NORTH CLACKAMAS PARKS AND RECREATION DISTRICT

ROBERT KRONBERG NATURE PARK MASTER PLAN

FINAL REPORT 04.20.2015

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ROBERT KRONBERG NATURE PARK MASTER PLAN

INTRODUCTION

Robert Kronberg Park is an undeveloped natural area park located just south of downtown Milwaukie, Oregon. The property is owned by the City of Milwaukie and maintained by North Clackamas Parks and Recreation District (NCPRD). The central location of the park site, intrinsic natural resources, potential for improvements, and citizen interest and investment in the site all provide an excellent opportunity for the creation of a truly unique and important natural area park close to downtown Milwaukie. This Master Plan will provide direction for future improvements and restoration efforts, will help establish a framework for visitor use and appropriate activities within the park, and will provide a basis for securing funding for park development.

MISSION STATEMENT

The purpose of this Master Plan process is two-fold: first, to create a linear park and link between downtown Milwaukie and the Island Station Neighborhood; and second, to preserve and restore the vital habitats in this natural area park.

This Master Plan community involvement process confirmed that Robert Kronberg Park is a Natural Area, as defined within the NCPRD Master Plan: “Natural areas are minimally developed and primarily intended to conserve land for environmental benefit. Many of the sites conserve habitat for wildlife...passive recreation uses are secondary to protecting natural resources, but natural areas may include picnic facilities, trails, interpretive signage, and view points.”



Vicinity Map

SITE DESCRIPTION

SITE HISTORY AND NATURAL ELEMENTS



Photo of Kellogg Lake, early 20th century

Prior to American settlement, the park site contained a variety of upland, wetland and estuary habitats where Kellogg Creek met the Willamette River. Habitat areas in the project site included upland mixed Oregon white oak and Douglas fir woodland, Oregon ash and cottonwood riparian floodplain forest, and creek and wetland habitats. The creek provided habitat for anadromous and freshwater fish species, waterfowl, beaver, and other animals. Kellogg Lake was created in 1858 when the creek was dammed to power a flour mill. The original dam was replaced with a concrete dam in the 1930's when McLoughlin Boulevard was widened to a four-lane highway.

The lake had some recreational and scenic appeal in the early 1900's, but it deteriorated beginning in the 1950's as some of the properties on the lake were filled with concrete, gravel, rock, and other fill. The extent and makeup of the fill at the site is unknown and may impact future development. There has also been significant sedimentation of the lakebed; a 2002 Army Corps of Engineers study estimated that the original creek bed is now covered by 17,500 cubic yards of contaminated sediment.

At present, all of the existing habitats in the site have all been classified as habitats in decline or of concern within state and regional conservation strategies. Each type of habitat is currently in degraded condition within the site area, due in part to the neglect noted above but also including widespread colonization of the site by invasive plant species. There have also been issues with transients camping on site, illegal dumping, and vandalism.

In the 1970's, citizen groups successfully lobbied for preservation of the area around the lake as a natural area. These efforts took another step forward in 1991 when Robert and Dena Kronberg deeded three properties to the City with the understanding that the properties would be used to create a park named after Robert Kronberg. More cohesive restoration efforts become possible when the City purchased three additional properties adjacent to the lake. Restoration of the park site above the waterline began in earnest in 2008 with work by NCPRD staff, adjacent landowners, and other volunteers. These restoration activities included invasive species control, trash removal, and planting events. These activities, along with increased patrols by the Milwaukie Police Department, have helped to ameliorate some of the problems affecting the site. The City and Wildlands have also begun planning for the future removal of the Kellogg dam and restoration of the creek.



Existing Conditions

*Site history from An Oral History of Kellogg Lake, City of Milwaukie, 2010:
<http://www.milwaukieoregon.gov/sites/default/files/fileattachments/oralhistory.pdf>

SITE DESCRIPTION

SITE DESCRIPTION AND EXISTING CONDITIONS



Site Aerial and Property Map

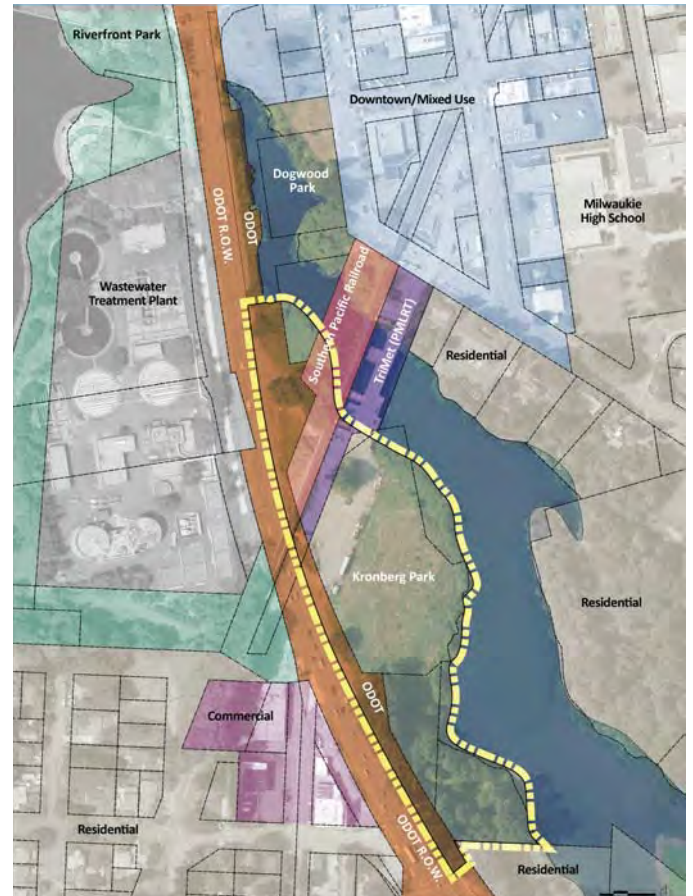
The park site is bounded on the west side by McLoughlin Boulevard, on the east and north sides by Kellogg Lake, and on the south side by private residential property. The site is also bisected by the Union Pacific/Portland-Western Railroad (UPRR) trestle and the TriMet Portland-Milwaukie light rail line (PMLRT). The site is composed of six parcels which are owned by the City of Milwaukie and are zoned as Downtown Open Space (DOS): Tax Assessor Map 11E36CB Lots 2800, 2801, 3000, 3100, 3300, and 4500. The six City-owned parcels total 6.48 acres; approximately 2 acres is currently covered by Kellogg Lake, leaving about 4.5 acres of land to be planned as part of this process. The site also includes properties and right-of-ways which are owned by Oregon Department of Transportation (ODOT), TriMet, and Union Pacific/Portland-Western Railroad, respectively. The northernmost parcel (lot 2801) is separated from the rest of the park properties by the railroad and TriMet properties.

The three parcels (4.75 acres) that make up the central part of the site were deeded to the City by Robert and Dena Kronberg in 1991. Of the three Kronberg-deeded properties, the largest (lot 3100) makes up the central part of the site and is primarily open meadow with

some existing trees, including a large Oregon white oak and many small trees which have been planted as part of habitat restoration efforts over the last ten years. Lot 2800 is mostly covered by the lake, and the remaining portions are generally steep hillside with varying plant types and conditions. Lot 3000 is a very small triangular parcel adjacent to the TriMet property which is primarily steep hillside, most of which will be replanted as part of TriMet habitat mitigation requirements.

The two lots on the south end of the park site (lots 3300 and 4500, 1.25 acres) are wooded areas that are as much as 20 feet lower than both the central part of the site and McLoughlin Boulevard. This is the only part of the site that currently allows direct access to the lake. There is also an unimproved dirt trail which was blocked by NCPRD to limit illegal dumping on the site. NCPRD has also done restoration and cleanup work in this area over the last ten years, including removal of trash and invasive species and planting of native species.

The last parcel (lot 2801, 0.5 acres) is located on the north side of the railroad trestle and was purchased with Metro local share funds in 1998; according to the IGA with Metro, this parcel must be used for open space. The parcel is bisected by the lake, with steep



Properties and Zoning

SITE ASSESSMENT AND ANALYSIS

hillsides on both sides of the lake; the south side is mostly invasive plants, while the north side is a highly-disturbed wooded hillside that is part of Dogwood Park. Given the physical separation of the northern part of lot 2801 from the rest of the site and the proximity to Dogwood Park, NCPRD staff will not consider this portion of the property as part of Kronberg Park for the purposes of this Master Plan.

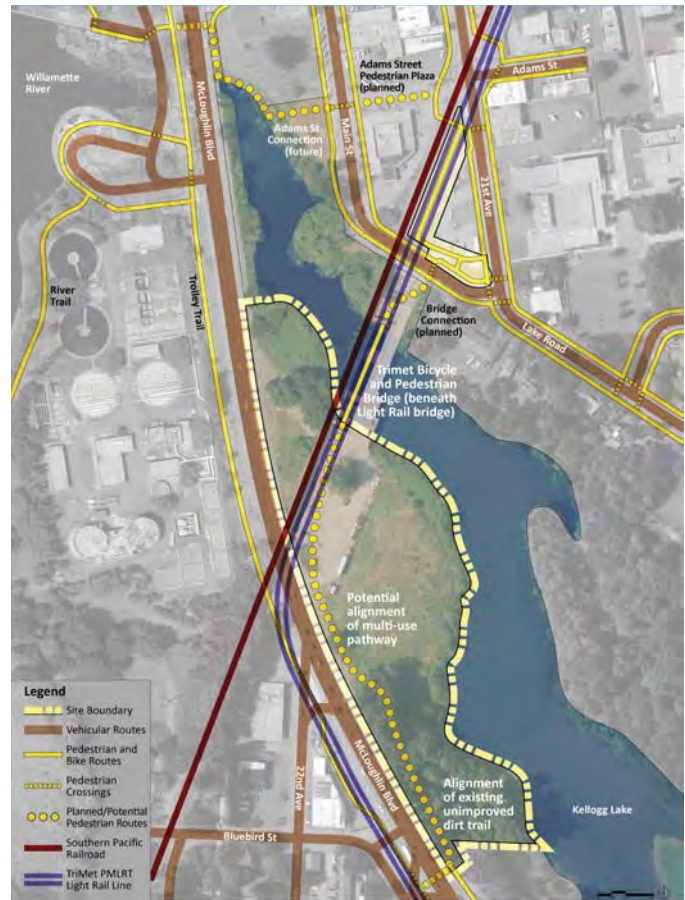
The portion of the park property currently beneath Kellogg Lake is planned to be restored as part of a separate creek and wetlands restoration project that will be developed by Wildlands for the City. The possibility for dam removal and improvement of Kellogg Creek was considered as part of this plan project process. The Robert Kronberg Natural Area Master Plan is designed to coexist with these future improvements regardless of when these future improvements occur. The land below the current lake would be restored as a riparian zone and not developed further.



Existing Sequoia at the south end of the site

SITE ACCESS

Access to the site is very limited. There is no formal vehicular access, although there is currently a construction entrance used by TriMet for the PMLRT construction on the south side of the railroad trestle. There is also an ODOT access and a TriMet/UPRR permanent access easement on the north side of the railroad trestle, but use of this access point is currently limited to emergency and maintenance vehicles. There is currently on-street parking north of the park on the other side of Kellogg Lake and to the southwest of the park on the other side of McLoughlin Blvd. On-street ADA public parking spaces could be provided in those areas in the future to provide ADA access for park users. Parking is anticipated to be limited in and around the park into the future and there are no plans to add parking as a part of this future park project.



Transportation and Site Access

There is currently no direct pedestrian access to the site, in part because there is not an existing sidewalk on the east side of McLoughlin adjacent to the park. The shoulder/bike lane on McLoughlin is occasionally used by pedestrians as a route to downtown, but it is not a safe route for walking. There are two potential pedestrian access points to the site. At the south end of the site, a curb-tight sidewalk on the east side of McLoughlin Boulevard meets a crosswalk that connects to River Road, Bluebird Street, and the Trolley Trail on the west side of McLoughlin. At present, the sidewalk does not continue north of that intersection, and direct connection to the site is inhibited to the north and east of the crosswalk by a guardrail, a steep embankment, and many existing trees, including a very large mature sequoia directly north of the sidewalk.

On the north side of the main part of the park site, a bicycle-pedestrian bridge was installed beneath the light rail viaduct and over Kellogg Lake as part of the Portland-Milwaukie light rail line work which will eventually connect to downtown Milwaukie. However, there is currently no path connection at either end of the bridge; once the connections are made at both ends of the bridge, it will function as the north entrance

SITE ASSESSMENT AND ANALYSIS

to the future park. There is currently no funding or timetable for the completion of this work. There is also an existing underpass beneath the railroad trestle which could potentially allow access to the north parcel of the site, but due to ODOT, TriMet, and Railroad restrictions, it cannot currently be used as an access point and is unlikely to be available for use in the foreseeable future.

CONSTRAINTS TO PARK DEVELOPMENT

Regulatory Constraints

There are a number of local, state, and federal regulations that currently apply to the site. The restrictions noted here are current as of 2015, but may change in the future. Future park development should refer to current standards. A summary of these regulations are as follows.

The entire site is within the Willamette Greenway Overlay Zone (City of Milwaukie Code Chapter 19.401). Significant portions of the site are also covered by Natural Resource Overlay Zones (City of Milwaukie Code Chapter 19.402) that designates Water Quality Resource Areas (WQR) and Habitat Conservation Areas (HCA). Portions of the site also are within the FEMA-designated 100-year flood zone, so any improvements within these areas must comply with the requirements of City of Milwaukie Code Chapter 18.04 – Flood Hazard Areas.



Water Quality Resource and Habitat Conservation Areas

Any development which impacts the lake itself will require permits from Oregon Department of State Lands, the U.S. Army Corps of Engineers, and potentially the Oregon Department of Environmental Quality. Any habitat restoration work should be coordinated with the Oregon Department of Fish and Wildlife, planned Kellogg Creek restoration work by Wildlands, and related work done by other groups (e.g., the Portland Harbor Draft Restoration Plan produced by the Portland Harbor National Trustee Council).

Another consideration is that any park improvements should be planned to avoid significant grading, particularly excavation in the central part of the site where the majority of the concrete and rubble fill was placed. Disturbance of these materials may trigger additional mitigation or remediation.



TriMet pedestrian bridge at north end of the site

Restrictions to Site Access

In addition to regulatory restrictions, there are limitations to park development that are governed by the agencies which control the right-of-ways and properties adjacent to park property. Access to the site will need to be coordinated with ODOT, TriMet and/or Union Pacific/Portland and Western Railroad. Any park improvements on adjacent properties, including planting and maintenance, will also require an Intergovernmental Agreement (IGA) with the agency or organization that owns the property. A summary of these restrictions is as follows:

- ODOT controls the right-of-way along McLoughlin. Any park improvements, including vehicular and pedestrian access to the site, will be strictly limited per ODOT guidelines. Any improvements within the park and the ODOT Right-of-Way need to consider possible future highway widening.

SITE ASSESSMENT AND ANALYSIS

- TriMet owns the bicycle-pedestrian bridge and the property below the PMLRT viaduct. Any improvements in this area will need to be coordinated with TriMet. As of March 2015, TriMet and the City were coordinating design, construction and funding of the landings of the bicycle and pedestrian bridge to the north of the park and Kellogg Lake near Lake Road, and at the south end of the bridge within Robert Kronberg Natural Area.
- The railroad right-of-way is owned by Union Pacific Railroad and leased by Portland and Western Railroad. They currently do not allow any public access or park improvements on their property.

SAFETY AND EMERGENCY ACCESS

Safety and emergency access are a major considerations for the park. The park design and future management of the park should consider CPTED (Crime Prevention Through Environmental Design) techniques to help maintain the park as a safe environment, day or night. Some of these considerations include:

- Visibility is very important. This includes visibility both into the site from roadways and within the site from pathways and other site amenities. To the greatest extent practicable, vegetation will need to be both planned and managed to limit hiding spots near publicly accessible areas.
- The park should have amenities which attract the general public. If the park is used on a daily basis by the general public, it is less likely that it will be used or abused by transients or vandals.
- Areas which are not publicly accessible need to be clearly demarcated to discourage access. These areas will need to be checked periodically for undesirable activity.
- Lighting is another consideration. Providing lighting will provide additional security at night and will also help encourage use of the park by the general



McLoughlin Boulevard right-of-way



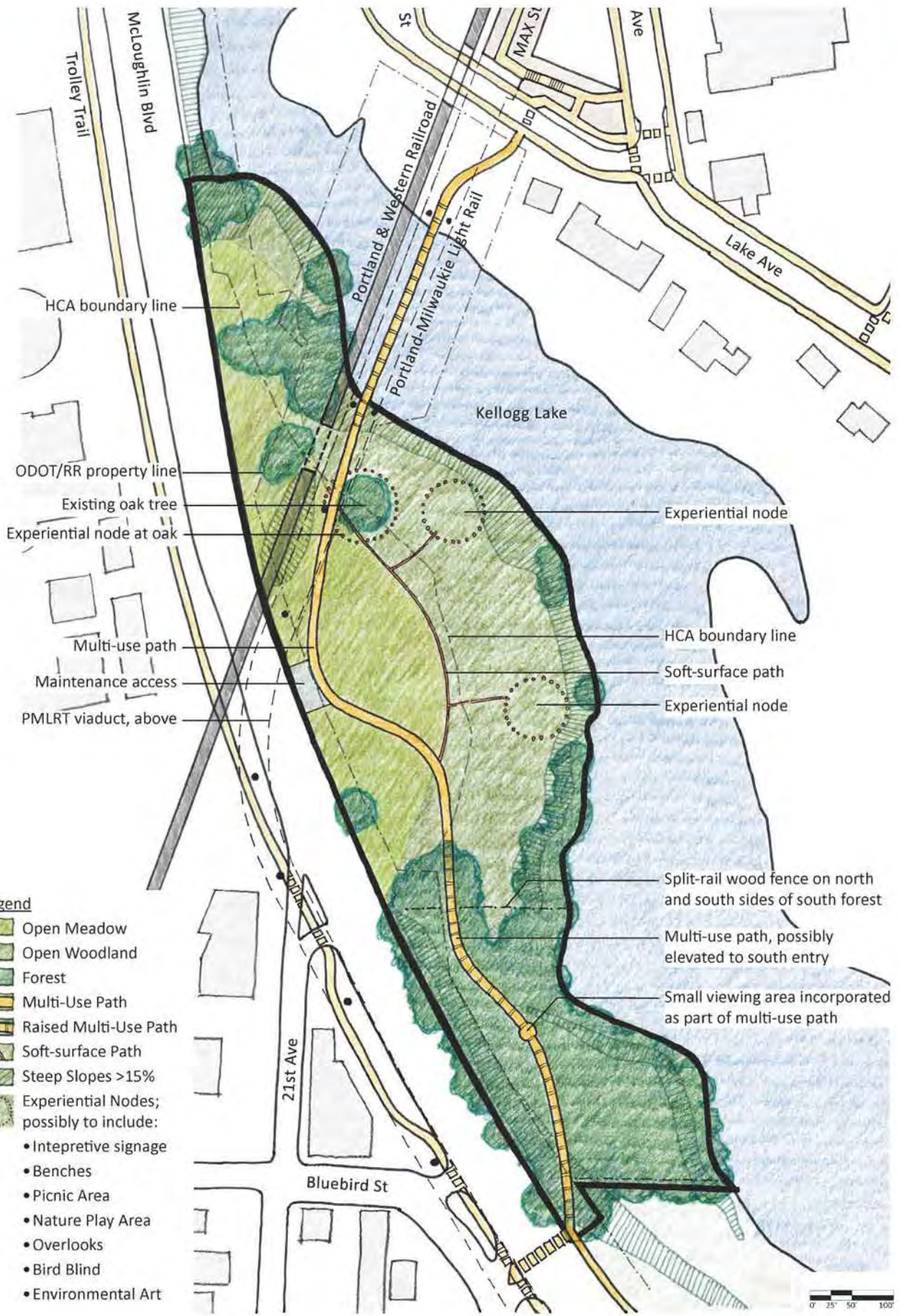
Railroad bridge and access road at north end of site

public after sunset. However, lighting will need to be balanced with habitat restoration requirements.

- The entire site must be accessible by emergency vehicles including police, fire, and ambulance.

Each part of the park site has different safety and access characteristics. The general security and accessibility of each area of the site is as follows:

- The central portion of the site generally offers good visibility from McLoughlin, with the exception of the steep bank at the edge of the lake. Visibility into the site is constrained in areas closer to the railroad trestle and the TriMet bridge. The TriMet pedestrian bridge and approaches are visible from Lake Road. In terms of access, the central portion of the site can be accessed directly from McLoughlin. It will also be accessible from the north once the connection to the TriMet pedestrian bridge is completed.
- The south forested area is largely hidden by both the existing vegetation and the steep embankment along McLoughlin. This portion of the site has historically had the most problems with transients, illegal dumping, and vandalism. As previously noted, these problems have been mitigated somewhat with increased police patrols. Some additional improvement may also be possible through the removal of invasive trees and shrubs, but in general the south forest will remain relatively hidden. This part of the site currently can only be accessed via the central part of the site.
- Although it is visible from McLoughlin and accessible via an existing ODOT service road, the north parcel is overgrown with invasive plants which will need to be removed to open up the site. The bank along the lake is mostly hidden from view. There is also an informal path down to the lake adjacent to McLoughlin in the ODOT right-of-way which is hidden by the embankment and vegetation.



- Legend**
- Open Meadow
 - Open Woodland
 - Forest
 - Multi-Use Path
 - Raised Multi-Use Path
 - Soft-surface Path
 - Steep Slopes >15%
 - Experiential Nodes; possibly to include:
 - Intepretive signage
 - Benches
 - Picnic Area
 - Nature Play Area
 - Overlooks
 - Bird Blind
 - Environmental Art

MASTER PLAN PROCESS AND SCOPE

Lango Hansen Landscape Architects, NCPRD staff, and City staff met to discuss project scope and goals in August, 2014. At that time it was decided that the primary scope of the project would be on the parcels to the south of the trestle, with the option of including the north parcel if desired and if found to be feasible for future development. It was also agreed that there would be three public meetings, both to present information on the park planning process and to provide an opportunity for the public to provide input.

The first meeting was conducted on October 1st, 2014, and focused on site assessment and analysis. The second meeting on November 5th, 2014, focused on presentation of three options for park development which ranged from a fairly minimal level of improvements to a highly developed program. Some suggestions from the public, such as sound-mitigating berms, were found to be infeasible or unnecessary and were not included in the preferred park master plan. The preferred park master plan, based on public feedback and input from NCPRD and City staff, was presented in the final public meeting on December 9th, 2014.

As part of this master plan process, the future park was confirmed and identified as a “Natural Preserve” with a “Linear Park” running through the property, as identified in the Milwaukie Comprehensive Plan, Chapter 4, Land Use. The future park will also be defined as a “Natural Area” in the NCPRD system.

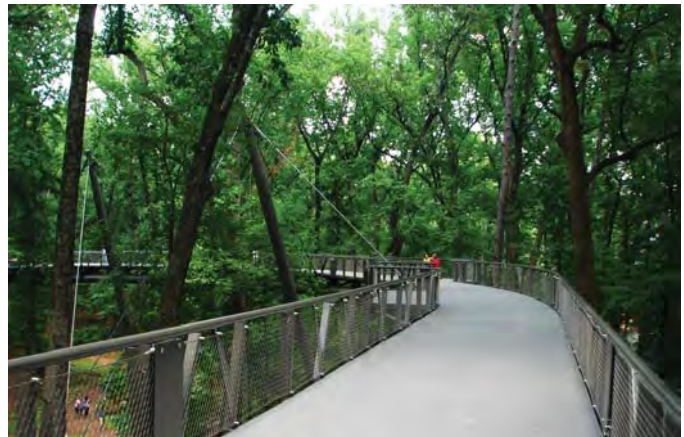
PREFERRED MASTER PLAN PARK ELEMENTS

The physical and programmatic elements in the Preferred Park Master Plan are as follows:

Multi-use pathway. This is the highest priority for park development. This paved pathway will connect the TriMet bicycle-pedestrian bridge and downtown Milwaukie with the sidewalk, crosswalk and Trolley Trail at the south end of the park. The width of the pathway should be designed so that the path can accommodate both bicycle and pedestrian traffic; a 12' width is preferred, but the width may be adjusted through future design processes. Where the multi-use path traverses the south part of the site, some or all of the pathway will be elevated to limit disturbance within the south forest area, provide a consistent and gentle grade to the south entrance of the park, achieve accessibility standards, and set the path above the 100-year flood line. The exact alignment of the path through the south forest will need to avoid existing trees to the greatest extent possible, especially the sequoia near the south



Example of a multi-use pathway at grade



Example of a multi-use pathway, elevated through south forest area

park entry. The elevated portion of the path could also include a wider viewing area, generally located where the elevated path is closest to the lake. Lighting is preferred for safety along the entire length of the path, and would need to be designed to balance the need for user safety with habitat requirements. Lighting will be considered as part of future planning and design. Finally, the design and construction of the pathway will need to be coordinated with the connection to the TriMet bridge.

Maintenance access. A right-in-right-out maintenance-only access will need to be provided to connect McLoughlin to the multi-use pathway. The maintenance access will need to be sized to accommodate a typical NCPRD maintenance truck and trailer. It will also allow TriMet to access the bicycle-pedestrian bridge. The access will include a typical concrete driveway apron (width to be determined), and may include a vehicle-rated permeable unit paving, grasscrete, or similar permeable treatments to limit the visual impact of the maintenance access point on the site. The access will be signed to show that no public parking is allowed.



Example of a soft-surface path through forest area

Soft surface pathways. The soft surface pathways are intended to form a secondary circulation system within the park and will also provide access to the experiential nodes. They are proposed to be gravel paths, although the width and material may be adjusted through future design processes. While the paths are primarily shown outside of the Habitat Conservation Area (HCA), the exact alignment of the paths may be adjusted to include more or less of the HCA. There was also public interest in creating a soft-surface pathway connection to the north parcel; if the opportunity becomes available, NCPRD could work with others to create the preferred soft-surface pathway connection to the north portion of the site.

Experiential nodes. These may include any of the following elements: interpretive signage, benches, picnic tables, a single small nature play area, overlooks, bird blinds, and/or environmental art. The exact makeup, size, and location of each of these elements within the experiential nodes will be determined at the time of park design. If the elements in the experiential nodes are situated within HCA's, care should be taken to minimize the impact of the element within the HCA.



Example of a nature play element

Habitat preservation and restoration. Existing habitat areas on site will be preserved and habitat restoration will be enhanced. Fencing and signage will be added where appropriate to discourage the public from entering critical habitat areas; for instance, split-rail wood fencing is proposed for the north and south borders of the south forest area to discourage access.



Example of interpretive signage

Phasing of Park Development. Park improvements will likely need to be implemented in phases, depending on the availability of funding, coordination with partners and stakeholders, and regulatory requirements. The multi-use pathway and the secondary loop path could be Phase 1 improvements. The Experiential Node improvements could be built in future phases. Habitat restoration may occur in all phases; for instance, habitat improvements for the north parcel could be done with cooperation from neighbors and stakeholders, independent of development elsewhere in the park.

This plan is conceptual in nature. Initial cost estimates were developed and given to NCPRD to provide an assessment of construction cost for project budgeting and planning purposes. The cost estimates and project elements are subject to change due to further refinements that may occur as the final park design is completed. Final decisions, materials and precise locations of improvements will be determined per all applicable regulatory requirements and as funding is available.



Example of a picnic area

NEXT STEPS

The final step of this master plan process is to submit the Master Plan for review and approval by the City Planning Commission and City Council and adoption into the City's comprehensive plan. After approval of the Master Plan, based upon circumstances including funding and other considerations, and with mutual agreement by NCPRD and the City of Milwaukie, future steps could include:

1. NCPRD and the City can use the approved Master Plan to apply for grants and solicit partnerships to help complete improvements. Possible funding sources include NCPRD, the City of Milwaukie, Oregon Parks and Recreation grants, and/or Metro Nature in Neighborhood grants.
2. When funding has been secured, NCPRD will work with the City to develop final construction plans and specifications. This phase will include Intergovernmental Agreements (IGAs/MOUs), soil testing, and permitting and fees. NCPRD will follow necessary land use processes to ensure elements are consistent with all City policies and codes. NCPRD is also committed to acquiring all other regulatory permits as necessary prior to project commencement (e.g. Army Corps of Engineers, Division of State Lands, etc.).
3. Construction will follow after construction drawings and permits have been completed. This will include a Request for Proposals (RFP), selection of a contractor, and the construction of park improvements.

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