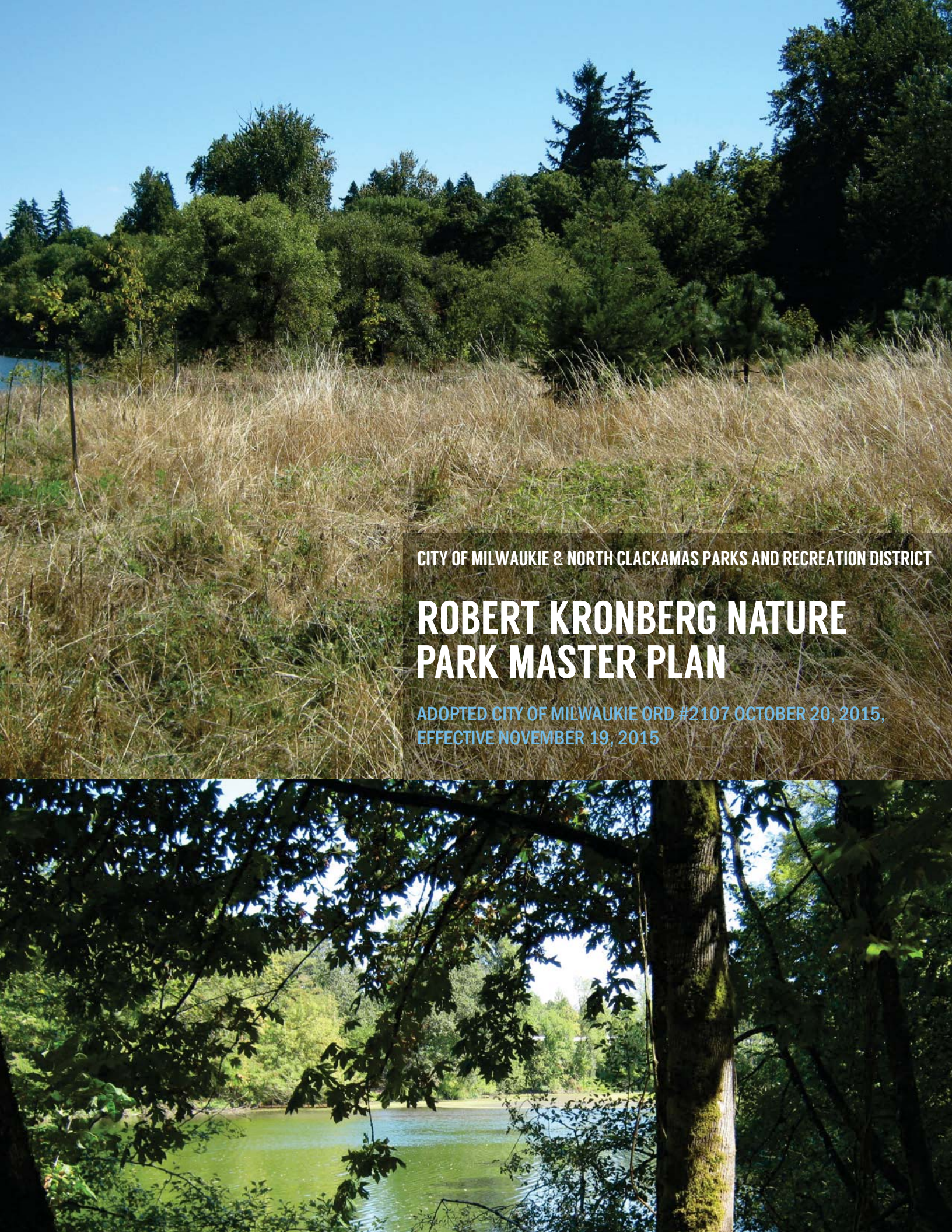

CITY OF MILWAUKIE & NORTH CLACKAMAS PARKS AND RECREATION DISTRICT

ROBERT KRONBERG NATURE PARK MASTER PLAN

ADOPTED CITY OF MILWAUKIE ORD #2107 OCTOBER 20, 2015, EFFECTIVE NOVEMBER 19, 2015

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SPECIAL THANKS TO:

Residents of NCPRD and the City of Milwaukie who contributed to this master planning process.

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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.

Vicinity Map

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.”

SITE DESCRIPTION

SITE HISTORY[+] AND NATURAL ELEMENTS

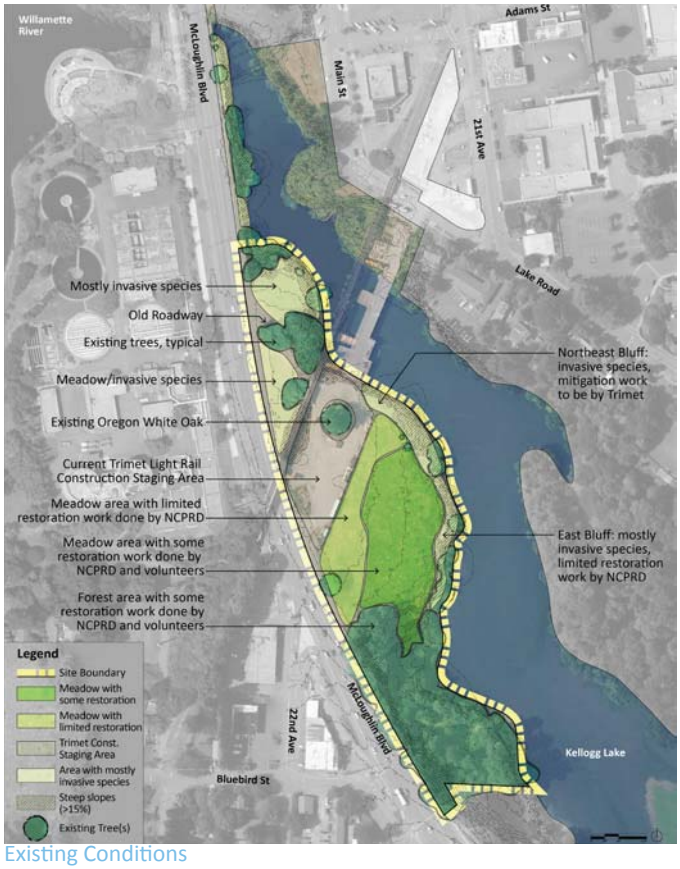
Photo of Kellogg Lake, early 20th century

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 AND EXISTING CONDITIONS

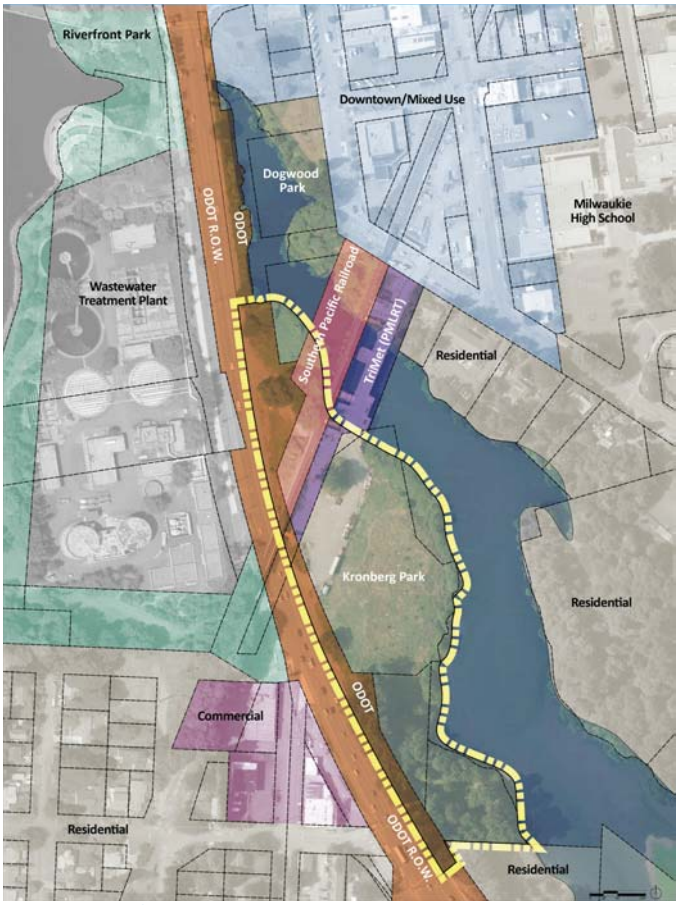
Site Aerial and Property Map

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

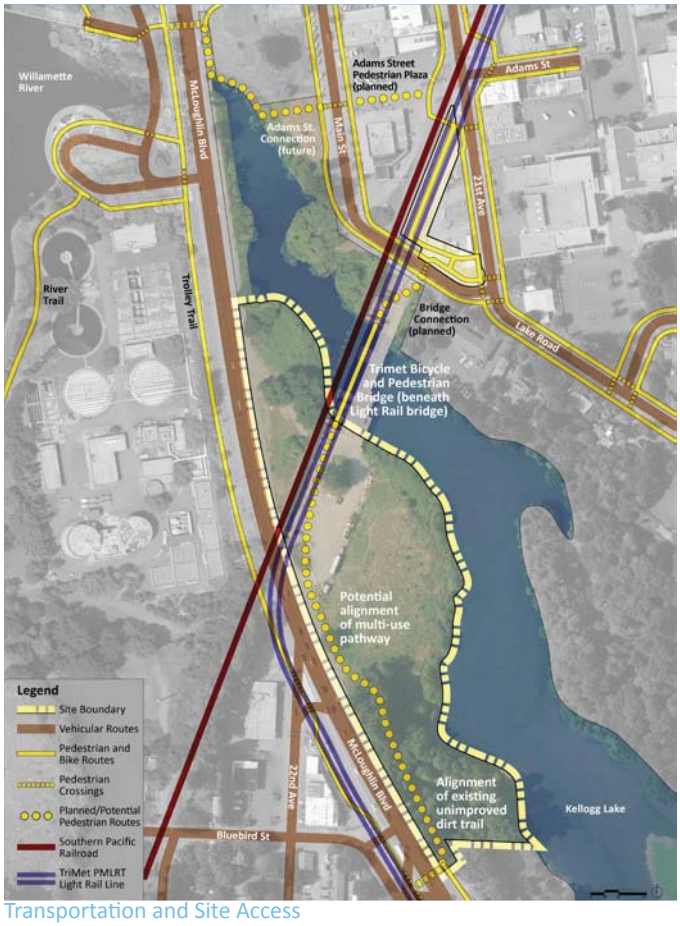
hillsides on both sides of the lake; the south side is mostly invasive plants, while the north side is a highly-disturbed wooded hillside that is part of Dogwood Park. Given the physical separation of the northern part of lot 2801 from the rest of the site and the proximity to Dogwood Park, NCPRD staff 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

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.

- 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:

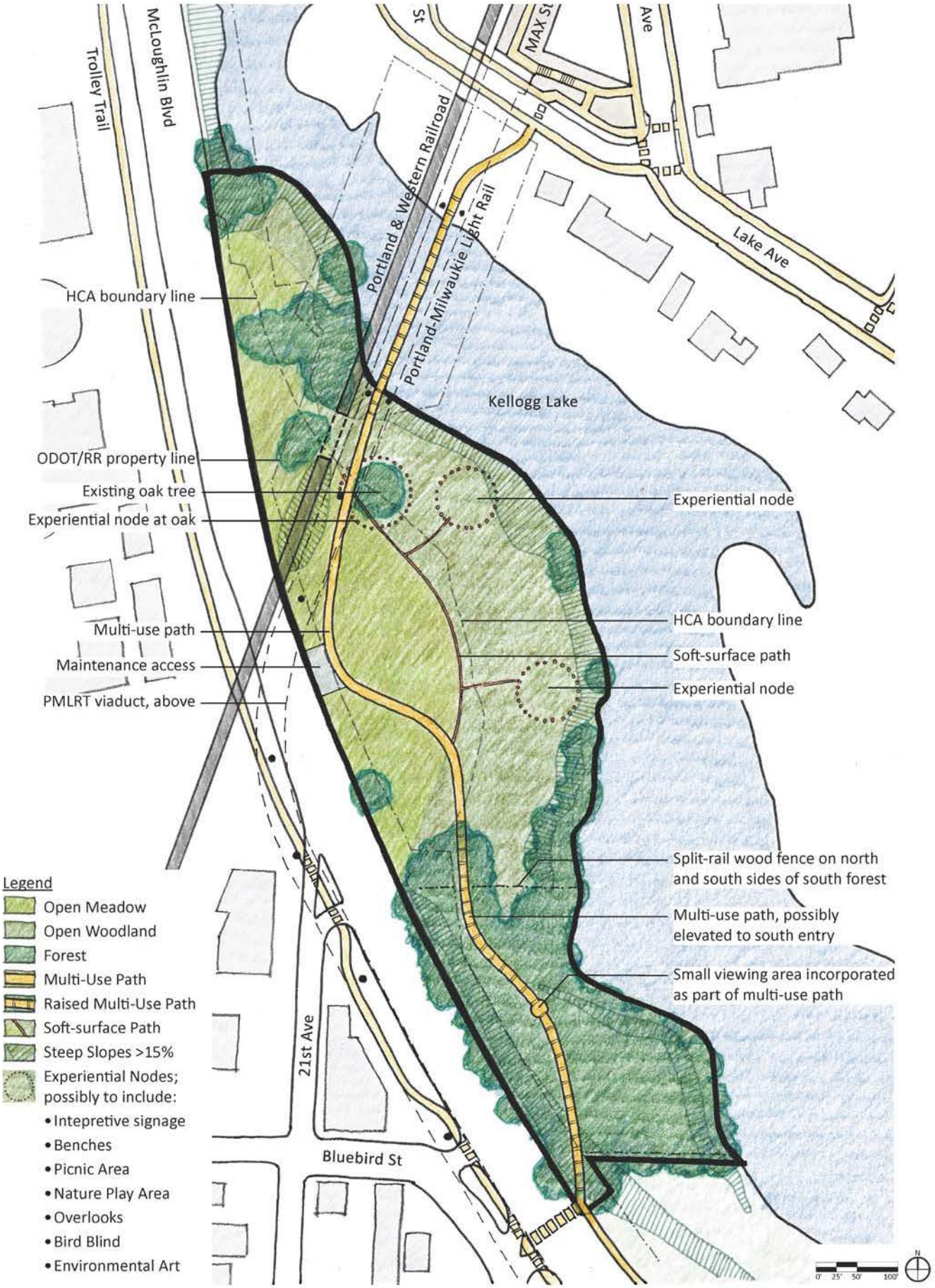
- Visibility is very important. This includes visibility both into the site from roadways and within the site from pathways and other site amenities. To the greatest extent practicable, vegetation will need to be both planned and managed to limit hiding spots near publicly accessible areas.
- The park 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 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.

McLoughlin Boulevard right-of-way

Railroad bridge and access road at north end of site

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.


Trolley Trail
McLoughlin Blvd
St
MAX St
Ave
Portland & Western Railroad
Portland-Milwaukie Light Rail
Lake Ave
HCA boundary line
Kellogg Lake
ODOT/RR property line
Existing oak tree
Experiential node at oak
Experiential node
Multi-use path
Maintenance access
PMLRT viaduct, above
HCA boundary line
Soft-surface path
Experiential node
Split-rail wood fence on north and south sides of south forest
Multi-use path, possibly elevated to south entry
Small viewing area incorporated as part of multi-use path
21st Ave
Bluebird St
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
0' 25' 50' 100'
N

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 unccessary 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 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.

Example of a multi-use pathway at grade

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

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 aquiring 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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