

**CITY OF MILWAUKIE
PLANNING COMMISSION
MINUTES
Milwaukie City Hall
10722 SE Main Street
TUESDAY, April 10, 2012
6:30 PM**

COMMISSIONERS PRESENT

Lisa Batey, Chair
Nick Harris, Vice Harris
Chris Wilson
Mark Gamba
Scott Churchill
Clare Fuchs
Shaun Lowcock

STAFF PRESENT

Katie Mangle, Planning Director
Ryan Marquardt, Associate Planner
Li Alligood, Assistant Planner
Damien Hall, City Attorney

COMMISSIONERS ABSENT

1.0 Call to Order – Procedural Matters*

Chair Batey called the meeting to order at 6:30 p.m. and read the conduct of meeting format into the record.

***Note:** The information presented constitutes summarized minutes only. The meeting video is available by clicking the Video link at <http://www.ci.milwaukie.or.us/meetings>.*

2.0 Planning Commission Minutes - None

3.0 Information Items

Katie Mangle, Planning Director, introduced the new Planning Commission, Shaun Lowcock.

Commissioner Lowcock introduced himself and described his background and his reasons for becoming a Commissioner.

Ms. Mangle introduced the Planning Commission alternate, Wilda Parks, who was sitting in the audience, and explained the intent of the new position.

4.0 Audience Participation –This is an opportunity for the public to comment on any item not on the agenda.

Dick Shook inquired when the Lake Road Improvement Project was scheduled to be done and commented that the detour was not being enforced.

Ms. Mangle noted that the Engineering and Police Departments were taking the detour enforcement issue seriously, and although many of those drivers who go through the detour live in the area, Police are ticketing more drivers. She assured that Jason Rice, the Civil Engineer project manager, would get in touch with Mr. Shook regarding the timeline.

5.0 Worksession Items

5.1 Summary: North Clackamas Park North Side Master Plan
File: CPA-10-01
Staff Person: Li Alligood

Li Alligood, Assistant Planner, reviewed the background of the application and the North Clackamas Park. She noted the request for a second worksession was for direction from the Commission on the application and whether to move forward with a hearing. She explained the process of a master plan and the City's practice around park master plans, and clarified that the City was a joint applicant in order to assist with the adoption process.

Michelle Healy and Katie Dunham, North Clackamas Parks and Recreation District (Parks District) reviewed the history of the Parks District and the North Clackamas Park, and presented the North Side Master Plan via PowerPoint. Ms. Dunham noted the elements called out in the Plan and additional elements that would be new to the park including a walking trail, additional fencing, signage and storyboards, restoration and improvement to the dog park.

Ms. Dunham addressed additional information as requested regarding general parking and Milwaukie Center parking, sustainability practices and program elements, and the dog park. She also noted the upcoming Mt Scott Creek Restoration Project that would be an implementation project of the Master Plan.

Commissioner Churchill noted his reservations about the southwest part of the park, reiterating he would like a cohesive master plan for the entire park.

Ms. Mangle clarified the City's request of the Parks District was for a master plan for the north side portion. The decision needed to be whether this master plan was a good plan for this portion or not worth blessing because it was not complete enough. She noted the intention was to leave the southwest corner as an unplanned open space.

The Commission agreed to move the North Side Master Plan forward to a public hearing.

6.0 Public Hearings

6.1 Summary: Residential Development Standards *continued from 3/27/12*
Applicant: City of Milwaukie
File: ZA-11-03
Staff: Li Alligood

Chair Batey opened the public hearing for ZA-11-03 and read the conduct of continued legislative hearing into the meeting record.

Ms. Mangle noted that after hearing public testimony, the Commission would continue with deliberations and review additional information requested of staff.

Commissioner Wilson arrived.

Chair Batey reopened public testimony.

Wesley Birch would like to see a more lenient policy regarding ADUs to offer more flexibility to allow an ADU on account of the current economic climate.

Sandra Ostrander felt people should be able to use temporary structures to park RVs and boats in front driveway, noting temporary structures look better than tarps and the cost of storage was not an option.

Brenda Huber owned a large lot which was all front yard. She had the need for temporary structures and believed it was bad timing economically to enforce a ban on temporary structures.

John Sehorn explained his past situation with the City for a temporary structure, noting he was not allowed to build a permanent structure so in turn built a temporary structure. He felt that if the City banned temporary structures, it left citizens with no alternative.

Don Sparks complimented staff on the proposed amendments and noted it was written for maximum opportunity for individuality, and personal choices and needs. However, he was concerned about limits on garages being placed toward the front of the house, and window requirements should be reduced as they were not always applicable or wanted. The articulation requirements would add cost, and was an aesthetics statement and not preferred by everyone. A ban on temporary structures was too limiting on personal choice and lifestyle.

Jean Baker noted the letter submitted to the Commission at the previous meeting. Multifamily communities should be built with family-friendliness in mind, as many were built with no provisions for children or older residents. She felt it was in Milwaukie's best interest to build for families.

Joseph Kelly was concerned about the tarp prohibition. Removal was reasonable if there were safety hazards or a neighborhood wanted a change, but government should not rule for a whole city or act as a homeowners' association.

James Knight concerned about the neighborhood of SE 28th Ave south of Lake Rd which was originally zoned R1 but now zoned R7. Due to the change, all the lots and houses were therefore nonconforming as they were built for high density. There needed to be a process for legalizing nonconforming properties and illegal ADUs. The proposed setback requirements would also impact these sites and would create issues for garages and accessory structures close to setbacks.

Verey Luciano was against the temporary structure ban. She was recently noticed for a 'temporary structure' that has been there since she moved in, which was well-kept, and there was no option for a permanent structure.

Mark Brawn was against the temporary structure ban.

Orlando Celestine was against the temporary structure ban as long as the structure was in good condition.

David Godin was against the temporary structure ban.

Chair Batey closed public testimony.

Planning Commission Deliberation

Ms. Alligood noted discussion topics in the staff report to review.

Accessory Dwelling Units – **Mr. Marquardt** outlined the current proposal, review process, and considerations for different size examples. **Ms. Mangle** summarized that staff were asking for direction from the Commission on the simple ADU, the 2-story ADUs, and conversion of nonconforming structures into ADUs. The Commission agreed and gave direction as follows:

- If a 1-story ADU was outside of the base zone setbacks, Type I review sufficient as long as privacy measures were taken (i.e. screening, fencing, privacy windows).
- For 2-story ADUs, Type II review was sufficient.
- The current proposal for conversion of legal nonconforming structures to ADUs was appropriate. If structures did not meet setback requirements, a conversion could be allowed under Type III review.
- Type I review for an ADU in the front yard (new or existing) if the structure was 60ft back from front lot line.

Multifamily Amenities

- **Ms. Alligood** reviewed the current proposal for multifamily amenities with regard to resident amenities, and sustainability and livability provisions. She asked the Commission to review the current proposal and consider if additional suggested amenities should be included.
- **The Commission** directed staff to expand the amenities list to include both smaller and larger items, to create a sliding point system for amenities based on the size of the complex, and to require covered bike parking in complexes with 5 or more units.

Commission Churchill moved to continue the public hearing for ZA-11-03 to April 27, 2012. **Commission Fuchs** seconded the motion, which passed unanimously.

7.0 Planning Department Other Business/Updates

7.1 Milwaukie Main Streets Project update – *postponed*

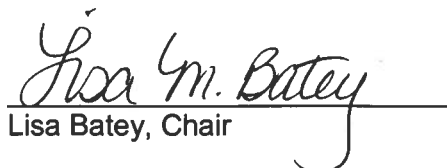
8.0 Planning Commission Discussion Items

9.0 Forecast for Future Meetings:

April 24, 2012	1. Public Hearing: CSU-12-01 Roylton Place Monument Sign
	2. Public Hearing: ZA-11-03 Residential Development Standards
	<i>tentative</i>
May 8, 2012	1. Worksession: Tacoma Station Planning update

Meeting adjourned at approximately 10:33 p.m.

Respectfully submitted,
Alicia Martin, Administrative Specialist II


Lisa Batey, Chair



AGENDA

MILWAUKIE PLANNING COMMISSION Tuesday April 10, 2012, 6:30 PM

**MILWAUKIE CITY HALL
10722 SE MAIN STREET**

- 1.0 Call to Order - Procedural Matters**
- 2.0 Planning Commission Minutes** – Motion Needed
- 3.0 Information Items**
- 4.0 Audience Participation** – This is an opportunity for the public to comment on any item not on the agenda
- 5.0 Worksession Items**
 - 5.1 Summary: North Clackamas Park North Side Master Plan
File: CPA-10-01
Staff: Li Alligood
- 6.0 Public Hearings** – Public hearings will follow the procedure listed on reverse
 - 6.1 Summary: Residential Development Standards *continued from 3/27/12*
Applicant: City of Milwaukie
File: ZA-11-03
Staff: Li Alligood and Ryan Marquardt
- 7.0 Planning Department Other Business/Updates**
 - 7.1 Summary: Milwaukie Main Streets Project update
- 8.0 Planning Commission Discussion Items** – This is an opportunity for comment or discussion for items not on the agenda.
- 9.0 Forecast for Future Meetings:**
 - April 24, 2012
 - 1. Public Hearing: CSU-12-01 Royalton Plan Monument Sign
 - 2. Public Hearing: ZA-11-03 Residential Development Standards *tentative*
 - May 8, 2012
 - 1. Worksession: Tacoma Station Planning Update

Milwaukie Planning Commission Statement

The Planning Commission serves as an advisory body to, and a resource for, the City Council in land use matters. In this capacity, the mission of the Planning Commission is to articulate the Community's values and commitment to socially and environmentally responsible uses of its resources as reflected in the Comprehensive Plan

1. **PROCEDURAL MATTERS.** If you wish to speak at this meeting, please fill out a yellow card and give to planning staff. Please turn off all personal communication devices during meeting. For background information on agenda items, call the Planning Department at 503-786-7600 or email planning@ci.milwaukie.or.us. Thank You.
2. **PLANNING COMMISSION MINUTES.** Approved PC Minutes can be found on the City website at www.cityofmilwaukie.org
3. **CITY COUNCIL MINUTES** City Council Minutes can be found on the City website at www.cityofmilwaukie.org
4. **FORECAST FOR FUTURE MEETING.** These items are tentatively scheduled, but may be rescheduled prior to the meeting date. Please contact staff with any questions you may have.
5. **TME LIMIT POLICY.** The Commission intends to end each meeting by 10:00pm. The Planning Commission will pause discussion of agenda items at 9:45pm to discuss whether to continue the agenda item to a future date or finish the agenda item.

Public Hearing Procedure

Those who wish to testify should come to the front podium, state his or her name and address for the record, and remain at the podium until the Chairperson has asked if there are any questions from the Commissioners.

1. **STAFF REPORT.** Each hearing starts with a brief review of the staff report by staff. The report lists the criteria for the land use action being considered, as well as a recommended decision with reasons for that recommendation.
2. **CORRESPONDENCE.** Staff will report any verbal or written correspondence that has been received since the Commission was presented with its meeting packet.
3. **APPLICANT'S PRESENTATION.**
4. **PUBLIC TESTIMONY IN SUPPORT.** Testimony from those in favor of the application.
5. **NEUTRAL PUBLIC TESTIMONY.** Comments or questions from interested persons who are neither in favor of nor opposed to the application.
6. **PUBLIC TESTIMONY IN OPPOSITION.** Testimony from those in opposition to the application.
7. **QUESTIONS FROM COMMISSIONERS.** The commission will have the opportunity to ask for clarification from staff, the applicant, or those who have already testified.
8. **REBUTTAL TESTIMONY FROM APPLICANT.** After all public testimony, the commission will take rebuttal testimony from the applicant.
9. **CLOSING OF PUBLIC HEARING.** The Chairperson will close the public portion of the hearing. The Commission will then enter into deliberation. From this point in the hearing the Commission will not receive any additional testimony from the audience, but may ask questions of anyone who has testified.
10. **COMMISSION DISCUSSION AND ACTION.** It is the Commission's intention to make a decision this evening on each issue on the agenda. Planning Commission decisions may be appealed to the City Council. If you wish to appeal a decision, please contact the Planning Department for information on the procedures and fees involved.
11. **MEETING CONTINUANCE.** Prior to the close of the first public hearing, *any person* may request an opportunity to present additional information at another time. If there is such a request, the Planning Commission will either continue the public hearing to a date certain, or leave the record open for at least seven days for additional written evidence, argument, or testimony. The Planning Commission may ask the applicant to consider granting an extension of the 120-day time period for making a decision if a delay in making a decision could impact the ability of the City to take final action on the application, including resolution of all local appeals.

The City of Milwaukie will make reasonable accommodation for people with disabilities. Please notify us no less than five (5) business days prior to the meeting.

Milwaukie Planning Commission:

Lisa Batey, Chair
Nick Harris, Vice Chair
Scott Churchill
Chris Wilson
Mark Gamba
Clare Fuchs
Shaun Lowcock

Planning Department Staff:

Katie Mangle, Planning Director
Susan Shanks, Senior Planner
Brett Kelter, Associate Planner
Ryan Marquardt, Associate Planner
Li Alligood, Assistant Planner
Alicia Martin, Administrative Specialist II



MILWAUKIE

Dogwood City of the West

To: Planning Commission

Through: Katie Mangle, Planning Director

From: Li Alligood, Assistant Planner

Date: April 3, 2012, for April 10, 2012, Worksession

Subject: File: CPA-10-01

Applicant: North Clackamas Parks and Recreation District and the City of Milwaukie

Owner(s): City of Milwaukie

Address: 5440 SE Kellogg Creek Dr

Legal Description (Map & Taxlot): 2S2E06 Tax Lots 0100, 1000, 0417, 0617, 0716

NDA: Lake Road

ACTION REQUESTED

The first public hearing on this application was held on July 27, 2010, and continued to a date uncertain. Staff requests direction from the Planning Commission about when or whether to schedule a second public hearing on the application.

BACKGROUND INFORMATION

The application was submitted jointly by the North Clackamas Parks and Recreation District ("NCPRD" or "the District") and the City of Milwaukie ("the City"). The application is for adoption of the North Clackamas Park ("NCP") North Side Master Plan ("Master Plan") as an ancillary document to the Milwaukie Comprehensive Plan.

NCP is partially developed with recreational and natural areas. The north and south halves of the park are divided by Camas Creek. The northern half of the park contains a play structure, dog run area, picnic shelter, restrooms, unpaved parking area, and wetland and wooded natural areas. The southern half of the park contains the Milwaukie Center, multiple sports fields, an equestrian facility, the Sara Hite Rose Garden, a walking path, and paved parking areas containing 325 parking spaces.

The Planning Commission held the first public hearing on this application on July 27, 2010, and a worksession on the application on February 22, 2011. At both meetings, the Commission

requested additional information before scheduling the second public hearing on the application. The applicant has requested a worksession with the Commission to present work done in response to questions posed in February 2011.

Staff has not provided materials from those meetings in this staff report; interested parties are encouraged to review those materials online at www.ci.milwaukie.or.us/planning/cpa-10-01 or to contact staff to review the materials in the Planning office.

A. History of Prior Actions and Discussions

- **February 22, 2011:** Worksession to discuss Planning Commission questions and concerns raised at the July 27, 2010, hearing. The Commission requested additional information prior to scheduling a second hearing on the application, including: proposed improvements to the gravel parking area; potential conflicts between the existing Milwaukie Center parking lot and the proposed future parking area; sustainable practices in future development; the existing horse arena facility; and alternatives considered during the dog park planning process.
- **July 27, 2010:** Public hearing on adoption of North Clackamas Park North Side Master Plan as an ancillary document to the Milwaukie Comprehensive Plan. The hearing was continued to a date uncertain in order to provide an opportunity for the applicant to respond to Planning Commission questions and concerns about the scope of the project. The Commission requested additional information prior to scheduling a second hearing on the application, including: the context of the Master Plan within the entire park; why the District was requesting approval of a plan for the north side of the park rather than the entire park; the time gap between the completion of the Master Plan and the request for approval; how the elements in the south side of the park were performing; alternatives considered during the dog park planning process; and information about the impact of Master Plan adoption on potential grants.

B. Park Master Plan Adoption Process

There are two steps in the process to adopt a park master plan.

1. Legislative Amendment Process

The North Clackamas Parks and Recreation District and the City of Milwaukie (“the applicants”) have requested that the City adopt the North Clackamas Park North Side Master Plan (“NCP Master Plan”) as an ancillary document to the City of Milwaukie Comprehensive Plan. Adopting parks plans in this way is not required, but has been the City’s practice for more than 20 years.

Amendments to the City’s Comprehensive Plan are adopted through a legislative amendment process and require recommendation of approval by the Planning Commission, and City Council adoption of the final amendment and ordinance. The legislative process provides an opportunity for the Commission to participate in shaping the final master document through comments, questions, and specific suggestions for modifications to the plan.

2. Park Planning Process

Currently, 15 City-owned sites are designated as public parks. The City generally employs the following two-step process to designate and develop publicly owned parks:

Step 1—Master Plan Adoption. Master plan adoption is the process by which a publicly owned property is formally identified as a park. A master plan provides the conceptual framework for future development and investment and is the first step toward implementing the community's vision for specific park improvements. Park final design, which occurs in the second step, occurs after the City has adopted a master plan.

Step 2—Master Plan Implementation. Master plan implementation occurs after master plan adoption. During this phase, a finished design for the park is completed. It is common for some aspects of a park design to require Type III review by the Planning Commission. Development plans submitted during this step must substantially conform to the adopted master plan.

Exceptions to this process are parks with the "Public" Comprehensive Plan designation located within the Downtown Open Space Zone DOS. The DOS zone allows very limited uses including parks, plazas, open space, marinas, and boat ramps. Parks in the DOS zone are:

- Riverfront Park.¹
- Dogwood Park
- Kronberg Park.²

To date, the City has adopted master plans for eight of the 13 community parks outside of downtown as ancillary documents to the Comprehensive Plan:

- Scott Park, located to the north of the Ledding Library.³
- Ardenwald Park, located near the intersection of 36th Ave and Roswell St.⁴
- Furnberg Park, located near the intersection of 70th Ave and Furnberg St.⁵
- Water Tower Park, located at the intersection of 40th Ave and Harvey St.⁶
- Wichita Park, located near the intersection of Monroe St and 60th Ave.⁷
- Ball-Michel Park (formerly Lewelling Park), located at the intersection of Stanley Ave and Willow St.⁸
- Homewood Park, located near the intersection of Home Ave and Monroe St.⁹
- Spring Park, located at the intersection of Lark St and 18th Ave.¹⁰

There are four community parks that do not have adopted master plans:

- Century Park, located near the intersection of Wister and 37th Ave.¹¹

¹ The Planning Commission approved a design for the park in 2009; the first phase will begin construction this summer.

² City Council identified master planning for Kronberg Park as a 2011 goal.

³ Adopted November 6, 1990, by Ord. 1692.

⁴ Adopted March 19, 1992, by Ord. 1700.

⁵ Adopted March 4, 1997, by Ord. 1816.

⁶ Adopted December 2, 1997, by Ord. 1825.

⁷ Adopted January 19, 1999, by Ord. 1851.

⁸ Adopted May 2001, by Ord. 1888.

⁹ Adopted June 2002, by Ord. 1904.

¹⁰ Adopted November 9, 2006, by Ord. 1964.

¹¹ This park is fully developed with basketball courts, tennis courts, play equipment, and parking.

- Stanley Park, located at the intersection of Stanley Ave and Harlow St.¹²
- Balfour Park, located on Balfour St between 29th and 32nd Ave.¹³
- North Clackamas Park.

The current application only relates to Step 1 of this two-step process, namely the adoption of the North Clackamas Park North Side Master Plan. In order for the City to adopt the proposed Plan, the applicant must demonstrate that the Plan conforms to the City's existing adopted policies and meets all relevant approval criteria contained in the Milwaukie Comprehensive Plan and the Milwaukie Municipal Code.

Having an adopted plan provides a shared community vision for the future of the park and strengthens the ability of the City and NCPRD to apply for grants, obtain public funding, and leverage resources from public and private sources to improve the park.

Unlike many other communities, Milwaukie does not have a Parks Department, a "Park" zone, or an adopted master plan for City parks. In absence of these tools, staff looks to the adopted park master plan to provide a framework within which to review land use applications for compliance with the shared community vision contained in the document.

C. Overview of Proposed Revisions

During the past year, District staff has gained Milwaukie Center/Community Advisory Board approval of the revised parking area plan; worked with individual Commissioners to incorporate their concerns into the draft Master Plan; and revised the North Side Concept Plan to reflect restoration projects that have been funded since the February 2011 worksession with the Commission.

The attached letter and supporting documentation from Katie Dunham, NCPRD Planner, dated March 23, 2012, and included as Attachment 1, proposes the following revisions to the Concept Plan and the Master Plan document in response to discussions with the Milwaukie Center/Community Board and concerns expressed by the Planning Commission.

Concept Plan

- A revised Milwaukie Center parking plan concept resolves the Milwaukie Center's concerns about site safety and parking lot access. This document amends the North Side Concept Plan.
- The District has received a Nature in Neighborhoods grant from Metro to conduct restoration work in Mt. Scott and Camas creeks.¹⁴ The Concept Plan has been revised to reflect the approved components, including:
 - Relocation of an educational overlook from north of Camas Creek to south of Mt. Scott Creek
 - Addition of access paths to the educational overlooks
 - Removal of the previous Camas Creek crossing graphic
 - Addition of a reconstructed crossing south of the play area

¹² This park contains a water tower and provides access to Linwood Elementary from Stanley Ave.

¹³ City Council identified master planning for Balfour Park as a goal in 2011.

¹⁴ The proposed work will require a Type III review prior to commencement; the final location of the elements is subject to that review.

See Attachment 2 for the revised Concept Plan.

Master Plan:

- In response to Commission request that the Master Plan allow the creeks on site to change their channels or braid as part of their natural activity, language has been added to address sustainability and the integration of park use needs with natural stream processes.
- The Master Plan proposes building or renovating many program elements in the park, including natural areas and structures. Language has been added to ensure the built environment will be flexible enough to accommodate flooding, and will minimally impact resource areas in the park.
- Clarification that the proposed parking lot is located in the approximate location of the existing gravel lot, and that the new parking area will be subject to off-street parking standards of the Milwaukie Municipal Code, the current Parking Management Plan, and that every effort will be made to eliminate runoff from the parking lot when it is improved, and sustainable practices will be implemented.
- In order to ensure flexibility within the plan to utilize best sustainable practices, language has been added to specific elements including buildings, the proposed parking area, picnic shelters, and trails to state that sustainable practices will be implemented which take into account risk factors associated with the natural system.

See Attachment 3 for the full text of proposed revisions to the Master Plan (highlighted in gray).

D. Information Requested

At the February 22, 2011, worksession, the Planning Commission requested additional information on the following items before setting a hearing date for the application:

1. Feasibility of a “winter dog park” and a discussion of alternative locations within the park considered for the dog park.

See pages 4-6 of Attachment 1.

2. Discussion of the proposed improvements to the gravel parking area adjacent to Camas Creek.

See page 2 of Attachment 1, Attachments 1.A-C, and page 14 of Attachment 3.

3. Potential conflicts between the existing Milwaukie Center parking lot and the proposed future parking area.

See page 2 of Attachment 1, Attachments 1.A-C, and page 14 of Attachment 3.

4. Consideration of language stating that master plan program elements will implement sustainable practices that integrate park use needs with natural stream processes.

See pages 3-4 of Attachment 1 and pages 13-15 of Attachment 3.

5. Additional information about the existing horse arena facility (levels of use, maintenance schedule, etc.).

District staff will be prepared to address questions regarding the horse arena at the meeting.

KEY QUESTIONS

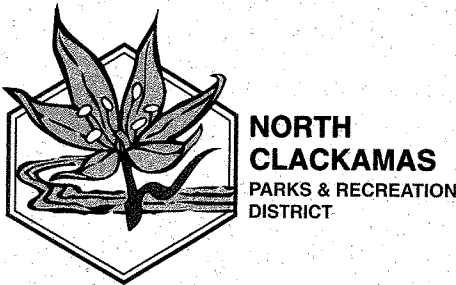
- A. Should staff schedule a second public hearing for the application?
- B. Are there specific changes that the Commission would like to see included in the North Side Master Plan before recommending approval?

ATTACHMENTS

Attachments are provided only to the Planning Commission unless noted as being attached. All material is available for viewing upon request.

- 1. Letter Katie Dunham, NCPRD Planner, to the Commission, dated March 23, 2012 (attached)
 - A. Letter from Dave Miletich, NCPRD Deputy Director, to the Milwaukie Center/Community Advisory Board, dated October 14, 2011
 - B. Revised Milwaukie Center Parking Concept Plan, dated October 14, 2011
 - C. Minutes of the December 9, 2011, Milwaukie Center/Community Advisory Board meeting
- 2. Revised North Clackamas Park North Side Conceptual Plan, dated April 10, 2012 (attached)
- 3. Revised North Clackamas Park North Side Master Plan, dated April 2012 (attached)

ATTACHMENT 1



March 23, 2012

Milwaukie Planning Commission
 c/o Katie Mangle
 Director, Milwaukie Planning Department
 6101 SE Johnson Creek Blvd
 Milwaukie, OR 97206

Re: North Clackamas Park North Side Master Plan

Dear City of Milwaukie Planning Commission:

On July 27, 2010, the North Clackamas Parks and Recreation District (NCPRD or the District) and the City of Milwaukie presented to the Planning Commission an application for adoption of the North Clackamas Park North Side Master Plan as an ancillary document to the City of Milwaukie Comprehensive Plan. NCPRD met with the Planning Commission again at a work session on Tuesday, February 22, 2011. At that work session the Planning Commission had questions pertaining to the plan and requested additional information from NCPRD. The following is our attempt to provide additional information and answer questions brought up in the meeting. NCPRD requests an additional opportunity to speak with the Planning Commission at a work session on April 10, 2012.

Summary

This memorandum addresses the following topics raised at the February 22, 2011 Planning Commission meeting regarding the North Clackamas Park - North Side Master Plan:

- Proposed improvement of the gravel parking lot
- Milwaukie Center parking lot traffic flow
- Treatment of the creeks (braiding, etc.)
- Dog park considerations

In addition, after consultation with members of the Planning Commission, NCPRD partners including Water Environment Services, consultants, and others, NCPRD has updated the Master Plan. An updated draft plan is attached to this memorandum.

Please see the previous letter from NCPRD to the Milwaukie Planning Commission, dated February 7, 2011, for a context of the Master Plan within the park, park background and land use

history, an explanation of why NCPRD is applying for approval of a Master Plan for only the north side of the park, a discussion of timing, a summary of how elements of the south side of the park are working, and a discussion of alternatives that were considered during the Master Plan process.

Proposed improvement of the gravel parking lot

NCPRD is proposing to renovate and improve the North Side parking lot as part of the Master Plan. The intent is to pave the parking lot in the area where the gravel lot and large picnic shelter are currently located and improve the crossing of Camas Creek. The actual configuration and size of the lot is yet to be determined. During the south side planning a parking analysis was completed and the NCP Parking Management Plan was approved by the City of Milwaukie. Use of the parking areas within the park will continue to comply with this plan.

Some Milwaukie Center staff and users have voiced concerns that the Center does not have enough parking. Parking is challenging because of the many uses occurring at the Center. The proposed Master Plan would provide additional spaces that would be shared by all users of the park, and it would provide closer access to the center and north side of the park. The Master Plan proposes to create approximately 25 parking spaces, in the new lot to the north of the creek, which would help serve the Milwaukie Center, which was the greatest need identified during the planning process. The final number of spaces will remain indefinite until a more detailed design is completed. Development of the parking lot would require land use approvals and permits which would further dictate the size and functionality of the parking lot and any changes to the current parking. The proposed parking lot will be evaluated by the Milwaukie Engineering and Planning Departments, and the Planning Commission when a land use application is submitted.

Milwaukie Center parking lot traffic flow

The Milwaukie Center Community Advisory Board expressed concerns during the July, 2010 and February, 2011 Master Plan application hearings about the proposed access to the north side parking area, which would pass in front of the Milwaukie Center. They requested rerouting of the parking area access. A letter from the Milwaukie Center/Community Advisory Board (C/CAB) expressed anxiety regarding parking issues and traffic safety issues:

“The [C/CAB] agrees with the need for more parking, especially as amenities are added to the park... our concern is that the concept plan for the NCP north side moves traffic through the Center’s parking lot to get to the new parking area. This design causes greatly increased volume of vehicular traffic to go immediately past the front doors of the Milwaukie Center.”

NCPRD staff met with members of the C/CAB, the Friends of North Clackamas Park, the North Clackamas Park Stewardship Committee, and Friends of the Milwaukie Center, in a special meeting on May 25, 2011. That meeting led to additional meetings, and the identification of

current needs and safety concerns regarding the parking lot. NCPRD staff developed two concepts for renovation of the Milwaukie Center parking lot that would improve safety and address current congestion and visibility concerns. The final concept was reviewed and approved by the C/CAB at their Friday, December 9, 2011 meeting:

The C/CAB support[s] the conceptual parking configuration for the Milwaukie Center parking lot... We further move that the C/CAB support the NCPRD application for the adoption of the North Clackamas Park North Side Master Plan, as an ancillary document to the City of Milwaukie Comprehensive Plan, as amended with the following changes: Revised driveway access to the north side parking area as presented to the Planning Commission in Feb. 2011; and, Conceptual parking lot configuration for the existing lot in front of the Milwaukie Center as shown on the graphic dated October 14, 2011. Furthermore, the Center Community Advisory Board understands improvements to Milwaukie Center's lot will occur in advance of progression of other North Clackamas Parks District Improvements."

The concept does not add parking to the Milwaukie Center lot, and all renovations will stay within the existing footprint of the parking lot. The plan includes changes to the drive aisles, the addition of a crosswalk from the entrance of the Milwaukie Center to the gravel parking lot, moving the current crosswalk to the south of the Milwaukie Center parking lot further south, and adding a south bulb-out at location where currently painted yellow. The plan will retain the number of ADA parking spaces. Additionally, a new sidewalk will be added west of the parking lot, running north to south, connecting the gravel parking lot and the north side of the park to the rose garden and south side. This is currently a dirt and bark path.

The minutes from the Milwaukie Center/Community Advisory Board meeting, the proposed plan, and a memo explaining the proposal are attached to this memo. NCPRD staff has received an estimate to complete the renovation of the Milwaukie Center parking lot, and has proposed the funding for this project be approved in the NCPRD 2012-2013 FY Capital program. Any changes to the Milwaukie Center Parking lot will be evaluated by the Milwaukie Engineering and Planning Departments, and NCPRD would acquire all necessary permits for this work.

Treatment of the creeks (braiding) and natural resources considerations

Concerns regarding flooding at the park were addressed at the February, 2011 Planning Commission Work Session. NCPRD considered flooding of the park while developing this plan, and has implemented the proposed extension of the wetland buffer outside of the 50 ft line and expanded it to 70 ft. (as shown on the Conceptual Park Plan). The planning commission requested that NCPRD consider allowing braiding and let the creek flow naturally. NCPRD staff met with members of the Planning Commission, and discussed recent improvements that the NCPRD Natural Resources Division has been working on within the park, the Nature In Neighborhoods project elements, and how proposed elements of the concept plan will affect the park. NCPRD has incorporated changes to the Master Plan that reflect these conversations.

North Clackamas Park is identified as an important resource in the watershed planning for the whole Mt. Scott area. NCPRD is working with a number of partners, including ODFW and other regulatory agencies, to improve the creeks and riparian corridors while allowing access to the park for the community. NCPRD is partnering with WES to improve the creek as part of the Nature in Neighborhoods grant that was received in 2011; this project will remove a crushed culvert that exists within the creek, and improving the creek's natural flow. NCPRD strives to be the best stewards as for the park while still allowing people to have access to it.

NCPRD has begun to implement adaptive management within North Clackamas Park. These changes are already improving habitat within the north side of the park:

- In 2009 NCPRD began the practice of allowing the Camas flowers to bloom in the area north of Camas Creek and east of the gravel parking lot. Mowing in that area, in preparation for a 20-table summer picnic area that can be reserved for group use, began after the flowers bloomed. Staff began collecting Camas seeds and sowing them the following year. In 2012 NCPRD removed the popular picnic area from use. This is an example of balancing what the community desired and what nature needed and desires within this park.
- The NCPRD Maintenance Department removed a maintenance facility shed and other debris near the dog run and has removed equipment that had been stored on-site from the park.
- Staff has also removed old cyclone fencing that was along the Mt. Scott Creek corridor at the north side of the park.
- The NCPRD natural resources team has planted 2,508 new trees and plants throughout the north side of the park and along the creek and held 64 events at North Clackamas Park (NCPRD Natural Resources Program Annual Report, 2010-2011).

Dog park considerations

The Milwaukie Planning Commission has requested NCPRD to consider additional conceptual ideas regarding the future location and management of the dog park. Specifically, NCPRD was requested to research management of other local dog parks and the idea of a seasonal dog park.

The current 1.45 acre facility is heavily accessed year-round. During the public process, there was definite support for maintaining a dog run at NCP for the local community. A Dog Park Working Committee was established during the process to help collect and provide information to guide the planning process regarding the dog park. Several different options were considered: one entailed eliminating the dog park altogether; moving it to the south side, making changes to the enclosed area itself, making the dog park bigger; and moving the dog park to the east and closer to the parking lot. Relocation of the off-leash dog area to the south side of the park was reviewed at length by the community, the NCP Stewardship Committee, and NCPRD.

Additionally, using the horse arena as a dog park, or removing the horse arena for a dog park was explored. However, support for the equestrian arena has been high, and neighbors of that section of the park have expressed strong opposition to moving the dog park to that southwest location.

The Dog Park Working Committee discussed the dog park at length, investigating which amenities would improve it to make it a better experience for people. Ultimately, the Dog Park Working Committee, NCP Stewardship Committee, and general public feedback recommended that the dog park should remain in the park, remain the same size and not any bigger, but perhaps split so smaller dogs could be separated from larger dogs. This is reflected in the Master Plan. With respect to the community planning process that occurred as part of the master plan development, NCPRD does not recommend changing the location of the dog park at this time.

NCPRD Dog park refurbishment and relocation goals and elements as shown in the Plan include:

- The existing dog park is within the riparian buffer for Mt Scott Creek. A goal of the Master Plan is to move the dog park further away from the creek. Creating a bigger buffer of about seventy feet in width is proposed, which is beyond that required for the regulatory processes. The Master Plan proposes relocating the dog park further to the east and south, away from the Mt. Scott Creek riparian buffer. Improvement and relocation of the dog park will move the off leash area away from the creek and help protect the health of the riparian system.
- New fencing, benches, a kiosk, divided use areas, double entrance gates, and additional vegetated screening will enhance the park.
- While the overall size remains the same, the area will be divided to provide separate areas for small, (or more timid dogs), and large (or more confident dogs).

NCPRD has researched best practices regarding dog parks within the region, attended seminars on dog park planning, and spoken with managers of other dog parks. Seasonal dog parks are typically developed due to the desire to let heavily used areas rest during the winter months, or to avoid conflicts between park activities that are season-specific, such as sports or concerts. At Gabriel Park, Portland Parks and Recreation has fenced “winter” and “summer” areas so that they are able to restore the grass in the summer area during winter months, and avoid the damage that comes with play during mud season. During a long-term evaluation of dog parks in Portland in 2004, a test of various surfacing materials was conducted. A survey reflected enthusiasm for sand when compared with the traditional winter mud that results from “grass” dog parks. NCPRD plans to improve the surface and drainage of the dog park. NCPRD does not anticipate the refurbished dog park to be a grass surface, as this is not a sustainable surface, and will not hold up to high use, during the summer or winter. NCPRD will consider and investigate alternative surfaces including gravel, rock, and sand, and include drainage in the new dog park, which will improve the conditions of the dog park.

NCPRD staff will continue to research dog parks and follow best practices when developing improvements to the dog park.

Additionally, NCPRD will develop a maintenance plan for the refurbished dog park. Portland Parks and Recreation has a policy stating that “All off-leash sites are subject to regular closures for routine maintenance as well as longer term closures for restoration as needed”. During the

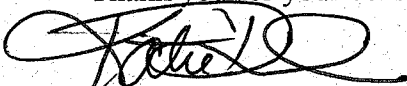
future NCPRD Master Plan and Strategic Plan Update in 2012, NCPRD will confirm the community's need for dog parks and other parks throughout the District, and plan for additional dog parks in the future.

Conclusion

NCPRD has continued through the last five years to work closely with a multitude of community stakeholders and multiple advisory boards to produce the North Clackamas Park north side plan. NCPRD also continues to develop partnerships with valuable organizations including Clackamas County Service District No. 1 (CCSD #1) and the North Clackamas Urban Watersheds Council (NCUWC). NCPRD has coordinated with several schools to perform natural resource projects at the park, and educated students about natural resources program goals and objectives. Approval of the Master Plan will enable NCPRD to continue to improve opportunities for learning within the park.

Adoption of the proposed North Clackamas Park North Side Master Plan formalizes the community's goals for the north side of the park and will provide guidance for renovation of the park that is currently lacking. This application is only for approval of the Master Plan. It also develops an understanding of what park elements will not be developed in the park in the future. The north side plan, in conjunction with the developed south side park, makes up NCPRD and Milwaukie's plans for the park for the future. NCPRD will be required to address the City of Milwaukie Planning Commission and/or City Council and apply for additional permits and land use applications as required for implementation of specific elements of the plan.

Thank you for your consideration.

A handwritten signature in black ink, appearing to read 'Katie Dunham', written over a horizontal line.

Katie Dunham

Planner II

North Clackamas Parks and Recreation District



MEMO

To: Milwaukie Center Community Advisory Board
 From: Dave Miletich, Deputy Director
 Dated: October 14, 2011
 Re: North Clackamas Park North Side Plan – Milwaukie Center Parking Circulation Plan

Background: After considerable community involvement, North Clackamas Parks and Recreation District (NCPRD) completed a concept plan for the North Side of North Clackamas Park in February, 2008. The City of Milwaukie requires park concept plans to be approved by the Planning Commission and added to the City of Milwaukie Comprehensive Plan. The Milwaukie Center/Community Advisory Board (C/CAB) expressed concerns at the July, 2010 and February, 2011 Planning Commission meetings regarding existing Milwaukie Center parking lot circulation.

Dave Miletich and Katie Dunham met with the C/CAB and Joan Young at their September 9, 2011 meeting to discuss two parking circulation concepts. Eight members and guests of the (C/CAB) were present at the meeting. The meeting began with a tour around the Milwaukie Center parking lot and a discussion of the history of the Milwaukie Center. The goal of the meeting was to discuss parking circulation and safety concerns, and to reach a consensus regarding the future of parking circulation at the Milwaukie Center.

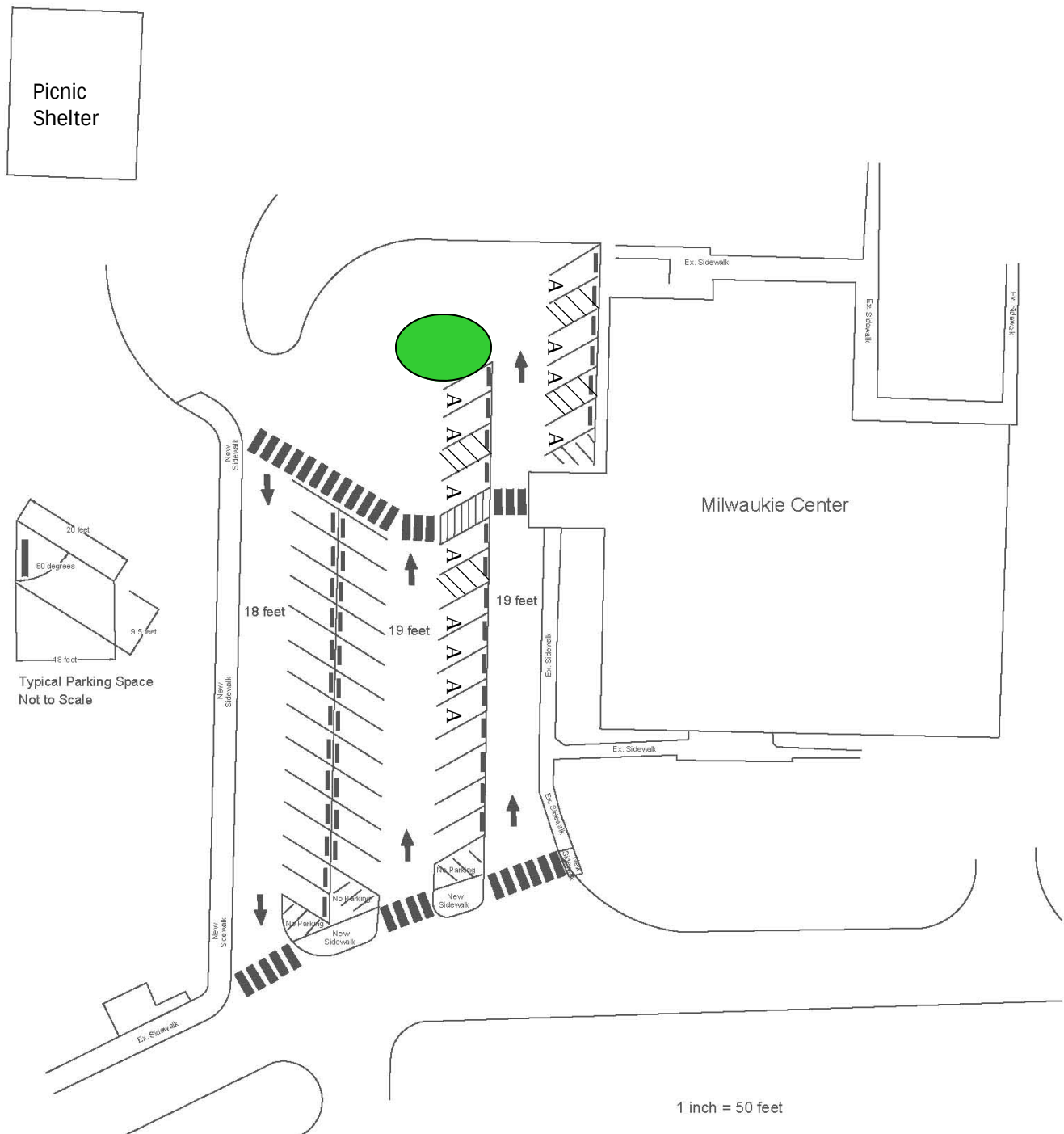
After much discussion, the C/CAB took a straw poll, and approved the following:

- o The drive aisles as presented in Option A (6 voted Yes)
- o Add a crosswalk from the entrance of the Milwaukie Center to the gravel parking lot (7 voted Yes)
- o Move the current crosswalk to the south of the Milwaukie Center parking lot further south, and add south bulb-out at location where currently painted yellow
- o Retain number of ADA parking spaces
- o A new sidewalk west of the parking lot, running north to south, connecting the gravel parking lot and the north side of the park to the rose garden and south side. This is currently a dirt/bark path

Staff confirmed that they will work with Tri-Met traffic designers when developing the final plan. The C/CAB requested that staff present the final plan at their October 14 meeting without the aerial view, including statistics regarding ADA and non-ADA parking numbers before and after implementation of the proposed plan. The proposed final plan is attached to this memorandum.

	Before	After
ADA Parking	12	12
Regular Parking	30	28
Total Parking	42	40

NCPRD will construct improvements to the park as funding is available. Approval of this plan by the C/CAB and approval of the North Clackamas Park North side plan by the Milwaukie Planning Commission will make it possible for NCPRD to apply for grants and solicit partnerships to help complete improvements within the park.



North Clackamas Park - Milwaukie Center Parking Concept Plan Friday, October 14, 2011

40 parking spaces:

12 ADA parking spaces

28 non-ADA parking spaces



North Clackamas Parks and Recreation District
Milwaukie Center/Community Advisory Board
Minutes of Friday, December 9, 2011 Meeting

MEMBERS PRESENT: Denise Anderson, Siri Bernard, Bill Bersie, Kim Buchholz, John Gill, Ben Horner-Johnson, Eleanor Johnson, Katie Rudfelt, Gary Rutledge, Elizabeth Young

MEMBERS EXCUSED: Chuck Petersen, Ben Tabler

STAFF PRESENT: Dave Miletich, Brandi Walters, Joan Young

CALL TO ORDER: Chairperson Eleanor Johnson called the meeting to order at 9:37 a.m.

APPROVAL OF MINUTES:

Ben Horner-Johnson moved that the minutes of Sept. 9 and Oct. 14 be approved. Siri Bernard seconded the motion which was approved unanimously.

CORRESPONDENCE:

Joan Young stated she received correspondence from Ben Tabler and Chuck Petersen who were both unable to attend the December 9, 2011 meeting.

Joan received email correspondence dated November 22, 2011 from the Board of County Commissioners officially approving the re-applications of Ben Horner-Johnson, Kim Buchholz and Ben Tabler to serve on the board.

STAFF REPORT:

Milwaukie Center Parking Lot

North Clackamas Parks and Recreation District (NCPRD) Deputy Director, Dave Miletich, presented the reformatted Milwaukie Center's Parking Lot Concept Plan, developed by NCPRD Planning Department. He reviewed the history of the Advisory Board's involvement with the project. Dave reminded the committee the proposed map reduced the available non-ADA parking spaces in the main lot from 30 to 28.

Elizabeth Young stated concerns that the proposed crosswalk addition conflicts with the location the Milwaukie Center buses park to load and unload. Eleanor Johnson noted the buses leave as soon as possible. Dave Miletich and Joan Young explained the internal buses could potentially stop south of the crossway at the existing curb cut portion of the sidewalk. This option would decrease the concern regarding conflicting access to the crosswalk.

Joan Young reviewed the issues discussed at the October, 2011 Center/Community Advisory Board meeting.

Dave explained the proposed changes to the Milwaukie Center main parking lot will cost approximately \$15k, not including the additional sidewalk on the west side. Dave also noted proper signage will be put in place upon the change to the parking lot. Dave stated NCPRD is currently seeking funds to improve the lot in 2012.

Siri Bernard reported the Stewardship Committee feels the dog park lost potential funds due to the Center/Community Advisory Board causing the North Clackamas Park North Side improvement plans not being approved sooner. Joan Young explained that, in order to move forward with the Trolley Trail project, \$200k was moved to a contingency fund for that project. Siri also noted she spoke with a planner at the City of Milwaukie who reported a review of improvement plans for the parking lot changes are not required by the City.

Dave Miletich provided the following language as a draft motion for the C/CAB to consider:

“I move that the C/CAB support the conceptual parking configuration for the Milwaukie Center parking lot, as discussed during our meeting on December 9, 2011, and further detailed in the October 14, 2011 memorandum from Dave Miletich to the C/CAB. We further move that the C/CAB support the NCPRD application for the adoption of the North Clackamas Park North Side Master Plan, as an ancillary document to the City of Milwaukie Comprehensive Plan, as amended with the following changes:

- Revised driveway access to the north side parking area as presented to the Planning Commission in Feb. 2011; and,
- Conceptual parking lot configuration for the existing lot in front of the Milwaukie Center as shown on the graphic dated October 14, 2011.”

The Center/Community Advisory Board developed additional verbiage to accompany their approval of the proposed plan: “Furthermore, the Center Community Advisory Board understands improvements to Milwaukie Center’s lot will occur in advance of progression of other North Clackamas Parks District Improvements.”

Kim Buchholz motioned to approve the Milwaukie Center’s Parking Lot Concept Plan with language including Dave Miletich’s proposal and the C/CAB’s proposal. Siri Bernard seconded the motion which was unanimously approved.

REPORTS:

DISTRICT ADVISORY BOARD–

Bill Bersie shared that Debbie Ibarra, NCPRD Marketing Manager, presented to the District Advisory Board (DAB) that NCPRD has hired a firm to conduct the NCPRD logo redesign project. The firm, Sasquatch, presented their process for logo redesign at the last DAB meeting. NCPRD is planning to unveil the new logo by mid-2012. The Winter 2011/2012 Program Guide is complete. Tonia Burns reviewed the Spring Park Natural Area Master Plan. Bill also noted the DAB is moving their meetings to Wednesdays from 4-6 p.m.

NUTRITION/TRANSPORTATION COMMITTEE –

Joan Young noted the Milwaukie Center’s Nutrition Program held the 35th Annual “Best in the West Bazaar” on October 21 and 22. The event was very successful.

Joan stated there are 200 Meals on Wheels being delivered each day, with an additional 100 frozen meals being delivered each Thursday and Friday for the weekends. Joan reported annually there are 200 new starts to the Meals on Wheels program. To qualify for the program, a recipient has to be homebound and unable to cook or have access to the grocery store. She stated the Center has 16 daily Meals on Wheels routes. Joan explained, if a patron is not eligible to receive Meals on Wheels, Social Service staff look for alternative sources including but not limited to transporting the patron to the Center to take place in the Center’s on-site congregate meal. Elizabeth Young suggested seeking a new name for the congregate meal program. Joan Young stated the Center is open to suggestions. Denise Anderson suggested “Community Meal.”

Joan Young noted the Milwaukie Center Transportation has almost reached capacity. Joan explained the Center has four buses, utilized as follows: two buses are used by the Transportation Program, one by the Travel Program; and one is a spare. Joan shared the Emergency Firewood Program has provided almost 100 loads of wood.

AREA AGENCY ON AGING –

Joan Young reported the Area Agency on Aging Senior Center Liaison Committee met at the Milwaukie Center on Monday. The Committee ate lunch at the Center and gave a positive report back to Joan.

FRIENDS OF THE MILWAUKIE CENTER, INC. –

Ben Horner-Johnson reported the Friends of Milwaukie Center, Inc. has approved two new board members. The Lumberjack Breakfast was held in September. The event was successful, having served 275 community members, raising \$2,542. The Friends Endowment Funds have experienced an 8% growth.

Ben stated the Breakfast with Bob kickoff for the annual campaign was also successful with 75 attendees, raising \$700 in donations at the event.

Ben reported the Spaghetti Dinner is scheduled for March, noting Clackamas Rotary Club is partnering with the Friends of Milwaukie Center, Inc. on the event.

CENTER REPORT:

Joan Young shared the Strategic Plan/Accreditation Project is behind on its timeline due to staffing changes. The Center is seeking a candidate to spearhead this project. Any interested parties should contact Joan Young.

Joan reported Twilla Hayden is retiring this month. Her replacement, Lisa Kasubuchi, will begin Monday, Dec. 12. Lisa will take over Twilla's current responsibilities including A Place at the Center. Lisa previously worked at the Neighborhood House community center in SW Portland, as an Information and Referral Specialist.

Kim suggested holding a joint meeting with the Friends of the Milwaukie Center to address future potential funding shortages.

INFORMATION/ANNOUNCEMENTS: None

AGENDA FOR NEXT MEETINGS: Debbie Ibarra, Marketing Specialist for NCPRD.

ADJOURN:

Chairperson Eleanor Johnson adjourned the meeting at 10:44 a.m.

Milwaukie Center**Mission:**

To be a link to resources for older adults and their families
– and a place for the community to gather, grow and contribute.

5440 SE Kellogg Creek Drive

Milwaukie, OR 97222

503-653-8100

FAX 503-794-8016

www.milwaukiecenter.com

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North Clackamas Community Park - Conceptual Park Plan

City of Milwaukie Planning Commission - 4/10/2012



LEGEND

- Wetland Buffer Line - 50'
- Expanded Wetland Buffer Line - 70' at Mt. Scott Creek
- 100 year flood line



NORTH CLACKAMAS
PARKS & RECREATION DISTRICT

North Clackamas Park

North Side Master Plan

April 2012

TABLE OF CONTENTS

I.	INTRODUCTION	1
	Vision	1
	Public Involvement Process.....	1
II.	EXISTING CONDITIONS	2
	Existing Facilities	2
III.	CONSTRAINTS AND OPPORTUNITIES	10
	Constraints.....	11
	Opportunities.....	11
IV.	MASTER PLAN	13
	Program Elements.....	13
	Buffer Improvements	18
	Habitat Improvements.....	19
	Management	20
V.	NEXT STEPS.....	22
	Plan Implementation.....	22
VI.	APPENDIX A- NATURAL RESOURCES REVIEW.....	23
VII.	APPENDIX B - WETLAND DELINEATION DOCUMENTS	40

I. Introduction

North Clackamas Community Park, owned by the City of Milwaukie, is the largest community park maintained by the North Clackamas Parks and Recreation District (NCPRD). It is located at 5440 SE Kellogg Drive, in Milwaukie. The 47-acre park provides a unique recreational experience for all visitors. Camas Creek divides the park into north and south halves. The northern half of the park is home to the Milwaukie Center as well as a play structure, dog run area, picnic facilities and stands of large Oak and Ash trees. The southern half of the park includes multiple sports fields, an equestrian facility, a rose garden and parking areas. Mt. Scott Creek flows west along the northern and western boundaries of the park, forming a forested edge of Oregon Ash and Oregon White Oak. The park is bordered by residential and institutional properties.

Vision

The park north of Camas Creek is an opportunity to create a passive recreation setting with an emphasis on environmental enhancement and education to balance the intensively active recreation facility south of Camas Creek. During a seven month public input process in 2007, NCPRD built consensus among all interested parties around a common vision for the north side of the park.

The common vision articulated by the stakeholders of this plan was:

1. To provide recreational opportunities in a manner suitable for all users of the park and reduce the environmental impact of these uses.
2. To identify environmentally significant areas and develop suitable recommendations for those areas.
3. To develop a unifying design theme for new elements and interpretive signage to be added to the park.
4. Develop a cost-effective master plan for the future of the north side of the park that can be implemented through innovative design solutions, and is easily maintained by NCPRD and volunteers.

Public Involvement Process

Stakeholder groups, advisory committees, park neighbors, and park users played a major role in developing the North Side Plan for North Clackamas Park. The North Clackamas Park Stewardship Committee served as Project Advisory Committee (PAC) and provided input during the Plan's development. PAC members included one representative each from the following groups:

- Friends of North Clackamas Park
- Milwaukie Center
- Dog Park
- Friends of Mt. Scott/Kellogg Creek
- Sports groups

- City of Milwaukie
- Institutional Neighbors
- Equestrians

The District contracted with Alta Planning + Design, Inc. (Alta) to develop the master plan for the north side. Alta staff toured the site on several occasions with stakeholders interested in sharing their knowledge of the park and expressing their desires for future park improvements. NCPRD also met with the Friends of the Milwaukie Center Community Advisory Board, Friends of the Milwaukie Center, the Milwaukie Park and Recreation Board and the NCPRD Advisory Board during the master planning process to provide project updates and solicit comments.

NCPRD organized three public meetings to obtain input and ideas for park improvements. The first meeting focused on the goals of the plan, presentation of the site analysis, and allowed the public to provide feedback to the design team. The second meeting focused on the two preliminary concepts and determined the public preference for a final design. The third meeting was a presentation of the final preferred master plan and natural resource recommendations. Following each public meeting, plans were posted to an online project Web site. NCPRD held an open house on December 20, 2007 for the community to view the final plan and draft report.

Neighbors, park users, and committee members were encouraged to voice their comments and concerns throughout the design process. In addition to public meetings, many comments were received via phone conversation, email, and surveys, and incorporated into the plan whenever possible.

II. Existing Conditions

Existing Facilities

North Clackamas Park is an established recreation facility enjoyed by citizens throughout the community year round. Existing facilities in the northern half of the park include:

- **Off-Leash Dog Area.** The 1.45 acre facility is heavily used year-round. During the public process, there was definite support for maintaining a dog run. A few park neighbors complain about noise of barking dogs and yelling owners and the District has been working with the City of Milwaukie to address these complaints. Users of the off-leash area feel the facility is in need of updates to improve safety for owners and dogs.
- **Play Area.** Play structures were added to the north side of the park several years ago to replace a swing set previously in the park. A large structure serves older children and a smaller structure serves children two and younger. The Master plan proposes that the structures remain in their current location.
- **Picnic Shelter.** A large group picnic shelter donated to the park by the local Rotary Club is located just west of the gravel parking area. The 2,400 square-foot, 200 person facility is one of the few shelters available for reservation in the Parks District and is occupied most

weekends during warmer months for events. The existing foundation is cracking and other repairs are likely necessary in the near future. Smaller groups are unable to reserve only a portion of the shelter. Park users have requested additional smaller covered picnic areas with grills be added to the park to replace the large shelter.

- **Bridges.** One crossing of Mt. Scott Creek is located in the northwest corner of the park and provides access to the neighborhood north of the park. There are four existing crossings of Camas Creek. Two of the crossings are arched wooden bridges built by volunteers and were recently renovated. The western-most crossing, located at the confluence of Camas and Mt. Scott Creeks, is a crushed culvert primarily used by pedestrians and maintenance vehicles. The eastern-most crossing is used by vehicles to access an unpaved gravel parking area just east of the group picnic shelter. This culvert crossing is also crushed and in need of repair or replacement.
- **Parking.** The only parking located north of Camas Creek is an unpaved gravel lot with space for approximately 25 cars. The gravel lot extends into the buffer of Camas Creek. Additional parking is available in the adjacent Milwaukie Center paved lot and in lots shared with the Sara Hite Memorial Rose Garden and the softball fields.
- **Restrooms.** Existing restrooms are located east of the off-leash dog area and north of the group picnic pavilion. These facilities are outdated and in need of upgrades. Additional restrooms are located south of Camas Creek and are primarily used by walkers and by citizens using the ball fields. Both restrooms are open year round.
- **Caretaker.** A mobile home was recently removed from the park where a permanent caretaker lived for over twenty years. Another caretaker was living in a recreational vehicle parked on park property in place of the mobile home. The district is actively searching for a new caretaker to continue to provide a 24-hour presence in the park.
- **Maintenance/ Storage.** A storage facility, located near the existing restrooms, is shared by parks maintenance and the Milwaukie Center. Large equipment is stored in a fenced area east of the off-leash dog area. The Milwaukie Center also uses a storage container north of the Center near the community garden beds. Maintenance staff has expressed a need for an equipment wash area adjacent to the storage building.

As part of the planning process, NCPRD hired Pacific Habitat Services (PHS) to complete a natural resources review (Appendix A). This information was used in conjunction with public input to help develop the conceptual plan for the park.

The northern portion of North Clackamas Park lies on fine-grained alluvial sediments between Mt. Scott Creek and Camas Creek. Topography within the park is relatively flat. Mt. Scott Creek flows to the west along the northern border of the park. Camas Creek, a small tributary of Mt. Scott Creek, also flows westward, near the southern portion of the planning area.

Plant Communities

The northern portion of the park contains mown lawn, Oak and Ash woodland, the creeks, riparian areas and wetlands.

Mowed Lawn

The mowed lawns are vegetated with typical lawn grasses and weeds, with scattered trees in some areas. Predominant grasses in the lawns include Kentucky Bluegrass and Annual Bluegrass. A significant amount of weedy, non-native species such as White Clover, Hairy Cats Ear, English Daisy, Common Dandelion and Creeping Buttercup also occur within the lawns.

Riparian Woodland

The riparian woodland generally occurs as a narrow band of vegetation along Camas Creek and the south side of Mt. Scott Creek, with more extensive woodland communities to the north of Mt. Scott Creek. The riparian woodland adjacent to Mt. Scott Creek is the largest contiguous woodland community within the park, and in this area, the woodland contains both wetland and non-wetland riparian plant communities.

Riparian woodlands within the park provide important water quality and wildlife habitat functions. The riparian woodlands act as a buffer to the stream, filtering sediments and various pollutants from runoff before the water enters the stream. Trees and shrubs within these riparian woodlands also provide shade to the stream, and this shade aids in maintaining relatively low water temperatures. The buffer provided by the riparian plant communities along Mt. Scott Creek is generally wider on the north side of the stream than on the south side of the stream. The buffer provided by riparian plant communities along Camas Creek is generally narrow, though relatively recent plantings on the south side of Camas Creek have expanded the width of the buffer. The riparian woodlands, particularly those along Mt. Scott Creek, provide habitat for a number of wildlife species adapted to suburban woodland and edge habitats, and these woodlands are likely the most important terrestrial habitat within the park.

Narrow areas of riparian woodland occur along Mt. Scott Creek and Camas Creek. The riparian woodland along Mt. Scott Creek has canopy of mature second-growth hardwoods and conifers, including Red Alder, Big Leaf Maple, Douglas Fir, Oregon Ash, Black Cottonwood and Western red Cedar.

Oregon Ash is the dominant tree species along Camas Creek. Trees, shrubs and wood vines common in the under story of the riparian woodlands include Sitka Willow, Douglas Spiraea, Snowberry, Clustered Wild Rose, Indian Plum, Vine Maple, Red-Osier Dogwood, Beaked Hazelnut, Salmonberry, Himalayan Blackberry and English Ivy.

Restoration areas on the south bank of Mt. Scott Creek downstream from its confluence with Camas Creek and on the south side of Camas Creek, between the creek and the ball fields, have planted populations of native riparian species, including Red Alder, Western Red Cedar, Sitka Willow, Douglas Spiraea and Red-osier Dogwood.

Oak–Ash Woodland

A small wooded area dominated by mature Oregon White Oak and Oregon Ash is present in the north-central and eastern portions of the park, between Camas Creek and Mt. Scott Creek, and provides a contiguous, wooded corridor between the riparian woodlands associated with the two streams. The Oak-Ash woodland is frequently mowed to maintain an open, park-like setting for picnic facilities and recreation. Herbaceous vegetation within the Oak-Ash woodland consists almost

entirely of mown grass, and this woodland generally lacks an under story of trees and shrubs, though a few scattered Common Hawthorn, Oregon Grape, and English Holly are present. The mature oaks, open forest structure and sparse under story within this community are reminiscent of oak savanna habitat, which is becoming increasingly rare in the Willamette Valley.

Invasive Species

A number of non-native invasive plant species occur throughout North Clackamas Park. These plants are especially prevalent within the riparian woodlands bordering Mt. Scott Creek. Himalayan Blackberry and large stands of English Ivy occur in the vicinity of the small pond north of Mt. Scott Creek, in the northeastern corner of the park, and along the south bank of Mt. Scott Creek near the western park boundary. Mature Common Hawthorns are scattered throughout the Oak-Ash woodland between Mt. Scott Creek and Camas Creek, and many small Common Hawthorns are present between the existing maintenance buildings and the off-leash dog area.

Although they don't currently occur as dominant species, Multiflora Rose, Japanese Knotweed, English Holly and Common Laurel Cherry also occur along Mt. Scott Creek. Canada thistle occurs in un-maintained uplands in various locations, and Reed Canarygrass is common along Camas Creek. Bittersweet Nightshade occurs as a dominant species in the forested wetlands in the northwestern portion of the park.

Table 1 - Plant Species Observed in North Clackamas Park

	Botanical Name	Common Name
Trees, Shrubs and Woody Vines	<i>Abies grandis</i>	Grand Fir
	<i>Acer circinatum</i>	Vine Maple
	<i>Acer macrophyllum</i>	Bigleaf Maple
	<i>Alnus rubra</i>	Red Alder
	<i>Betula papyrifera</i>	Paper Birch
	<i>Cornus sericea</i>	Red-osier Dogwood
	<i>Corylus cornuta</i>	Beaked Hazelnut
	<i>Crataegus monogyna</i>	Common Hawthorn
	<i>Fraxinus latifolia</i>	Oregon Ash
	<i>Hedera helix</i>	English Ivy
	<i>Ilex aquifolium</i>	English Holly
	<i>Mabonia aquifolium</i>	Oregon Grape
	<i>Oemleria cerasiformis</i>	Indian Plum
	<i>Pinus contorta</i>	Shore Pine
	<i>Pinus ponderosa</i>	Ponderosa Pine
	<i>Populus trichocarpa</i>	Black Cottonwood
	<i>Prunus avium</i>	Sweet Cherry
	<i>Prunus laurocerasus</i>	Common Laurelcherry
	<i>Pseudotsuga menziesii</i>	Douglas Fir
	<i>Quercus bicolor</i>	Wwamp White Oak
	<i>Quercus garryana</i>	Oregon White Aak

	Botanical Name	Common Name
	<i>Rosa multiflora</i>	Multiflora Rose
	<i>Rosa pisocarpa</i>	Clustered Rose
	<i>Rubus discolor</i>	Himalayan Blackberry
	<i>Rubus spectabilis</i>	Salmonberry
	<i>Rubus ursinus</i>	California Dewberry
	<i>Salix sitchensis</i>	Sitka Willow
	<i>Solanum dulcamara</i>	Climbing Nightshade
	<i>Spiraea douglasii</i>	Douglas Spiraea
	<i>Symphoricarpos albus</i>	Snowberry
	<i>Thuja plicata</i>	Western Red Cedar
Herbaceous Plants	<i>Athyrium filix-femina</i>	Lady Fern
	<i>Bellis perennis</i>	English Daisy
	<i>Bidens frondosa</i>	Devil's Beggartick
	<i>Centaurea cyanus</i>	Garden Cornflower
	<i>Cirsium arvense</i>	Canada Thistle
	<i>Dipsacus sylvestris</i>	Teasel
	<i>Epilobium watsonii</i>	Watson's Willow Herb
	<i>Equisetum telmateia</i>	Giant Horsetail
	<i>Hypochaeris radicata</i>	Hairy Cats Ear
	<i>Impatiens noli-tangere</i>	Western Touch-me-not
	<i>Lapsana communis</i>	Nipplewort
	<i>Ludwigia palustris</i>	Marsh Seedbox
	<i>Lysichiton americanum</i>	Skunk Cabbage
	<i>Lygonum cuspidatum</i>	Japanese Knotweed
	<i>Polypodium glycyrrhiza</i>	Licorice Fern
	<i>Polystichum munitum</i>	Sword Fern
	<i>Prunella vulgaris</i>	Heal-all
	<i>Ranunculus repens</i>	Creeping Buttercup
	<i>Taraxacum officinale</i>	Common Dandelion
	<i>Tolmiea menziesii</i>	Piggy-back Plant
	<i>Trifolium repens</i>	White Clover
	<i>Veronica americana</i>	American Speedwell
Grasses, Sedges and Rushes	<i>Bromus sitchensis</i>	Alaska Brome
	<i>Carex obnupta</i>	Slough Sedge
	<i>Dactylis glomerata</i>	Orchard Grass
	<i>Eleocharis acicularis</i>	Needle Spikerush
	<i>Eleocharis palustris</i>	Common Spikerush
	<i>Eleocharis ovata</i>	Ovate Spikerush
	<i>Festuca arundinacea</i>	Tall Fescue

	Botanical Name	Common Name
	<i>Glyceria elata</i>	Tall Mannagrass
	<i>Holcus lanatus</i>	Common Velvet Grass
	<i>Juncus effusus</i>	Soft Rush
	<i>Phalaris arundinacea</i>	Reed Canarygrass
	<i>Poa annua</i>	Annual Bluegrass
	<i>Poa pratensis</i>	Kentucky Bluegrass
	<i>Poa trivialis</i>	Rough Bluegrass
	<i>Scirpus microcarpus</i>	Small-fruited Bulrush

Wetlands and Waterways

Wetland Determination and Delineation for North Clackamas Park

PHS delineated wetlands and waterways within the southern portion of the park on June 5 and June 19, 2003, with an additional site visit on February 23, 2004 to review the jurisdictional status of wetlands and ditches on site. PHS wetland delineation results were described in a wetland delineation report dated March 10, 2004 (Appendix B). The Oregon Department of State Lands (DSL) approved the wetland delineation (DSL #2004-0153) on February 17, 2005. On October 19, 2006 PHS revisited North Clackamas Park to delineate the wetlands and waterways within the northern portion of the park. DSL approved the updated wetland delineation on April 16, 2007. Please see delineation map and concurrence letter in Appendix B.

Description of On-Site Wetlands and Waterways

Wetlands and other water resources at North Clackamas Park include Mt. Scott Creek, several palustrine forested wetlands associated with Mt. Scott Creek, Camas Creek and adjacent wetlands, and a small pond located to the north of Mt. Scott Creek.

Mt. Scott Creek and Associated Wetlands

Mt. Scott Creek, a perennial stream that flows westward along the northern boundary of North Clackamas Park, is the dominant hydrologic feature in the park. Mt. Scott Creek is 10 to 20 feet wide within the park. The stream banks are generally low and rise one to two feet above the stream bed. Small areas of erosion and undercutting are apparent on the banks, but the stream banks appear to be relatively stable. Within the park, Mt. Scott Creek has a relatively uniform gravel and cobble substrate.

PHS identified two palustrine forested wetlands associated with Mt. Scott Creek in the northwestern portion of the park. These wetlands have a forest canopy dominated by Western Red Cedar, Oregon Ash, and Red Alder with Red-Osier Dogwood, Indian Plum, Salmonberry, Clustered Wild Rose and Himalayan Blackberry occurring as dominant shrubs in the under story. Dominant herbaceous species in these wetlands include Slough Sedge, Skunk Cabbage, Reed Canarygrass, Lady Fern and Piggy-Back Plant.

Flows within Mt. Scott Creek vary seasonally, like most streams in the region, with significant groundwater inputs to base flow from the slope to the north. Large and steady fluxes of groundwater feed the wetland complex near the northwestern park boundary. Water discharged from these wetlands enters Mt. Scott Creek near the western park boundary.

Camas Creek

Camas Creek is a shallow seasonal tributary to Mt. Scott Creek that crosses the central portion of the park and flows into Mt. Scott Creek in the western portion of the park. Camas Creek originates in a palustrine emergent wetland in the northeastern portion of the park. Throughout its length, Camas Creek is a low-gradient, slow-flowing stream. The stream channel is approximately four to six feet. The stream banks are low and indistinct, and the stream channel is vegetated with Reed Canarygrass in some areas. The substrate of the Camas Creek stream channel is composed primarily of fine sediments.

A narrow wetland fringe borders the entire length of Camas Creek. The wetland has a tree canopy of Oregon Ash, and Willows, Red Alder, Red-Osier Dogwood, and Swamp White Oak. Other dominant species within the Camas Creek wetlands include Reed Canarygrass, Spike Rushes, Slough Sedge, Lady Fern and Marsh Seedbox. Groundwater inputs to Camas Creek occur throughout the stream length, but major inflows appear to be near the northeastern corner of the park and from the south in the vicinity of the upper end of the northwest-trending portion of the creek.

Pond

A small pond is present north of Mt. Scott Creek in the northeastern portion of the park. The pond was excavated and has relatively steep banks that rise approximately three feet above the surface of the water. The pond receives the majority of its water from groundwater inputs and runoff from the adjacent hillside to the north, as there is no apparent surface connection to Mt. Scott Creek.

Fish and Wildlife

With its mosaic of riparian woodlands, oak woodland, lawns, streams, and wetlands, North Clackamas Park provides habitat for a variety of wildlife species adapted to suburban landscapes. Additionally, the perennial waters of Mt. Scott Creek and the small pond in the northern portion of the site provide habitat for aquatic and semi-aquatic species, including various species of fish, amphibians and benthic macroinvertebrates. Although wildlife surveys have not been conducted at North Clackamas Park specifically, PHS observed a number of wildlife species while conducting site visits at the park, and a reach of Mt. Scott Creek surveyed for fish by the Oregon Department of Fish and Wildlife (ODFW) includes the portion of Mt. Scott Creek within the park boundaries.

PHS observed 29 species of birds at North Clackamas Park during two site visits – one on the afternoon of July 13, 2007 and one on the morning of December 13, 2007. The bird species observed by PHS on each date are listed in Table 2, below.

Table 2 - Birds observed at North Clackamas Park

Common Name	Scientific Name	Date	
		7/13/07	12/13/07
American Crow	<i>Corvus brachyrhynchos</i>	X	X
American Goldfinch	<i>Carduelis tristis</i>	X	X
American Robin	<i>Turdus migratorius</i>	X	X

Common Name	Scientific Name	Date	
		7/13/07	12/13/07
American Wigeon	<i>Anas americana</i>		X
Barn Swallow	<i>Hirunda rustica</i>	X	
Bewick's Wren	<i>Thryomanes bewickii</i>		X
Black-capped Chickadee	<i>Poecile atricapillus</i>	X	X
Black-headed Grosbeak	<i>Pheucticus melanocephalus</i>	X	
Bushtit	<i>Psaltirparus minimus</i>	X	X
Downy Woodpecker	<i>Picoides pubescens</i>	X	X
European Starling	<i>Sturnus vulgaris</i>	X	X
Golden-crowned Kinglet	<i>Regulus satrapa</i>		X
Green Heron	<i>Butorides virescens</i>	X	
House Finch	<i>Carpodacus mexicanus</i>	X	
House Sparrow	<i>Passer domesticus</i>	X	
Lazuli Bunting	<i>Passerina amoena</i>	X	
Lesser Goldfinch	<i>Carduelis psaltria</i>	X	
Mallard	<i>Anas platyrhynchos</i>	X	X
Northern Flicker	<i>Colaptes Auratus</i>	X	X
Pine Siskin	<i>Carduelis pinus</i>		X
Red-tailed Hawk	<i>Buteo jamaicensis</i>		X
Ruby-crowned Kinglet	<i>Regulus calendula</i>		X
Sharp-shinned Hawk	<i>Accipiter striatus</i>		X
Song Sparrow	<i>Melospiza melodia</i>	X	X
Spotted Towhee	<i>Pipilo maculatus</i>	X	
Steller's Jay	<i>Cyanocitta stelleri</i>	X	X
Townsend's Warbler	<i>Dendroica townsendi</i>		X
Western Scrub-Jay	<i>Aphelocoma californica</i>	X	X
White-breasted Nuthatch	<i>Sitta carolinensis</i>		X

Water Quality

The following observations were taken from Environmental Protection Agency database collected further upstream, but are representative of those in the park.

- Water quality is generally good (stream likely supports a population of resident cutthroat trout though water quality generally deteriorates as water moves downstream through increasingly urbanized areas).
- Water temperatures were found to follow the local climate with maximum recorded summer temperatures reaching 20°C (68°F).
- Dissolved oxygen concentrations are below state water quality standards (greater than 90-95% saturation), falling as low as 63% saturation.
- The pH of the water was within state standard and ranged from 6.8-7.4 standard units.
- The alkalinities of the stream are high enough (>20 mg/L) to adequately buffer pH fluctuations.
- The bacteria standard was exceeded, likely reflecting the urbanized nature of the watershed and the high fecal bacteria levels generally associated with storm water runoff from urban areas.
- Suspended sediment fluxes have not been measured, but the bed material at low flows through the portion of Mt. Scott Creek along the northern border of the park suggest that a considerable flux of silt is moving through the stream.
- Overall, the water quality of Mt. Scott Creek is typical of water quality in similar urbanized streams.

Desired Future Condition

The desired future condition (DFC) for North Clackamas Park is a community park that provides recreational opportunities as well as forested riparian wetland and non-wetland habitats that consist of native plant species and contain good structural diversity. Plant communities will consist of natural associations and will contain a diversity of native species. The overstory canopy will remain much as it exists in the wooded portions of the park. Non-native invasive species such as Reed Canarygrass, Himalayan Blackberry, and English Ivy will be removed, and native trees, shrubs, grasses and forbs will be planted to augment the existing riparian communities. The implementation of the NCPRD Integrated Pest Management Program will help to prevent invasive species from becoming established and out-competing the native vegetation.

The riparian buffer along Mt. Scott Creek will be expanded up to 70 feet on the south sides of the stream, and this buffer will be planted with native trees and shrubs to shade the water surface. Supplemental shrub plantings within the existing wooded area on the south side of the east-west portion of Mt. Scott Creek downstream from Camas Creek confluence will provide additional stream shading. Reduced human impact immediately adjacent to the stream will allow a denser growth of vegetation along the stream channels. The riparian buffers will be allowed to undergo natural ecological succession to develop species diversity and vegetation structure to provide shelter, food, and reproduction opportunities for native fauna. Native grasses and wildflowers in a meadow community south of Mt. Scott Creek will provide habitat for bees, butterflies, and other insects as well as birds and small mammals.

The combination of increased stream shade and stream habitat improvements will benefit salmonids and other aquatic organisms. The proposed removal of the culvert near the mouth of Camas Creek and the restoration of the stream bed and banks will improve the connectivity of habitats between Mt. Scott Creek and the lower reaches of Camas Creek. Large woody debris in Mt. Scott Creek will diversify flows, vary sediment distribution, and provide substrate diversity, which will benefit aquatic macroinvertebrates as well as fish. Minor excavation of the outflow channel of the wetland in the northwestern portion of the park will improve the hydrologic connection between the wetland and Mt. Scott Creek and allow water to back up into the wetland during high flows, providing low-velocity refugia for fish during flood events.

III. Constraints and Opportunities

Site constraints and opportunities were identified through a series of meetings and site visits with NCPRD staff, City of Milwaukie staff, members of the stewardship community, and the public. A site analysis map at the end of this section illustrates these points.

Constraints

Creek and Wetland Buffers

The north side of North Clackamas Park is bound by Mt. Scott Creek to the north and west and Camas Creek to the south. City of Milwaukie water quality resources regulations requires both of these creeks to have a fifty foot (50') buffer from the top-of-bank. No structures may be located in the buffer without approval and appropriate mitigation and plantings must be of the appropriate species and densities. Public trails and boardwalks may be allowed within the buffer limits with approval by the City of Milwaukie.

Flooding

Flooding is a concern in North Clackamas Park. Approximately 70% of the north side of North Clackamas Park is located within the 100 year floodplain. Improvements in the floodplain must meet special requirements. In addition, there are areas officially designated as out of the floodplain that are known to hold standing water during extended periods of rain. Any recommendations made for these areas will meet the requirements of the City of Milwaukie Municipal Code Chapter 18.04 – Flood Hazard Areas. Examples of some of the floodplain regulations include:

- Balanced cut and fill
- Crossing as close to perpendicular as possible
- New structures shall have the lowest floor at least one foot above base flood elevation or be flood-proofed

Existing Facilities

Many existing facilities on the north side of North Clackamas Park will remain in their current location. These include: the Milwaukie Center (including parking and all outdoor activities), the playground (including adjoining benches and sidewalks), the crossing of Mt. Scott Creek, and the two recently renovated crossings of Camas Creek.

Some existing facilities and uses will remain in the north side of North Clackamas Park, but new locations are proposed. These include: the off-leash dog area, maintenance equipment storage, caretaker housing, restrooms, parking, picnic shelters, horseshoe pits and a creek crossing near the confluence of Camas Creek and Mt. Scott Creek.

Opportunities

Property Acquisitions

North Clackamas Parks and Recreation District recently acquired two pieces of property along the northern border of North Clackamas Park.

One and a half acres were acquired south of Mt. Scott Creek between the off-leash dog area and the proposed caretaker's house. Currently, this area is used for equipment storage and a fence separates it from the rest of the park. Enhancement of this riparian area is needed to improve wildlife habitat.

An additional one and a half acres was donated to the District in 2006 north of the former caretaker's facility and north of Mt. Scott Creek. A small pond was dredged out of this area many years ago. This property is currently inaccessible from the park or the neighborhood due to steep slopes on the north and the creek on the south. Enhancement of this riparian area is needed to improve wildlife habitat.

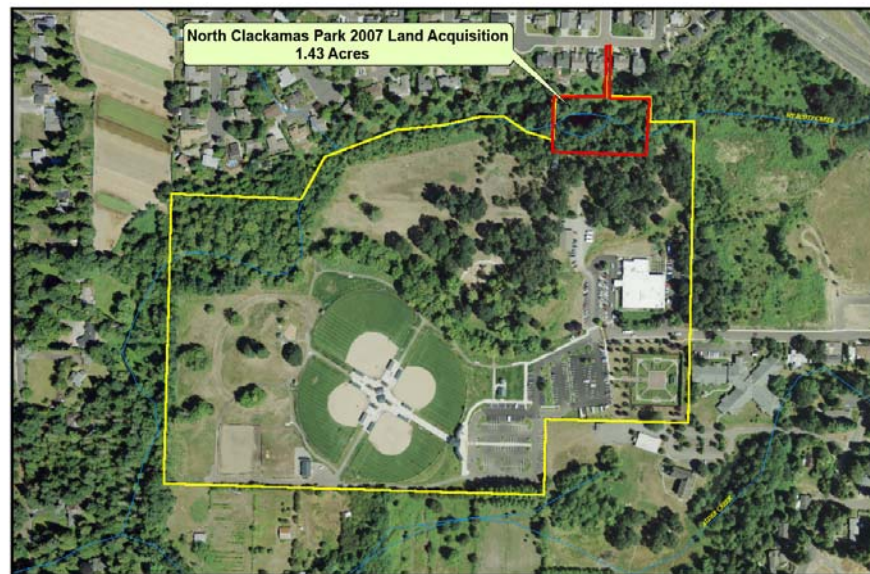


Figure 2: Map highlighting the newly acquired property on the north side of the park.

Education

Few people understand the benefits watersheds and wetlands provide and fewer still understand how their actions affect sensitive wetland environments. Opportunities to educate park users about these sensitive areas exist throughout the park.

Community Partnerships

Numerous opportunities exist to bring the park community together during the process of updating facilities in North Clackamas Park. Some opportunities to consider include:

- Improvements to the off-leash dog area serve as an opportunity to welcome dog owners to the park. Dog owners provide watchful eyes during times when other users do not visit the park and their presence deters undesirable activities.
- The Milwaukie Center has many programs for senior citizens. One partnership is the pairing of a new walking trail in the park with the existing walking program at the Milwaukie Center. Further partnership opportunities should be explored.

- Community service groups have a history of organizing volunteer projects within the park and those partnerships should continue. The Boy Scouts previously repaired two of the foot bridges that cross Camas Creek. Other groups have held park trash clean up events, monitored and counted wildlife within the park and replaced invasive plants with native plants in wetland and creek buffer areas.

IV. Master Plan

Program Elements

Much of North Clackamas Park lies within the floodplain of Mt. Scott Creek. This plan recognizes that streams are dynamic geologic features that transform over time. Furthermore, it recognizes that streams' transformative processes create and sustain habitat for endangered fish and wildlife. As such, program elements will implement sustainable practices that integrate park use needs with natural stream processes. Proposed buildings shall be located outside the 100-year floodplain and meander corridor of Mt. Scott Creek. The built environment should take into account and allow for the frequent flooding. Permeable surfaces should be used whenever possible. The built environment should be flexible enough to allow for channel change or braiding of the creeks should that begin to occur. Operations and maintenance activities shall not impede channel migration processes of Mt. Scott Creek without mitigating for habitat loss and facilitating channel forming processes that create habitat within the meander corridor of Mt. Scott Creek. It is the intent of this master plan to integrate recreation and public education elements adjacent to this significant habitat resource. The location and function of the program elements will support and enhance the protection of this riparian corridor while meeting community needs for public recreation.

The master plan proposes renovating or adding a number of elements to the park, including renovation of the maintenance building, caretaker building, restrooms, fencing, parking, off-leash dog area, playground, picnic shelters, educational creek overlooks, trails, horseshoe courts, and signage. These are explained below. The proposed locations of all of the following program elements will make every effort to minimally impact oak habitat and ecosystem elements. Future maintenance and management of the following program elements will be in accordance with naturescaping practices, for example, those promoted by the Oregon Department of Fish and Wildlife.

Maintenance Building

NCPRD maintenance staff needs an area for washing and storing equipment in the park that has utility connections. The Milwaukie Center needs additional storage for Meals on Wheels equipment, special event items and other program materials. The plan shows these facilities as a combined area north of the Milwaukie Center. This location was preferred by those who participated in the public planning process and by staff from Oregon Department of Fish and Wildlife who toured the site. An access drive is provided through the new parking lot and the building is located east of the proposed off-leash dog area.

Caretaker

The plan proposes a space for park caretaker housing just east of the off-leash dog area. This location utilizes existing utility connections and positions the caretaker in a centralized location. This area will be developed the goal of reducing the overall imperviousness of the area and focus on integrating the site within the habitat area.

Restrooms

Restrooms are located just west of the new parking lot halfway between the entrance to the off-leash dog area and the playground. This facility is to replace the current out of date structure. As the restroom is designed and created, sustainable practices will be implemented which take into account risk factors associated with natural system. Materials and colors chosen will focus on blending the restroom into the surrounding natural area.

Fencing

Split rail fencing will be located south of Mt. Scott Creek near the overlooks and crossing of Camas Creek and northeast of the walking path north of the proposed maintenance facility. The creek bank in these areas is eroded and fencing will help rejuvenate native plantings, protect wildlife in these areas, and reduce erosion. The remaining buffers are densely planted and will be signed as protected areas. Additional fencing will be added to protect plantings and sensitive areas as needed.

Parking

A new vehicle parking area and passenger drop-off is located in the approximate location of the existing gravel lot. The final design of the new parking area (including the number of spaces, surfacing and storm drainage) will comply with requirements from table 19.503.9 in the City of Milwaukie Municipal Code. NCPRD will continue to evaluate parking at North Clackamas Community Park and follow the event and management guidelines as outlined in the Parking Management Plan, City of Milwaukie Planning File AP-05-02, dated February 22, 2006.

The existing crossing of Camas Creek is removed and a new bridge is provided. Proposed location of the parking lot will make every effort to minimally impact oak habitat and ecosystem elements. Future maintenance and management of the parking lot will be balanced with conservation of the natural system. NCPRD will make every effort to design the parking lot to eliminate runoff through the use of pervious pavement systems or vegetated stormwater management facilities. The parking lot will be designed to blend within the surrounding oak forest and focus on reducing the overall imperviousness of the lot. As the parking lot is designed and created, sustainable practices will be implemented which take into account risk factors associated with natural system.

Off Leash Dog Area

The proposed off-leash dog area is shifted east of its existing location and is approximately the same size as the existing facility (1.45 acres). Relocating the dog park farther from homes will alleviate some of the noise impacts on park neighbors.

A new fence will delineate the off leash area and plantings will provide a buffer between dogs and other park users. Double gates with separate points of entry and exit are recommended to improve safety, and the space is divided between large and small dogs (or aggressive and passive dogs). Entry

plazas with benches, kiosks, and water and shade structures make the off-leash area more pleasant for visitors and their dogs. Perimeter plantings provide a visual separation between the off leash area and the other park activity areas. As the dog park is designed and created, sustainable practices will be implemented which take into account risk factors associated with natural systems.

Playground

The existing playground will not be changed. A new play area with climbing boulders will be added to the north west of the existing playground.

Picnic Shelters

Two group shelters are proposed to replace the existing large shelter in the park. A larger shelter is proposed to be located south of the new parking lot and is proposed to be approximately two-thirds the size of the existing shelter. A smaller shelter is proposed near the playground. The total size of covered, group picnic facilities in the park is unchanged. As the picnic shelter is designed and created, sustainable practices will be implemented which take into account risk factors associated with natural systems. Runoff from the picnic shelter roofs will be guided into small vegetated rain gardens to eliminate impact of runoff to the creek system.

Educational Creek Overlooks

Two overlooks of Mt. Scott Creek with benches and educational signage provide wildlife viewing opportunities and allow visitors to access the creek without disturbing the buffers. The design of the overlooks will look to blend them with the surrounding native riparian corridor. Long lasting materials will be considered to reduce the long-term maintenance needs.

Trails

A half-mile (1/2) loop trail follows the southern and eastern buffers of Mt. Scott Creek, the northern buffer of Camas Creek and the eastern boundary of the park. Public input indicated a majority of park users want the trail to be paved to meet the needs of all users; however, City regulations may restrict use of impermeable surfaces in this area. In addition, exercise stations geared toward a senior walking program are shown in groups of three and are evenly spaced around the trail. Placement of the trails will make every effort to minimally impact Mt Scott and Camas Creeks riparian areas, oak habitat and ecosystem elements. As the trail is designed and created, sustainable practices will be implemented which take into account risk factors associated with natural systems. Design of the trails will consider use of pervious pavement systems (pervious asphalt, pavers, or concrete) as well as natural materials such as crushed rock. A boardwalk may be considered. Specific material selections will be based on level of use and specific location of the trails.

Horseshoes

The existing horseshoe courts are relocated north of the existing playground. The courts are oriented north-south so players are never facing the sun. A low fence is proposed around the courts if safety concerns arise.

Signage

The need for appropriate signage in the park was mentioned numerous times during the public involvement process. The Conceptual Signage Plan shows four types of signs and where they should be placed in the park. The sign types are: Educational, Informational, Health and Fitness, and Plant Identification

Educational Signs

Educational signs will be about 3 feet high with angled panels. Each of these panels will include information about topics that pertain to that area of the park. For example, the signs at the overlooks could include information and graphics about the Mt Scott Creek. History of the creek, details about the larger river system, and ways to protect the health of the creek are all topics that could be covered. Other panels in the park should include graphics and information about native wildlife, plants, and natural history of the region. In addition, there is desire to have an interpretive sign near the art piece at the entrance to the park. This sign should be similar to the rest of the educational signs in the park.

Informational Signs

Informational signs will be placed at various locations along the trail. These signs will include basic information about the park such as hours of operation, park rules and a park map. In addition, there will be a sign at the entrance to the off-leash dog area. This sign will include rules pertaining specifically to the use of this area.

Health and Fitness signs

The proposed exercise stations are vertical with sides that display informational and educational sign panels. The manufacturer of these stations has a number of options for panels that include health and fitness information beyond just instructions for the specific exercise at that station. These include panels about preventing osteoporosis, healthy eating, and ideas for other exercise.

Plant Identification signs

Plant tags are an extension of the educational signs and will be no more than 1 foot high. They will be inconspicuous from a distance, but readable when a person is standing near the plant. These tags will identify key native species throughout the park and include the common plant name, the botanical name, and a short description about where the native habitat, growth habit, and any other interesting facts. Each type of plant will be identified no more than one time in the park and the tags will be located along the proposed pathway when possible. The Master Gardeners are a valuable resource and have shown interest in being responsible for the content of native plant tags.

Sign topic and content

NCPRD has been working with the Stewardship Committee to determine topics for the interpretive signs. This committee has done extensive research regarding signage options. Their recommendations are for durable signs made of metal with rounded corners. This committee also has generated lists of topics for consideration for the educational signs. These include: Watershed

Insert Conceptual Plan April 2012

Map, Native Plants and Trees, Mammals (deer, squirrels, rabbits, etc.), Birds (owl, Blue Heron, hawk, etc.), Slithery creatures (snakes, snails, frogs, etc.), and Insects (crickets, ladybugs, dragonflies, etc.).

Restoration

This section includes short and long-term natural resource improvements that are recommended to be implemented by the Parks District.

Buffer Improvements

Mt. Scott Creek is not listed by DEQ as being "Water Quality Limited" for temperature. As such, it was not placed on the 303(d) list for this parameter. However, in 2006 Total Maximum Daily Loads (TMDLs) were issued by DEQ for all streams in the Willamette Sub-Basin. This means that Clackamas County needs to prepare an implementation plan describing how "system potential vegetation" (i.e. riparian vegetation that would historically have been found along the stream) will be planted along streams within their jurisdiction. DEQ has determined that planting "system potential vegetation" will adequately shade the creek and reduce water temperatures. Only a portion of riparian vegetation contributes to stream shading.

To determine the "system potential vegetation" width, Pacific Habitat Services (PHS) applied a model that it has used in other jurisdictions to Mt. Scott Creek. The reach of Mt. Scott Creek along the northern border of the park is dominated by blackberry thickets and has little tall vegetation providing shade to the stream surface. The stream surface will be shaded with a 70-foot wide riparian area along the south bank of the stream. The east-west portion of Mt. Scott Creek downstream from the Camas Creek confluence would also benefit from additional shading by planting tall shrubs beneath the existing trees along the south side of the stream.

The northeastern portion of Camas Creek is largely un-shaded and would greatly benefit from riparian vegetation along both sides of the stream, but especially along the entirely exposed south side. Planting was completed on the south side of Camas Creek when the new softball facilities were built. When these plants reach maturity Camas Creek will be further shaded. Suggested native trees and shrubs to be planted along the riparian areas of Mt. Scott Creek and Camas Creek are included in the table below.

IV-1 - Suggested Native Trees and Shrubs

Scientific Name	Common Name
Trees and Shrubs	
<i>Acer circinatum</i>	Vine Maple
<i>Acer macrophyllum</i>	Bigleaf Maple
<i>Alnus rubra</i>	Red Alder
<i>Corylus cornuta</i>	Beaked Hazelnut
<i>Crataegus douglasii</i>	Black Hawthorn
<i>Fraxinus latifolia</i>	Oregon Ash
<i>Lonicera involucrata</i>	Twinberry
<i>Oemleria cerasiformis</i>	Indian Plum
<i>Physocarpus capitatus</i>	Pacific Ninebark
<i>Pseudotsuga menziesii</i>	Douglas Fir
<i>Quercus garryana</i>	Oregon White Oak
<i>Rhamnus purshiana</i>	Cascara

<i>Rosa nutkana</i>	Nootka Rose
<i>Salix lasiandra</i>	Pacific Willow
<i>Sambucus racemosa</i>	Red Elderberry
<i>Spiraea douglasii</i>	Douglas Spiraea
<i>Symphoricarpos albus</i>	Snowberry
<i>Thuja plicata</i>	Western Red Cedar

Habitat Improvements

Culvert removal

A culvert currently exists in Camas Creek at its confluence with Mt. Scott Creek. This culvert allows maintenance vehicles and foot traffic to cross the creek. This culvert is proposed to be removed and the confluence area restored. The bed of the stream may benefit from a shallow grade control structure (e.g. check dam) to ensure the bed of Camas Creek does not down-cut and start to erode upstream. This activity will likely require local, state and federal permits. The banks should be planted with selected species from Table VI-1.

Woody Debris

The park portion of Mt Scott Creek has flow regimes that do not vary greatly with channel distance. A few large woody debris placements within the channel might locally diversify flows and vary the sediment distribution. The portion of the channel between the footbridge to Casa Del Rey Drive and the confluence with Camas Creek might be best suited to such installations.

Human Access

Removal of the trail along Mt. Scott Creek to the west of the Camas Creek and Mt. Scott Creek confluence is recommended. The banks in these areas have been eroded and compacted, reducing the cover of native vegetation. Access will be limited to discrete points to ensure that wildlife-human interaction is minimal and that damage to stream banks can be repaired. Continued access to the creek will degrade the stream health and reduce the effectiveness of other restoration work proposed in this plan. Viewing platforms at the edge of the stream will be an attractive and functional alternative to direct creek access. Educational groups will be allowed direct creek access with prior approval from NCPRD on a limited basis.

Wetland Preservation

Enhancements of the wetlands in the northwestern portion of the site will entail removal of invasive species, including Reed Canarygrass and Himalaya Blackberry and replacement with small woody shrubs such as Twinberry, Spiraea, and Red-Osier Dogwood. The discharge to Mt. Scott Creek near the west end of the park may be opened to allow high-flow refugia without fish entrapment. The present outflow from the adjacent wetlands is situated several feet above the stream thalweg and probably rarely is overtopped to allow water to flow into the adjacent wetlands. A small excavation of the present outflow channel would allow high flows of Mt. Scott Creek to enter the wetlands and provide a lower-velocity environment for fish during flood episodes. A log structure immediately downstream from the wetland orifice would locally raise water levels at the refugia entrance during

large flows and increase the likelihood of water surface elevations sufficient to allow fish passage into the wetland. The width of the channel at this point would require several anchored logs to achieve significant local elevation of storm flows.

Concrete Removal

Large pieces of concrete are currently located within the stream upstream of the confluence of Camas Creek and Mt. Scott Creek. These pieces of concrete should be removed and the large piece of wood located in this area cut in half to dissuade people from crossing the creek.

Oak-Ash Woodland

Staff should alternate picnic areas use and utilize moveable picnic tables so that only one of these sites is in use at a time. This will minimize the impact to mature trees from heavy use around the base and reduce hazards to park users caused by falling branches. Only the picnic area in use should be mowed by maintenance crews. This practice will help alleviate some of the compaction caused by heavy use and maintenance under the tree canopy.

Older trees will be replaced so this sensitive habitat does not disappear. New Oregon White Oak and Oregon Ash will be clustered with native under story shrubs such as Snowberry and Oregon Grape. Plantings should be coordinated with maintenance staff and managed so that over time the need to mow under these trees is significantly reduced or eliminated.

Native Meadow

Native forbs should be planted within areas to the south of Mt. Scott Creek. The south side of the meadow should be adjacent to the path that is proposed in this area. This will ensure that park maintenance activities do not extend into the native meadow. This native meadow will likely look unkempt compared to mowed areas of the park, but will provide more diverse habitat for insects and birds.

Management

Much of North Clackamas Park lies within the floodplain of Mt. Scott Creek. This plan recognizes that streams are dynamic geologic features that transform over time. Furthermore, it recognizes streams' transformative processes create and sustain habitat for endangered salmonids. As such, program elements will embrace sustainable practices that integrate park use needs with natural stream processes. Operations and maintenance activities shall not impede channel migration processes of Mt. Scott Creek without mitigating for habitat loss and facilitating channel forming processes that create habitat within the meander corridor of Mt. Scott Creek. Naturescaping, as promoted by Oregon Department of Fish and Wildlife, is the preferred maintenance alternative within and bordering natural areas located within the park.

The use of policies and measures contained in the NCPRD Integrated Pest Management Program adapted by NCPRD is proposed to control undesirable species within the park. As defined in the Oregon Statutes (ORS 262.1), Chapter 943, "integrated pest management" is "...a coordinated decision-making and action process that uses the most appropriate pest control methods and

strategies in an environmentally and economically sound manner to meet pest management objectives. The elements of integrated pest management include: (a) preventing pest problems; (b) monitoring for the presence of pests and pest damage; (c) establishing the density of pest population, which may be set at zero, that can be tolerated or corrected with a damage level sufficient to warrant treatment of the problem based on health, public safety, economic or aesthetic threshold; (d) treating pest problems to reduce population below those levels established by damage thresholds using strategies that may include biological, cultural, mechanical and pesticide control methods and that shall consider human health, ecological impact, feasibility and cost effectiveness; and (e) evaluating the effects and efficacy of pest treatments.”

As prescribed in the Integrated Pest Management Methodology contained in PP&R’s Integrated Pest Management Program, various integrated pest management measures are evaluated and considered together so that the best overall solutions are chosen and implemented. The prevention of pest problems through good policy and planning are assessed first. Cultural practices, avoidance measures, and physical means of managing pests are assessed next. Finally, mechanical practices, trapping, biological controls, and the use of natural and synthetic pesticides are assessed.

Incorporation of this integrated pest management policy into the maintenance activities at North Clackamas Park is recommended to ensure the protection of Mt. Scott Creek and Camas Creek and to help restore populations of salmonids in Mt. Scott Creek.

Mowing

Other maintenance methods include limiting mowing to areas outside of the riparian zones except for need to mitigate grass fires. Mowing within the Oak-Ash Woodland will be limited. The trees in the woodland may be damaged by mowing equipment allowing bacteria, fungi, viruses and insects to damage mature, valuable trees. To ensure that the trees are protected and that habitat is improved, native shrubs, such as Snowberry and Oregon grape should be planted around the base of selected tree groups.

V. Next Steps

Plan Implementation

NCPRD will make improvements to the park as funding is available. 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 other regulatory permits have been acquired prior to project commencement (e.g. Army Corps of Engineers, Division of State Lands, etc).

VI. Appendix A- Natural Resources Review

North Clackamas Park North Side Planning Process (Township 2 South, Range 2 East, Section 6, TL 100)

Prepared for
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Prepared by
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December 19, 2007



1.0 INTRODUCTION

The North Clackamas Parks and Recreation District hired Alta Planning + Design, Inc. (Alta) to manage the North Side Planning Process for North Clackamas Park (Park) in Milwaukie, Oregon. The park is located on Kellogg Creek Drive (Township 2 South, Range 2 East, Section 6, Tax Lot 100; Latitude 45° 25' 33", Longitude 122° 36' 33" W). The general location of the park is illustrated on Figure 1. All figures are in Appendix A.

The goal of the planning process is to prepare a Master Plan for the northern half of the park. Planning for the southern half of the park, which is dominated by more active uses such as baseball diamonds, is essentially complete. Pacific Habitat Services, Inc. (PHS) was hired to address natural resource issues associated with the North Side Planning Process. Although the northern half of the park contains some active uses, such as play equipment, a dog park, and a picnic shelter, it is also contains Mt. Scott Creek, Camas Creek, their riparian areas and an oak/ash woodland. As such, this portion of the park lends itself to more passive, natural resource-focused uses.

As part of the planning process, several meetings were held to understand the issues that were most important to the public. One theme commonly expressed was the desire to improve the quality of habitat within the northern portion of the park. This report describes the existing conditions within the park and reviews the natural resource issues associated with the proposed improvements.

2.0 EXISTING CONDITIONS

The northern portion of North Clackamas Park lies on fine-grained alluvial sediments between Mt. Scott Creek and Camas Creek. Topography within the park is relatively flat. Mt. Scott Creek flows to the west along the northern border of the study area. Camas Creek, a small tributary of Mt. Scott Creek, also flows westward, though near the southern portion of the planning area.

The northern portion of the park contains mown lawn, oak woodland, the creeks and their riparian areas, the Milwaukie Center, a dog park, and buildings. The following sections describe natural resources (including plant communities, wetlands, waterways, and fish and wildlife resources) within the northern portion of the park.

2.1 Plant Communities

Plant communities within North Clackamas Park include riparian woodland, oak woodland, and mowed lawns. Brief descriptions of each of the park's plant communities are provided below. A discussion of the prevalence of non-native, invasive species within the park is also provided below. Table 1, at the end of this section, is a list of plant species (native and non-native) observed within the park. This list is not intended to provide a complete inventory of plant species that occur within the park; however, it does serve to characterize the dominant species within the park's plant communities.

Mowed Lawn

Vegetation within the area north of Camas Creek consists of intensively mown lawn. The mown lawns include an off-leash dog park, picnic areas, and other areas used for general recreational activities. The lawns are vegetated with typical lawn grasses and weeds, with scattered trees in some areas. Predominant grasses in the lawns include Kentucky bluegrass (*Poa pratensis*) and annual bluegrass (*Poa annua*). Significant amount of weedy, non-native species such as white clover (*Trifolium repens*), hairy cats-ear (*Hypochaeris radicata*), English daisy (*Bellis perennis*), common dandelion (*Taraxacum officinale*), and creeping buttercup (*Ranunculus repens*) also occur within the lawns.

Riparian Woodland

Narrow areas of riparian woodland occur along Mt. Scott Creek and Camas Creek. The riparian woodland along Mt. Scott Creek has canopy of mature second-growth hardwoods and conifers, with red alder (*Alnus rubra*), bigleaf maple (*Acer macrophyllum*), Douglas fir (*Pseudotsuga menziesii*), Oregon ash (*Fraxinus latifolia*), black cottonwood (*Populus trichocarpa*), and western red cedar (*Thuja plicata*). Oregon ash is the dominant tree species along Camas Creek. Trees, shrubs, and wood vines common in the understory of the riparian woodlands include Sitka willow (*Salix sitchensis*), Douglas spiraea (*Spiraea douglasii*), snowberry (*Symphoricarpos albus*), clustered wild rose (*Rosa pisocarpa*), Indian plum (*Oemleria cerasiformis*), vine maple (*Acer circinatum*), red-osier dogwood (*Cornus sericea*), beaked hazelnut (*Corylus cornutus*), salmonberry (*Rubus spectabilis*), Himalayan blackberry (*Rubus discolor*), and English ivy (*Hedera helix*). Restoration areas on the south bank of Mt. Scott Creek downstream from its confluence with Camas Creek and on the south side of Camas Creek, between the creek and the ball fields, have planted populations of native riparian species, including red alder, western red cedar, Sitka willow, Douglas spiraea, and red-osier dogwood.

The riparian woodland generally occurs as a narrow band of vegetation along Camas Creek and the south side of Mt. Scott Creek, with more extensive woodland communities to the north of Mt. Scott Creek. The riparian woodland adjacent to Mt. Scott Creek is the largest contiguous woodland community within the park, and in this area, the woodland contains both wetland and non-wetland riparian plant communities. Wetlands within North Clackamas Park are discussed further in Section 2.2 of this report.

Riparian woodlands within the park provide important water quality and wildlife habitat functions. The riparian woodlands act as a buffer to the stream, filtering sediments and various pollutants from runoff before the water enters the stream. Trees and shrubs within these riparian woodlands also provide shade to the stream, and this shade aids in maintaining relatively low water temperatures. The buffer provided by the riparian plant communities along Mt. Scott Creek is generally wider on the north side of the stream than on the south side of the stream. The buffer provided by riparian plant communities along Camas Creek is generally very narrow, though relatively recent plantings on the south side of Camas Creek have expanded the width of the buffer. The riparian woodlands, particularly those along Mt. Scott Creek, provide habitat for a number of wildlife species adapted to suburban woodland and edge habitats, and these woodlands are likely the most important terrestrial habitat within the park. Fish and wildlife resources within the park are discussed in more detail in Section 2.3, below.

Oak – Ash Woodland

A small wooded area dominated by mature Oregon white oak (*Quercus garryana*) and Oregon ash is present in the north-central and eastern portions of the park, between Camas Creek and Mt. Scott Creek, and provides a contiguous, wooded corridor between the riparian woodlands associated with the two streams. Under existing conditions, the oak-ash woodland is frequently mowed to maintain an open, park-like setting for picnic facilities and playground equipment. Because of the frequent mowing, herbaceous vegetation within the oak-ash woodland consists almost entirely of mown grass, and this woodland generally lacks an understory of trees and shrubs, though a few scattered common hawthorn (*Crataegus monogyna*), Oregon grape (*Mahonia aquifolium*), and English holly (*Ilex aquifolium*) are present. The mature oaks, open forest structure and sparse understory within this community are reminiscent of oak savanna habitat, which is becoming increasingly rare in the Willamette Valley. Wildlife usage within this oak – ash woodland is described in Section 2.3, below.

Invasive Species

A number of non-native invasive plant species occur throughout North Clackamas Park. These plants are especially prevalent within the riparian woodlands bordering Mt. Scott Creek. Himalayan blackberry is prevalent throughout the riparian woodland bordering Mt. Scott Creek, and large stands of English ivy occur in the vicinity of the small pond north of Mt. Scott Creek, in the northeastern corner of the park, and along the south bank of Mt. Scott Creek near the western park boundary. Mature common hawthorns are scattered throughout the oak-ash woodland between Mt. Scott Creek and Camas Creek, and many small common hawthorns are present between the existing maintenance buildings and the off-leash dog area. Although they don't currently occur as dominant species, multiflora rose (*Rosa multiflora*), Japanese knotweed (*Polygonum cuspidatum*), English holly (*Ilex aquifolium*), and common laurelcherry (*Prunus laurocerasus*) also occur along Mt. Scott Creek. Canada thistle (*Cirsium arvense*) occurs in unmaintained uplands in various locations, and reed canarygrass (*Phalaris arundinacea*) is common along Camas Creek. Bittersweet nightshade (*Solanum dulcamara*), a non-native, invasive woody vine, occurs as a dominant species in the forested wetlands in the northwestern portion of the park.

Table 1 Plant Species Observed in North Clackamas Park

	BOTANICAL NAME	COMMON NAME
TREES, SHRUBS AND WOODY VINES	<i>Abies grandis</i>	grand fir
	<i>Acer circinatum</i>	vine maple
	<i>Acer macrophyllum</i>	bigleaf maple
	<i>Alnus rubra</i>	red alder
	<i>Betula papyrifera</i>	paper birch
	<i>Cornus sericea</i>	red-osier dogwood
	<i>Corylus cornuta</i>	beaked hazelnut
	<i>Crataegus monogyna</i>	common hawthorn
	<i>Fraxinus latifolia</i>	Oregon ash
	<i>Hedera helix</i>	English ivy
	<i>Ilex aquifolium</i>	English holly

	BOTANICAL NAME	COMMON NAME
	<i>Mahonia aquifolium</i>	Oregon grape
	<i>Oemleria cerasiformis</i>	Indian-plum
	<i>Pinus contorta</i>	shore pine
	<i>Pinus ponderosa</i>	ponderosa pine
	<i>Populus trichocarpa</i>	black cottonwood
	<i>Prunus avium</i>	sweet cherry
	<i>Prunus laurocerasus</i>	common laurelcherry
	<i>Pseudotsuga menziesii</i>	Douglas fir
	<i>Quercus bicolor</i>	swamp white oak
	<i>Quercus garryana</i>	Oregon white oak
	<i>Rosa multiflora</i>	multiflora rose
	<i>Rosa pisocarpa</i>	clustered rose
	<i>Rubus discolor</i>	Himalayan blackberry
	<i>Rubus spectabilis</i>	salmonberry
	<i>Rubus ursinus</i>	California dewberry
	<i>Salix sitchensis</i>	Sitka willow
	<i>Solanum dulcamara</i>	climbing nightshade
	<i>Spiraea douglasii</i>	Douglas spiraea
	<i>Symphoricarpos albus</i>	snowberry
	<i>Thuja plicata</i>	Western red cedar
FORBS	<i>Athyrium filix-femina</i>	lady fern
	<i>Bellis perennis</i>	English daisy
	<i>Bidens frondosa</i>	devil's beggarstick
	<i>Centaurea cyanus</i>	garden cornflower
	<i>Cirsium arvense</i>	Canada thistle
	<i>Dipsacus sylvestris</i>	teasel
	<i>Epilobium watsonii</i>	Watson's willow-herb
	<i>Equisetum telmateia</i>	giant horsetail
	<i>Hypochaeris radicata</i>	hairy cats-ear
	<i>Impatiens noli-tangere</i>	western touch-me-not
	<i>Lapsana communis</i>	nipplewort
	<i>Ludwigia palustris</i>	marsh seedbox
	<i>Lysichiton americanum</i>	skunk cabbage
	<i>Lygonum cuspidatum</i>	Japanese knotweed
	<i>Polypodium glycyrrhiza</i>	Licorice fern
	<i>Polystichum munitum</i>	sword fern
	<i>Prunella vulgaris</i>	heal-all
	<i>Ranunculus repens</i>	creeping buttercup
	<i>Taraxacum officinale</i>	common dandelion

	BOTANICAL NAME	COMMON NAME
	<i>Tolmiea menziesii</i>	piggy-back plant
	<i>Trifolium repens</i>	white clover
	<i>Veronica americana</i>	American speedwell
GRAMINOIDS	<i>Bromus sitchensis</i>	Alaska brome
	<i>Carex obnupta</i>	slough sedge
	<i>Dactylis glomerata</i>	orchard grass
	<i>Eleocharis acicularis</i>	needle spikerush
	<i>Eleocharis palustris</i>	common spikerush
	<i>Eleocharis ovata</i>	ovate spikerush
	<i>Festuca arundinacea</i>	tall fescue
	<i>Glyceria elata</i>	tall mannagrass
	<i>Holcus lanatus</i>	common velvet grass
	<i>Juncus effusus</i>	soft rush
	<i>Phalaris arundinacea</i>	reed canarygrass
	<i>Poa annua</i>	annual bluegrass
	<i>Poa pratensis</i>	Kentucky bluegrass
	<i>Poa trivialis</i>	rough bluegrass
	<i>Scirpus microcarpus</i>	small-fruited bulrush

2.2 Wetlands and Waterways

Regulatory Jurisdiction and Definitions

The Oregon Department of State Lands (DSL) regulates waters of the state under the Removal-Fill Law (ORS 196.800-196.990). Similarly, the US Army Corps of Engineers (COE) regulates waters of the U.S. through Section 404 of the Clean Water Act.

“Waters of the state” is defined as “natural waterways including all tidal and nontidal bays, intermittent streams, constantly flowing streams, lakes, wetlands and other bodies of water in this state, navigable and nonnavigable...”. “Natural waterways” is further defined as waterways created naturally by geological and hydrological processes, waterways that would be natural but for human-caused disturbances (e.g. channelized or culverted streams, impounded waters, partially drained wetlands or ponds created in wetlands)...”(DSL, 1995). “Waters of the U.S.” is defined at 33 CFR 328.3(a) to include the following:

- waters used in interstate and foreign commerce;

- tidal waters;
- all interstate waters and wetlands;
- all other waters (including intrastate lakes, rivers, streams, wetlands, natural ponds, etc.), the use, degradation or destruction of which could affect interstate or foreign commerce;
- impoundments of waters; tributaries of waters;
- the territorial seas; and
- wetlands adjacent to waters (other than waters that are themselves wetlands).

Wetlands are defined by both the Oregon Removal-Fill Law (ORS 196.800(17)) and Federal (33 CFR 328.3(b)) regulations as “those areas that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions”.

The primary source document for determining the jurisdictional extent of wetlands is the *Corps of Engineers Wetlands Delineation Manual, Technical Report Y-87-1* (Environmental Laboratory 1987), which is recognized by both the DSL and the COE. This document, also known as the “1987 Manual”, defines criteria for three parameters (i.e., hydrophytic vegetation, wetland hydrology and hydric soils) that must be met for an area to be considered a wetland. The 1987 Manual also establishes procedures for evaluating indicators to determine if the wetland criteria are met.

Description of On-Site Wetlands and Waterways

PHS delineated wetlands and waterways within the southern portion of the park on June 5 and June 19, 2003, with an additional site visit on February 23, 2004 to review the jurisdictional status of wetlands and ditches on site. The results of PHS’s wetland delineation were described in a wetland delineation report dated March 10, 2004. The Oregon Department of State Lands (DSL) approved the wetland delineation (DSL #2004-0153) on February 17, 2005. On October 19, 2006 PHS revisited North Clackamas Park to delineate the wetlands and waterways within the northern portion of the park. DSL approved the updated wetland delineation on April 16, 2007.

Wetlands and other water resources at North Clackamas Park include Mt. Scott Creek, several palustrine forested wetlands associated with Mt. Scott Creek, Camas Creek and adjacent wetlands, and a small pond located to the north of Mt. Scott Creek. Brief descriptions of the on-site wetlands and other waters are provided below.

Mt. Scott Creek and Associated Wetlands

Mt. Scott Creek, a perennial stream that flows generally westward along the northern boundary of North Clackamas Park, is the dominant hydrologic feature in the park. Within the park, Mt. Scott Creek is generally 10 to 20 feet wide. The stream banks are generally low and rise one to two feet above the stream bed. Small areas of erosion and undercutting are apparent on the banks, but the

stream banks appear to be relatively stable. Within the vicinity of the park, Mt. Scott Creek has a relatively uniform gravel and cobble substrate.

Within the park boundaries, much of Mt. Scott Creek is bordered by non-wetland riparian woodland communities, as described above. However, PHS identified two palustrine forested wetlands associated with Mt. Scott Creek in the northwestern portion of the park. These wetlands have a forest canopy dominated by western red cedar, Oregon ash, and red alder with red-osier dogwood, Indian plum, salmonberry, clustered wild rose, and Himalayan blackberry occurring as dominant shrubs in the understory. Dominant herbaceous species in these wetlands include slough sedge (*Carex obnupta*), skunk cabbage (*Lysichiton americanum*), reed canarygrass, lady fern (*Athyrium filix-femina*), and piggy-back plant (*Tolmiea menziesii*).

Flows within Mt. Scott Creek vary seasonally, like most streams in the region, with significant groundwater inputs to base flow from the slope to the north. Apparently large and steady fluxes of groundwater feed the wetland complex near the northwestern park boundary. Water discharged from these wetlands enters Mt. Scott Creek near the western park boundary.

Camas Creek

Camas Creek is a shallow seasonal tributary to Mt. Scott Creek that crosses the central portion of the park and flows into Mt. Scott Creek in the western portion of the park. Camas Creek originates in a palustrine emergent wetland in the northeastern portion of the park. Throughout its length, Camas Creek is a low-gradient, slow-flowing stream. The stream channel is approximately four to six feet. The stream banks are generally low and indistinct, and the stream channel is vegetated with reed canarygrass in some areas. The substrate of the Camas Creek stream channel is composed primarily of fine sediments.

A narrow wetland fringe borders the entire length of Camas Creek. The wetland has a tree canopy of Oregon ash, and willows (*Salix* sp.), red alder, red-osier dogwood, and swamp white oak (*Quercus bicolor*) has been recently planted within the wetland. Other dominant species within the Camas Creek wetlands include reed canarygrass, spikerushes (*Eleocharis acicularis* and *E. ovata*), slough sedge, lady fern, and marsh seedbox (*Ludwigia palustris*). Groundwater inputs to Camas Creek occur throughout the stream length, but major inflows appear to be near the northeastern corner of the park and from the south in the vicinity of the upper end of the northwest-trending portion of the creek.

Pond

A small pond is present north of Mt. Scott Creek in the northeastern portion of the park. The pond appears to have been excavated and has relatively steep banks that rise approximately three feet above the surface of the water. The pond appears to receive the majority of its water from groundwater inputs and runoff from the adjacent hillside to the north, as there is no apparent surface connection to Mt. Scott Creek.

2.3 Fish and Wildlife

With its mosaic of riparian woodlands, oak woodland, lawns, streams, and wetlands, North Clackamas Park provides habitat for a variety of wildlife species adapted to suburban landscapes. Additionally, the perennial waters of Mt. Scott Creek and the small pond in the northern portion of

the site provide habitat for aquatic and semi-aquatic species, including various species of fish, amphibians and benthic macroinvertebrates. Although wildlife surveys have not been conducted at North Clackamas Park specifically, PHS has observed a number of wildlife species while conducting site visits at the park, and a reach of Mt. Scott Creek surveyed for fish by the Oregon Department of Fish and Wildlife (ODFW) includes the portion of Mt. Scott Creek within the park boundaries. The following paragraphs describe observed and expected wildlife usage at North Clackamas Park.

PHS observed 29 species of birds at North Clackamas Park during two site visits – one on the afternoon of July 13, 2007 and one on the morning of December 13, 2007. The bird species observed by PHS on each date are listed in Table 2, below.

Table 2 - Birds observed at North Clackamas Park on July 13 and December 13, 2007

COMMON NAME	SCIENTIFIC NAME	DATE	
		7/13/07	12/13/07
American crow	<i>Corvus brachyrhynchos</i>	X	X
American goldfinch	<i>Carduelis tristis</i>	X	X
American robin	<i>Turdus migratorius</i>	X	X
American wigeon	<i>Anas americana</i>		X
Barn Swallow	<i>Hirunda rustica</i>	X	
Bewick's Wren	<i>Thryomanes bewickii</i>		X
Black-capped Chickadee	<i>Poecile atricapillus</i>	X	X
Black-headed grosbeak	<i>Pheucticus melanocephalus</i>	X	
Bushtit	<i>Psaltiriparus minimus</i>	X	X
Downy woodpecker	<i>Picoides pubescens</i>	X	X
European starling	<i>Sturnus vulgaris</i>	X	X
Golden-crowned kinglet	<i>Regulus satrapa</i>		X
Green heron	<i>Butorides virescens</i>	X	
House finch	<i>Carpodacus mexicanus</i>	X	
House sparrow	<i>Passer domesticus</i>	X	
Lazuli bunting	<i>Passerina amoena</i>	X	
Lesser goldfinch	<i>Carduelis psaltria</i>	X	
Mallard	<i>Anas platyrhynchos</i>	X	X
Northern flicker	<i>Colaptes Auratus</i>	X	X
Pine siskin	<i>Carduelis pinus</i>		X
Red-tailed hawk	<i>Buteo jamaicensis</i>		X
Ruby-crowned kinglet	<i>Regulus calendula</i>		X
Sharp-shinned hawk	<i>Accipiter striatus</i>		X
Song sparrow	<i>Melospiza melodia</i>	X	X
Spotted towhee	<i>Pipilo maculatus</i>	X	
Steller's Jay	<i>Cyanocitta stelleri</i>	X	X
Townsend's warbler	<i>Dendroica townsendi</i>		X
Western Scrub-Jay	<i>Aphelocoma californica</i>	X	X

COMMON NAME	SCIENTIFIC NAME	DATE	
		7/13/07	12/13/07
White-breasted nuthatch	<i>Sitta carolinensis</i>		X

The majority of birds observed by PHS were encountered in the riparian woodlands bordering Mt. Scott Creek. Green herons (*Butorides virescens*) were observed foraging in the stream and likely nest in the stream-side trees. Some species, such as back-capped chickadee (*Poecile atricapillus*), bushtiti (*Psaltirparus minimus*), downy woodpecker (*Picoides pubescens*), song sparrow (*Melospiza melodia*), spotted towhee (*Pipilo maculatus*), and Steller's jay (*Cyanocitta stelleri*), likely nest in the riparian woodlands and remain to overwinter in the park. These permanent residents are joined in winter by species such as golden-crowned kinglet (*Regulus satrapa*), ruby-crowned kinglet (*Regulus calendula*), Townsend's warbler (*Dendroica townsendi*), which travel together in small foraging flocks. Other species such as black-headed grosbeak (*Phencticus melanocephalus*) occur in the riparian woodlands during the breeding season, but spend the winter south of Oregon.

On December 13, 2007, PHS observed a male/female pair of white-breasted nuthatches (*Sitta carolinensis*) foraging with a foraging flock of small insectivorous birds in the oak-ash woodland in the northeastern portion of the park. The subspecies of white-breasted nuthatch found west of the Cascades, *S. c. aculeata* (sometimes referred to as "slender-billed nuthatch"), is strongly associated with oak savanna habitats with widely spaced, large-diameter oaks and little understory, a habitat mimicked by the oak-ash woodland at North Clackamas Park. Breeding Bird Survey data indicate substantial declines in white-breasted nuthatch abundance in the Willamette Valley, and these declines have been attributed to habitat loss, both through the direct cutting of mature oaks and the suppression of fires, which prevent shade-tolerant species from invading oak savannas and eliminating the open understory favored by the nuthatches. Although it is not listed as threatened or endangered at the state or federal level, the Oregon Natural Heritage Information Center considers the white-breasted nuthatch population west of the Cascades to be of conservation concern. Although PHS did not observe white-breasted nuthatches at the park during the July 13, 2007 site visit, it is likely that this species occurs at the park year-round and that the oak-ash woodlands provide nesting habitat for this declining species.

In general, the bird species observed by PHS at North Clackamas Park are species that are typical of bird species expected to occur in suburban settings in the Portland metropolitan area. Species not observed by PHS, but which may be expected to occur at the park include mourning dove (*Zenaida macroura*), Anna's hummingbird (*Calypte anna*), rufous hummingbird (*Selasphorus rufus*), Vaux's swift (*Chaetura vauxi*), violet-green swallow (*Tachycineta thalassina*), varied thrush (*Ixoreus naevis*), yellow-rumped warbler (*Dendroica coronata*), fox sparrow (*Passerella iliaca*), golden-crowned sparrow (*Zonotrichia atricapilla*), and dark-eyed junco (*Junco hyemalis*). Many of these species are seasonal and would be expected to occur at North Clackamas Park during certain times of the year. Additionally, numerous other species may be encountered in the park during spring and fall migration when they stop to rest and feed during their journeys between breeding and wintering areas.

Although few mammals were observed during PHS's site visits, several mammal species adapted to small woodlands and edge habitats in suburban landscapes would be expected to occur within the park. Raccoons (*Procyon lotor*) and black-tailed deer (*Odocoileus hemionus columbianus*) likely occur in the riparian woodlands. Eastern fox squirrels (*Sciurus niger*) were observed by PHS in the riparian and

oak-ash woodlands. Adaptable predators, such as coyote (*Canus latrans*), may occasionally be seen hunting squirrels, deer mice (*Peromyscus maniculatus*), and other small rodents within the park. Because North Clackamas Park is a popular place for local residents to walk and exercise their dogs, most mammals are likely to occur between dusk and dawn when few people are present.

No amphibians or reptiles were observed during PHS's site visits; however, certain species are likely to occur within the park. Amphibians such as Pacific chorus frog (*Pseudacris regilla*), red-legged frog (*Rana aurora*), and roughskin newt (*Taricha granulosa*) may occur in the riparian woodlands and breed in the small pond north in the northern portion of the park. Garter snakes (*Thamnophis* sp.), the most commonly encountered snakes in western Oregon, are likely to occur in the riparian habitats.

The Oregon Department of Fish and Wildlife conducted surveys conducted fish surveys along two reaches of Mt. Scott Creek between the summer of 1997 and the spring of 1998. The results of this survey effort are summarized in Table 3, below. One of the Mt. Scott Creek survey reaches, "Reach 1", extended from the mouth of Mt. Scott Creek upstream to its confluence with Phillips Creek and included the portion of Mt. Scott Creek that flows through the park. The most commonly encountered fish species within Reach 1 were reticulate sculpin (*Cottus perplexus*), redbelt shiner (*Richardsonius balteatus*), western mosquitofish (*Gambusia affinis*), and speckled dace (*Rhinichthys osculus*). During the survey, cutthroat trout (*Oncorhynchus clarki*) were encountered in Reach 3, upstream of the park, but not within the portion of Mt. Scott Stream that flows through the park. The StreamNet database (www.streamnet.org) maps the lower portion of Mt. Scott Creek (including the portion of the stream that flows through the park) as coho salmon (*Oncorhynchus kisutch*) and steelhead (*Oncorhynchus mykiss*) spawning and rearing habitat; however, neither of these species were recorded during ODFW's 1997-1998 survey effort on Mt. Scott Creek.

Table 3 Result of Fish Surveys Conducted in Mt. Scott Creek by the Oregon Department of Fish and Wildlife, summer 1997 – spring 1998

Species		Number Observed by Survey Date and Reach ¹							
		Summer 1997		Autumn 1997		Winter 1997		Spring 1998	
Common Name	Scientific Name	Reach 1	Reach 3	Reach 1	Reach 3	Reach 1	Reach 3	Reach 1	Reach 3
Pacific lamprey	<i>Lampetra tridentata</i>	0	0	0	0	0	1	0	0
Speckled dace	<i>Rhinichthys osculus</i>	22	0	5	0	5	0	0	0
Redside shiner	<i>Richardsonius balteatus</i>	45	0	17	0	13	0	3	0
Largescale sucker	<i>Catostomus macrocheilus</i>	0	0	0	0	1	0	0	0
Cutthroat trout	<i>Oncorhynchus clarki</i>	0	6	0	0	0	1	0	0
Western mosquitofish	<i>Gambusia affinis</i>	29	0	18	0	0	0	0	0
Prickly sculpin	<i>Cottus asper</i>	1	0	1	0	0	0	0	0
Reticulate sculpin	<i>Cottus perplexus</i>	249	76	299	21	239	15	120	30

1. Reach 1 - Mouth to Phillips Creek confluence; Reach 3 - Dean Creek confluence to small tributary 200m downstream of Sunnyside Road; Reach 2 of Mt. Scott Creek was not surveyed by ODFW because of the short length (Friesen and Zimmerman 1999)

Certain freshwater invertebrates are more tolerant of or sensitive to poor water quality conditions than others; therefore, the composition and relative abundance of a stream's benthic macroinvertebrate community can be an important indicator of the stream's health. PHS is not aware of any organized benthic macroinvertebrate sampling efforts in Mt. Scott Creek in the vicinity of North Clackamas Park; however, during a July 2007 site visit, PHS environmental scientists casually searched for benthic macroinvertebrates by examining the stream's substrate. During this casual survey effort, PHS noted the presence of many common netspinner caddisflies (Family Hydropsychidae), prong-gilled mayflies (Family Leptophlebiidae), flat-headed mayflies (Family Heptageniidae), several blackflies (Family Simuliidae) numerous aquatic snails and dragonfly and damselfly larvae.

Common netspinner caddisflies are facultative water quality indicators, being found in both good-quality and degraded streams. Benthic macroinvertebrate communities dominated by them may indicate some level of nutrient enrichment, and the large number of common netspinner caddisflies and snails (relative to the other taxa) observed by PHS suggest there may be some nutrient enrichment in Mt. Scott Creek. Most of the prong-gilled and flat-headed mayflies are somewhat sensitive species (though some are very sensitive and some facultative), and their presence in Mt. Scott Creek suggests the water quality is relatively good. However, without on-going sampling using a standardized protocol, definitive conclusions about the stream's water quality should not be drawn.

2.4 Water quality

These observations were taken from data collected further upstream, though we believe representative of those in the park.

- Water quality is generally good (stream likely supports a population of resident cutthroat trout though water quality generally deteriorates as water moves downstream through increasingly urbanized areas).
- Water temperatures were found to follow the local climate with maximum recorded summer temperatures reaching 20°C (68°F).
- Dissolved oxygen concentrations may be an issue – they did not comply with state water quality standards (greater than 90-95% saturation), falling as low as 63% saturation.
- The pH of the water was within state standard and ranged from 6.8-7.4 standard units.
- The alkalinities of the stream are high enough (>20 mg/L) to adequately buffer pH fluctuations.
- The bacteria standard was exceeded, likely reflecting the urbanized nature of the watershed and the high fecal bacteria levels generally associated with storm water runoff from urban areas.
- Suspended sediment fluxes have not been measured, but the bed material at low flows through the portion of Mt. Scott Creek along the northern border of the park suggest that a considerable flux of silt is moving through the stream.
- Overall, the water quality of Mt. Scott Creek is typical of water quality in similar urbanized streams.

2.5 Desired Future Condition

The desired future condition (DFC) for North Clackamas Park is a neighborhood park that provides recreational opportunities as well as forested riparian wetland and non-wetland habitats that consist of native plant species and contain good structural diversity. Plant communities will consist of natural associations and will contain a diversity of native species. The overstory canopy will remain much as it exists in the wooded portions of the park. Non-native invasive species such as reed canarygrass, Himalayan blackberry, and English ivy will be removed, and native trees, shrubs, grasses and forbs will be planted to augment the existing riparian communities. The implementation of an Integrated Pest Management Program will prevent invasive species from becoming established and out-competing the native vegetation.

The riparian buffers along Mt. Scott Creek will be expanded up to 70 feet on the south sides of the streams, and these buffers will be planted with native trees and shrubs to shade the water surface. Supplemental shrub plantings within the existing wooded area on south side of the east-west portion of Mt. Scott Creek downstream from Camas Creek confluence will provide additional stream shading. Reduced human impact immediately adjacent to the stream will allow a denser growth of vegetation immediately along the stream channels. The riparian buffers will be allowed to undergo natural ecological succession to develop species diversity and vegetation structure to provide shelter, food, and reproduction opportunities for native fauna. Native grasses and wildflowers in a meadow community south of Mt. Scott Creek will provide habitat for bees, butterflies, and other insects as well as birds and small mammals.

The combination of increased stream shade and stream habitat improvements will benefit salmonids and other aquatic organisms. The removal of the culvert near the mouth of Camas Creek and the restoration of the stream bed and banks will improve the connectivity of habitats between Mt. Scott Creek and the lower reaches of Camas Creek. Large woody debris in Mt. Scott Creek will diversify flows, vary sediment distribution, and provide substrate diversity, which will benefit aquatic macroinvertebrates as well as fish. Minor excavation of the outflow channel of the wetland in the northwestern portion of the park will improve the hydrologic connection between the wetland and Mt. Scott Creek and allow water to back up into the wetland during high flows, providing low-velocity refugia for fish during flood events.

3.0 KNOWN ISSUES AND PROPOSED IMPROVEMENTS

The conceptual park plan prepared by Alta includes a number of improvements that will improve natural resources within the park. This section includes the improvements that are shown on the plan, plus others that do not lend themselves to a graphic, but that will nevertheless be implemented by the Parks District in the future.

Water Temperatures and Shading: Mt. Scott Creek is not listed by DEQ as being "Water Quality Limited" for temperature. As such, it was not placed on the 303(d) list for this parameter. However, in 2006 Total Maximum Daily Loads (TMDLs) were issued by DEQ for all streams in the Willamette Sub-Basin. This means that Clackamas County needs to prepare an implementation plan describing how "system potential vegetation" (i.e. riparian vegetation that would historically have been found along the stream) will be planted along streams within their jurisdiction. DEQ has determined that planting "system potential vegetation" will adequately shade the creek and reduce water temperatures. However, only a certain width of riparian vegetation contributes to stream shading.

To determine this functional width, PHS applied a model that it has used in other jurisdictions to Mt. Scott Creek. The reach of Mt. Scott Creek along the northern border of the park is dominated by blackberry thickets and has very little taller vegetation providing shade to the stream surface. Because the direction of the stream through this reach is approximately 77° east of north and the south bank angle is approximately 7°, the stream surface could be effectively shaded (less than 1% increase in effective shade for a 5-foot increase in riparian width) at 62% with a 70-foot wide riparian area along the south bank of the stream. The east-west portion of Mt. Scott Creek downstream from the Camas Creek confluence would also benefit from additional shading by planting tall shrubs beneath the existing trees along the south side of the stream.

The northeastern portion of Camas Creek is largely unshaded and would greatly benefit from riparian vegetation along both sides of the stream, but especially along the entirely exposed south side. Additional riparian width along the south side of Camas Creek would further shade the stream without greatly affecting land use on the north side of the stream.

Suggested native trees and shrubs to be planted along the riparian areas of Mt. Scott Creek and Camas Creek are included in the table below.

Table 4 Suggested Native Trees and Shrubs

Scientific Name	Common Name
Trees and Shrubs	
<i>Acer circinatum</i>	vine maple
<i>Acer macrophyllum</i>	big leaf maple
<i>Alnus rubra</i>	red alder
<i>Corylus cornuta</i>	Beaked hazelnut
<i>Crataegus douglasii</i>	Black hawthorn
<i>Fraxinus latifolia</i>	Oregon ash
<i>Lonicera involucrata</i>	twinberry
<i>Oemleria cerasiformis</i>	Indian plum
<i>Physocarpus capitatus</i>	Pacific ninebark
<i>Pinus ponderosa</i>	Ponderosa pine
<i>Pseudotsuga menziesii</i>	Douglas fir
<i>Quercus garryana</i>	Oregon white oak
<i>Rhamnus purshiana</i>	cascara
<i>Rosa nutkana</i>	Nootka rose
<i>Salix lasiandra</i>	Pacific willow
<i>Sambucus racemosa</i>	Red elderberry
<i>Spiraea douglasii</i>	Douglas spiraea
<i>Symphoricarpos albus</i>	snowberry
<i>Thuja plicata</i>	Western red cedar

Habitat and stream improvements

Culvert removal: A culvert currently exists in Camas Creek at its confluence with Mt. Scott Creek. This culvert allows maintenance vehicles and foot traffic to cross the creek. This culvert is proposed to be removed and the confluence area restored. This activity may require state and federal permits; however, as the project is beneficial this should not be a problem. The banks should be planted with selected species from Table 4.

The bed of the stream may benefit from a shallow grade control structure (e.g. check dam) to ensure the bed of Camas Creek does not down cut and start to erode upstream.

Large wood: The park portion of Mt Scott Creek has flow regimes that do not vary greatly with channel distance. A few large woody debris placements within the channel might locally diversify flows and vary the sediment distribution. The portion of the channel between the footbridge to Casa Del Rey Drive and the confluence with Camas Creek might be best suited to such installations.

Human access: Removal of the trail along creek to the west of the Camas Creek and Mt. Scott Creek confluence should occur. The banks in these areas have been eroded and compacted, reducing the cover of native vegetation. Access will be limited to discrete points to ensure that wildlife-human interaction is minimal and that damage to stream banks can be repaired. Viewing

platforms at the edge of the stream will be an attractive and functional alternative to the current condition.

Off-channel habitat in northwest corner of park: Enhancements of the wetlands in the northwestern portion of the site would entail removal of invasive species: reed canarygrass (*Phalaris arundinacea*) and brambles (*Rubus discolor*) and replacement with small woody shrubs: twinberry (*Lonicera involucrata*), spiraea (*Spiraea douglasii*), and red-osier dogwood (*Cornus sericea*). The discharge to Mt. Scott Creek near the west end of the park may be opened to allow high-flow refugia without fish entrapment. The present outflow from the adjacent wetlands is situated several feet above the stream thalweg and probably rarely is overtopped to allow water to flow into the adjacent wetlands. A small excavation of the present outflow channel would allow high flows of Mt. Scott Creek to enter the wetlands and provide a lower-velocity environment for fish during flood episodes. A log structure immediately downstream from the wetland orifice would locally raise water levels at the refugia entrance during large flows and increase the likelihood of water surface elevations sufficient to allow fish passage into the wetland. The width of the channel at this point would require several anchored logs to achieve significant local elevation of storm flows.

Removal of concrete: Large pieces of concrete are currently located within the stream upstream of the confluence of Camas Creek and Mt. Scott Creek. These pieces of concrete should be removed and the large piece of wood located in this area cut in half to dissuade people from accessing the other side of the creek.

Planting of native meadow: Native forbs should be planted within areas to the south of Mt. Scott Creek. The south side of the meadow should be adjacent to the path that is proposed in this area. This will ensure that park maintenance activities do not extend into the native meadow. This native meadow will likely look unkempt compared to mowed areas of the park, but will provide more diverse habitat for insects and birds.

Control of Invasive Species through Integrated Pest Management: The use of policies and measures contained in the Integrated Pest Management Program developed by Portland Parks and Recreation (PP&R) is recommended to control invasive species within the park. As defined in the Oregon Statutes (ORS 262.1), Chapter 943, “integrated pest management” is “...a coordinated decision-making and action process that uses the most appropriate pest control methods and strategies in an environmentally and economically sound manner to meet pest management objectives. The elements of integrated pest management include: (a) preventing pest problems; (b) monitoring for the presence of pests and pest damage; (c) establishing the density of pest population, which may be set at zero, that can be tolerated or corrected with a damage level sufficient to warrant treatment of the problem based on health, public safety, economic or aesthetic threshold; (d) treating pest problems to reduce population below those levels established by damage thresholds using strategies that may include biological, cultural, mechanical and pesticidal control methods and that shall consider human health, ecological impact, feasibility and cost effectiveness; and (e) evaluating the effects and efficacy of pest treatments.”

As prescribed in the Integrated Pest Management Methodology contained in PP&R’s Integrated Pest Management Program, various integrated pest management measures are evaluated and considered together so that the best overall solutions are chosen and implemented. The prevention of pest problems through good policy and planning are assessed first. Cultural practices, avoidance

measures, and physical means of managing pests are assessed next. Finally, mechanical practices, trapping, biological controls, and the use of natural and synthetic pesticides are assessed.

Incorporation of this integrated pest management policy into the maintenance activities at North Clackamas Park is recommended to ensure the protection of Mt. Scott Creek and Camas Creek and to help restore populations of salmonids in Mt. Scott Creek.

Other maintenance considerations include limiting mowing to areas outside of the riparian zones and within the oak woodland to the north of Camas Creek. The trees in the woodland may be damaged by mowing equipment. To ensure that the bases of the trees are protected and that habitat is improved, shrubs, such as snowberry and Oregon grape (*Mahonia nervosa*) should be planted around the base of each tree.

5.0 CONCLUSION

North Clackamas Park is a valuable community resource and serves many functions. The south side of the park is dominated by more active uses. The north side of the park, with the presence of the two creeks and the woodland, lends itself to more passive uses. As such, improving wildlife habitat and increasing the diversity of native vegetation has been a priority for many of the citizens who have voiced their concerns over the future of the park. The measures briefly described above will ensure that the north side of North Clackamas Park will be focused on improving the natural environment. As funding becomes available, each of the proposals will have more detail. However, many are lower cost solutions and it is hoped that improvements to the habitat within the park can be achieved relatively quickly.

VII. Appendix B - Wetland Delineation Documents

Oregon Division of State Lands wetland delineation concurrence letter



MILWAUKIE

Dogwood City of the West

To: Planning Commission

Through: Katie Mangle, Planning Director

From: Li Alligood, Assistant Planner
Ryan Marquardt, Associate Planner

Date: April 3, 2012, for April 10, 2012, Public Hearing

Subject: File: ZA-11-03, CPA-11-04
File Types: Zoning Ordinance Amendment, Comprehensive Plan Amendment
Applicant: Katie Mangle, Planning Director, City of Milwaukie

ACTION REQUESTED

Continue the public hearing for application ZA-11-03. Take additional public testimony if presented, hold deliberations, and provide direction to staff regarding desired revisions.

BACKGROUND INFORMATION

A. History of Prior Actions and Discussions

- **March 27, 2012:** The Planning Commission discussed the proposal, asked questions of staff, and directed staff to draft revisions to the proposed amendments as outlined below. The Commission continued the public hearing to April 10, 2012.
- **March 13, 2012:** The Commission heard a presentation from staff and took additional public testimony. The Commission closed the public testimony portion of the hearing and continued the hearing to March 27, 2012.
- **February 28, 2012:** The Commission opened the public hearing on the application. The Commission heard presentations from staff, took public testimony, and continued the public hearing to March 13, 2012.
- **January 31, 2012:** The City Council and Commission discussed accessory structure standards, accessory dwelling unit standards, single-family design standards (specifically attached garages), and conditional uses in low-density residential zones during a joint study session.

- **January 24, 2012:** The Commission was briefed on topics in the proposed code amendments, focusing on accessory dwelling units and accessory structures.
- **January 10, 2012:** The Commission was briefed on topics in the proposed code amendments, focusing on single-family dwelling design standards, garage standards, height and mass regulations, and conditional uses in low-density residential uses.
- **December 13, 2011:** The Commission was briefed on topics in the proposed code amendments, focusing on multifamily standards, cottage cluster housing, rowhouses, and land/building ownership configurations.
- **October 25, 2011:** The Commission was briefed on the proposed code amendments for the Residential Development Standards project and identified topics for further discussion.
- **October 11, 2011:** The Commission discussed one aspect of the project: conditional uses in residential zones.
- **September 27, 2011:** The Commission discussed some aspects of the proposed multifamily design standards during a joint study session with City Council.
- **June 21, 2011:** The Commission discussed some aspects of the proposed single family design and development standards during a joint work session with City Council.
- **May 10, 2011:** The Commission received a progress report on the project and public involvement activities to date.
- **January 11, 2011:** The Commission reviewed and provided guidance on the updated public involvement plan and web-based survey.
- **October 26, 2010:** Staff provided the Commission with a project setup summary including the scope of work and project schedule.
- **March 16, 2010:** Staff provided the Commission with a copy of the intergovernmental agreement between the City and the State of Oregon that committed the City to prepare draft code amendments based on priorities that were identified in the 2009 *Smart Growth Code Assessment Final Report*.
- **August 25, 2009:** The Commission reviewed and provided concurrence on the Action Plan presented in the 2009 *Smart Growth Code Assessment Final Report*.
- **July - August 2009:** The Commission held two worksessions to discuss the consultant's code assessment findings, prepared during Phase I of the Smart Growth Code Assistance project.

B. Commission Direction to Staff

At the March 27, 2012 public hearing, the Commission discussed the proposal and provided the following direction to staff:

- Retain the current policy regarding conditional office uses and personal/business service uses in residential zones, and do not expand the areas where those uses would be allowed.
- Expand the list of options for meeting the single-family dwelling articulation requirement.

- Reduce the threshold for triggering the requirement for single-family home additions to meet design standards. The threshold will be reduced from 300 square feet to 200 square feet of street-facing façade area. Different design standards would apply depending on the size of the street-facing addition:
 - 0 – 75 square feet: exempt from all design standards.
 - 75 – 200 square feet: additional façade area subject to only 15% windows (“eyes on the street”) standard.
 - 200+ square feet: entire street facing façade, including additional façade area, subject to “eyes on the street,” “articulation,” and “main entrance” standards as proposed.
- Increase the proposed required front yard landscaping minimum from 30% to 40%.
- Reduce the proposed maximum width of attached garages from 50% of the façade to 40% of the façade, and prepare language that provides options to allow for garage widths of up to 50% through a land use review or by incorporating additional design standards.
- Accessory structures made of plastic or PVC, with tarp, fabric, or other similar materials
 - Prohibit PVC/tarp on accessory structures unless they are located in a rear yard or not visible from the street.
 - Include an exception for greenhouses.
 - Define temporary accessory structures.

The Commission continued the hearing to April 10, 2012, and requested staff to prepare the following information for the hearing:

- Options for relating the construction of large accessory structures in residential zones to agricultural uses on site.
- Images of roof-mounted wind energy systems.
- Images illustrating proposed side yard setbacks for accessory structures of various sizes.
- Information about current off-street vehicle and bicycle parking requirements for new multifamily development.

C. Discussion Items for April 10, 2012, Hearing

Staff will provide the following information to the Commission by April 6, and will be prepared to discuss as needed at the April 10 hearing:

- Overview of the rights of and restrictions on nonconforming uses and structures.
- Outline of options for and implications of increasing the minimum side and rear setback requirements for accessory structures larger than 200 square feet and 10 feet tall.
- Overview of approaches to permitting and screening of detached accessory dwelling units (ADUs) in other communities.

Individual Commissioners have requested that the April 10 hearing include discussion of the following items (all page numbers reference the [February 17, 2012, draft](#) of the proposed code amendments):

- **New issues** (not discussed during the public outreach process and may require additional public input):
 - Should the front setback averaging policy be revised or removed? (*page 77 of 142*)
 - Should different development standards be applied to lots with less square footage than the minimum required by the zone they are in?
 - Allowance for installation of rooftop solar energy systems that do not meet the standards of the Historic Preservation Overlay Zone HP on “Significant” and “Contributing” historic properties. (*page 83 of 142*)
- **Questions about the draft amendments:**
 - Should “will” be changed to “should” in this policy statement? (*page 10 of 142, item 5*)
 - Where are the areas in which Planning Director discretion is allowed (i.e. Type II Variance Review situations)? Should there be more?
- **Policy discussions:**
 - Nonconforming structures and uses:¹
 - What is the potential of proposed amendments to create nonconforming structures? What are tools already in place to address nonconforming situations?
 - Should existing illegal detached accessory dwelling units (ADUs) be allowed to legalize if they do not meet the development standards for accessory structures?
 - Should existing nonconforming accessory structures be able to convert to ADUs?
 - Multifamily design standards (*pages 97- 106 of 142*):
 - Should resident amenities beyond those proposed in the draft code be required for new multifamily development?
 - Should additional requirements and encouragement for sustainability and livability be included for multifamily developments?
 - Detached ADU standards (*pages 80-82 and 127-131 of 142*):
 - What should the maximum size of an ADU be? Should it be limited to a percentage of the primary dwelling?
 - What should minimum setbacks be for a detached ADU? Should they be different than those for other accessory structures?

¹ No change is proposed to the City’s nonconforming structure or use standards as part of this project. These standards are found in Milwaukie Municipal Code (MMC) [Chapter 19.800 Nonconforming Uses and Development](#).

- Should two-story ADUs be subject to a higher level of land use review than single-story ADUs? Should additional screening be required?

Commissioners are encouraged to contact staff in advance of the hearing with any questions or requests for additional information.

D. Community Input

The land use application process for adoption of the draft amendments began on December 13, 2011; the Commission has received copies of the 36 comments submitted by the public since that time.

In addition to the comments submitted during the past 4 months, approximately 200 individual community members participated in forming the draft policy and proposed amendments during the preceding year. Commissioners may find it helpful to review the input received by staff during the outreach process. The following information is available on the project website:²

- [Community Survey Summary Report \(March 2011\)](#) – 82 respondents
- [Community Interview Results \(April 22, 2011\)](#) – 20 interviewees
- [Housing Choices Workshop Meeting Notes \(April 25, 2011\)](#) – 33 attendees
- Steering Committee Meeting Notes – 12 members, 15 participants
 - [February 24, 2011](#): Desired project outcomes
 - [March 31, 2011](#): Overview of existing development standards
 - [May 19, 2011](#): Single-family development standards
 - [June 30, 2011](#): Project goals and compatibility
 - [September 21, 2011](#): Multifamily development and design standards
- Stakeholder Focus Group Meeting Notes (March – July 2011) – 29 participants
 - [Single-family residential standards: NDA leaders](#)
 - [Single-family residential standards: SFR Developers](#)
 - [Multifamily residential standards: NDA leaders](#)
 - [Multifamily residential standards: MFR Developers](#)

Hard copies of all project outreach materials are available for review in the Planning office.

COMMENTS

No comments have been received by the City since the March 27, 2012, public hearing. Staff will continue to collect comments and will provide them to the Commission at or before the April 10 public hearing.

² <http://www.ci.milwaukie.or.us/planning/community-involvement-and-outreach>



MILWAUKIE

Dogwood City of the West

To: Planning Commission

Through: Katie Mangle, Planning Director

From: Li Alligood, Assistant Planner
Ryan Marquardt, Associate Planner

Date: April 6, 2012, for April 10, 2012, Public Hearing

Subject: Residential Development Standards Code Amendments
Supplementary Staff Report for File #ZA-11-03

ACTION REQUESTED

Review the enclosed information and provide direction to staff regarding desired revisions to the draft code.

ADDITIONAL INFORMATION

The Planning Commission has requested additional information about some of the issues discussed at the March 27, 2012, public hearing on the residential development standards update project (land use file #ZA-11-03). Staff is providing the requested information for review and discussion at the April 10 public hearing.

A. Nonconforming Uses and Illegal Structures

There has been some discussion of nonconforming structures with regard to conversion of accessory structures into accessory dwelling units and with regard to existing temporary structures. Staff would like to clarify some important distinctions between what constitutes a nonconforming structure and what constitutes an illegal structure.

- **Conforming structure:** structures that were legally established and meet current zoning standards.
- **Nonconforming structure:** "...a lawful structure ...that does not conform to the City's current development ordinances either because it was established prior to the enactment of City ordinances governing the structure or improvement or because the structure or improvement conformed at the time it was established but applicable City

ordinances have since changed.”¹ *It is important to note that nonconforming structures, by definition, are also legally established structures.*

- **Illegal structure:** any structure other than a conforming structure or nonconforming structure. In most cases, these are structures that did not obtain proper building permits. The ease with which the structure could be legalized depends upon whether it meets current zoning code standards.

The table below illustrates how the variables of zoning regulations at the time of construction, current zoning regulations, and obtaining required building permits affect a structure’s status.

Permit Status	Met Zoning Standards When Constructed		Did Not Meet Zoning Standards When Constructed	
	Meets Current Zoning Standards	Does Not Meet Current Zoning Standards	Meets Current Zoning Standards	Does Not Meet Current Zoning Standards
Obtained Required Permits	Conforming	Nonconforming	Conforming (Note 1)	Situation-specific (Note 1)
No Permits Required (earlier than ~1950; newer, small buildings)	Conforming	Nonconforming	Conforming	Illegal, variance required for legalization
Did Not Obtain Required Permits	Illegal, can be legalized with permit	Illegal, variance required for legalization (Note 2)	Illegal, can be legalized with permit	Illegal, variance required for legalization

Notes on specific cells in the table:

(1) These scenarios imply an error by the City in approving a structure that is in some way inconsistent with applicable zoning standards. The status of a permitted structure that has not conformed to past or current zoning standards would be a situation-specific determination and would likely involve the City’s legal counsel.

(2) In this situation, the structure could have been considered nonconforming if it obtained the required permits before the change in the zoning standards.

If there are questions about the status of a structure (nonconforming vs. illegal), the Planning Director may issue a Director’s Determination based on available documentation. Documentation frequently evaluated for issuing determinations includes historic aerial photographs, City permit and land use records, historic insurance maps, and County Assessor records. The documentation is evaluated against zoning regulations in place at the time the structure was built. Key dates for past zoning regulations are:

- **June 1946:** The City’s first zoning ordinance. It divided the city into 4 districts (commercial, industrial, single-family, and multifamily) and established allowed uses for the zones as well as basic development standards for height and setbacks.

¹ Definition of “Nonconforming development” from MMC 19.201.

Structures established before this point were not subject to zoning regulations and would be considered nonconforming structures in most, if not all, cases.

- **October 1968:** The first major revision of the City's zoning ordinance. This ordinance established the basic framework and zones that are the basis of most of Milwaukie's current zoning regulations. This ordinance was more specific about setback and height requirements, and also introduced regulations for lot coverage and minimum vegetation.

For structures built after 1946, the length of time that the structure has been in place does not have any effect on the structure's status.

The conforming status of a structure is important for several reasons:

- **Conforming structures:** Can be restored or replaced if partially or totally destroyed. Are subject to the base zone standards of their location, and do not require land use review for expansion or improvement.
- **Nonconforming structures:** Can be restored or replaced if partially or totally destroyed. Changes to conforming aspects of the structure do not require land use review, but changes to nonconforming aspects of the structure require a Type II or Type III variance to relevant development standards. Some standards, such as maximum height; are ineligible for variances.
- **Illegal structures:** Cannot be restored or replaced if partially or totally destroyed. Cannot be legally expanded or improved, and may be subject to code enforcement action and legalization or removal.

Some ***hypothetical*** examples for determinations of nonconforming structures are:

Accessory Structure	Status
Garage constructed in 1935: zero setbacks from the side or rear property line; no building permit on file	Nonconforming: this structure was constructed prior to the established prior to enactment of zoning regulations in Milwaukie. The city does not have building permits on record for buildings of this era.
Garage constructed in 1979: zero setbacks from the side or rear property line, no building permit on file	Illegal: 3-5' setbacks were required for accessory structures; city can verify approximate date of construction via aerial photos; city would have required a permit and has reliable record of permits for buildings of this era.
Shop building/RV parking constructed in 1995: 1,200 sq ft floor area; 20 ft tall; meets lot coverage and base zone setbacks; building permit on file	Nonconforming: obtained the necessary permits and met 1995 accessory structure standards; current accessory structure standards more stringent on height and size
Carport installed in 2003: metal siding/roof; 180 sq ft footprint; 10 ft from front lot line	Illegal: not allowed in front yard setback; metal siding not allowed on structures > 120 sq ft

B. Accessory Structure Setbacks

The residential accessory structure provisions are among the most-used sections of the zoning ordinance. Staff responds to many inquiries from property owners about the construction of accessory structures, and 94 have been permitted since 2002 (it is likely that many smaller structures not subject to building permit review have been established as well). It is a relatively inexpensive way to add additional storage or living space to a residential property. The public input during this project strongly supported allowing more flexibility for residential accessory structures, specifically regarding area and height. Staff anticipates that accessory structure standards will affect Milwaukians more frequently than any of the other proposed standards.

The table below shows a comparison of residential accessory structure standards since the adoption of the first zoning ordinance. Changes are highlighted in blue.

Zoning	Max Height	Max Size (sq ft)	Min Side / Rear Setbacks (ft)
Pre-1946	None	None	None
1946	1.5 stories	None	5 / 5
1962	1.5 stories	None	5 / 5
1968	2.5 stories / 35 ft	3-ft setbacks: 450 5-ft setbacks: None	Up to 450 sq ft: 3 / 3 450+ sq ft: 5 / 5
1975	2.5 stories / 35 ft	3-ft setbacks: 480 5-ft setbacks: None	Up to 480 sq ft: 3 / 3 480+ sq ft: 5 / 5
2002	15 ft	Up to 10,000 sq ft lot: 500 10,000 sq ft + lot: 850	5 / 5
Proposed	10 – 25 ft	3-ft setbacks: 200 5-ft setbacks: 600 Dwelling setbacks: None	Up to 200 sq ft: 3 / 3 200 - 600 sq ft: 5 / 5 600+ sq ft: 5 – 10 / 15 – 20

Due to changes to residential accessory structure standards over the years, many accessory structures in the City are nonconforming in regards to side and rear setbacks, square footage, height, or all three. Nonconforming status can make it difficult and costly for a property owner to expand or improve a nonconforming structure.

At the March 27 public hearing on the application, the Commission expressed discomfort with the proposed minimum setback requirements for Type B and C accessory structures,² and briefly discussed some possible alternatives. The Commission discussed two potential approaches; staff suggests a third.

1. Accept draft proposed setbacks as written: The proposed draft responds to the community's desire to allow larger accessory structures on large properties.

² As shown in on page 81 of the February 17, 2011, draft code.

Additionally, there is the possibility that existing small accessory structures (less than 200 sq ft) would become conforming in regards to the side and rear setbacks. Finally, existing nonconformities would not be increased, and legal accessory structures built since 2002 would remain conforming.

2. Increase required rear and side yard setbacks for Type B and C accessory structures: Staff communication during the project has focused on increasing flexibility for residential accessory structures; increasing restrictions on the placement of residential accessory structures would require additional public outreach and/or notification. Additionally, many currently conforming accessory structures would become nonconforming. Expansion or improvement of those would require variances to the nonconforming standard. Finally, existing side and rear setback nonconformities would be increased.

If the Commission is not able to reach agreement on the appropriate direction to take, staff suggests consideration of a third option:

3. Leave accessory structure standards as they are: This option would not address community input, but would avoid creating nonconformities.

C. Accessory Dwelling Units (ADUs)

Accessory dwelling units have been an important topic in the RDS project since its early stages. The public input received on this topic overwhelmingly supported allowing ADUs to be detached from the primary structure and having an easier process for permitting ADUs. There was also support for having ADU design standards, though staff did not receive specific input on that point. The question of how strict the development standards for detached ADUs should be, relative to primary and other accessory structures, was an open issue at the end of the initial public involvement phase.

Recent testimony and comments about ADUs have focused on two topics. The first is privacy for adjacent properties when a new detached ADU is constructed, and the second is whether existing accessory structures that don't conform to the proposed standards for detached ADUs should be allowed to convert to an ADU.

1. Privacy

The proposed code amendments apply some basic design standards to both attached and detached ADUs. The standards for attached ADUs are focused on ensuring that the entire structure maintains the appearance of a single-family dwelling, and the standards for detached ADUs are intended to require some level of design detail that makes the structure look like a dwelling, without requiring that it match the primary structure. In the proposed code, all ADUs would be reviewed against objective standards with a Type I process, which is an administrative decision by the Planning Director without public notice.

Privacy considerations for new ADUs involve the development standards and the design standards that are applied to the ADU. The macro-scale impacts on privacy are determined by the development standards (structure size, height, and placement), and the detailed impacts are determined more by the design standards (placement of window and entrances, screening between properties). In writing early drafts of the proposed code amendments, staff opted to apply the same development standards to both accessory structures and detached ADUs. This decision was made

because many impacts to surrounding properties from the presence of an accessory structure, such as shading and loss of views, are the same regardless of whether it is used as a garage, shop, or dwelling. Another benefit of applying the same standards is that it would facilitate future conversion of an accessory structure into ADU.

Specific concerns about privacy mentioned during testimony and deliberations are 2-story ADUs, placement of windows in a second story and near property lines, screening requirements between properties, and notification of adjacent properties for a proposed ADU. In response to these concerns, staff suggests creating a two-tiered review for ADUs. The tiers would allow for ADUs with minimal impacts to surrounding properties to be approved with a Type I review, and review ADUs that higher potential impacts to surrounding properties to be permitted in a Type II process. The suggestions below are guidelines for what staff believes may be appropriate thresholds for requiring Type II review of an ADU. Staff is awaiting discussion by the Planning Commission on April 10th to decide if these are appropriate guidelines before suggesting specific standards and approval criteria.

ADUs Eligible for Type I Review:

- Attached ADUs (part of the primary dwelling unit)
- Detached ADUs that are:
 - o Limited to a certain height or number of stories
 - o Setback by a certain distance from side or rear property lines
- Suggested design standards: the basic standards for attached and detached ADUs in the proposed code amendments

ADUs Requiring Type II Review:

- Detached ADUs that:
 - o Exceed height a certain height or number of stories
 - o Are within a certain distance from side or rear property lines
- Suggested design standards:
 - o Basic standards for detached ADUs in the proposed code amendments
 - o Screening by fencing or vegetation
 - o Restrictions on window placement in relation to adjacent structures or yards
- Suggested approval criteria:
 - o Maintains an adequate amount of privacy for neighboring dwellings and outdoor spaces
 - o Living areas of the ADU will have adequate space and light for its inhabitants
 - o Building mass and design compliments or does not detract from design of surrounding structures on ADU property or surrounding properties
 - o Adequate screening will be provided, either through existing vegetation, existing fencing, or new vegetation and fencing; on-going maintenance of

the screening may be imposed as a condition of approval for the site with the ADU and recorded on the property

2. ADU Notice Requirements

Another topic that was raised regarding the approval of detached ADUs was gaining consent of surrounding property owners. Staff understands the basic sentiment behind this idea; however, it is not legally permissible for the City to use consent of neighboring property owners as a basis for a decision on a land use permit. It is not permissible whether it is part of the materials required for submitting an application, a sole criterion for approval, or one of multiple approval criteria. Comments from surrounding property owners/residents are an important consideration in land use permitting, and the best way to incorporate such comments is by considering them in relation to approval criteria about privacy and off-site impacts.

Another idea mentioned for the ADU permitting process is providing enhanced notice to properties surrounding the proposed ADU, such as a requirement that neighboring properties sign a statement acknowledging that they are aware of the proposal. This requirement could make it possible for a neighbor who opposes the ADU to stall the proposal by refusing to sign an acknowledgement. An alternative is to require the applicant to document that reasonable efforts were made to inform owners/residents about the proposal, which may be problematic for properties where the owner is a corporate entity or does not reside at the site. Certified mailings may be a solution that can reach such owners and provide evidence of outreach efforts. However, the certification shows only that the notice was received, and not that it was read, understood, or agreed to.

Given all of these limitations, staff does not believe that an alternative notice provides any significant benefits when compared to the normal Type II review notification process (notice mailed to owners and residents within 300 ft, and a notice sign posted on the site).

3. Conversion of Existing Accessory Structures to ADUs

There have been several comments received on the subject of converting existing accessory structures into ADUs. The comments have generally been in support of allowing such conversions regardless of whether the structure meets the proposed standards for detached ADUs (setback, design, etc.).

Staff believes that there are three basic policy options that the Planning Commission can consider on this topic:

- Full Compliance: an accessory structure may convert to a detached ADU only if it meets, or can be modified to meet, the standards for a newly developed ADU. Conversions of structures that could not meet the standards would be required to obtain a variance.
- Compliance with More Lenient Standards: an accessory structure may convert to a detached ADU if it meets standards that are more relaxed than standards for a newly developed ADU. The alternate standards may be height or setback standards that are some percentage of standards for new ADUs and/or exemption from design or development standards for new

ADUs. Conversions of structures that could not meet the alternate standards would be required to obtain a variance.

- Broad Allowance: an accessory structure may convert to a detached ADU if it is a legally established structure, regardless of compliance with any standards for new ADUs. This option could include a provision that the conversion does not bring the structure any further out of conformance with the standards.

Staff feels strongly that for any structure to be converted to an ADU it must be a legally established structure, as described in the discussion above. An owner of an illegal structure may still apply for conversion to an ADU, though the application would need to include land use applications to legalize the structure, such as a variance.

If the Planning Commission does wish to allow more leniency for converting an existing accessory structure to an ADU, the Planning Commission should articulate the basis for that allowance. The basis should distinguish why an existing structure is allowed to convert to an ADU and why a new ADU with the same characteristics would be inappropriate. That distinction may be based on encouragement for reuse of existing structures instead of requiring new construction, or the likelihood that surrounding properties have had time to become accustomed to structures that have been in place for some time. On the other hand, it is also important to consider that an accessory structure can have a different set of impacts when used as a dwelling rather than a garage or storage building.

COMMENTS

The following is a summary of the comments received by the City since the March 27, 2012, public hearing. See Attachment 1 for further details. Staff will continue to collect comments and will provide them to the Commission at or before the April 10 public hearing.

- **Russ Stoll, 8710 SE 42nd Ave, Milwaukie, OR:** Supports prohibition on year-round temporary accessory structures with exemptions for greenhouses; supports the proposed accessory structure setbacks with different setback and orientation standards for detached accessory dwelling units.

ATTACHMENTS

Attachments are provided only to the Planning Commission unless noted as being attached. All material is available for viewing upon request.

1. Comments Received (attached)

Russ Stoll
8710 SE 42nd Ave, Milwaukie

April 5, 2012

After attending the last Planning Commission meeting I was thinking very much about two issues. One was the fact of dilapidated temporary structures that seemed to be acting as permanent accessory structures, especially used to house RVs and such, often in the front yard. The second was the amount of setback you needed in your backyard.

Towards the end of the last meeting, Planning Director Mangle said, "We live in a city."

This did certainly get me to thinking.

Where I raised my family in Chicago, we lived in a world of 1' setbacks and if you put up a solid 6' fence, it was nobody's business what went on behind. I built a deck and a "tree" fort on a handshake 0' setback with my northern neighbor and had to get a zoning variance when I wanted to roof over a second floor deck on a 3' setback to the south, even though the garage I built only had a 1' setback on the south. The standard Chicago lot is 25'x100'.

There were 10 kitchens and dining rooms [out of the 34-unit courtyard building] that looked right down on my backyard from one lot over, about 35' south and up to a third story high. I acknowledge my definition and sense of privacy and such probably differs much from my neighbors here.

Now Milwaukie is a suburban-type city, but a city nonetheless. There is an intersection between property rights and living cheek by jowl with other citizens. Citizens that, for instance, may want to run their chickens in their front yards instead of mowing, or shabbily stash white goods or other heavy metal objects in their frontages, should expect the approbation of their neighbors. There are certain lifestyles that are more appropriate for more rural parts of Clackamas County. "We live in a city."

A true purpose of government is to regulate "neighborhood effects." When I was young, I rented out a house in Cincinnati. The off-the-shelf lease you bought from the stationery store had a standard clause that prohibited parking cars on blocks in the front yard. Behind the house, go to town.

I think at least 90% of the citizens in Milwaukie really want their neighbors to maintain their frontage. It's sort of like the broken windows theory of policing. If the neighbor's frontage goes to hell, there will be more problems down the road. And, it affects neighboring owners financially, so there is a harm.

Here's where I will say that I support the abolition of year-round temporary structures on people's frontage. If it's really temporary, you can pitch a tent in your front yard for a month for whatever purpose. However, as has been averred in some testimony, that because of Oregon weather you want to cover your RV or whatever for over half the year, then it is not really temporary and you need to have a legal accessory structure.

I could see a one-year compliance period, where it may be easier to get a variance on the location of the structure, assuming the neighbors sign off. I would also make it inexpensive to comply. The slide Chairman Batey showed with the gable roof, shingles and gutters could even be thought of as a bit spendy. How about just a nice orange metal sloping roof against the brown PT? Good color scheme and it's cheap, cheap, cheap. The city could offer a generic plan that emphasizes compliance at the least cost.

In a city, we have a fundamental right to insist on some community standards in the frontage.

[But also, if you should want to put a smallish greenhouse in your front lawn, because that's where you get the sun, it should be allowed as a version of landscaping. Greenhouses and front lawn gardening add to the charm of the neighborhood, especially since they are rare.]

Which brings me to a second point. Many of us in Milwaukie have small lots and our lot is our homestead. What we can do in our backyards should never be infringed by the neighbor's desires, within reason and certain setbacks. By living in a city our neighbors have already conceded that we have full rights to our land and they to theirs and we have to fairly compromise. I'll bet most back yards are already fenced or hedge-ed.

If the minimum main house setback is 5', then 5' almost all around should be the rule. Small structures, 3', fine. If I am set back 10' for an outbuilding in a corner, you have sort of taken the two 10' swathes behind it, because now that they're behind the outbuilding they are no longer "in the yard." My little lot is mine, my neighbor's is theirs. Don't change the 3' and 5' rule. My little corner of the Ardenwald has many 1' and 3' setbacks for garages and I've seen some close-to-zero-lot line-outbuildings and we seem to get along fine.

However, putting a new dwelling unit on a single family lot is entirely a horse of a different color. Please set the rules for setbacks and orientation of ADUs in a unique way. They are a completely new use and the privacy of the neighbors must be valued as highly as the rights of the landowner seeking the ADU, again, within reason. I have a lot of confidence in the Planning Commission to do the right thing on this but I would urge them to not over think this. Try to guaranty privacy and, because it is a new use, promise to revisit it soon, say, after the first 10-15 implementations or some such thing.

Thank you.

Russ Stoll