ORDINANCE NO. 1964

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF MILWAUKIE, OREGON, AMENDING THE CITY OF MILWAUKIE COMPREHENSIVE PLAN BY ADOPTING THE SPRING PARK MASTER PLAN AS AN ANCILLARY DOCUMENT (CPA-05-02).

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

WHEREAS, the *Spring Park Master Plan* has been reviewed by the Island Station Neighborhood District Association, Milwaukie Park and Recreation Board, North Clackamas Parks and Recreations District, and other affected agencies; and

WHEREAS, the *Spring Park Master Plan* has been referred to the Department of Land Conservation and Development in accordance with Oregon Revised Statutes, and;

WHEREAS, the *Spring Park Master Plan* has been reviewed and recommended for adoption by the Planning Commission at a duly advertised Public Hearing on October 10, 2006, and;

WHEREAS, the City Council held a duly advertised Public Hearing on November 9, 2006;

NOW, THEREFORE, THE CITY OF MILWAUKIE DOES ORDAIN AS FOLLOWS:

SECTION 1. **FINDINGS.** Findings of fact in support of the proposed amendment are adopted as part of this ordinance and attached as Exhibits A (Findings) and B (Approval Criteria Compliance Report).

SECTION 2. **COMPREHENSIVE PLAN ANCILLARY DOCUMENT.** The *Spring Park Master Plan* is adopted as an Ancillary Document to the Comprehensive Plan as shown in Exhibit C.

Read the first time on November 9, 2006, and moved to a second reading by 5-0 vote of the City Council.

Read the second time and adopted by the City Council on November 9, 2006.

Signed by the Mayor on November 13, 2006

Jim Bernard, Mayor

ATTEST:

Pat DuVal

Pat DuVal, City Recorder

APPROVED AS TO FORM:
Ramis, Crew, & Corrigan, LLP

City Attorney

Exhibit A
Findings

1. Land Use Application CPA-05-02 has been processed and public notice has been provided in accordance with MMC Sections 19.901 (Initiation of Amendment), 19.902 (Amendment Procedure), and 19.1011.3 (Legislative Actions).

2. The proposed Comprehensive Plan amendment meets the approval criteria found in Policy 7 of Objective 1 of Chapter 2 of the Comprehensive Plan and in Milwaukie Municipal Code Section 19.905. The proposed amendment is consistent with applicable provisions of the Milwaukie Municipal Code, Milwaukie Comprehensive Plan, Metro Functional Plan, and Statewide Planning Goals. See Exhibit B for more detail.

3. The proposed Comprehensive Plan amendment furthers the goals, objectives, and policies of the Comprehensive Plan.

   a. It implements a key element of the Elk Rock Island Natural Area Management Plan, which is a Comprehensive Plan ancillary document, through the adoption of a master plan specific to the Spring Park property.

   b. It furthers the Open Spaces, Scenic Areas, and Natural Resources Element of Chapter 3 of the Comprehensive Plan through the conservation of open space and the protection and enhancement of the property's natural resources.

   c. It furthers the Recreational Needs Element of Chapter 4 of the Comprehensive Plan by maximizing the passive and active recreational value of the Spring Park property, an existing publicly owned park.

4. The proposed Comprehensive Plan amendment is the result of extensive public involvement, reflects the desires of the community, and best satisfies the identified public need. Island Station residents, City staff, and others have worked many years to bring this vision for the Spring Park property to fruition.

Exhibit B

Approval Criteria Compliance Report

Approval Criteria for Comprehensive Plan amendments are contained in the Milwaukie Comprehensive Plan and the Milwaukie Municipal Code. This report documents how the proposed amendment, the *Spring Park Master Plan*, conforms to all applicable approval criteria.

Comprehensive Plan

The Milwaukie Comprehensive Plan (MCP) Chapter 2, Plan Review and Amendment Process, Objective 1.7, states:

All Plan amendments will be evaluated based on the following criteria:

A. Conformance with the Comprehensive Plan, its goals, policies, and spirit.

1. MCP Chapter 1, Citizen Involvement

   Citizen involvement was instrumental in developing the Spring Park Master Plan (the Plan). The City's Community Services Department worked closely with Island Station Neighborhood District Association, Friends of Elk Rock Island Natural Area, and other interested parties. The Plan was distributed to all Neighborhood District Associations in the city for review and comment prior to the first public hearing. The public was properly notified of all public hearings pursuant to Milwaukie Municipal Code (MMC) Section 19.1011.5.

2. MCP Chapter 3, Environmental and Natural Resources

   a. Natural Hazards Element. Spring Park is located within the 100-year floodplain. All development will comply with MMC Title 18, the City's flood hazard regulations.

   b. Historic Resources Element. The Clackamas Indians originally inhabited the Milwaukie area. No specific archaeological sites are currently identified in the Spring Park area. If any are discovered in the course of the park's development, appropriate measures will be taken.

   c. Open Spaces, Scenic Areas, and Natural Resources Element. The Plan will serve to conserve Spring Park as open space and preserve and enhance it is a natural resource area.

3. MCP Chapter 4, Land Use

   a. Recreational Needs Element. Phase I of the Plan includes the development of a much-needed minipark for families in the Island Station neighborhood. Phase II identifies the remainder of the site as a natural preserve. Restoration and protection of this area will provide Milwaukie residents with improved opportunities for environmental education, passive recreation, and access to the Willamette River.

b. Willamette Greenway Element. The Plan will protect, conserve, enhance, and maintain the natural, scenic, historical, and recreational qualities of the Willamette River through the following actions: adoption of Natural Resource Restoration and Protection Guidelines (Attachment 5 of the Plan); formal classification of the majority of the park as a natural preserve; and installation of a new path system to provide improved access to the Willamette River that minimizes adverse impacts to the park's natural resource and habitat areas.

c. Neighborhood Element, Neighborhood Area 1. The Plan will conserve Spring Park as open space and provide the community with active (Phase I) and passive (Phase II) recreational opportunities.

4. MCP Appendix 2, Natural Resources Property List

Spring Park is listed as Site 23. Its natural resource value is listed as riparian, habitat, and scenic. Phase II of the Plan will protect this site's riparian, habitat, and scenic value through the following actions: delineation and enhancement of the existing wetland area; relocation of the existing path outside of the wetland area; installation of interpretive signage educating users about the fragility of the natural resource area; planting of native species; removal of invasive and exotic species; and removal of hazardous and/or diseased vegetation.

5. MCP Ancillary Document, Elk Rock Island Natural Area Management Plan

The Plan implements a key element of the Elk Rock Island Natural Area Management Plan, namely the adoption of a master plan for Spring Park that guides its development and protects it as a natural resource area.

B. Public need for the change.

The Milwaukie Comprehensive Plan does not currently contain a master plan for Spring Park. The adoption of the Plan will provide specific direction for the development of this park and enable the community to move forward with its plans to: 1) install a play area for children; 2) restore, protect, and enhance the site's natural resource areas; and 3) provide for improved environmental education and passive recreation opportunities.

C. Public need is best satisfied by this particular change.

The Plan was specifically designed to address the public needs identified above. It will also improve public safety, address longstanding parking issues, and make the park more accessible to those with limited mobility. Having an adopted plan also strengthens the ability of the City and the Island Station neighborhood to obtain funding and to leverage resources from public and private sources.

D. The change will not adversely affect the health, safety, and welfare of the community.

The proposed changes will not adversely affect the health, safety, and welfare of the community. As indicated above, the proposed improvements will improve access for those with limited mobility and improve public safety throughout the site.

Phase I minipark development includes the installation of a universally accessible path from the entrance of the park to the minipark area. Public safety around the park's main entrance will be improved through increased visibility and positive use. Visibility will be increased through the removal of the existing berm at the site's main entrance on SE Sparrow Street and by keeping this entrance clear of vegetation over three feet in height. Positive use will be increased through the installation of a play area and park furniture that will draw additional users to the site, specifically families with young children. Phase II development will include the installation of a formal path system through the park that will keep users out of hazardous and sensitive areas and off private property.

Improvements to Spring Park may draw more park users. There are currently no formal parking areas, on- or off-street, around the park's main entrance. Parking will be evaluated and may be installed during both development phases to alleviate existing parking problems in the area that are associated with Spring Park.

E. The change is in conformance with applicable Statewide Planning Goals.

The Plan conforms to the following applicable Statewide Planning Goals.

Goal 1: Citizen Involvement. See response A.1 above.

Goal 2: Land Use Planning. See response A.3 above.

Goal 5: Open Spaces, Scenic and Historic Spaces, and Natural Resources. See responses A.2.b & c above.

Goal 7: Areas Subject to Natural Disasters and Hazards. See response A.2.a above.

Goal 8: Recreational Needs. See responses A.3.a & c above.

Goal 15: Willamette River Greenway. See response A.3.b above.

F. The change is consistent with Metro Growth Management Functional Plan and applicable regional policies.

The Plan is consistent with the Metro Growth Management Functional Plan. Staff has complied with all applicable Metro noticing requirements and functional plan analysis requirements.

Milwaukie Municipal Code

The Milwaukie Municipal Code (MMC) Section 19.905, Approval criteria for all amendments, states:

For all proposals, the applicant shall have the burden of proof regarding the following criteria:

A. The proposed amendment must conform to applicable comprehensive plan (MCP) goals, policies and objectives and be consistent with the provisions of city ordinances (MMC), Metro urban growth management functional plan and applicable regional policies.

MMC: Prior to the proposed Spring Park Phase I and Phase II development, the City will submit the appropriate land use applications and building permit applications, showing compliance with all applicable City regulations.

Phase I required applications may include, but are not limited to, the following: Community Service Use and Willamette Greenway Review.

Phase II required applications may include, but are not limited to, the following: Community Service Use, Willamette Greenway Review, Water Quality Resource Review, and a Zoning Map Amendment (for the addition of a protected water quality feature—i.e., wetland—to the water quality resource map).

MCP: See Comprehensive Plan Compliance Report.

Metro: See Section F of Comprehensive Plan Compliance Report.

B. The anticipated development must meet the intent of the proposed zone, taking into consideration the following factors: site location and character of the area, the predominant land use pattern and density of the area, the potential for mitigation measures adequately addressing development effects, any expected changes in the development pattern for the area, the need for uses allowed by the proposed zone amendment, and the lack of suitable alternative sites already appropriately zoned for the intended use or uses. The planning commission and city council shall use its discretion to weigh these factors in determining the intent of the proposed zone.

Not applicable. The site is zoned R-5 with a Comprehensive Plan designation of Public. The City uses its community service use regulations to site park uses, as it does not have a parks or open space zone. The City will seek approval of Spring Park as a community service use; consequently, no zone change is requested or required.

C. The proposed amendment will meet or can be determined to reasonably meet applicable regional, state or federal regulations.

The proposed improvements outlined in Phase I and II of the Plan will meet all applicable regional, State, and federal regulations. Any work performed in the floodplain will comply with City flood hazard regulations and all applicable FEMA regulations. Delineation and enhancement of the site's wetland area will comply with all applicable requirements of the Department of State Lands and the Army Corps of Engineers. The proposed path system through the site will not be

formalized until the wetland delineation process has been completed. If the proposed path system encroaches onto State land or any mapped water quality resource areas, it will comply with all applicable requirements of the Department of State Lands and the Army Corps of Engineers.

D. **The proposed amendment demonstrates that existing or planned public facilities and services can accommodate anticipated development of the subject site without significantly restricting potential development within the affected service area.**

The Plan provides for minimal intensification of use on the site in the form of a minipark for local families. No public facilities, such as water or sewer, are proposed or required. The proposed park improvements will not restrict delivery of public services to any existing or future development in the area.

E. **The proposed amendment is consistent with the functional classification, capacity, and level of service of the transportation system. A transportation impact analysis may be required subject to the provisions of Chapter 19.1400.**

Spring Park fronts three local streets: SE Sparrow Street to the north, SE 20th Avenue to the east, and SE Lark Street to the south. Based on the park's size, classification, and nature of proposed improvements, the City Engineering Department has determined that the proposed improvements, as outlined in the Plan, do not trigger a traffic impact study. This determination was made by applying the "threshold scoring" system contained in the Transportation Design Manual. Since the proposed improvements do not score over 100 points, a traffic impact study is not required. Staff will, however, evaluate the need for a traffic impact study at the time of each land use application for both phases of development, as outlined in the Plan.

Phases I and II of the Plan may include improvements within the public right-of-way. All improvements within the public right-of-way (such as street, parking, and pedestrian improvements) will be constructed in accordance with the Milwaukie Municipal Code, Transportation Design Manual, and standards for construction.

Required public improvements, if any, will be determined at the time of each land use application for both phases of development, as outlined in the Plan. Off-street parking is not required as part of the Plan. However, if off-street parking is provided, parking areas will be designed and constructed in accordance with the Off-Street Parking and Loading section of the Milwaukie Municipal Code.

Exhibit C

SPRING PARK MASTER PLAN

SITE DESCRIPTION

Spring Park is a 6.87-acre site composed of multiple tax lots (Tax Assessor Map 1S 1E 35DD, Tax lots 5900, 6100, 6200, 6300, 6400, 6500, and 6601) that are owned by the City of Milwaukie (City). The site is in Residential Zone R-5 and has a Comprehensive Plan designation of Public. It is located south of SE Sparrow Street, west of the Union Pacific railroad tracks, and east of the Willamette River in the Island Station neighborhood. Private property borders the site along its eastern and southern edges. See the Spring Park Location Map for more detail (Attachment 1).

Spring Park is largely undeveloped and is currently maintained by the North Clackamas Parks and Recreation District (NCPRD) as a natural area. A large unmapped wetland is located in its center, and the remainder of the site is composed of riparian forest and grasslands. The site is an important habitat resource for birds and plant life, and portions of it are composed of geologically significant bedrock. Due to its proximity to the Willamette River, the entire site is within the Willamette Greenway Zone and portions of it contain mapped water quality resource areas.

The primary entrance to Spring Park is located on the northeast side of the site at the intersection of SE 19th Avenue and SE Sparrow Street. There is also a little-used path on SE Lark Street near the southeast corner of the site. Spring Park is primarily used to access the Willamette River and the seasonally accessible land bridge to Elk Rock Island. Elk Rock Island is owned by the City of Portland, located in Clackamas County, and only accessible by land from Milwaukie.

HISTORY

The City purchased Spring Park in 1971. In 1980, the City vacated a section of SE Lark Street located on the south side of Spring Park. A portion of this vacated area (0.25 acres) was traded to a property owner to the south for property along the Willamette River (0.36 acres).

In 1989, a group of interested citizens and park staff from Milwaukie, Portland, and Clackamas County drafted a management plan for Spring Park, Elk Rock, and Elk Rock Island, entitled the Elk Rock Island Natural Area Management Plan. The City adopted this plan in 1995. This plan identified important issues related to natural resource protection, public use, and provision of public safety services. One of its recommendations was that the City develop a master plan for Spring Park to guide its management and development. The Spring Park Master Plan is intended to augment, not replace, the Elk Rock Island Natural Area Management Plan.

Since the adoption of the 1995 management plan, Island Station residents have urged the City to develop a master plan for Spring Park that would include wetland delineation and enhancement and development of a neighborhood park in the northeast corner of the site. Volunteers have worked for several years to remove invasive plants in the northeast corner of the site and along the path that leads to the Willamette River. The thinning of this underbrush and the removal of obstructions and debris have increased visibility and safety throughout the site.

MASTER PLANNING PROCESS

In summer 2003, the City convened a public meeting to discuss a neighborhood park design concept for the northeast corner of the site, which was developed by Island Station resident Gary Michael. All in attendance approved of the neighborhood park design and, at the urging of City staff, agreed to expand the scope of the master plan to include the entire 6.87-acre site. In order to expedite the neighborhood park development process, however, it was suggested that the master plan be divided into two phases. See Spring Park Master Plan Development Phases map (Attachment 2) for more detail.

Phase I:

- Development of a neighborhood park in the site's northeast corner
- Installation of parking spaces immediately adjacent to the neighborhood park development

Phase II:

- Restoration and protection of natural resource and habitat areas
- Delineation and enhancement of the wetland area
- Relocation and formalization of the site's path system
- Installation of interpretive signage
- Installation of additional parking spaces

A draft master plan was circulated in spring 2004, and a meeting was held in June 2004 to discuss it. Notices were sent to property owners adjacent to Spring Park and to the Island Station Neighborhood District Association (NDA). At that meeting, public safety and parking concerns were raised. It was decided that these two areas of concern needed to be addressed and included in the final master plan.

To address public safety concerns, the Milwaukie Chief of Police met with Island Station residents to discuss public safety concerns, and City staff from Milwaukie and Portland and the chiefs from the Milwaukie Police Department (MPD) and the Clackamas County Fire District #1 (CCFD1) met to discuss emergency response service improvements to Spring Park and Elk Rock Island. The outcomes of these various meetings are contained in the Public Safety section of each development phase.

To address parking concerns, neighborhood association members and City staff visited the site and compiled a list of 14 potential parking areas near Spring Park, which was later reduced to 8 potential parking areas. See the Parking Diagram (Attachment 3) for more detail. A public meeting was held in January 2005, wherein it was decided that the potential parking areas identified in the Parking Diagram should be evaluated and implemented concurrently with Phase I and Phase II development.

PHASE I—MINIPARK DEVELOPMENT

Park Classification

Pursuant to the park classification system in the Recreational Needs Element of Chapter 4 of the Milwaukie Comprehensive Plan, the proposed park development meets the definition for a Minipark, Playlot, or Totlot due to its location, targeted population, and size (greater than 2,500 square feet but less than 1 acre). The entire site is greater than 1 acre; however, only a small portion of the site will be developed as a minipark for use by the local neighborhood. Since the larger portion of the site will remain mostly undeveloped and serve a completely different recreational purpose, it will receive a different park classification.

Development Proposal

Refer to the Minipark Concept Plan (Attachment 4) for a graphic rendering of the proposed development.

Equipment

Proposed equipment and structures include the following:

Quantity	Item
1	Play structure for children aged 7 and younger
2	Picnic tables
2	Benches
1	Bike rack
1	Welcome sign
1	Display shelter
1	Garbage receptacle

An existing asphalt area (approximately 140 square feet) will be removed prior to the installation of the play equipment and surrounding fall zones.

Landscaping

A native plant landscape will be planted around the perimeter of the minipark area. The entrance on SE Sparrow Street will be kept clear of vegetation over 3 feet in height to ensure adequate visibility of the minipark from the street. It is anticipated that installation of the proposed park equipment and structures will not necessitate the removal of any trees. Removal of any species that are exotic or invasive or of any trees or vegetation that are dead or dying will follow the practices outlined in the Natural Resource Restoration and Protection Guidelines (Attachment 5).

Park Entrance

The berm constructed at the SE Sparrow Street entrance to impede bicyclists from riding into Spring Park will be removed to provide improved visual and physical access to the minipark area. In place of the berm, signage and bollards may be installed to prevent the entry of those on motorcycles, scooters, or bicycles, as these types of activities are prohibited in Spring Park due to the fragility of the plant and wildlife habitat areas.

Signage

A welcome sign will be installed at the Spring Park main entrance to welcome users to the site area and to identify the site as being owned by the City and jointly maintained by the City and NCPRD. This sign may also mention that Spring Park serves as a gateway to Elk Rock Island and that the Island Station NDA was instrumental in enhancing facilities at Spring Park. City of Milwaukie park rules will be posted on this sign or on a separate sign close to the entrance. All park signage will be located outside of the public right-of-way.

Kiosk

An interpretive kiosk may be installed within the minipark area. It may include a description of the natural environments found in Spring Park and Elk Rock Island and a list of prohibited activities.

Path

A fairly level path will lead from the SE Sparrow Street entrance to the minipark area. The path will be constructed of permeable material and to federal ADA standards. A split-rail fence may be installed along SE Sparrow Street in order to guide park users to the designated pathway. Any fencing will be located outside of the public right-of-way.

Fencing

The 1995 management plan calls for fencing along the site's northeastern boundary to keep minipark users away from the railroad tracks that run parallel to the site's eastern boundary. Upon further evaluation by City staff and residents, it was determined that fencing in this location is neither feasible nor necessary. A steep berm that exists between the proposed minipark location and the railroad tracks acts as a natural barrier. Native plants that are thorny or otherwise repellant will be installed at the base of the berm to further discourage park users from playing near the railroad.

Utilities

No public utilities are currently proposed, but access to water and sewer may be necessary or desirable in the future.

Maintenance

Spring Park is listed in the intergovernmental agreement between the City and NCPRD as an NCPRD-maintained park. NCPRD currently provides maintenance of a sign and regular removal of waste from a garbage can, both of which are located at the SE Sparrow Street entrance. The City intends to continue to work with and coordinate the efforts of NCPRD staff, Island Station NDA, and Friends of Elk Rock Island to ensure adequate maintenance of the minipark. The Adopt-a-Park program will be utilized to the greatest extent possible.

Parking

The Planning Department has determined that the Milwaukie Municipal Code does not require installation of parking spaces for minipark development. Moreover, additional vehicular traffic is not expected as a result of the proposed minipark development, since it is intended for local neighborhood use as a walk-to park. However, parking in this area, and for Spring Park in particular, has been problematic for residents with property in and around the Spring Park main entrance.

The streets of the Island Station neighborhood are generally narrow with no curbs or sidewalks. Due to these conditions and emergency vehicle access issues, the City has installed "No Parking" signs along SE Sparrow Street and SE 19th Avenue within 500 feet of the Spring Park main entrance. Park users frequently park in these areas anyway, resulting in numerous parking violations and towings. Also, even park users who park legally occasionally contribute to the parking problem by obstructing the private driveways of Spring Park neighbors.

In an effort to avoid additional parking violations and to minimize the impact on Spring Park neighbors, parking spaces may be installed in two or more areas near the entrance to Spring Park, concurrent with Phase I development. Location and installation of additional parking spaces may occur as part of Phase II.

Potential parking areas identified by the neighborhood and City staff are shown in the Parking Diagram. The following will be taken into consideration when evaluating which potential parking areas are most appropriate for development during Phase I.

- Cost
- Proximity to minipark entrance
- Location of existing street pavement and right-of-way boundaries
- Location of Spring Park property lines
- On-site versus off-site (i.e. street) parking construction requirements
- Emergency access to and through the area
- Topography and drainage

Any parking constructed on the site will be designated for park use only. Parking that is constructed in the public right-of-way—i.e., street parking—will not be designated for park use only. Street parking will be designed and installed in accordance with the Milwaukie Municipal Code, Transportation Design Manual, and standards for construction.

Public Safety

Minipark development will increase public safety in this part of Spring Park through increased visibility and positive use. Visibility will be increased through the removal of the existing berm at the site's main entrance on SE Sparrow Street and by keeping this entrance clear of shrub vegetation over 3 feet in height and tree limbs below 8 feet in height. Positive use will be increased through the installation of a play area and park furniture that will draw additional users to the site, specifically families with young children.

Funding

The City will work with NCPRD, the Island Station NDA, the City of Portland Parks Department, and other interested parties to identify funding for Phase I. Potential funding sources include, but are not limited to: Metro Local Share Bond Measure funds (assuming passage of the measure in November 2007), Oregon Parks and Recreation Department grants, and City of Milwaukie neighborhood grants.

The Island Station NDA and other interested parties will commit volunteer labor toward the installation of equipment, site preparation, and other tasks as identified. City staff and contract crews will be used as needed to complete various portions of the project.

PHASE II—HABITAT RESTORATION AND PRESERVATION

Park Classification

Pursuant to the park classification system in the Recreational Needs Element of Chapter 4 of the Milwaukie Comprehensive Plan, the proposed park development for the portion of the site not included in Phase I of the Spring Park Master Plan meets the definition for a Natural Preserve due to its natural character, proposed use, and targeted population. Natural preserves are meant to provide environmental education and passive recreation opportunities for the entire community.

Development Proposal

Phase II of the Spring Park Master Plan is composed of four distinct elements: restoration and protection of natural resource and habitat areas, delineation and enhancement of the unmapped wetland area, relocation and formalization of the park's path system, and installation of interpretive signage.

Natural Resource Restoration and Protection

Most of the restoration and protection activities will take place in and around the large unmapped wetland area as described below. Additional restoration and protection activities will take place as staffing and funding allows. Any such activities will follow the Natural Resource Restoration and Protection Guidelines.

Wetland Delineation and Enhancement

The area to the west and south of the entrance to Spring Park contains an unmapped wetland. In order to correctly identify the extent of the wetland boundary and corresponding enhancement efforts, Phase II will include a formal delineation of the wetland boundary by a licensed professional, which will comply with all applicable State and federal regulations pertaining to wetland delineation and enhancement activities.

Because the area has not been maintained for many years, invasive and exotic species have proliferated in the wetland area. In order to return this area to a more natural wetland habitat, staff from the Cities of Milwaukie and Portland, with assistance from volunteers, will continue to hold work parties in this area to remove invasive and exotic species. Work party activities will enhance the native plant diversity and protect the health and safety of abutting property owners and park users. The following activities are proposed in and around the wetland area and will follow the Natural Resource Restoration and Protection Guidelines.

1. Identification and removal of exotic and invasive plant species. These species include, but are not limited to: thistle, ivy, holly, blackberries, morning glory, reed canary grass, purple loosetrife, japanese knotweed, english hawthorn, cherry laurel, and scotch broom. Removal efforts will be directed to invasive eradication. Invasive species may be sprayed with herbicide or may be removed manually or with power equipment.

2. Removal of existing trees and vegetation that are dead or diseased where such trees and vegetation could potentially harm adjacent property owners, park users, or native plant health and habitat.

3. Thinning of existing trees and vegetation to enhance native plant health and habitat.

4. Planting of appropriate native species. These plantings will be selected to best protect the local wildlife habitat and the wetland area as a natural aquatic resource.

5. Protection of wetland area from unauthorized human activities. Native shrubs that are thorny or otherwise repellant to park users will be installed along the perimeter of the wetland area to encourage park users to use the designated path system and to discourage them from entering the wetland area.

Path Relocation and Formalization

The existing path through Spring Park was never formally designed or constructed. It was created over time by park users walking through the site en route to Elk Rock Island and/or the Willamette River. Unfortunately, sections of this informal path encroach upon the large wetland area in the middle of the site, decreasing the wetland's utility as a natural habitat and biofiltration system.

In order to minimize the impact of the path system on the wetland area and neighboring properties, the following steps will be taken.

1. All existing informal paths will be closed and replanted to the degree practicable. Barricades and signs will caution park users against using these areas.

2. A new path system will be installed that is clearly marked with signs directing park users through the site. The new path system will be located outside of the wetland boundary as determined by the wetland delineation survey and will be constructed of permeable materials.

3. Fencing and native shrubs will be installed to define the new path system and to prevent park users from wandering into the wetland area. Fencing and native shrubs will also be installed—through a cooperative effort between the City and adjacent property owners—to prevent park users from trespassing onto private property to the south. Fencing will be selected based on its appropriateness for use in a natural resource area and may include split-rail and/or cedar fencing.

Interpretive Sign Installation

There is no signage in Spring Park, with the exception of a large sign near the main entrance. Neighbors and advocates for Spring Park and Elk Rock Island want clear and consistent signage that conveys to park users the sensitive nature of the plant and wildlife habitat within Spring Park. Rather than emphasize prohibited activities, it is felt that signs should educate visitors about the sensitive natural environment and the damage caused by certain activities. With this in mind, the following signage will be installed in Spring Park during Phase II development.

1. An interpretive kiosk may be installed near the entrance to the path that leads to the Willamette River and Elk Rock Island. It may include a description of the natural environments found in Spring Park and Elk Rock Island and a list of prohibited activities. A reference may be made to the application of City of Portland park rules on Elk Rock Island and City of Milwaukie park rules in Spring Park.

2. Smaller interpretive signs will be installed along the formal path describing the natural habitat and encouraging users to stay on the path. All park signage will be located outside of the public right-of-way.

Maintenance

Spring Park is listed in the intergovernmental agreement between the City and NCPRD as an NCPRD-maintained park. NCPRD currently provides maintenance of a sign and regular removal of waste from a garbage can, both of which are located at the SE Sparrow Street entrance. The City intends to continue to work with and coordinate the efforts of NCPRD staff, Island Station NDA, and Friends of Elk Rock Island to ensure adequate maintenance of Spring Park. The Adopt-a-Park program will be utilized to the greatest extent possible, and, given the park's unique connection to Elk Rock Island, the City will partner with the City of Portland whenever feasible.

Parking

The Planning Department has determined that the Milwaukie Municipal Code does not require the installation of parking spaces for Phase II development. The definition of Natural Preserve in the Milwaukie Comprehensive Plan states that travel to such parks is primarily by foot or bike, with limited provisions for vehicle parking. However, parking for Spring Park has been problematic for residents with property in and around the Spring Park main entrance, especially during the summer months, and it is anticipated that enhancement of Spring Park facilities may compound the problem by attracting more park users.

As previously stated, parking spaces may be installed as part of Phase I development, and the need for additional parking will be evaluated at the time of Phase II development. Additional restrictions on on-street parking will also be considered at the time of Phase II development. Any new on-street parking will be designed and installed in accordance with the Milwaukie Municipal Code, Transportation Design Manual, and standards for construction.

The following will be taken into consideration when evaluating which potential parking areas identified in the Parking Diagram are most appropriate for development during Phase II.

- Cost
- Location of existing street pavement and right-of-way boundaries
- Location of Spring Park property lines
- Emergency access to and through the area
- Topography and drainage

Public Safety

As previously stated, Spring Park is owned by the City and maintained by NCPRD per an intergovernmental agreement. Elk Rock Island, however, is owned by the City of Portland and is located in unincorporated Clackamas County. Elk Rock Island is maintained by the City of Portland.

Police, fire, and safety response to both Spring Park and Elk Rock Island have been inconsistent in the past, which has caused great concern for neighbors. It is anticipated that enhancement of

Spring Park facilities may increase the use of the site and Elk Rock Island, thereby increasing the need for speedy and consistent emergency response to both areas. It is hoped that, by fostering positive use of the site through the development of a minipark, vandalism and inappropriate uses of Spring Park and Elk Rock Island will decrease during daylight hours. However, since both areas have been historically misused and vandalized, advocates and neighbors strongly feel that an effective and coordinated response plan is needed.

In November 2003, staff from the Cities of Milwaukie and Portland and the chiefs from the MPD and the CCFD1 met to discuss current and future emergency response services to Spring Park and Elk Rock Island. The following is a summary of the proposed work plan for improving emergency response services to Spring Park and Elk Rock Island.

Fire

CCFD1 has jurisdiction over both Spring Park and Elk Rock Island. CCFD1 is the provider of fire services for the City under a contract signed in 1997. CCFD1 provides fire services to Elk Rock Island under another agreement that obligates their response to areas of unincorporated Clackamas County. CCFD1 is able to respond to Spring Park by land and to Elk Rock Island by land and water. Fire response to Spring Park and Elk Rock Island is currently adequate. Until such time as it becomes necessary, no action will be taken to modify the existing fire response services to Spring Park and Elk Rock Island.

Police

The MPD has jurisdiction in Spring Park. The City adopted park rules in 2004 that are enforceable by staff from MPD, Milwaukie Code Enforcement, and NCPRD. These rules will be posted on a sign toward the entrance of the park during Phase I development.

MPD and the City of Portland are both able and willing to respond to disturbances on Elk Rock Island. However, due to the island's location, MPD is usually able to respond more quickly than the City of Portland. The City will work with the City of Portland's parks and police departments to install both short- and long-term strategies for responding to disturbances.

In the short term, the City will discuss with the City of Portland the feasibility of granting MPD "Agent in Charge" status. This could potentially increase the City's ability to respond to incidents on the Island as well as strengthen their authority to cite offenders into court. The City may also consider adopting Portland's park rules to be applied solely to Elk Rock Island.

In the long term, the City will pursue incorporation of Elk Rock Island for the sole purpose of law enforcement. This will strengthen the ability of MPD to respond to incidents on Elk Rock Island and to cite offenders into court.

Funding

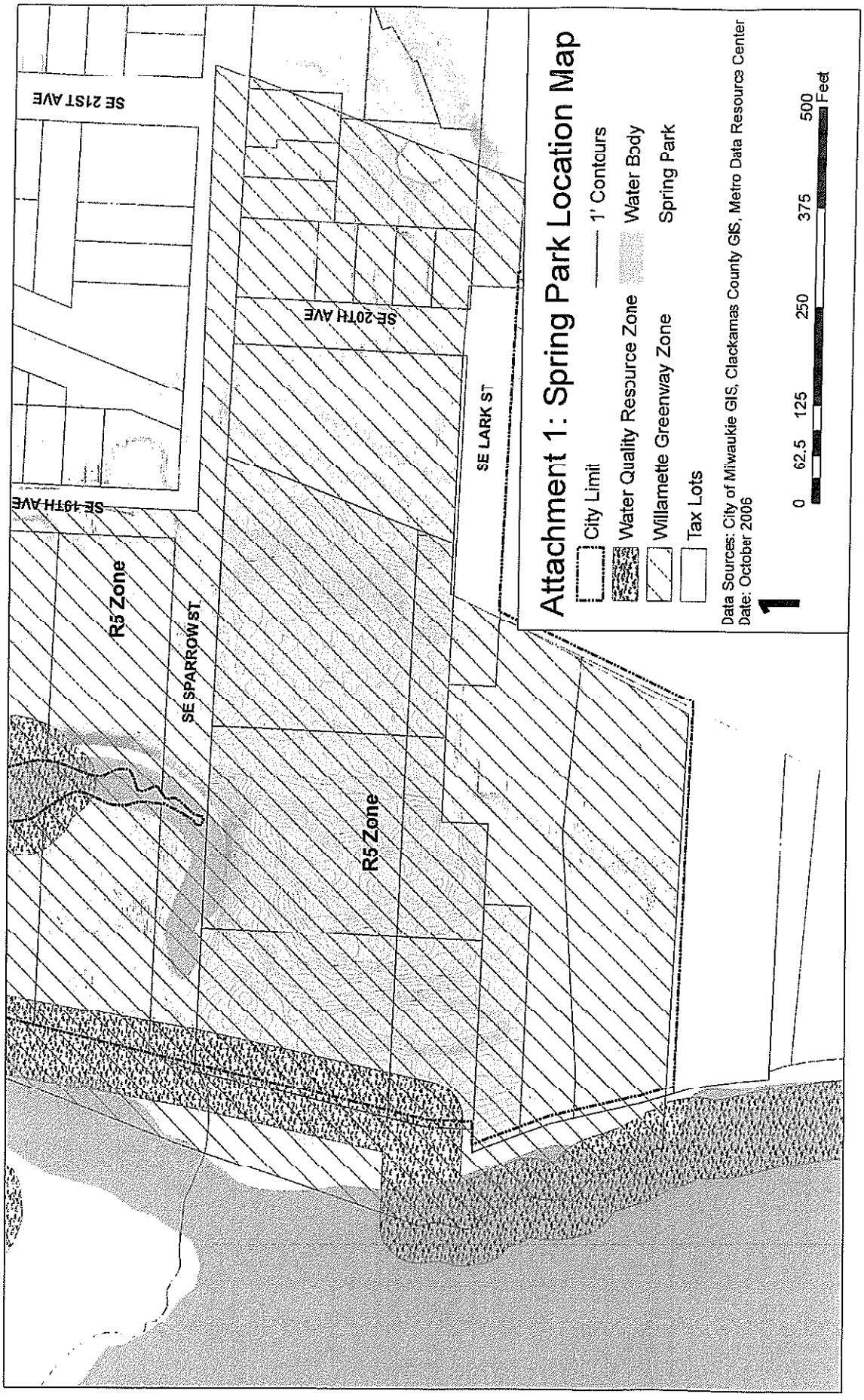
The City will work with NCPRD, the Island Station NDA, the City of Portland Parks Department, and other interested parties to identify funding for Phase II. If the Metro Local Share Bond Measure passes in November 2007, these funds may be used to complete the wetland delineation and begin the natural area restoration and path relocation work. The City will also solicit funding assistance from the City of Portland for some of the path relocation work and construction and installation of interpretive signage.

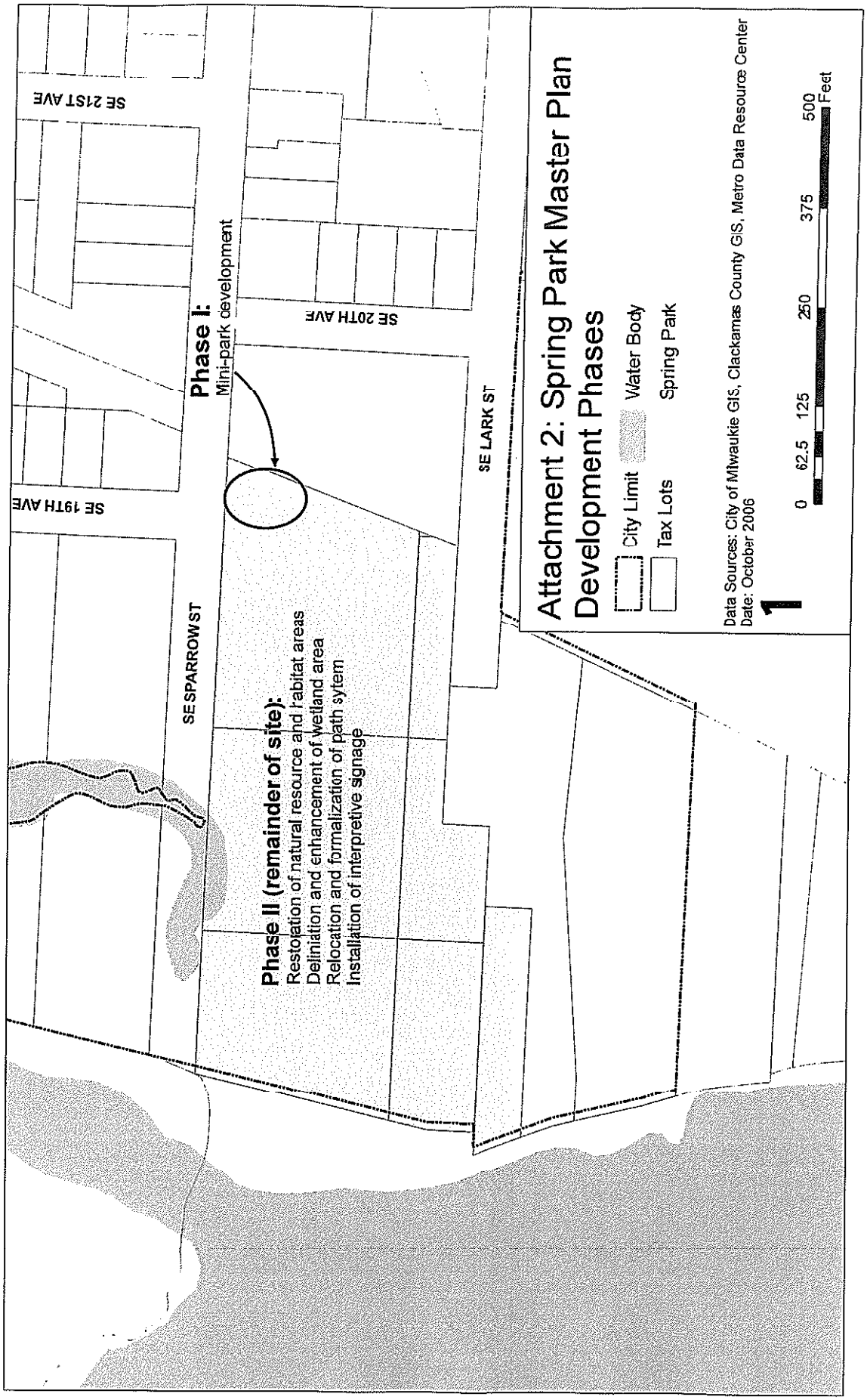
The City will solicit the Portland Bureau of Environmental Services Watershed Revegetation Program for wetland enhancement design ideas and installation work. This "Revegetation Program" initiates and installs biologically complex environmental restoration projects in Portland and in surrounding watershed areas. A similar design and installation project was recently completed by this program at the ODS campus site near the mouth of Johnson Creek in Milwaukie.

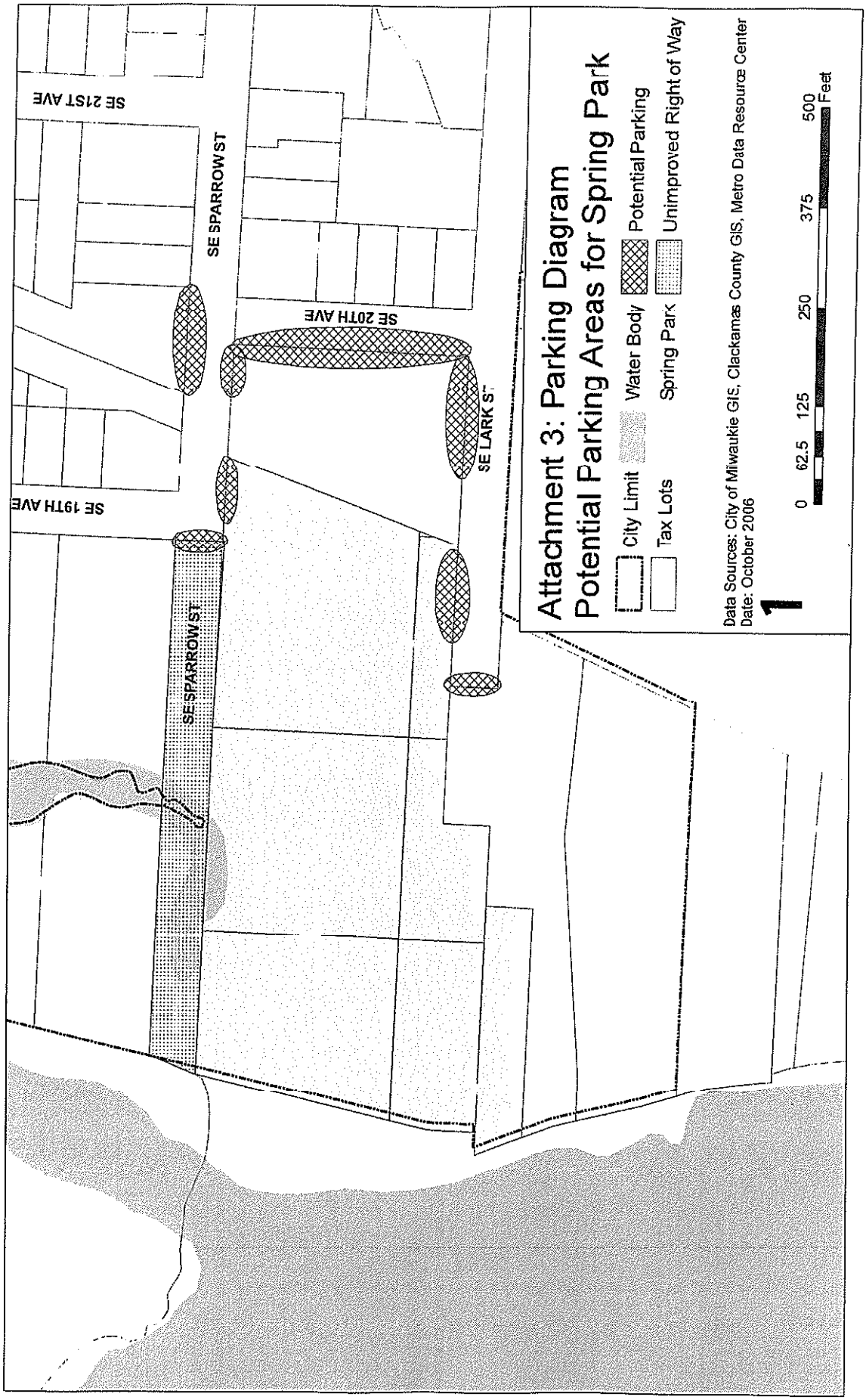
As with many City projects, volunteers will play a large role in the completion of Phase II of Spring Park development. Neighborhood residents, interested parties, and local biologists and wetland enthusiasts will contribute ideas and labor toward the completion of this project in cooperation with City staff and crews.

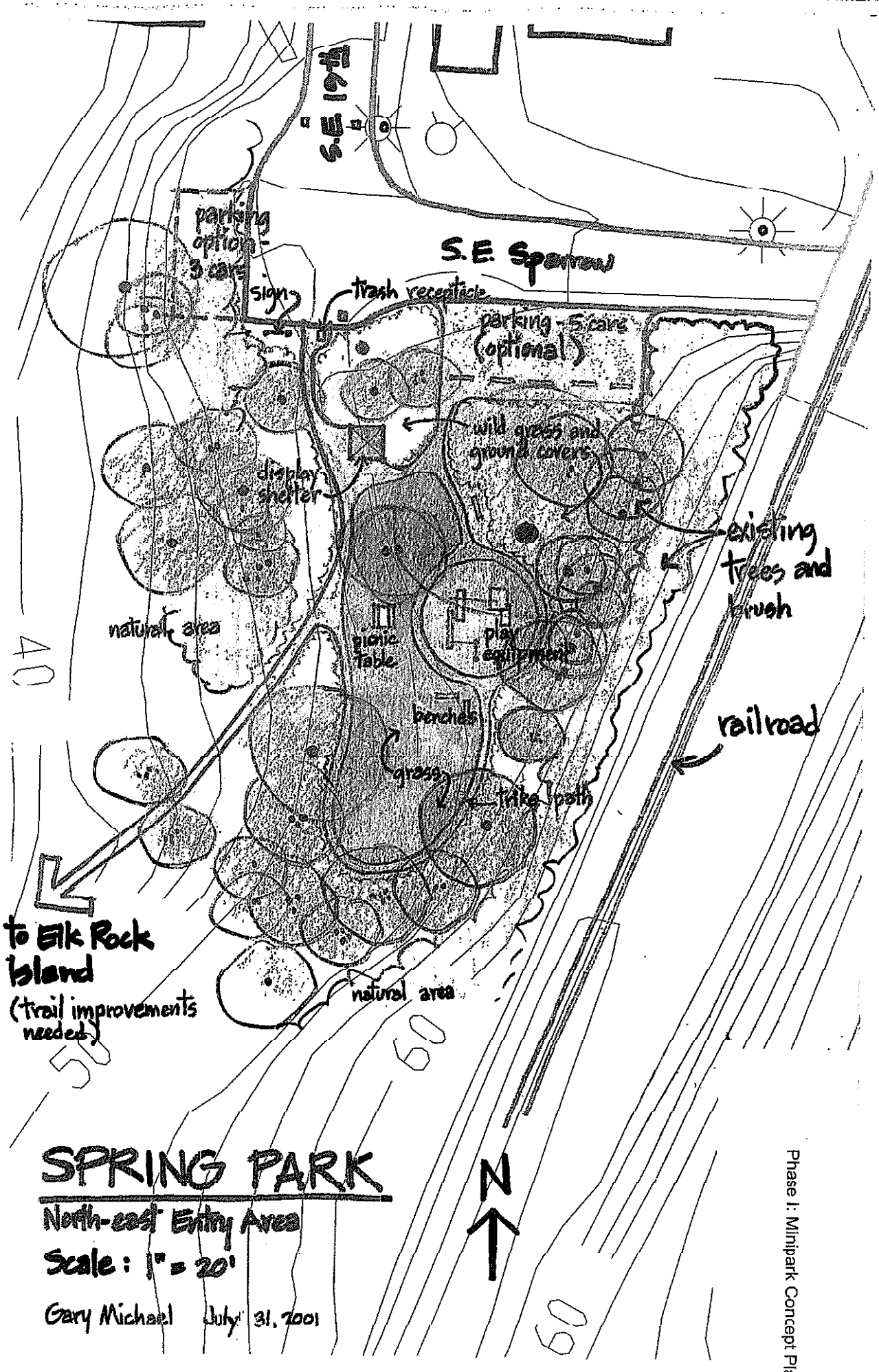
ATTACHMENTS

1. Spring Park Location Map
2. Spring Park Master Plan Development Phases
3. Parking Diagram: Potential Parking Areas for Spring Park
4. Phase I: Minipark Concept Plan
5. Natural Resource Restoration and Protection Guidelines


Attachment 1: Spring Park Location Map
City Limit
1' Contours
Water Quality Resource Zone
Water Body
Willamette Greenway Zone
Spring Park
Tax Lots
Data Sources: City of Milwaukie GIS, Clackamas County GIS, Metro Data Resource Center
Date: October 2006
1
0 62.5 125 250 375 500
Feet
SE 21ST AVE
SE 20TH AVE
SE LARK ST
SE 19TH AVE
R5 Zone
SE SPARROW ST
R5 Zone


Attachment 2: Spring Park Master Plan
Development Phases
City Limit
Water Body
Tax Lots
Spring Park
Data Sources: City of Milwaukie GIS, Clackamas County GIS, Metro Data Resource Center
Date: October 2006
0 62.5 125 250 375 500
Feet
Phase I:
Mini-park development
Phase II (remainder of site):
Restoration of natural resource and habitat areas
Delineation and enhancement of wetland area
Relocation and formalization of path sytem
Installation of interpretive signage
SE 21ST AVE
SE 20TH AVE
SE 19TH AVE
SE SPARROW ST
SE LARK ST


Attachment 3: Parking Diagram
Potential Parking Areas for Spring Park
City Limit
Tax Lots
Water Body
Spring Park
Potential Parking
Unimproved Right of Way
Data Sources: City of Milwaukie GIS, Clackamas County GIS, Metro Data Resource Center
Date: October 2006
0 62.5 125 250 375 500
Feet
SE 21ST AVE
SE SPARROW ST
SE 20TH AVE
SE LARK ST
SE 19TH AVE
SE SPARROW ST



Phase I: Minipark Concept Plan

Natural Resource Restoration and Protection Guidelines

Removal of Invasive and Exotic Species

- Invasive woody trees, shrubs, and vines (such as holly, ivy, and scotch broom) will either be pulled out at the roots or cut at the base.
- Invasive species may be sprayed with herbicide biannually. See Herbicide Application section below for more detail.
- Invasive species found on the site, but not specifically mentioned in this document, will be removed using the most appropriate method available.
- Plants that can safely remain after removal will be left to decay in place. Plants that have the potential to reroot will be physically removed from the site.

Control of Invasive Grasses

- Invasive grasses and weeds will be removed to allow new plantings to compete.
- Weed eaters, scythes, and machetes will be used to cut grasses and weeds.
- Plant materials will be removed when necessary and left as mulch where appropriate.
- Mulch and weed cloth will be used sparingly due to their cost.

Herbicide Application

- Herbicide will be applied only where necessary and, then, in a responsible and conservative manner. Applications will take place during periods of low wind and dry weather conditions.
- All application activities will be performed by certified and registered applicators according to State and federal regulations.
- Invasive woody trees and shrubs will be cut and herbicide will be applied to the stumps. Identified target species of vines, forbs, and grasses will be given foliar applications.
- Targeted invasive species include, but are not limited to, the following: thistle, ivy, holly, blackberries, morning glory, reed canary grass, purple loosestrife, japanese knotweed, english hawthorn, cherry laurel, and scotch broom.

Removal of Trees and Vegetation that are Dead or Diseased

- Plants, trees, and shrubs that appear to be diseased or dead will be inspected to determine whether they pose a safety problem or whether their continued presence will cause disease to spread to other plants, trees, or shrubs.
- The City will cut only those native trees that present a real danger to adjacent property owners, park users, or the local habitat.
- Trees that can safely remain after cutting will be left on the site for animal, insect, and plant habitat.
- Trees that require removal will be chipped or cut and recycled at a yard debris facility.

Thinning of Existing Trees and Vegetation

- Plant materials will remain on the site for animal, insect, and plant habitat wherever possible.