

Memorandum

То:	Martha Bennett, Metro Chief Operating Officer
From:	Vera Kolias, Associate Planner
Through:	Dennis Egner, Planning Director
CC:	Rebecca Hamilton (via e-mail) Land Use File #CPA-2018-001
Subject:	Proposed Comprehensive Plan Amendment – Repeal Scott Park Master Plan
Date:	February 9, 2018

As required by Milwaukie Municipal Code Section 19.1008.3.C, I am providing notice to Metro of proposed amendments to the Milwaukie Comprehensive Plan. The City proposes to do the following:

• Repeal the *Scott Park Master Plan,* a Comprehensive Plan Ancillary Document that was adopted in 1990, is out of date, and has not been implemented.

The Scott Park/Ledding Library site is located in the downtown just north of City Hall on a 2.3acre site. In 1990, the City embarked on a process to create a master plan for the site. The goal of the proposed improvements was to address the issues of poor visibility and unsafe pedestrian and vehicular access by preserving and enhancing the site's natural resources, improving pedestrian and vehicular access, and improving site identity. In November 1990, the City Council adopted the master plan, which includes detailed estimated construction costs and proposed phasing of improvements, as an ancillary document of the Milwaukie Comprehensive Plan.

To date, none of the proposed improvements have been completed and some minor site improvements have been made that do not match the master plan. Further, the adopted plan did not anticipate any changes or improvements to the Ledding Library building, which is the primary reason for this proposed plan amendment.

In May 2016, the citizens of Milwaukie passed a bond to fund improvements and expand the Ledding Library. After two city-wide community meetings seeking feedback on different elements on library design and on the evolution of preliminary designs, the City is moving forward with a 20,000-sq ft one-story library on the site of the existing library.

The library project conflicts with some specific elements of the Scott Park Master Plan diagram, but not with the stated goals:

- Phase 1 Goal: To improve pedestrian and vehicular access as well as the visibility of the park and library facility and to provide formal viewing opportunities for viewing along the Spring Creek Pond edge.
 - The proposed plans for the library project include key civic design elements:
 - A gateway colonnade and direct path to the main library entry and Scott Park
 - The building meets the urban street corner at Harrison St and 21st Ave with large windows providing views out from the library to City Hall and views into the library and through to the wooded area around the pond.
 - Although Scott Park and the amphitheater are occasionally well attended during programmed events, the park suffers from being largely hidden from the library and isolated from the rest of downtown. By extending the new library structure northward and closer to the amphitheater, there will be more eyes on the park via more regular activities and access. The proposed library design locates the children's area of the library at the north end so that children's programs and activities can spill outside into the park.
 - The proposed design includes a bark mulch walking path along the pond edge providing many viewing opportunities to the pond.
 - Phase 2 Goal: To enhance the role of Scott Park as a natural resource habitat area.
 - The proposed plans include:
 - Five stormwater gardens are proposed for the site to both provide stormwater treatment and create natural habitat areas.
 - All areas of temporary disturbance to resource areas will be restored to equal or better condition and will be planted with native tree, shrub, and herbaceous ground cover species. In addition, other areas outside the footprint of the proposed structure will be restored and planted with native tree, shrub, and ground cover species.
 - Yellow flag iris, a noxious weed as listed by the Oregon Department of Agriculture, within the pond itself will be removed.
- Phase 3 Goal: To replace, relocated, or restore existing park improvements.
 - The proposed project does not include the restoration of the amphitheater or the construction of a new fountain and plaza. However, as noted above, the new building directly connects the public and library patrons to the park.
 - The Milwaukie Urban Renewal Plan, adopted in August 2016, identifies improvements to Scott Park as a specific project to be funded and implemented.

The *Scott Park Master Plan* as adopted in 1990 is included with this notice as well as the proposed library plans as submitted for Planning Commission review.

The Milwaukie Planning Commission is tentatively scheduled to hold a hearing on this amendment on March 27, 2018. The staff report for this hearing will be available online on March 21 at <u>https://www.milwaukieoregon.gov/bc-pc/planning-commission-2</u>. Staff anticipates that the earliest date on which Milwaukie City Council will hold a hearing on this amendment is May 1, 2018. Assuming this Council hearing date is kept, the City would submit an analysis demonstrating consistency with Metro's Urban Growth Management Functional Plan by April 16, 2018 City staff will coordinate with Rebecca Hamilton and inform her when revised drafts, staff reports, and other materials related to this project become available. Vera Kolias is the lead city staff person working on this project, and can be reached at 503-786-7653 or <u>koliasv@milwaukieoregon.gov</u>.

CH	IAPTER 5—TRANSPORTATION, PUBLIC FACI	LITIES AND EN	VERGY CONSERVATION:
•	Title Page	#1666	November 7, 1989
•	Transportation Element	#1975	December 4, 2007
•	Public Facilities and Services Element	#2072	August 20, 2013
•	Energy Conservation Element	#1666	November 7, 1989
CH	IAPTER 6—CITY GROWTH AND GOVERNMI		
•	Title Page		
•	City Growth Element	#2045	March 6, 2012
AP	PENDICES:		
•	Appendix 1—Historic Resources Property List		
•	Appendix 2-Natural Resources Property List		
•	Appendix 2—Natural Resource Sites Map	#2036	August 16, 2011
AN	NCILLARY DOCUMENTS: (not included in this of		
•	Ardenwald Park Master Plan		
•	Balfour Park Master Plan		
•	Bowman-Brae Park Master Plan	#2107	October 20, 2015
•	Central Milwaukie Land Use and		
	Transportation Plan	#2110	December 15, 2015
•	Downtown and Riverfront Land Use		
	Framework Plan		
•	Elk Rock Island Natural Area Management Plan		•
•	Furnberg Park Master Plan		
•	Homewood Park Master Plan		
•	Johnson Creek Resources Management Plan		
•	Kronberg Park Master Plan		
•	Lake Road Multimodal Connection Plan		•
•	Lewelling Community Park Master Plan		
•	Milwaukie Vision Statement		
•	North Clackamas Park North Side Master Plan	#2049-1	August 7, 2012
•	North Clackamas Urban Area Public		
	Facilities Plan (4 volumes)	#1691	November 6, 1990
• -	Scott Park Master Plan		
•	Spring Park Master Plan		
•	Springwater Corridor Master Plan		A
•	Stormwater Master Plan		U i
•	Tacoma Station Area Plan		
•	Town Center Master Plan		
•	Transportation System Plan		
•	Wastewater Master Plan		
•	Water Master Plan		
•	Water Tower Park Master Plan	#1825	December 2, 1997
•	Wichita Park Master Plan	#1851	January 19, 1999

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ANCILLARY DOCUMENTS (not included in this document; available for additional charge):

- Ardenwald Park Master Plan
- Balfour Park Master Plan
- Bowman-Brae Park Master Plan
- Central Milwaukie Land Use and Transportation Plan
- Downtown and Riverfront Land Use Framework Plan
- Elk Rock Island Natural Area Management Plan
- Furnberg Park Master Plan
- Homewood Park Master Plan
- Johnson Creek Resources Management Plan
- Kronberg Park Master Plan
- Lake Road Multimodal Connection Plan
- Lewelling Community Park Master Plan
- Milwaukie Vision Statement
- North Clackamas Park North Side Master Plan
- North Clackamas Urban Area Public Facilities Plan (4 volumes)
- Scott Park Master Plan
- Spring Park Master Plan
- Springwater Corridor Master Plan
- Stormwater Master Plan
- Tacoma Station Area Plan
- Town Center Master Plan
- Transportation System Plan
- Wastewater Master Plan
- Water Master Plan
- Water Tower Park Master Plan
- Wichita Park Master Plan

ANCILLARY MAP (not included in this document; available for additional charge):

• Title 4 Lands Map

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MASTER PLAN for Scott Park

City of Milwaukie



August 2, 1990



MILWAUKIE PARKS MASTER PLAN PROJECT SCOTT PARK

OVERVIEW: CONTEXT

Situated in an important part of downtown Milwaukie, Scott Park lies to the north of City Hall and the Transit mall. Ledding Library, situated on the grounds of the park, is a community-wide cultural resource and as such acts as a magnet to the site.

Scott Park lies on the west bank of Spring Creek Pond and is designated a natural resource area due to the valuable habitat provided on site for domestic and migratory waterfowl.

The site is an important pedestrian destination for downtown residents; it provides both a cultural resource in the library and a needed respite from the everyday stress of an urban environment. Scott Park provides a transition between residential uses and commercial and civic functions. The site is also one-third of an important grouping of civic uses in the downtown area: City Hall, Milwaukie Junior High School and Ledding Library, and as such serves as a valuable focus for community services. The site is adjacent to an existing grocery store and the patterns of pedestrian and vehicular access to the park and the library are inextricably linked with this use.

Scott Park is best classified as a special-use area, strongly linked to the uses around it, and one which takes its cue from the patterns of these surrounding uses.

OVERVIEW: SITE

The Scott Park/Ledding Library site was bequeathed to the city by Florence Olson Ledding, stepdaughter of Seth Leweling. The site is bordered on the east by a pond filled by Spring Creek. The pond is under private ownership and its rock wall edge is in a state of disrepair. A concrete weir lies across the pond at its northern edge. The park area and Library grounds contain many mature trees and shrubs as well as numerous monuments dedicated to residents of the city, including the Pioneer Bench, Silas and Eva Peake Memorial Fountain, Lee and Alice Measure Fountain, the Scott Memorial marker and the Nell Martin Amphitheatre.

The site is bordered by commercial uses to the north and west and by residential/ office conversions to the east across the pond. Parking for the site lies to the north of the library and is screened from the neighboring Safeway by a tall arborvitae hedge.

PROCESS

Initially, a site analysis plan showing on- and off-site issues and opportunities was prepared for discussion and review at two neighborhood meetings, during which various aspects of the Park's special character and needs for improvement were discussed. Observations and special needs were outlined by participants. For the second meeting, a preliminary master plan was prepared for presentation in response

to these needs and the consultant's on-site observations of design opportunities. Having reached a consensus on the proposed improvements for the park, the Master Plan has been finalized and an outline has been prepared detailing estimated construction costs and proposed phasing of improvements.

CONCLUSIONS

Site constraints at Scott Park are relatively few, given its developed nature. The immediate need is for repair and restoration of landscape and site improvements.

The site also suffers from poor visibility and potential security problems. Vehicular and pedestrian access to the site is unsafe and requires mitigation.

A major issue revolves around the natural resource status of the site. The pond is home to domestic and migratory waterfowl while providing a needed respite for downtown residents. How this habitat is affected by park restoration improvements and increased use is of great importance.

The goal of the proposed improvements is to address the above issues by preserving and enhancing natural habitat, improving pedestrian and vehicular access, and improving site identity.

NATURAL RESOURCE OVERLAY ZONE

A major aspect of the South Park/Ledding Library Master Plan is the role of the site as a significant natural area surrounded by increasingly urbanized uses. The following narrative addresses outline requirements as set forth in Section 3.26.07; Natural Resource Overlay Zone Development Standards of the City's Zoning Ordinance.

- A. The goal of the proposed improvements is to protect and enhance the existing riparian habitat by restricting pedestrian access to the pond edge and adjacent embankment and by replanting bare, eroded slopes with native and riparian plant species.
- B.1 The existing asphalt pathway is proposed to be removed and the area revegetated. New areas are to be constructed at (3) points to provide formal viewing opportunities and to control pedestrian access along the pond embankment.
- B.2 No existing trees are proposed to be removed in the area adjacent to the pond.
- B.3 Not applicable.
- B.4 Proposed walkways, steps and ramp connections to viewing areas will be sited in the field so as to avoid the removal of any trees along the embankment.

Existing tree preservation areas will be established and fenced prior to construction and will be maintained during construction. No work will be allowed in these areas.

At present very little groundcover, shrub or understory vegetation exists on the embankment. The objective of replanting is to provide the desired vertical layering and restore horizontal continuity of vegetative habitat.

- B.6 The purpose of the proposed revegetation will be to decrease surface water flow velocities and increase the amount of potential moisture absorbing capacity of the soils.
- B.7 Walkway, step and ramp construction will be sequenced and monitored to prevent soil erosion during construction. An erosion control plan will be prepared prior to approval of construction plans for any work on the site.
 - B.9 Not applicable.
 - B.10 See B.2 above.
 - B.11 Not applicable.

PHASING OF IMPROVEMENTS

PHASE I IMPROVEMENTS TO 21st STREET & PARK ENTRY

The goal of the Phase I improvements is to improve pedestrian and vehiclular access as well as the visibility of the park and library facility and to provide formal viewing opportunities for viewing along the Spring Creek Pond edge.

A. Access Improvements to S.E. 21st

Purpose:

To improve identity, visibility and access to library and to construct any necessary utility improvements and/or relocations.

Demolition:

- Remove curb 340 l.f.
- Remove concrete sidewalk 2,400 s.f.
- Remove existing steps to library
- Remove and prune existing shrubs on south and west side of library - 2,200 s.f.

SU	BTOTAL	\$ 6,750.00
Ne	w Construction:	
н.	Construct new catch basin	\$ 1,500.00
н.	Apply a.c. paving to c.l. of 21st - 3,000 s.f.	\$ 2,700.00
8	New curb - 290 l.f.	\$ 2,600.00
н	New 6' concrete sidewalk	\$ 10,000.00
н.	New retaining wall	\$ 12,000.00
а.	New sign for library - Lump Sum	\$ 5,000.00
ж.	New striping for parallel parking	\$ 250.00

\$ 34,050.00

B. Parking Area Improvements

Purpose:

SUBTOTAL

To improve park/library parking area, visually "open up" and improve the identity of the park.

Demolition:

- Remove curbing on west side of parking 60 I.f., remove a.c. paving and 12" base rock for traffic circle and planter island - 1,500 s.f.
- Remove arborvitae hedge.

SUBTOTAL

New Construction:

	New curb (poured in place concrete) for traffic circle -		
	110 l.f.	\$	1,000.00
	New curb (poured in place) for landscape island		
	in parking lot - 40 l.f.	\$	375.00
8	Base rock in potholes (7 c.y.) & A.C. paving		
	(2" lift over parking lot) - 7,500 s.f.	\$	6,750.00
e) i	(2" lift over parking lot) - 7,500 s.t. Restripe parking lot Scott Park sign monument - Lump Sum	\$	500.00 5,000.00
		\$	
	Lawn, planting & irrigation - 1,500 s.f.	\$	3,375.00
SU	BTOTAL	\$	17,000.00

C. Walk Steps and Viewing Platform

Purpose:

To provide access to a viewing point overlooking pond (ramped for handicapped access) prior to removal of the existing a.c. walkway along pond's edge.

	ASE I SUBTOTAL		88,775.00
SU	BTOTAL	Ś	29,125.00
8	New plantings - 1,600 s.f.	\$	3,600.00
B .1	Retaining walls - 100 l.f. & pull bar	\$	6,300.00
10	Construct ramp - 1,250 s.f.	\$	3,125.00
8	Construct sidewalk - 4,150 s.f.	\$	9,350.00
	(wood decking, railing and bench) - 450 s.f.	\$	6,750.00
- 18	Construct viewing platform		

PHASE II POND EMBANKMENT STABILIZATION AND REPLANTING

The goal of Phase II improvements is to enhance the role of Scott Park as a natural resource habitat area. This is achieved by reducing unrestricted pedestrian access along the west bank of the pond and replanting the west embankment with native and riparian plant species. This will serve to mitigate the increasing erosion of bank soils and provide additional habitat for waterfowl that inhabit the pond. Additional viewpoints are proposed in this phase to provide areas for passive use above the pond that will not impact the pond embankment.

Demolition:

Remove existing a.c. pathway along pond edge - 1,400 s.f. \$ 1,500.00

\$

750.00

Remove existing concrete steps and bench

New Construction:

Replant native and riparian plant species - 10,000 s.f.	\$ 18,500.00
Construct south viewing area on Harrison Street (300 s.f. terrace steps, 720 s.f. concrete walk)	\$ 3,600.00

PHASE II SUBTOTAL

\$ 24,350.00

PHASE III SCOTT PARK IMPROVEMENTS

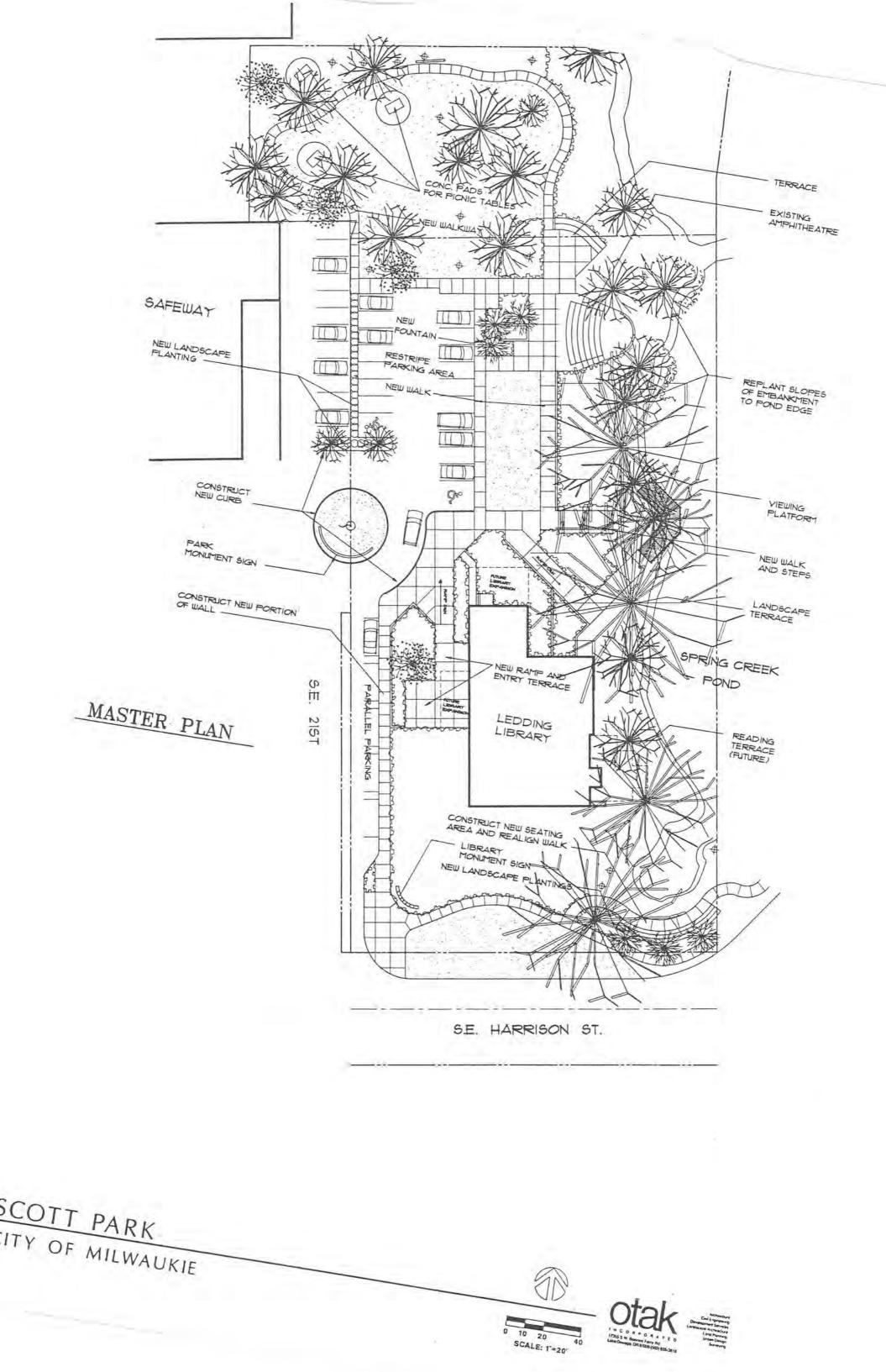
Phase III improvements are centered around the replacement, relocation or restoration of existing park improvements. These include the restoration of the park's amphitheater, the removal and reconstruction of the two fountains on the site in a small plaza area adjacent to the amphitheater and the construction of an additional viewpoint on the pond north of the amphitheater plaza.

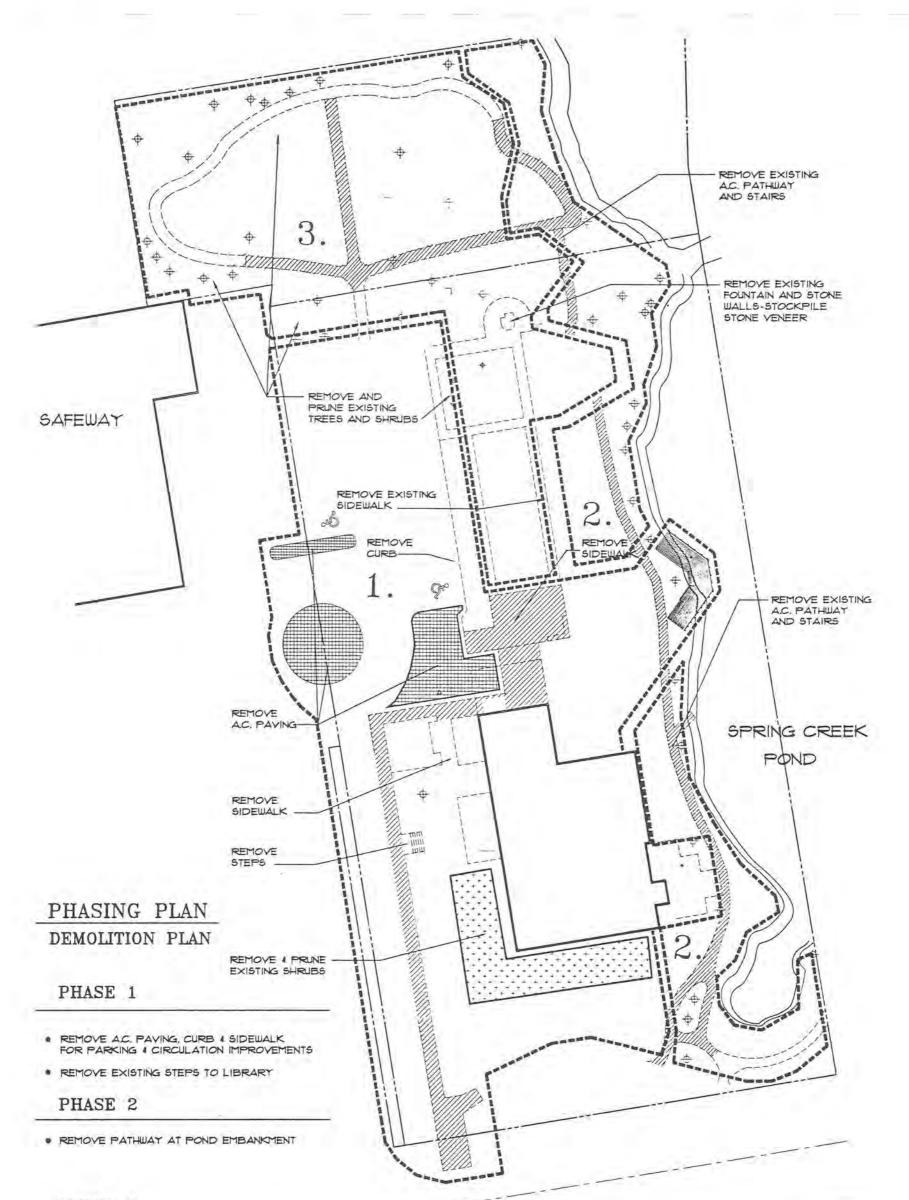
A. Amphitheater Improvements

Demolition:

- Remove existing fountain and stone walls.
 Stockpile stone for re-use (optional)
- Remove and/or relocate existing plantings as directed.
- Remove and/or prune selected trees and shrubs.

	SUBTOTAL	\$ 3,000.00
Ne	w Construction:	
	 Construct new concrete sidewalk adjacent to east curb of library parking lot- 720 s.f. 	\$ 1,800.00
	 Construct new fountain and 'plaza' Construct new viewing terrace along pond edge north of 	\$ 8,000.00
	amphitheater - 500 s.f. SUBTOTAL	\$ 3,000.00
В.	Picnic Area Improvements	
	Demolition: Remove existing walkway 1,000 s.f.	\$ 1,000.00
	New Construction: Construct new walk and pads; irrigation system	\$ 17,500.00
	SUBTOTAL PHASE III SUBTOTAL	 18,500.00 34,300.00
	 Engineering TOTAL PHASES I, II & III 	 14,500.00 161,925.00





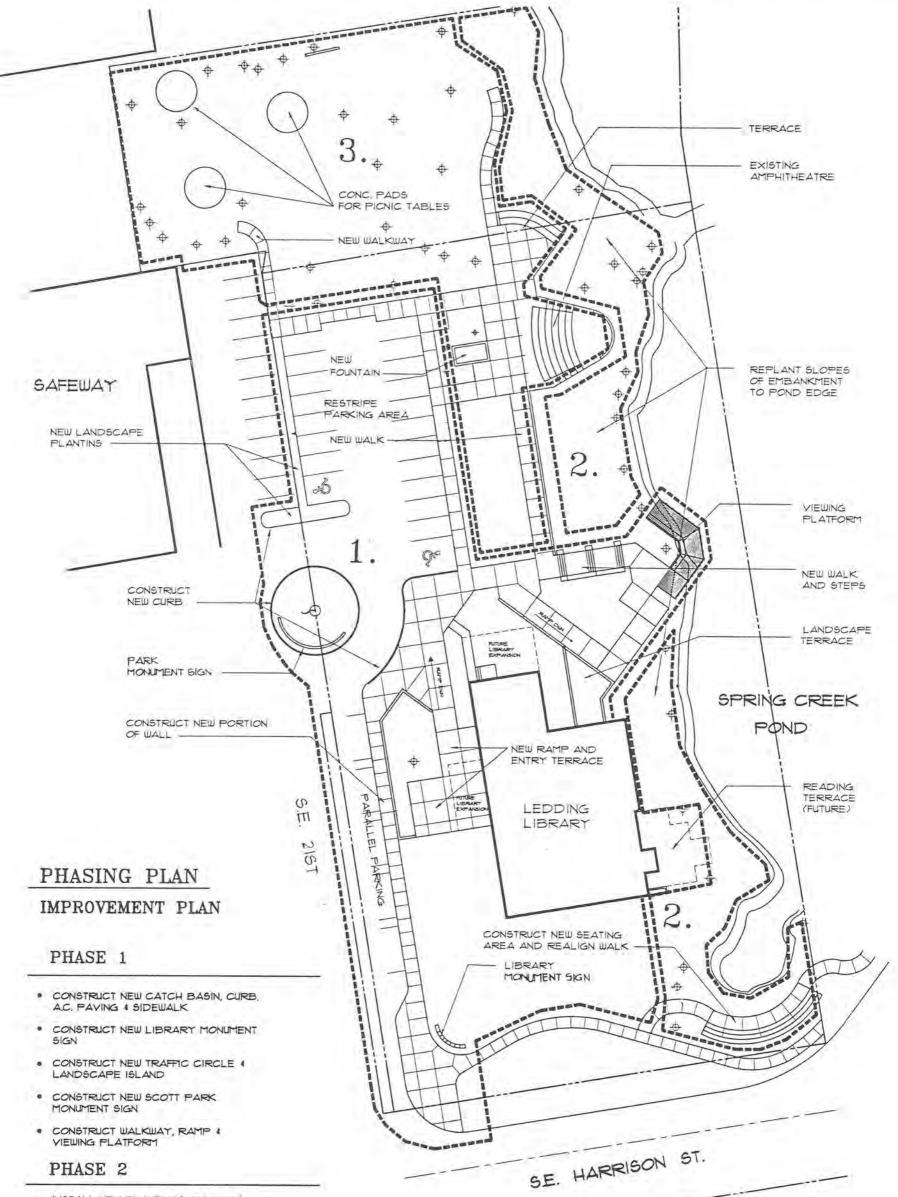
PHASE 3

- REMOVE EXISTING FOUNTAIN AND ARBOR
- · REMOVE EXISTING WALKS









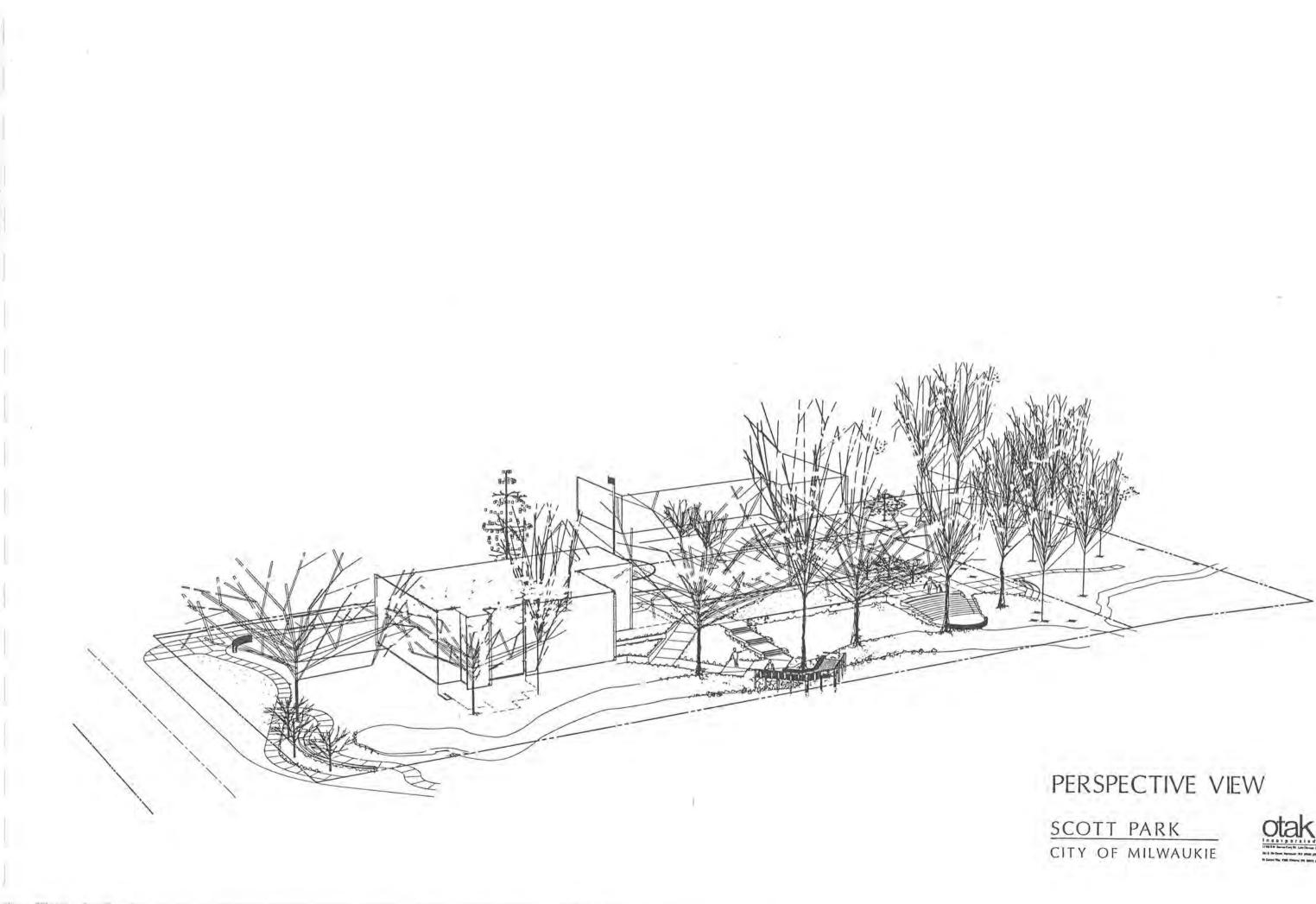
- . INSTALL NEW PLANTINGS OM POND EMBANKMENT
- · CONSTRUCT HARRISON ST. VIEWING AREA

PHASE 3

- · CONSTRUCT NEW FOUNTAIN 4 PLAZA
- · CONSTRUCT NEW VIEWING AREA NORTH OF AMPHITHEATRE
- . CONSTRUCT NEW WALKWAY CONNECTIONS TO EXISTING PARK WALK & INSTALL PICNIC TABLE PADS

SCOTT PARK CITY OF MILWAUKIE









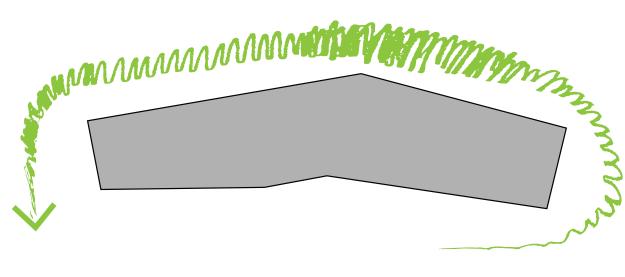


LEDDING LIBRARY

PLACE HACKER



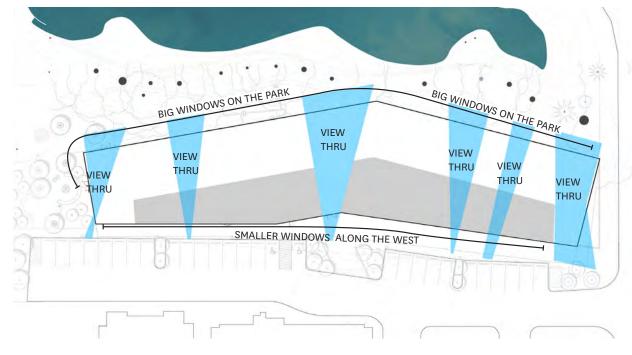
LANDSCAPE SITE PLAN



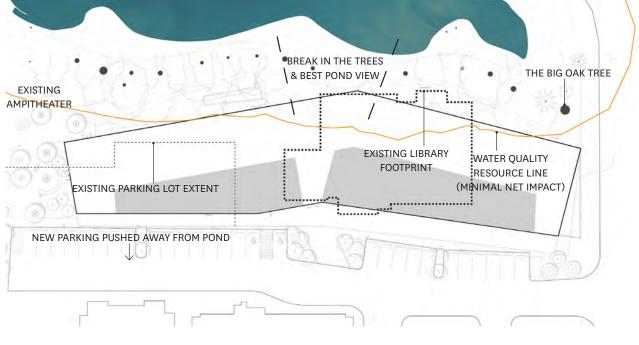
SURROUND THE LIBRARY WITH NATURE



SPACES AROUND THE BUILDING CORE

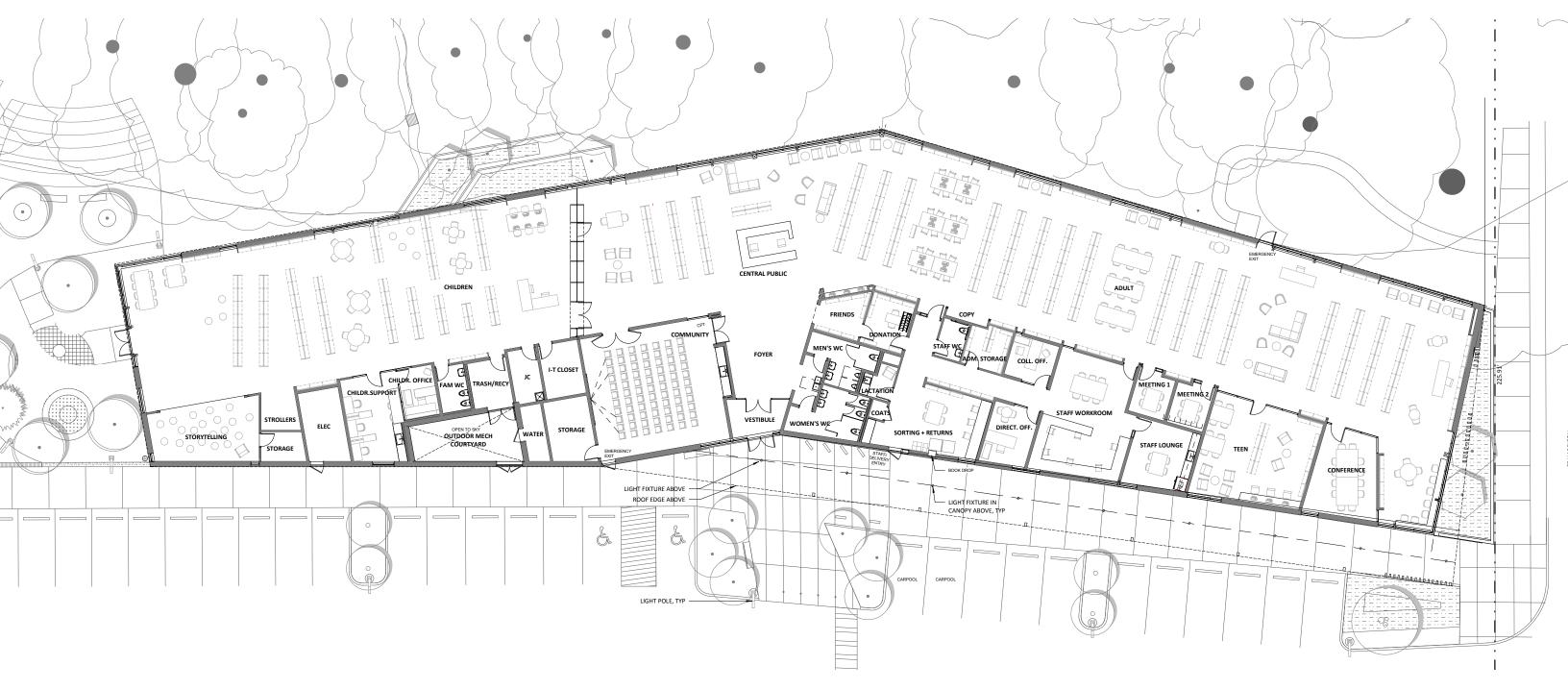


USE WINDOWS FOR VIEWS THROUGH TO PARK & TO OPTIMIZE ENERGY CONSERVATION



SHAPE THE NEW FOOTPRINT TO NAVIGATE NATURAL SITE FEATURES

FLOOR PLAN DIAGRAMS





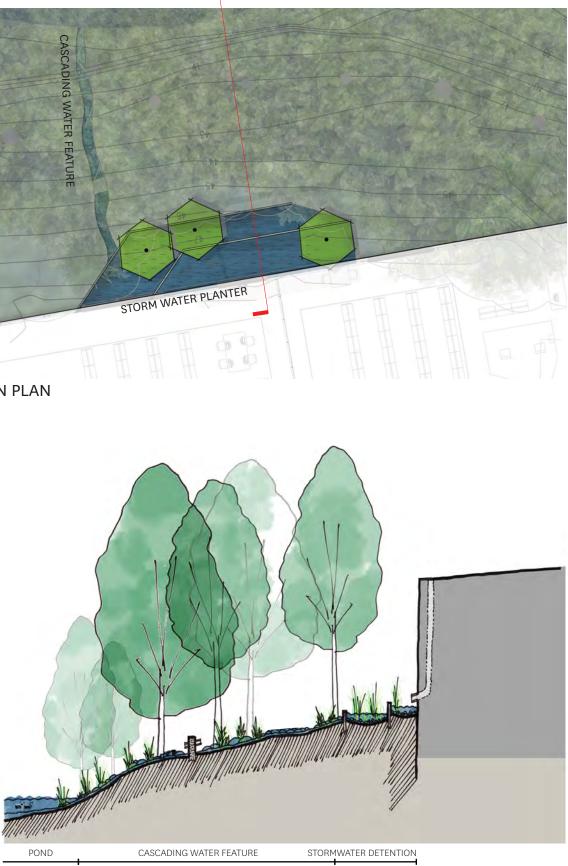
LIBRARY FLOOR PLAN

25

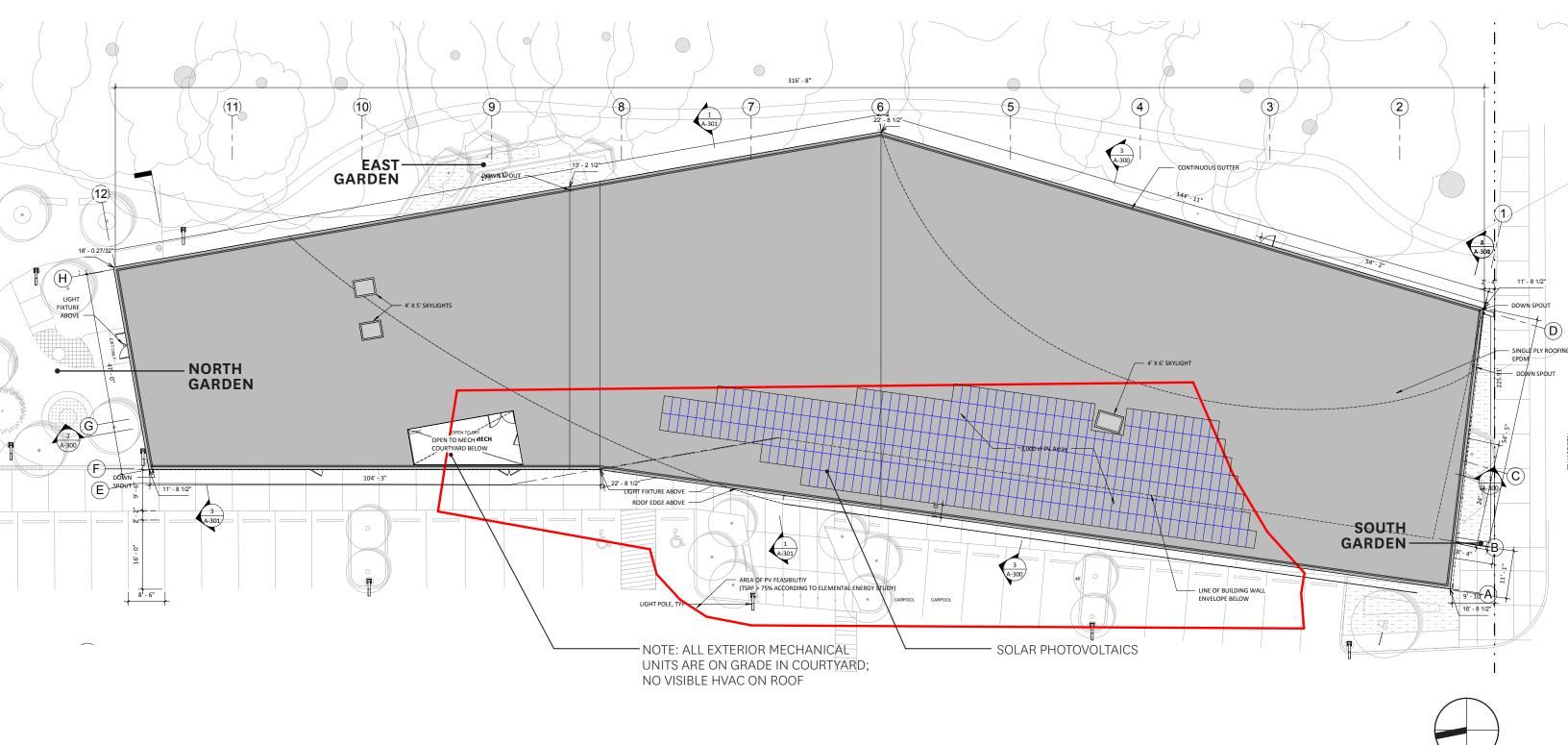




PRECEDENT IMAGES



EAST GARDEN SECTION A



ROOF PLAN

27



VIEW OF NORTH GARDEN

TREES



Cercidiphyllum - Katsura 2" cal, multistem

GARDEN PLANTING



Arctotaphylos uva-ursi - Kinnikinnick 1 gal.

Confederate - Jasmine - Star Jasmine 1 gal.

STORMWATER PLANTING



carex obnupta - slough sedge 1 gal.

juncus patens - rush 1 gal.

ribes sanguineum - red flowering currant 3 gal.

cornus kousa - japanese dogwood 2" cal, multistem



NORTH GARDEN

North Garden manages stormwater from building roof and maintains a connection to the amphitheater

NORTH GARDEN PLAN

29



WALKWAY TO MAIN LIBRARY ENTRY

VIEW FROM HARRISON STREET

WOOD SOFFIT ON CANOPY WITH DOWN LIGHTS

METAL TRIM

EXTERIOR SHEET METAL FASCIA

WOOD SIDING - SEMI-OPAQUE STAINED, TIGHT-KNOT CEDAR BOARD AND BATTEN SIDING

WOOD SCREEN - 1 X 4 AND 1 X 6 CEDAR STAINED TO MATCH SIDING

FIBERGLASS WINDOW SYSTEM - BLACK

STORMWATER PLANTER- CAST IN PLACE CONCRETE

TREES



acer circinatum - vine maple 1.5" cal, multistem

ulmus propinqua - EMERALD SUNSHINE ELM 4" cal, well branched

GARDEN PLANTING



bouteloua gracilis - blonde ambition grass, 1 gal.

mahonia nervosa - creeping oregon grape 2 gal.

nandina domestica 'gulf stream' - heavenly bamboo, 2 gal.

sarcococca ruscifolia - fragrant sarcococca, 1 gal.

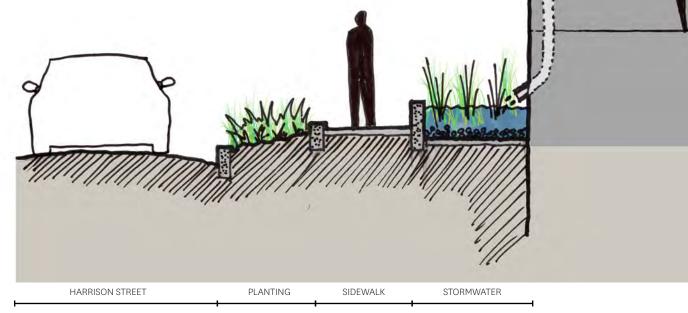
STORMWATER PLANTING

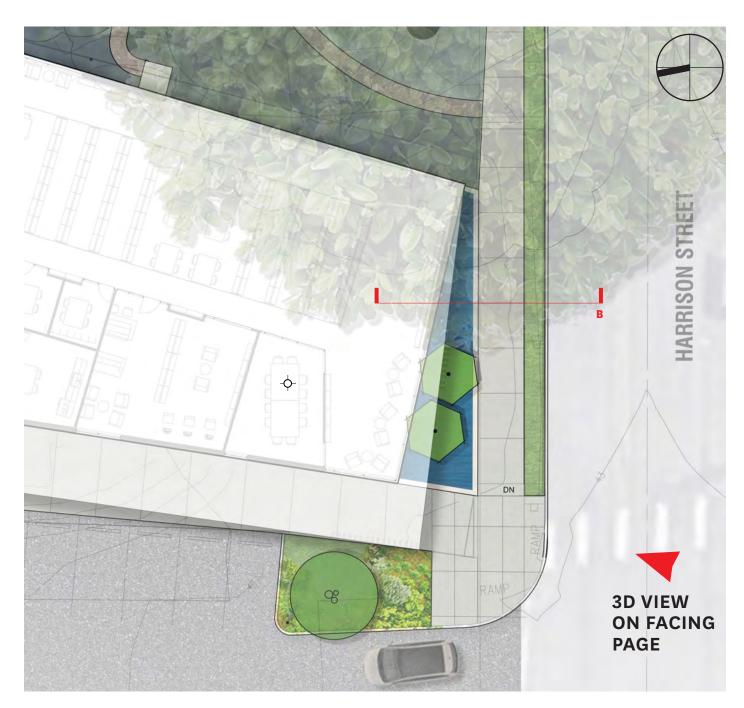


carex obnupta - slough sedge 1 gal.

juncus patens - rush 1 gal.

ribes sanguineum - red flowering currant 3 gal.





SOUTH GARDEN SECTION B

00

SOUTH GARDEN North Garden manages stormwater from building roof and maintains a connection to the amphitheater



COMMUNITY ROOM MAIN LIBRARY ENTRY

VIEW FROM PARKING AT MAIN ENTRY



WOOD SOFFIT

METAL LOUVER TO MATCH WINDOW MULLIONS

METAL TRIM / GUTTER EXTERIOR SHEET METAL FASCIA

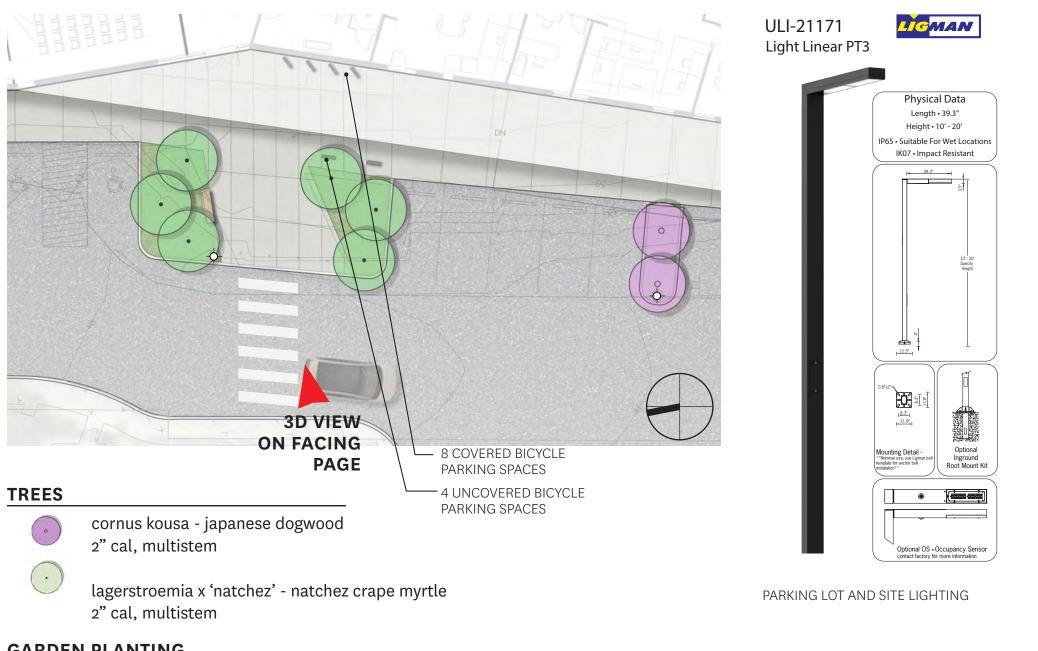
BOOK DROP

WOOD SIDING - SEMI-OPAQUE STAINED, TIGHT-KNOT CEDAR TONGUE AND GROOVE SIDING

METAL COLUMNS

FIBERGLASS WINDOW SYSTEM - BLACK

PLANTER



GARDEN PLANTING

bouteloua gracilis - blonde ambition grass, 1 gal.

mahonia nervosa - creeping oregon grape, 2 gal.

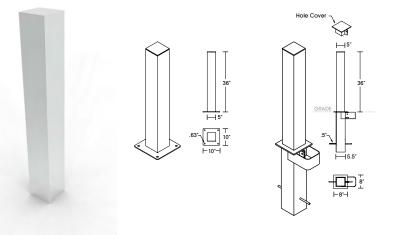
nandina domestica 'gulf stream' - heavenly bamboo, 2 gal.

sarcococca ruscifolia - fragrant sarcococca, 1 gal.

spiraea betulifolia - birchleaf spirea 1 cal.



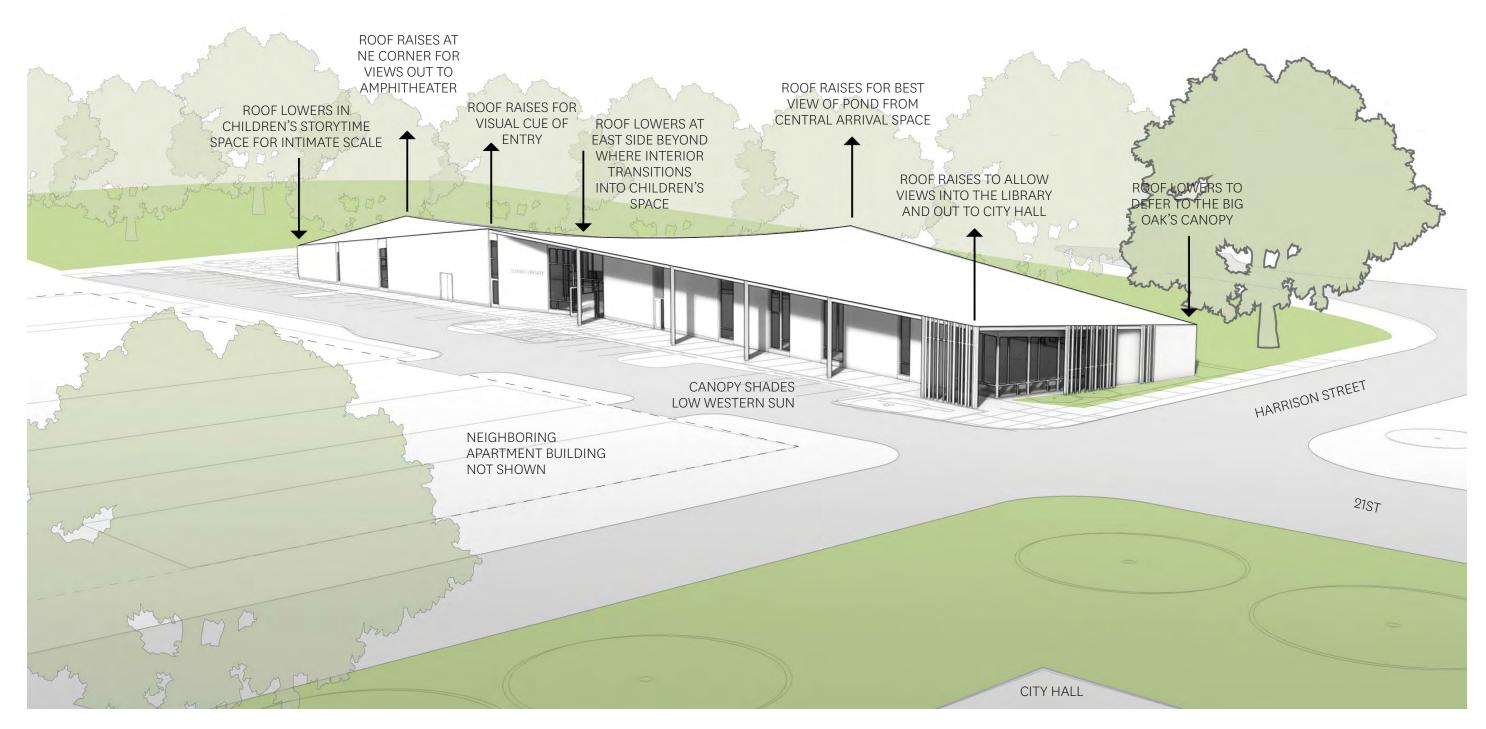
BICYCLE PARKING



FLAT TOP SQUARE BOLLARDS: HUNTCO 5" FLAT TOP; BLACK

CONNECTED TO MILWAUKIE'S LANDSCAPE

The undulating roof form continues the fluid river shape concept. The continuous roof rises and falls in response to the site's context and natural features



ROOF FORM DIAGRAM