



**PORTLAND PARKS & RECREATION**

Healthy Parks, Healthy Portland



# East Holladay Park Master Plan

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*Cover photo:*

View from NE Holladay Street including new parking lot

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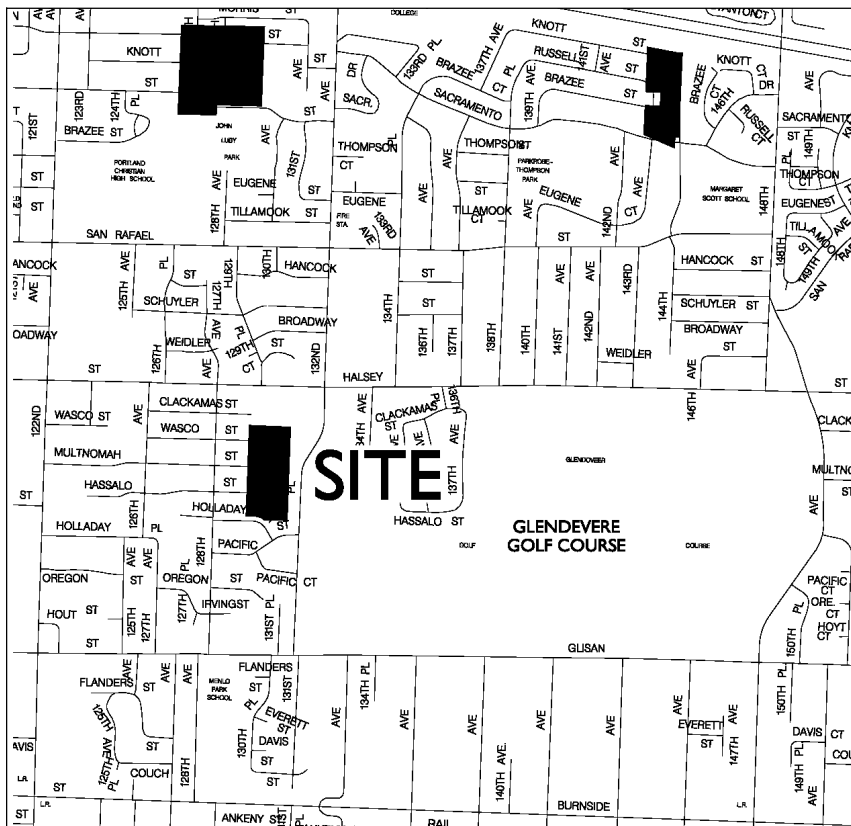


# Introduction

## Purpose of the Master Plan

A Level 1 master plan is intended to produce a site plan and concept for parks that are typically five acres or less and that do not have complex issues to solve. The master plan considers the park in the context of all parks in the area and provides a unified plan for use and development. The master plan guides current management and informs future development when funds become available. For parks with limited development funds, it is a way to develop an agreed-upon set of improvements that can be implemented in partnership with neighbors and park users. The master plan can also assist with fund-raising.

## Description and Location of East Holladay Park



East Holladay Park is a rectangular 5.72-acre park in northeast Portland located just south of Northeast Halsey Street and west of Glendever Golf Course at approximately NE 130<sup>th</sup> Ave. and NE Holladay Street in the Hazelwood Neighborhood.

The site is undeveloped except for a new 12-car parking lot located at its south end. It has less than 200 feet of street frontage on Northeast Holladay Street. It is 334' wide, in the east-west direction, and 752' long at its longest north-south dimension. It is bordered by residences on its

east and west sides, and by a Portland General Electric (PGE) substation and an undeveloped PGE property on its north side. On the west boundary of the park, two narrow streets dead-end at the park, and just north of the site another street dead-ends into the undeveloped PGE property. A dog off-leash area is located in the north end of the park near the undeveloped PGE lot.

## Level 1 Master Planning Process

A Level 1 Master Plan is a simplified site plan and conceptual development plan for small parks. The process involves initial inventory and research work by staff, public involvement consisting of an initial newsletter and questionnaire, community design workshops, the posting of plans on the PP&R web site, a public comment period and a review of the results with the community. The final step is to develop the final site plan and a summary document.

## Preliminary Plan

The community design workshops for East Holladay Park resulted in a plan that included the plan elements that all participants agreed to, and also distinguished two optional elements that were proposed by a portion of workshop participants, but did not meet with the approval of the entire group. The plan was available for public comment in several community locations during the month of October. There was strong support for the consensus plan. The two optional elements and one component of the consensus plan received mixed responses.

# Existing Conditions

## Site History

### ACQUISITION

The land was sold by Portland General Electric to Multnomah County in 1969. The area was annexed from the County into the City in the mid-1990s. In 1994, the park was offered to the City of Portland by Multnomah County along with nine other east county park properties. The land was transferred to the City the same year.

### PRIOR DEVELOPMENT PROPOSALS

As part of an effort to develop soccer fields with bond project funding, PP&R included East Holladay Park in its consideration of sites with open land large enough to develop soccer fields. The site was eliminated from consideration because of its size and the impacts of this type of development on the immediate neighbors.

### OFF-LEASH AREA PLANNING

During a citywide effort in 2002-2003, the Off Leash Site Selection Committee from the East Portland Neighborhood Coalition recommended that East Holladay Park be the site of a fenced



off-leash area. The City provided one-time funding to develop a small parking lot that was part of their recommendation. This lot has recently been completed.

## Zoning

The park is zoned Open Space. The surrounding area is mainly single family (R3, R5 and R7) residential. Portions of NE Halsey Street are zoned Commercial.

## Landscape Settings

The park is relatively flat and has very little vegetation other than grass. The new parking lot has been landscaped to meet code and street trees were also planted. Excavated soils were used to form a gentle berm on the west side of the park. In the rest of the park, there are few deciduous trees in a row along the perimeter, and a small cluster of naturalized Black Locusts on the east boundary of the park.

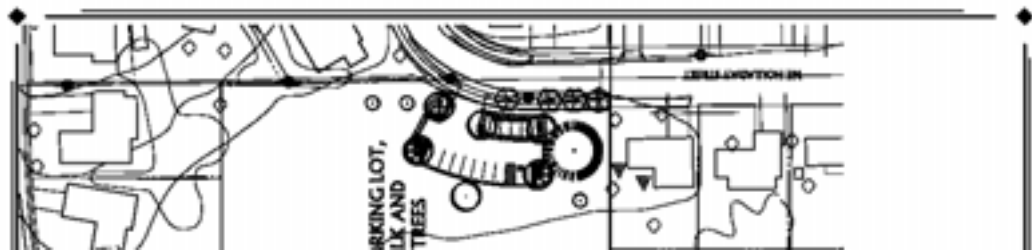
## Natural Resources

There are no significant natural resources in East Holladay Park and no environmental zoning overlays. There are no existing native plants.

## Current Development and Use

The parking lot is the only development on the site. Primary use of the park is for individual, self-directed activities such as walking, kite-flying, or dog exercise, which is the most common use. Until further development takes place, the off-leash area will remain unfenced.

## Existing Conditions





## Park and Recreation Trends and Needs

Because of its size and topography, East Holladay Park is a site that can accommodate a range of park improvements that are typical for developed parks that serve neighborhood needs. However, the proximity of residences that abut the park and the limited street frontage limit the kinds of facilities that can be provided. The recreation assessment is based on an analysis of several conditions and factors such as proximity to other parks, recreation trends, a review of PP&R plans, and a review of participation patterns.

## Parks, Schools, and Open Spaces in the Area

The Hazelwood Neighborhood is located in an area where residents have few options for traditional recreation opportunities such as a playgrounds, open lawn and walking paths. The closest parks with these amenities are Ventura Park (7.25 ac.) and Knott Park (12.64 ac.), both about one mile away. Each includes a variety of park facilities but are not within walking distance for children and families with small children.

Other parks are within a mile of East Holladay Park but have limited improvements. Merrifield Park is a small site (.95 ac) with a playground and a ballfield but no paved paths. Thompson Park consists mainly of lawn next to a public school. The lawn area is used for soccer, and a covered basketball court appears to be part of the park but is actually owned by the adjacent school. John Luby Park is a heavily forested site next to a public school. The park includes a network of paths and a playground. Because of the extensive tree cover, there is no open lawn area in the park.

School grounds sometimes provide playgrounds and open fields, but do not serve all of a neighborhood's recreational needs. Several schools are within one mile of East Holladay Park (see table on next page). All of the schools have playgrounds, ballfields, and basketball courts.

The largest and most significant nearby open space is Glendoveer Golf Course, located just east of East Holladay Park. The golf course's walking trail is a very popular feature and provides an important resource to area residents.

## Summary of Parks and Schools in the Vicinity of East Holladay Park

Parks Within A One- Mile Radius of East Holladay Park							
Site	Size acres	Facilities					
		Playgd.	Ball-fields	Sports Fields	Basketball (Outdoors)	Tennis	Rest rooms
Merrifield Park	0.95	✓	1				NA
Thompson Park	4.45			1			NA
Ventura Park	7.18	✓					NA
Knott Park	10.03	✓		3			2
John Luby Park	12.40	✓	1				NA
Schools Within A One-Mile Radius of East Holladay Park							
Margaret Scott ES	7.67	✓	1		1		NA
Menlo Park ES	10.40	✓	2	1	4		NA
Multnomah Early Childhood Program	10.57	✓	2		1		NA
Russell ES	9.83	✓	2	2	2		NA
Sacramento ES	11.59	✓	3		2		NA
Ventura Park ES	9.93	✓	2		1		NA

## Park and Recreation Trends

One of the most significant trends that affects the use and management of East Holladay Park is population growth. Between 1990 and 2000, the U.S. population increased by 13% while the Portland – Vancouver area grew by 27%. Reasons for this growth includes location (between growing states), ties to the Pacific Rim, and quality of life.

The result is that as Portland grows both in population and in density, there will be greater demands on parks and recreational facilities. Open land will be less prevalent. Parks will be used more intensively, and uses will compete for available space. Potential for negative uses and use conflicts may increase as well. Parks such as East Holladay, which have had little use because they are unimproved, will experience greater use as the park is developed and improved with recreation facilities.

### DEMAND FOR PARKS AND RECREATION FACILITIES AND SERVICES

The assessment of the level of need for recreation improvements is also based on surveys and other studies that describe how people feel about current park facilities, how they now recreate, and what improvements should be provided.

- The 2005 Citywide Survey conducted by the City of Portland provides an index of recreation need. Results from the survey revealed that the Hazelwood neighborhood ranked 69<sup>th</sup> (out of 76 neighborhoods) in satisfaction with proximity to parks and 63<sup>rd</sup> in satisfaction with recreation programs.

- The 2004 Survey of Residents by Portland Parks and Recreation provides a more detailed look at recreation needs for the city's six sub-areas. The need for a variety of park improvements for the outer east sub-area (generally defined as the area east of I-205) is shown in the table below. Playgrounds are the park improvement that rated second highest in support from area residents.

Park Improvement	% supporting
Gardens	47
Playgrounds	42
Off-leash areas	40
Trails for hiking/running	39
Grass sports fields	34
Tennis courts	19

- The survey also revealed that the Outer East sub-area has the highest percentage of “playground parents” in the city. Playground parents are defined in the survey as the segment with the highest intensity of use of traditional park and recreation facilities. It also has the second highest percentage of members considered to be park users (85%). This segment's members are characterized as generally being younger, having children living in the home, and being the most ethnically diverse.
- When asked about priorities for new park and recreation improvements, almost half of respondents from Outer East supported the development of playgrounds, ballfields, etc. These types of improvements were preferred to natural areas and trails. This measure of support was the second highest of the six areas, second only to northwest Portland.

## 2020 Planning Framework

The *Parks 2020 Vision* document provides a broad planning framework for Portland's park system. In the Outer East sub-area, the 2020 report highlights the neighborhood around East Holladay Park as a one of the largest park-deficient areas. Of the sub-area's 28 parks, only nine have an adequate level of improvements. To address this problem, the 2020 report recommends that East Holladay Park be developed as a neighborhood park.

## Recreation Assessment Summary

Although there is a variety of parks and schools within a mile of East Holladay Park, access to these other sites is difficult because the immediate neighborhood is bordered by three major streets, NE Halsey, NE Glisan, and NE 122nd Ave. As a result, residents of the area will likely rely on East Holladay Park for most of their basic recreation needs. The park could also receive a significant number of visitors from the neighborhoods to the west, where there are even fewer park opportunities. In summary, the neighborhood has a limited number of easily accessible developed parks. Consequently, East Holladay Park is important to meet the recreational needs of immediate residents as well as neighbors from other areas, especially those to the west.

# Recommendations

This section describes the proposed management and development improvements agreed to by the community during the master planning process.

## Goals

The recommendations are based on the goals developed at the community design workshop.

- Provide safe park experiences.
- Use excellent park design to help minimize impacts of park use in immediate neighbors.
- Preserve the sense of site openness and safety while providing treed areas and shrub plantings.
- Provide a range of appropriate activity areas.
- Provide improved access.
- Develop partnerships to help enhance the park and encourage community ownership.

## Management Recommendations

- Manage off-leash use per the following recommendations:  
Off-leash use hours as noted in the section on this topic.  
Involve off-leash area users in site stewardship and decision-making. Reconsider the OLA hours when the park is developed and the site is fenced
- Provide the community the opportunity to open and close the parking lot gate according to the following hours:  
6am-9pm weekdays  
8am-9pm weekends.
- Develop an access and use agreement with PGE for path construction and use of the undeveloped lot for the off-leash area.
- Minimize development that would generate excessive disruption to adjacent neighbors.

## Site Issues and Conclusions

The following issues were identified and discussed in public meetings and design workshops.



## VEHICULAR ACCESS TO THE PARK

Due to the configuration of East Holladay Park, street frontage is limited to approximately 160 feet along the south end of the park on NE Holladay Street. Two streets dead-end into the west boundary of the park; NE Multnomah Street and NE Hassalo Street. NE Wasco Street dead-ends into the undeveloped PGE property to the north. This provides very limited on-street parking. Park development may impact adjacent residents, especially on the narrow dead-end streets where park visitors' cars can make access and turning difficult.

The three streets on the west side of the park that dead-end into the site and the PGE site pose certain design challenges. While providing the only park access on the west side, they are developed minimally, with narrow pavement and no cul-de-sacs for emergency vehicle access and turning.

Conclusion: As indicated in the report from the East Portland Neighborhood Office Off-Leash Site Selection Committee, the recently completed parking lot is a needed improvement for any park development. Parking for the park should occur there and not in the dead-end streets. Workshop attendees indicated concern that parking lot use could be potentially disruptive, and asked that the lot be closed at night.

## ADJACENT RESIDENCES

The site is narrow in the east-west dimension, about 334 feet. The long north-south lot lines are flanked by adjacent residences. Park uses have the potential to have negative impacts on these neighbors.

Conclusion: Park design and future uses need to take the nearby residences into account, to do what is feasible to ensure that the park is a good neighbor over time. Siting of the most heavily-used features, such as a play area, have been done with neighbors in mind. The berms and vegetation on the east and west sides of the park plan were intended to mitigate the impacts of the park on the neighbors.

## PGE SUBSTATION AND UNDEVELOPED PROPERTY

The PGE substation north of the park fronts on Northeast Halsey Street. Its current configuration makes access to the park difficult from the north. In addition, the substation screens the north end of the park from view. Many neighbors will have difficulty discovering the park.

The tax lot south of the substation contains no development but transmission lines. It is currently perceived as part of the park. While there is some potential to use this land for park uses, development is limited and subject to an agreement with PGE. This agreement is being negotiated as this document is being completed. Without this agreement, the off-leash area must move south, drastically reducing the size of the open field. The agreement with PGE is important to the usability of the site.

Conclusion: A pedestrian connection from NE Halsey Street to the site would have to traverse the PGE property. PGE is willing to discuss this concept. It will require an agreement between

the utility and the City. PP&R should pursue an agreement with PGE to develop a pedestrian connection from NE Halsey to the park, in addition to the agreement to use the undeveloped lot as part of the off-leash area. The use of the land under the transmission lines will require insurance meeting PGE requirements.

## OFF-LEASH AREA

The site has been an unofficial off-leash area for many years, and this use is continuing. An official off-leash area was proposed in 2003 but has never been formally implemented. The implementation has been on hold pending the parking lot construction. PP&R will formalize this use on an interim basis as an unfenced area with boundary markers and hours to limit use, while the rest of the park is undeveloped. Design workshop attendees agreed that the off-leash area is a good use of the site. Comments received during the public review of the plan were more mixed.

Conclusion: Implement the unfenced off-leash area as planned. Hours of use will be limited to the following:

Weekdays:	6:00 AM – 7:30 AM and 4:00 - 9:00 PM
Weekends and summer: (June 15 – September 1)	8:00 AM - 9:00 PM

The proposal to fence the off-leash area and to add landscape buffers should be presented and reviewed when funding for park development is available.

## PEDESTRIAN ACCESS TO THE PARK

Pedestrian access to the park is currently limited to the short street frontage on NE Holladay Street and the dead-end streets on the west side of the park. The entire east boundary of the park is residential development, including an apartment complex, and no public access is possible without purchase of a developed lot.

Conclusion: Additional pedestrian access is needed, and the best opportunity is through the PGE substation site. An agreement allowing this access is a high priority. Access to the park should be provided through the fence from the apartment complex if the owner is willing.

## PARK CHARACTER

The lack of topography, minimal existing vegetation and lack of existing improvements make the park feel like a blank slate or open meadow. While creating ample opportunity to construct site improvements, this poses challenges to envisioning the potential park character.

Conclusion: The design workshop participants envisioned a pastoral park, with a vegetated perimeter and a large open meadow in the center. Screening and berming along portions of the park perimeter will reinforce the pastoral character and create more visual relief, while providing a greater sense of separation from the park to the nearby neighbors. This pastoral vision is reflected in the master plan drawing. However, Portland Parks & Recreation has an increasing awareness of the importance of nature in the city. Opportunities to create naturalistic groves

and incorporate native plants should be explored when development funding is available, not losing sight of the preference for a pastoral-feeling park.

## Master Plan Elements

The master plan describes all of the consensus elements as well as the optional elements, which are highlighted and identified as such on the plan. The off-leash area, proposed prior to the Master Plan, is shown as a consensus element in the form envisioned in the design workshop. Because there are challenges associated with this use on this site, (the proximity of neighbors, the noise generated by the use, and the space limitation if the PGE property cannot be used) the design and strategy for it should be revisited when development funding becomes available.

The proposed improvements are conceptual. As funding becomes available, PP&R will work with the community to prioritize, design, build and install some or all of the park improvements. Park improvements will be built to PP&R standards to ensure public safety and accessibility.

The master plan elements are described from the park entry on the south to the north.

### **Parking lot and street frontage improvements**

These improvements have recently been completed. They include a 12-car parking lot with a porous paver system, sidewalk and street trees along the street frontage, a water meter large enough to serve the park at future development, and planting and irrigation associated with the parking lot.

### **Paths**

The primary path in the park will be a loop beginning at the parking lot and circumnavigating the meadow. Secondary paths would surround the off-leash area, creating a figure eight, and link the park path loops to NE Halsey Street. There was interest in a combination of path materials, both paving and soft surfacing.

Any paths on PGE property require a written agreement and must be built to PGE specifications addressing power pole and guy anchor clearances and security concerns.

### **Play Area**

A small play area is located north of the parking lot, within view of NE Holladay Street. This play area would be designed to PP&R standards, which includes an area surrounded by a curb, with a ramp, wood fiber soft-surfacing, drainage, and durable equipment to serve a range of ages and abilities. In addition, PP&R is beginning to implement a strategy to provide more creative landscape play settings in parks that encourage children to invent games. This type of setting should be integrated into the design of the play area.

### **Picnicking and Seating**

The area east of the play area has been designated as an area for tree groves, picnic tables and seating, either benches or more informal seating. One double-size table is recommended to accommodate groups in the park. This double table was not seen by the participants of design workshops as necessary. However, PP&R anticipates greater use and need of facilities in this park after development.

### **Central meadow**

The central feature of the park design, providing a large, multi-purpose lawn area surrounded by a loop path, park activities and vegetation. To accommodate a wide range of uses, the meadow needs to be graded to an even, smooth grade. The soil and turf also would need to be improved.

### **Off-leash area**

The off-leash area is located in the northernmost portion of the park, and part of the off-leash area occupies a portion of the undeveloped PGE property. This location depends on an agreement with PGE, which includes insurance and construction requirements.

### **Perimeter plantings and berms**

Perimeter plantings and berms are envisioned to serve multiple purposes in the park. First, they will help create the pastoral image that was described in the design workshops. They will create spaces of different scales and atmospheres, with tree groupings, open sunny areas, shade, and screening. They will create some separation between the park and the adjacent neighbors. And finally, they will contribute seasonal color and change through flowering shrubs, trees and fall color.

### **Optional Elements**

#### *Basketball Half-Court*

Basketball courts were identified as one of the area's recreation needs, especially to serve youth who cannot ride a bicycle or drive to the next closest facility. A basketball half-court could meet this need and limit use to a young, less competitive user group, which would minimize evening use and noise. This idea was presented to the design workshop participants and met with mixed response. The response was similarly mixed during the public comment period. While it may be difficult for the community to envision the park with this facility, it may prove important to meet community needs. Proper siting will help mitigate the potential noise impacts to the immediate neighbors.

#### *Water Spray Fountain*

A popular element in neighborhood parks, these fountains are small facilities designed for play. They are slowly replacing wading pools, because they are ADA-compliant and require no chlorination system. They are operated seasonally, usually from about June 15 to Labor Day, but this can vary site-by-site. This feature received mixed support by workshop participants and the larger community. These facilities should be equitably distributed throughout the city, and the area around East Holladay Park has no similar facility. However, the popularity of these features may require more access than is available at East Holladay, and they should be sited where they will serve the community beyond the immediate neighbors. This facility may not be appropriate at East Holladay Park.





## Cost Estimate

The cost estimate was prepared in April of 2006 and should provide a guideline for funding design and development of the park in the future. It is a relatively detailed estimate including all anticipated site improvement costs and the associated costs necessary to bring the project to construction. The estimate should be revised prior to funding or construction. Costs are based on 2006 dollars using contractor prices.

### Notes:

- Development costs include a premium for dealing with high rock content of site soils
- Lighting and Irrigation costs may change based on implementation of sustainability policies

<i>Description</i>	<i>Unit</i>	<i>Quantity</i>	<i>Unit Price</i>	<i>Estimated Cost</i>
<b>Site preparation</b>				
Silt Fence	LF	2540	\$3.00	\$7,620
Gravel Construction entrance	EA	1	\$400.00	\$700
Inlet protection	EA	4	\$50.00	\$200
Kill and till sod - Park	SF	242,178	\$0.07	\$16,952
Kill and till sod - PGE	SF	61,943	\$0.07	\$4,336
Rough grading (park)	CY	4,500	\$5.00	\$22,500
			<b>Subtotal</b>	<b>\$52,308</b>
<b>Development</b>				
Electric service, cabinet	LS	1	\$8,000.00	\$8,000
Lighting	EA	16	\$4,300.00	\$68,800
Water line to two drinking fountains	LF	715	\$14.00	\$10,010
Primary park paths (assume 8' wide asphalt)	SF	14,424	\$3.00	\$43,272
Link to Halsey	SF	5,330	\$3.00	\$15,990
Other paths not on PP&R property 6', assume gravel)	SF	3,582	\$2.50	\$8,955
Play area (ADA, drainage, equipment incl.)	LS	1	\$80,000.00	\$80,000
Irrigation - Park	SF	242,000	\$0.70	\$169,400
Irrigation - PGE	SF	61,943	\$0.70	\$43,360
Benches	EA	6	\$2,000.00	\$12,000
Picnic Tables	EA	2	\$3,000.00	\$6,000
Basalt Columns for casual seating	EA	3	\$800.00	\$2,400
Drinking Fountains	EA	2	\$2,500.00	\$5,000
Trash Can	EA	2	\$1,300.00	\$2,600
Removable bollards	EA	3	\$500.00	\$1,500
Fixed Bollards	EA	12	\$300.00	\$3,600
Import 2" topsoil - Park	CY	1,121	\$30.00	\$33,630
Import 2" topsoil - PGE	CY	287	\$30.00	\$8,610
Trees	EA	60	\$400.00	\$24,000
Shrub plantings	SF	12,000	\$5.00	\$60,000
Park Sign	LS	1	\$1,800.00	\$1,800
Miscellaneous metal signs	EA	4	175	\$700
Finish grade, soil amendment - Park	SF	22750	\$0.45	\$10,238
Finish grade, soil amendment - PGE	SF	61943	\$0.45	\$27,874
Seed Lawn - Park	SF	22750	\$0.40	\$9,100
Seed Lawn - PGE	SF	61943	\$0.40	\$24,777

				<b>Subtotal</b>	<b>\$681,616</b>
<b>Off Leash Area:</b>					
Fencing (to PGE standards for grounding)	LF	1025	\$8.00	\$8,200	
Entry surfacing	SF	2090	\$2.00	\$4,180	
Table	LS	1	\$3,000.00	\$3,000	
Benches	EA	2	\$2,000.00	\$4,000	
(trees in park tree item)					
(turf area in park turf area)					
Bag dispenser	LS	1	\$300.00	\$300	
Signage	EA	2	\$300.00	\$600	
				<b>Subtotal</b>	<b>\$20,280</b>
<b>Optional Elements</b>					
Water Spray Fountain (must incl. Sanitary connection)	LS	1	\$85,000.00	\$85,000	
Basketball Half-Court	LS	1	\$50,000.00	\$50,000	
				<b>Subtotal</b>	<b>\$135,000</b>
					<b>\$888,904</b>
Mobilization (8%)					\$71,112
				<b>Construction Total</b>	<b>\$960,016</b>
<b>Soft Costs</b>					
Design and Planning Costs					
Design, Project Management (20%)					\$192,003
Public Involvement allowance					\$10,000
				<b>Subtotal</b>	<b>\$202,003</b>
Other overhead					
Permits and Fees					\$15,000
Printing, construction signs, etc.					\$5,000.00
				<b>Subtotal</b>	<b>\$20,000</b>
Construction Contingency, early estimating (30%)					\$288,005
Construction Oversight (10%)					\$96,001
Transition Allowance (2%)					\$19,200
				<b>Total Soft Costs</b>	<b>\$625,210</b>
				<b>Project Total</b>	<b>\$1,585,227</b>

## Implementation Strategy

Park development should be a priority for the Bureau, to fill gaps in service provision. The plan is simple, and would be cost-effective to implement in one phase. However, as capital funding tends to be limited, phasing options are worth exploring.

### Phase One:

Site preparation (including soil amendments), grading and utilities. These will facilitate all other development. Soil amendment will be more challenging after other site improvements are done.

Phase Two:

Irrigation, park paths, shade tree and shrub plantings, off-leash area improvements and play area. PGE agreement to build paths on substation site.

Phase Three:

Basketball half-court.