



Revised Draft Master Plan 2015

North Clackamas Parks and Recreation District

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Executive Summary

The North Clackamas Parks and Recreation District (NCPRD) has been providing and maintaining quality parks and recreational programming for residents of the District since 1990. The District serves residents of a 36 square mile area of north Clackamas County that includes Happy Valley, Milwaukie, a portion of the City of Damascus, and a large unincorporated urban portion of the county.

The District's first Master Plan charted the course for a strong parks and recreation system. An update ten years later set additional goals, but without the necessary funding to accomplish them. Since that time, the City of Happy Valley joined the District and NCPRD adopted additional priorities for parks and recreation services in and around Happy Valley.

Now in its third decade, this update of NCPRD's Master Plan is necessary to meet the changing needs of the community and to set realistic goals and objectives that provide a roadmap for the future direction of the District.

Included in this Plan

This Master Plan summarizes the previous plans of the District and their goals and accomplishments, it catalogs all the District's past capital expenditures and sources of funds, evaluates its current operations, funding sources, and the level of service provided through its parks and facilities. It identifies what District residents want in a parks and recreation system and describes clear recommendations for achieving strategic growth to meet those needs and desires into the next decade.

The master planning process included significant community outreach including many public meetings, stakeholder interviews, and a statistically valid survey. Together with extensive analyses of operations and current levels of service provided, the outreach helped solidify the issues that are the most important to consider when planning the District's future. The findings are consistent with those identified in the 2004 plan, but have grown in significance along with the District's size and changing needs of its residents.

The addition of Happy Valley has largely influenced the District's growth and changing needs. With its strong growth patterns and differing demographics, as well as its high level of contribution to parks and recreation funding, it has called attention to the issue of how parks and recreational services are dispersed throughout the District. As part of this master planning process, significant emphasis was placed on evaluating "geographic equity" issues and ensuring District citizens get the most benefit possible from their investment.



The Value of Parks and Recreation

Through this master planning process, the value the community puts on parks and recreation programs and facilities was made very clear. Parks and recreation opportunities are seen as important building blocks to creating a healthy community and essential in promoting health and wellness, connecting people with nature, providing youth with positive, healthy activities and keeping seniors socially active. Parks and open spaces contribute to the livability of a community, raise property values, promote economic development, and provide important environmental stewardship.

The impact of the health and social benefits make parks and recreational programs one of the most positive and cost-effective public services.

A robust parks and recreation system reduces public costs in many areas. It has a positive impact on public health, crime prevention and juvenile delinquency, and ecology and environmental sustainability. Parks and recreation programs are far from a luxury and play a vital role in creating vibrant, healthy communities.

Summary of Master Plan Key Findings

- While there is a high degree of satisfaction with the parks and recreation services that are currently provided by NCPRD, there are unmet needs and strong desires for additional parks, trails, natural areas, and recreational programming.
- Funding for capital investments in new parks and facilities, and for improvements to existing facilities, is not adequate for meeting the identified needs.
- Given the growing number of parks and facilities, increasing operations and maintenance costs, and relatively fixed operating revenue, NCPRD's current funding sources are inadequate to maintain the current level of service throughout the District, and/or support additional system growth.
- Property tax revenues make up the largest portion of the District's operating budget and property taxes cannot be increased unless the District is re-formed by a ballot measure.
- The District's current governance structure provides an Advisory Board of District residents dedicated to parks and recreation issues, but without authority to implement policy changes or recommendations. Other types of park districts have governance models where their resident board is the decision making body.



- During the initial development of the Master Plan update (2012), survey data indicated District residents are willing to support a higher level of service. 74% of respondents in a statistically valid survey said “yes” or “maybe” to whether they would support an increase in the NCPRD tax rate. 75% responded “yes” or “maybe” to whether they would support a capital bond to fund new facilities.
- In response to the identified need for a higher permanent tax rate and the need for additional capital funding, the District took steps to pursue a ballot measure. The Board of County Commissioners referred Ballot Measure 3-451 to the November 4, 2014 general election, asking voters if NCPRD should:
 - Reform as a new, independent park and recreation district with its own, local, elected governing board (like all other parks and recreation districts in the state)
 - Establish a tax rate of 89 cents/\$1,000 in assessed home value (this is a 35 cents per \$1,000 increase from the current rate or \$7 per month more for a \$250,000 home.)
 - Residents also voted for a newly elected Board of Directors. The ballot would create a separate Board of Directors for the North Clackamas Parks and Recreation District. 5 at-large positions were on the November, 2014 ballot. 11 citizens were candidates for the five positions.
- Polling during the lead-up to the election (Spring and Summer of 2014) again indicated support for a fairly modest tax increase and independence.
- Unfortunately, due to the short time period of community education regarding the ballot measure and the complexity of the measure, the ballot measure failed (46% Yes, 54% No). As a result, the District has no short-term means to pursue an aspirational list of capital improvements and expanded programs, let alone adequate funding to address a significant repair and replacement backlog for existing facilities.
- In light of the District’s financial capabilities and in light of the vote, the District Master Plan has been revised so that it better reflects the current (2015) financial realities of the District. The Master Plan indicates what additional facilities, programs and improvements the residents of the District can expect given the current funding model. Expenses are expected to continue to outpace revenues, and new facilities will be mostly limited to those areas where revenue from growth (primarily Park System Development Charges) and matching non-SDC dollars become available to acquire and develop new facilities, along with growth in District tax revenues sufficient to support the new maintenance obligations.
- The aspirations of District residents that were identified in the process of developing this update to the District Master Plan will not be lost. Despite the current financial situation, the documented needs and desires of District residents will be preserved in Appendix j, while those projects that are forecasted to be funded with expected sources of revenue will be included in an update to the District Capital Facilities Plan in Appendix y.



Primary Recommendations

- Adopt a financially realistic Capital Improvement Plan to address high priority needs of residents where supported by both capital and maintenance funding. The Capital Improvement Plan should address unique opportunities and challenges in the different subareas of the District.
- Identify funding sources for the Capital Improvement Plan; explore a bond for additional large-scale community capital improvements.
- Review and update System Development Charges zones, rates and methodology.
- Identify funding sources for strengthened recreational programming and operations and maintenance
- If considering a future effort to re-form the District to increase the permanent tax rate, consider re-forming as a Special Parks and Recreation District under ORS 266 in order to achieve the benefits of representative governance and the agility of a special purpose board.
- Shift to a market driven approach to recreation programming, and implement the District's Cost Recovery Program.
- Evaluate and address operational efficiencies.
- Enhance collaborative partnerships.
- Strengthen communications and oversight throughout the organization.

This new Master Plan provides significant information about the District, its history, investments, and funding sources. Most importantly, it provides information about its residents and their needs and desires for parks and recreational facilities. The recommendations outlined in chapter 10 are designed to address identified needs to the extent practical given the current financially constrained circumstances of District.

Implementing the vision developed throughout this planning process will require effort, creativity, and additional resources in order to fund acquisition, development, operations and maintenance.

Through a focused and thoughtful effort, together with partners and stakeholders, the District can achieve strategic growth to meet some of the needs and desires of District residents into the next decade



District at a Glance

- NCPRD was created by a vote of the citizens in 1990 who wanted enhanced urban parks and recreation services in the northern urban portion of the county. The District is a county service district under Oregon Revised Statute (ORS) 451.
- As a county service district, the Board of County Commissioners serves as the District's Board of Directors. A Board-appointed District Advisory Board (DAB) of volunteer residents makes recommendations to the NCPRD Board of Directors.
- The District serves nearly 116,000 residents and includes the cities of Happy Valley, Milwaukie, a small portion of Damascus, and a large area of unincorporated urban Clackamas County.
- NCPRD has a dedicated tax base of \$0.5382 per \$1,000 of assessed value that generated approximately \$5.2 million in fiscal year 2012-13. This is a low tax rate compared to other Parks and Recreation districts in Oregon.
- The 2015-2016 NCPRD Operating Budget is \$11.2 million; NCPRD currently employs 34.62 full-time employees plus hundreds of seasonal staff and volunteers.
- The District offers more than 75 parks, trails, and natural areas, including the 6-mile Trolley Trail, Mount Talbert Nature Park and three facilities: Hood View Park Sports Complex, the Milwaukie Center, and the North Clackamas Aquatic Park.
- NCPRD offers a wide range of recreation and educational offerings, from swimming lessons and art classes to special events, health/fitness classes, senior activities and natural resource programs.

NCPRD Vision and Mission



As a result of this planning process, NCPRD refined its Mission and Vision Statements for parks and recreation services.

NCPRD Mission Statement

"To enrich community vitality and promote healthy living through parks and recreation"

NCPRD Vision Statement

"Enhancing and connecting your community by providing exceptional parks and recreation opportunities for all"



Chapter 1: Purpose and Methodology of the Plan



Figure 1: NCPRD District Map

North Clackamas Parks and Recreation District (NCPRD), marked in green, is about 36 square miles, bordered by the Clackamas River to the south, the Willamette River to the west, the Multnomah County line to the north (City of Portland) and Happy Valley's eastern border.

This Master Plan is intended to chart the course for delivering quality parks and recreation programs to the citizens of the North Clackamas Parks and Recreation District over the next 10 years, and to lay out the vision for the District for next 20 years.

The District's *first* Master Plan was developed by a citizen task force and Clackamas County planners, when the District was formed in 1990. That Master Plan guided the District's first 10 years of operation and the development of a strong parks and recreation system.

The District's *second* Master Plan was developed in 2000 with significant community input and an analysis of the level of service provided throughout the District. Strong community desire for additional parks, facilities, natural areas and recreational programming was outlined, as well as a recommendation for additional funding and governance changes. The plan was adopted in 2004, but without the additional funding and governance changes recommended. As a result, the District had inadequate funding to fully implement the Master Plan's recommendations. Although the District was able to deliver on some of the objectives outlined in the 2004 Master Plan through creative partnerships, most of the projects were not able to be funded and remain on the priority list.

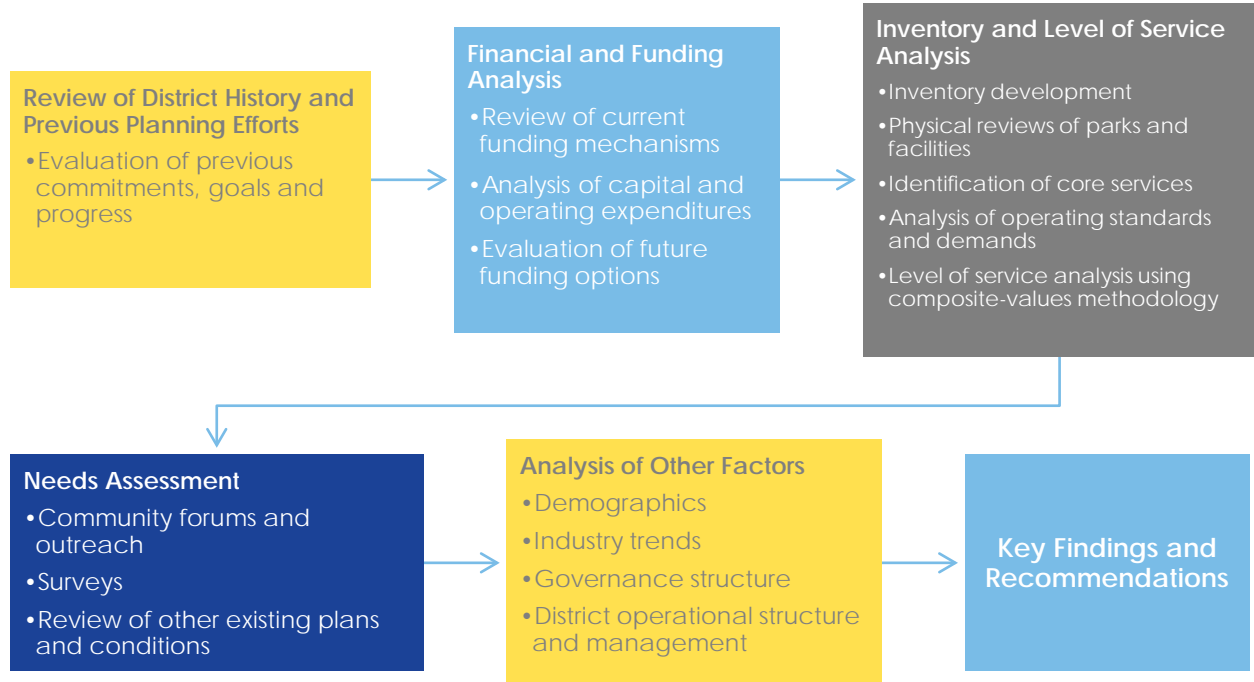
In 2006, the City of Happy Valley joined the District, and, in 2007, NCPRD adopted additional priorities and goals for parks and recreation services in and around Happy Valley.

This new Master Plan revisits all existing plans, and updates them with the community's current needs and desires. It is built around the goal of responsibly maintaining the parks and facilities the District currently manages, and enhancing its offerings in order to deliver on its mission of enriching community vitality and promoting healthy living through parks and recreation.

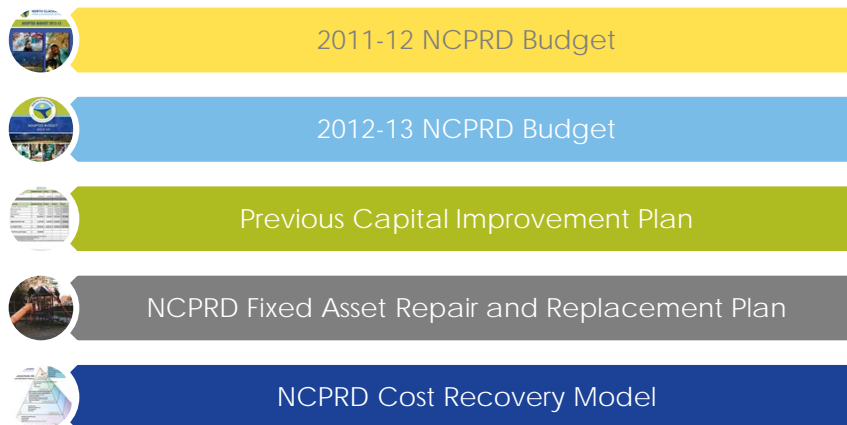


Planning Process and Methodology

The extensive Master Planning process began in May of 2012 and included the following elements:



Planning Documents Utilized



Additional plans and agreements that have the potential to influence how the District operates and grows were utilized to complete this plan.



Intergovernmental Agreements with NCPRD:

- City of Milwaukie
- City of Happy Valley
- North Clackamas School District

Influencing and Guiding Documents:

- Clackamas County Strategic Plan
- Individual park conceptual plans
- Facility and taskforce reports
- Municipal comprehensive plans, and park, recreation and open space master plans
- School district plans
- Water and sanitation, transportation, fire mitigation, watershed, greenway and environmental plans
- Americans with Disabilities Act





Chapter 2: History and Previous Planning Efforts

District Formation and First Master Plan

The North Clackamas Parks and Recreation District was created in 1990 by a citizen-led effort to increase the focus on parks and recreation in North Clackamas County. A comprehensive Master Plan was developed by a citizen task force and Clackamas County planners which charted the course for the District's first 10 years of operation.

The District was initially grouped by five subareas; Milwaukie, Oak Lodge, Oatfield, Southgate and Sunnyside neighborhoods. There were neighborhood parks advisory boards in each of the subareas providing input to a District Advisory Board for development of parks and programs in their respective areas.

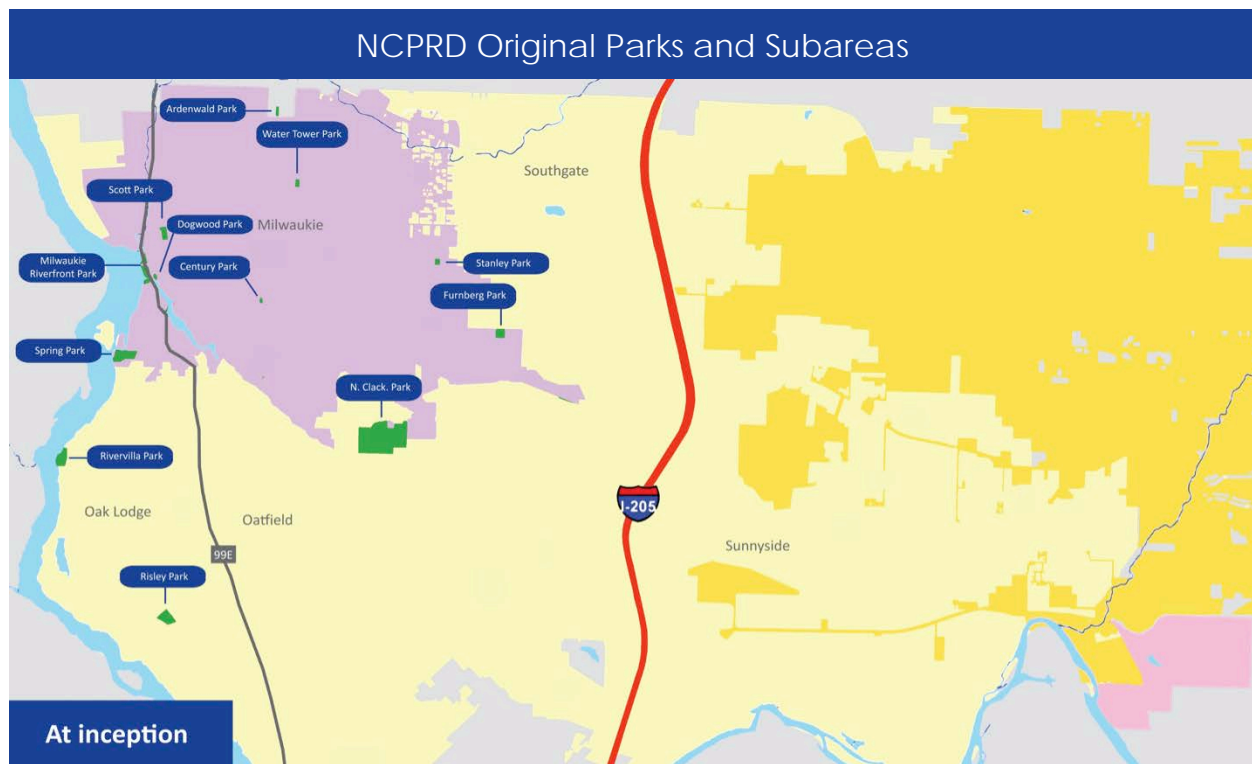


Figure 2: Original NCPRD Parks and Subareas

When the District was first formed, it assumed responsibility for 10 parks owned by the City of Milwaukie, including North Clackamas Park which had been deeded to the city by the county in 1977, as well as two parks owned by the county, Risley and Rivervilla. The District did not take ownership of the parks, just responsibility for their enhanced maintenance and operation, and for the operation of the Milwaukie Center. Beyond these, there were no other parks or facilities, and very few recreational programs, in the District.



In addition to assuming responsibility for the initial 12 parks, there were specific goals set out in the ballot measure creating the District and articulated in its first Master Plan.

Original District Goals

When the District was first formed, it was envisioned that many of the goals set out in the Master Plan would be centered around a regional recreation complex where the Aquatic Park is now, on land acquired by the Clackamas County Development Agency, within the Clackamas Town Center Urban Renewal District.

After the ballot measure passed, environmental studies were commissioned and revealed that much of the land had environmental contaminants and could not be used for a regional park complex, as envisioned. Features originally anticipated being developed as part of a central park were instead spread across the District. *(Reference the Capital Investments section on page 17 for a map and additional details of park investments).*



NCPRD has been successful in meeting the goals set out for the District when it was first formed. Figure 3 lists the goals as set out in the original ballot measure forming the District, and its achievements in each of the areas.

Figure 3: Original NCPRD Goals and Accomplishments

Goal	Status
Development of an Aquatic Park	Constructed and opened in 1994
10 new neighborhood parks	15 new neighborhood parks
75 acres of natural area	500+ acres of natural area
9 miles of trails	16 miles of trail
New sports fields	9 new ballfields at North Clackamas and Hood View Parks
School field improvements	Artificial Turf at Alder Creek Middle School, Milwaukie and Rex Putnam High Schools
Two Riverfront Parks	Rivervilla improved Milwaukie Riverfront Park
Management of the Milwaukie Center	Center services sustained and expanded
New recreational programs	300+ programs now offered



2004 Master Plan

In 2000, with ten years of history as a park district, NCPRD embarked on a Master Plan update to help map the future of the District. That plan was approved by the Board of Directors in 2004. It identified priorities for the District based on extensive review and analysis of its offerings and input from the community. It included a significant list of capital projects desired in the community, and also provided recommendations for additional funding and governance changes.

2004 Master Plan recommendations:

- Renovate existing parks
- Develop land in the District's inventory
- Develop trails in partnership with Metro and other partners
- Renovate sports fields on local school property
- Enhance programs and services
- Pass a General Obligation Bond to fund capital projects
- Increase the permanent tax rate for the new District to secure long-term funding
- Create a new Special Parks District, formed under ORS 266

The 2004 plan was adopted by the Board of County Commissioners, in their roles as the NCPRD Board. However, the funding recommended as part of the Master Plan was not approved.

As a result, the District had inadequate funding to implement the Master Plan. Given the funding limitations, the Board directed the District to focus available funding on the most cost-effective, larger parks.

2004-2015 Accomplishments

Despite funding constraints, NCPRD worked creatively with partners to meet a number of the goals and needs identified in the 2004 Master Plan. Consistent with the direction from the Board, key achievements since the 2004 Master Plan include the development of a number of large signature facilities that are well-known throughout the metro area, including:



The Trolley Trail

The six-mile Trolley Trail connects neighborhoods, schools, parks, retirement communities and business districts between Milwaukie and Gladstone and completes a missing link in the regional trail system. This bike and pedestrian trail has been identified in the region’s long-term plans since the early 1970’s. Using a voter-approved bond measure designed to protect nature and help people enjoy it, NCPRD and Metro purchased a historic streetcar right-of-way that ran in the area from 1893 until 1968, and developed it into this multi-use trail.



Hood View Park

Hood View is NCPRD’s newest sports complex. It was developed in 2009, with financial support from Clackamas County, Happy Valley, and Metro, and in partnership with North Clackamas School District. The complex features four lighted ball fields with all-weather turf, a concession building, walking path, a playground, and associated parking. Many community members and local groups played an important role in the planning process. The park concept plan includes a number of additional elements, including additional ballfields, a skatepark, and an off-leash fenced dog park.

Expanded and Renovated North Clackamas Park



With the help of Clackamas County and a number of grants, NCPRD made significant improvements to North Clackamas Park, one of the largest community parks in the region. North Clackamas Park now includes four new ballfields with associated restrooms, parking, and concessions facilities, renovated horse facilities, new playgrounds, and a walking trail along Mount Scott Creek, including viewpoints with interpretive signage. Additional improvements have been planned and could be realized with additional funding.



Mount Talbert Nature Park

In partnership with Metro, the largest undeveloped butte in Northern Clackamas County, the 254-acre Mount Talbert has been preserved as a nature park and provides important wildlife habitat and panoramic vistas. Located in Happy Valley, it provides miles of new hiking trails, information about the cultural and natural resources found there and greater access to nature close to home. A series of interpretive signs along the trails provide visitors information about the plants and animals that can be seen – and heard – at the nature park. Mount Talbert Nature Park is free and open daily and offers parking, restrooms and a picnic shelter as well as 4.2 miles of hiking trails that loop around the natural area and lead to the summit.



Overall capital projects since 2004

Along with partners, including the Clackamas County Development Agency, Metro, and the Cities of Damascus, Happy Valley and Milwaukie, NCPRD has been able to complete a number of other capital projects in the 11 years since adoption of the 2004 Master Plan. A \$3.2 million capital payment from the Clackamas County General Fund was a significant contributor to these accomplishments. A comprehensive list of accomplishments can be found in *Appendix A*. *Figures 4 and 5* show a summary of the capital projects completed or underway since 2004.

Figure 4: 2004-2015 Project Completion

Park Type	Accomplishment	#
Neighborhood	Acquired	3
	Developed	4
	Acquired and Developed	3
	Renovated	3
	Master Plans developed	4
Community Parks and Special Use Areas	Acquired	1
	Developed	9*
	Acquired and Developed	1
	Renovated and Developed	2



Natural Areas	Acquired and Developed	2
	Developed	2
	Renovated and Developed	1
Greenways	Developed	3
	Planned	1

**Includes sports fields at NCSD Properties*

Figure 5: Other 2004-2015 Projects Underway

Type	#
Community Parks and Special Use	1
Natural Areas	2
Greenways	2
Other Plans	1

Figure 6 shows a recap of progress made towards the other goals set out in the 2004 Master Plan. These accomplishments are described throughout this document; additional details are provided in *Appendix B*.

Figure 6: Other 2004 Master Plan Goals and Status

Goal	Status
Renovate Existing Parks	Yes – 8
Develop Land in District’s inventory	Yes -12
Develop Trails in Partnership with Metro, others	Yes – 3
Renovate sports fields on school property	Yes – 5
Enhance programs and services	Yes
Pass a \$13.8 million General Obligation Bond	No
Increase the permanent tax rate for long-term funding	No
Create new Special Parks District under ORS 266	No



Despite the significant list of accomplishments that were delivered with limited funding, a large number of projects and services identified in the 2004 plan remain to be accomplished. *Appendix C* lists the capital projects identified in the 2004 plan that have not been developed. *One of the key objectives of the current master planning process was to develop recommendations and funding strategies to be adopted together.*

Capital Investments over the Life of the District

As part of the 2015 master planning process, the District embarked on an extensive capital expenditures and revenues analysis. District staff reviewed all previous annual financial reports and budgets to confirm and map all capital expenditures by project and the sources of funds used to make the investments.

Detailed reports of each project in which the District has invested since it was formed are included in *Appendix D*. The map below shows how investments have been distributed throughout the District.

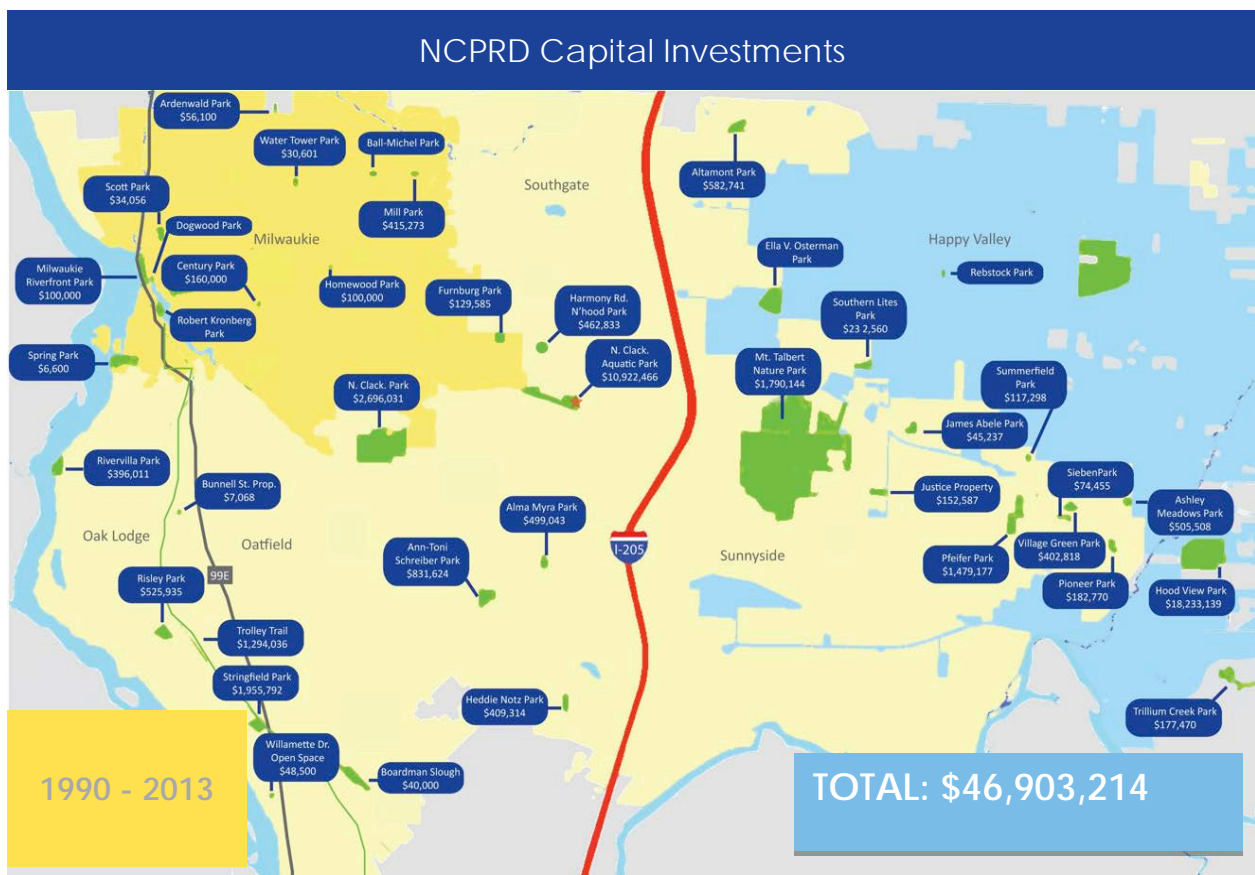


Figure 7: NCPRD Capital Investments



The District tracks needs and development plans by the “subarea” neighborhoods of Milwaukie, Southgate, Oatfield, Oak Lodge, Sunnyside and Happy Valley, but it also rolls the data up by larger “zones” given that System Development Charges are collected and invested by those geographic boundaries. The map on the right shows capital investments that have been made in each District zone.

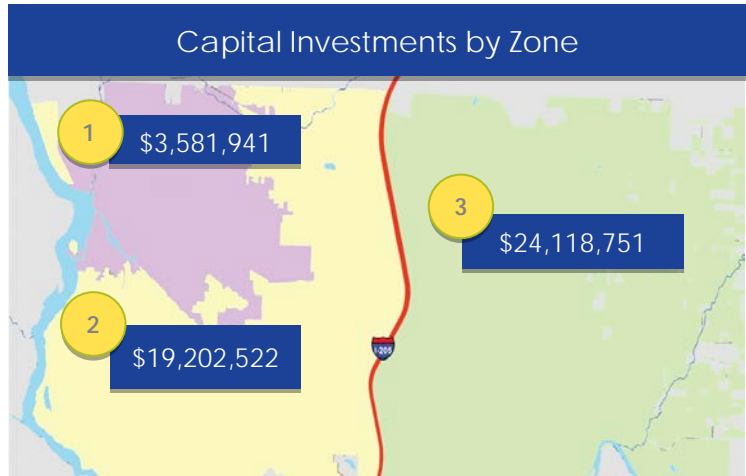
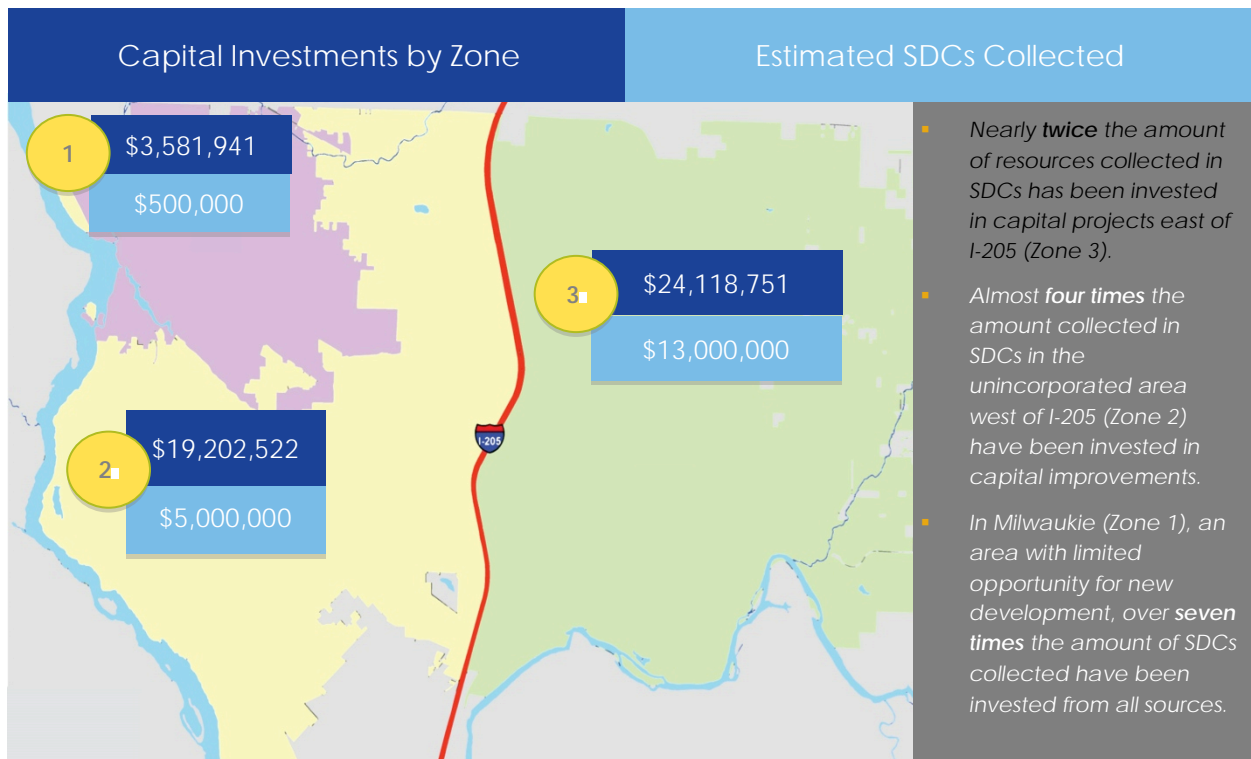


Figure 8: Capital Investments by Zone

Although grants and partnerships help fund a significant percentage of capital investments in parks and facilities, System Development Charges, explained in chapter 3, are the District’s only *dedicated* sources for funding capital investments. The map below includes the System Development Charges that have been generated in each zone.

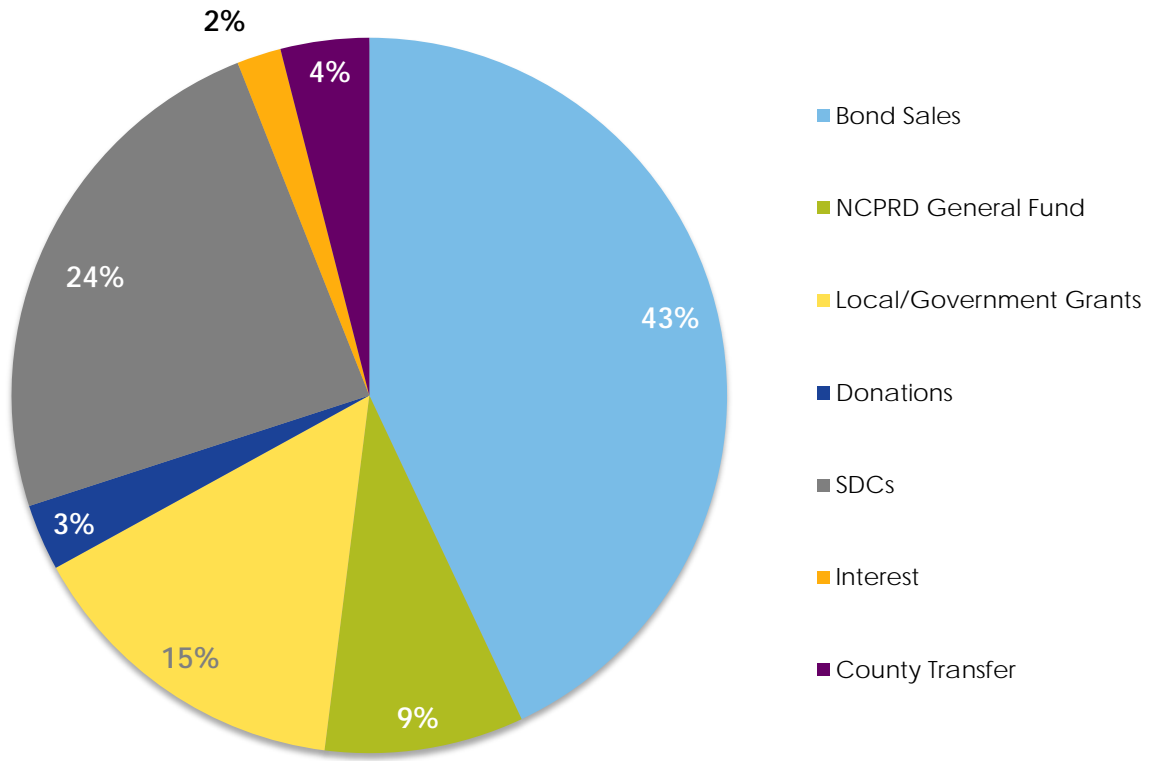
Figure 9: Capital Investments Compared to SDCs Collected





The chart below shows the total sources of funds for capital investments. Over the life of the District, sources of funding have varied. *Appendix D* lists all the parks and expenditures by zone, and the sources of funds in five-year increments.

Figure 10: Total Capital Investment by Revenue Type





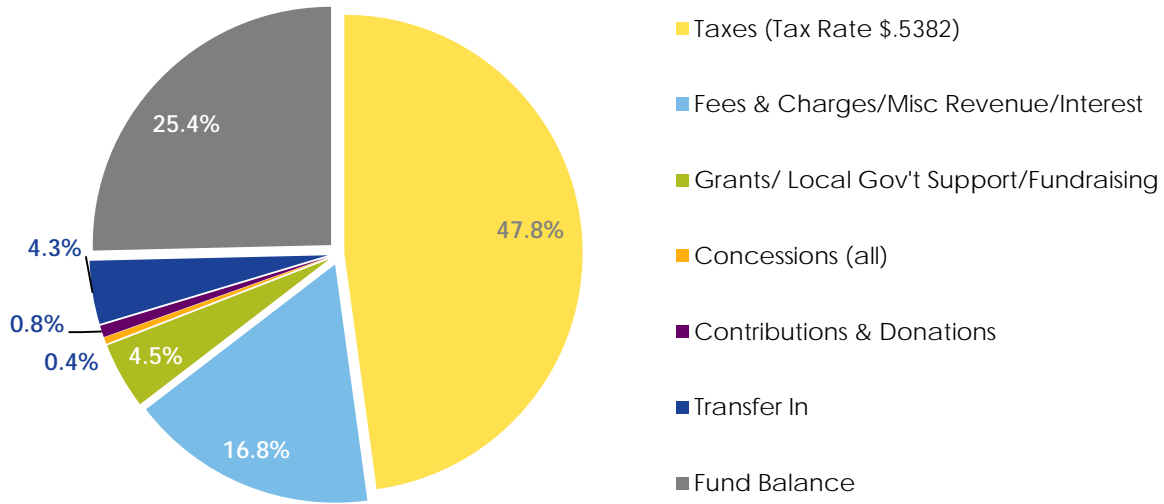
Chapter 3: Current Budget and Funding Sources

NCPRD Operating Budget

Each spring, the District Advisory Board reviews and gives input on the upcoming fiscal year’s budget. The budget is then approved by the District Budget Committee, consisting of the NCPRD Board and an equal number of citizen members, and is adopted mid-year by the District’s Board of Directors. Over the last five years, NCPRD’s budget has remained at a fairly constant level despite population growth in the District.

The approved operating budget for fiscal year 2013-2014, including General Fund and Nutrition and Transportation revenues, was **\$11,959,972** based on the projections in the chart below.

Figure 11: NCPRD Revenue, 2013-14 Fiscal Year

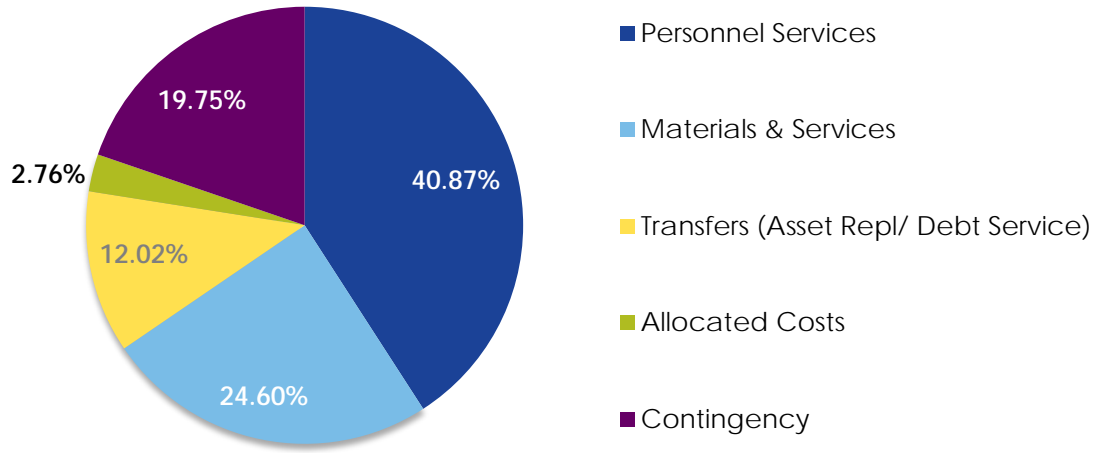


Source	Amount
Taxes	\$5,720,803
Fees & Charges / Misc. Revenue / Interest	\$2,004,062
Grants / Local Government Support / Fundraising	\$539,726
Concessions (all)	\$53,500
Contributions & Donations	\$95,000
Transfer In	\$512,814
Fund Balance	\$3,034,067
TOTAL:	\$11,959,972



The 2013-2014 budget requires revenues to be expended as illustrated below:

Figure 12: NCPRD Expenditures by Source



Source	Amount
Personnel Services	\$4,887,719
Material & Services	\$2,942,516
Transfers (Asset Replacement/Debt Service)	\$1,437,332
Allocated Costs	\$330,133
Contingency	\$2,362,272
TOTAL:	\$11,959,972

Figure 13 shows the operating budget as allocated by program area, and the number of permanent Full Time Employees (FTE) in each program area:

Figure 13: NCPRD Budget by Division

Division	FTE	Fiscal Year 13/14 Budget
Administration	2.00	\$920,021
Park Maintenance	7.72	\$1,861,207
Recreation Programs	5.70	\$1,242,520
Milwaukie Center	4.75	\$639,715
Aquatic Park	6.99	\$1,780,234
Marketing & Communications	1.05	\$323,081
Planning	1.18	\$380,064
Natural Resources	2.21	\$342,531
Nutrition	4.63	\$517,137
Transportation	1.27	\$186,190
Debt/Transfers/Contingency		\$3,767,272
TOTAL:	37.50	\$11,959,972



Dedicated Funding Sources

North Clackamas Parks and Recreation District has two *dedicated* funding sources, property tax revenues collected from District residents, and park System Development Charges (SDCs) collected from builders or developers of new residential and commercial properties in the District. Tax Revenues support District operations and repaying debt. SDCs fund capital projects that are needed to support growth; they are not included in the District's operating budget.

Property Tax Revenues

District residents currently pay \$0.5382 per \$1,000 of assessed value of their residential or commercial property to support the operation and maintenance of parks and recreation facilities and services in the district. This is a low tax rate compared to other districts, which range between \$0.9076 for Chehelam Park and Recreation District in Newberg to \$1.97 for Willamalane Parks and Recreation District in Springfield. See comparisons in *Figure 15*.

The original funding set for the District when it was formed in 1990 was approximately \$0.68 per \$1,000 of assessed value. The tax base system rate varied each year depending on the changes in the market value of property. This tax base system changed to a rate based system in 1997 as a result of the property tax limitation legislation that affected all public agencies. The permanent tax rate set for NCPRD was \$0.5382 per \$1,000 of assessed property value.

Property tax revenues are generally referred to as operating revenue. In the early years of the District, when there were a limited number of parks and facilities to operate and maintain, some tax revenues were used for capital projects – for acquiring, developing or improving assets. But today, the cost of operating and maintaining the parks and facilities in the District require all of the tax revenues generated, plus a substantial amount of other General Fund revenues which come from fees, concessions, grants and donations.

The exact use of tax proceeds for each fiscal year is determined by the District's annual operating budget. The annual budget is reviewed by the District Advisory Board, approved by the NCPRD Budget Committee, and adopted by the NCPRD Board. In fiscal year 2012/2013, \$5.2 million was generated in property tax revenues.

Fees, concessions, grants and donations offset many of the costs of the District and tax revenues are applied to subsidize areas not covered by those fees.

Figure 14 illustrates how tax revenues were spent in fiscal year 2012/2013.



Figure 14: Where NCPRD Tax Dollars Go



- **33 cents** of each dollar went to park maintenance
 - 23 cents went toward maintenance on large community facilities
 - 10 cents was spent on neighborhood park maintenance
- **16 cents** supports Aquatic Park operations not covered by fees collected from users
- **11 cents** was budgeted to support the Milwaukie Center operations
- **9 cents** paid debt originally issued in 1991 to build the aquatic park and other early neighborhood assets
 - To take advantage of favorable interest rates and help support the operation of the District, this debt was refinanced in 2000 and again in 2010
- **8 cents** was dedicated to planning and managing natural areas
- **7 cents** supported recreation services, including the costs of planning, scheduling and offering our recreational programs that are not covered by fees
- **7 cents** was invested in a fund for future repairs
- **6 cents** was dedicated to marketing and communications, including developing the Discovery Guide, informational materials, and maintaining the District’s website
- **3 cents** supported park and facilities planning that was not covered by System Development Charges



Tax Rate Comparison

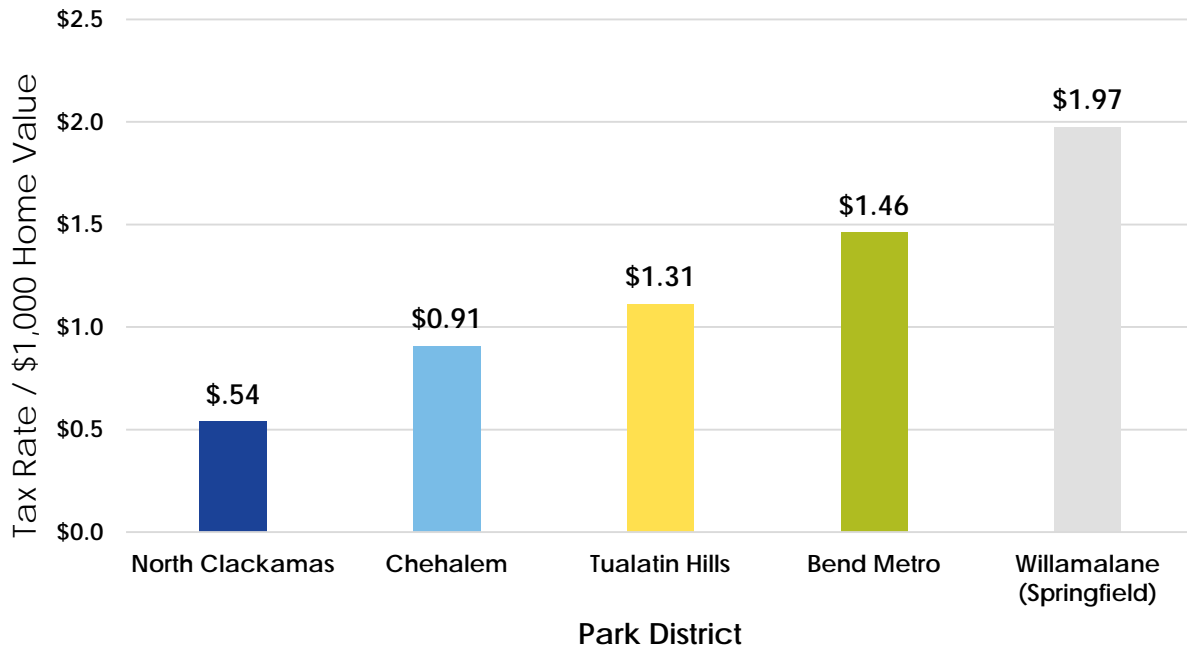
NCPRD has a dedicated tax base of \$0.5382 per \$1,000 of assessed value, which generates approximately \$5.2 million annually depending on the assessed valuation. A home in the NCPRD assessed at \$200,000 would currently pay about \$9 monthly for parks and recreation services.

Regional Tax Rate Comparisons

Tax rates for other park and recreation districts in Oregon (Figure 15) range between \$0.9076 for Chehalem Park and Recreation District which serves Dundee and Newberg, equal to approximately \$15 per month on the same \$200,000 assessed value, and \$1.9732 for the Willamalane Park and Recreation District in Springfield, equal to approximately \$33 per month.

The higher tax rates allow the other park and recreation districts to provide more programming and staff to support facilities and programs desired by their communities.

Figure 15: Park District Comparison Rate





NCPRD and Tualatin Hills Parks and Recreation District

Tualatin Hills Parks and Recreation District (THPRD) is a well respected parks and recreation provider in the area. *Figure 16* shows a comparison between these two agencies.

Figure 16: NCPRD and THPRD Comparison

	NCPRD	THPRD
Square Miles	36	50
2012 Population Estimate	115,924	224,627
Tax Rate per \$1,000 Assessed Value	\$0.5382	\$1.31
Employees	<ul style="list-style-type: none"> ▪ 32.43 full time ▪ 110 part-time and/seasonal 	<ul style="list-style-type: none"> ▪ 179 full-time ▪ 30 regular part-time ▪ 500-750 other part-time/seasonal
Annual Operating Budget	\$11.2 million	\$42 million
Facilities	<ul style="list-style-type: none"> ▪ Swim Center: 1 ▪ Senior/ Community Center: 1 ▪ Nature Parks: 2 	<ul style="list-style-type: none"> ▪ Swim Centers: 8 ▪ Recreation Centers: 6 ▪ Senior Centers: 1 ▪ Nature Parks: 2
Acres of Parks Owned and Maintained	667	2,200
Fields Scheduled/ Maintained	16	<ul style="list-style-type: none"> ▪ 108 baseball/ softball ▪ 96 soccer

THPRD Sources: THPRD 2013 Fact Sheet - <http://cdn1.thprd.org/pdfs/document826.pdf>;
 THPRD 2012/13 Adopted Budget - <http://cdn1.thprd.org/pdfs/document1786.pdf>
 THPRD Comprehensive Plan Update, July 2013
 NCPRD Fiscal Year 2015/2016 Budget



System Development Charges

System Development Charges (SDCs) are one-time fees collected from builders or developers of new residential or commercial properties to help pay a portion of the costs associated with building facilities to meet needs created by growth. They are not included in the District’s operating budget.

Oregon state law (ORS 223.297 to 233.314) establishes the framework within which local government may charge, collect, and use SDCs. SDC revenues must be used only for those facilities needed to serve growth, and may not be used to remedy deficiencies on existing assets. Additionally, SDCs are limited to capital expenditures and cannot be used for operating and maintenance expenses.

Clackamas County has collected \$46,903,214 in Park SDCs on behalf of NCPRD since 1994. Approved updates were made to the methodology in 2004 and again in 2007 after Happy Valley annexed into the District, and in 2014 to change the zone boundaries. The current SDC ordinance designates three zones for collecting and investing SDCs.

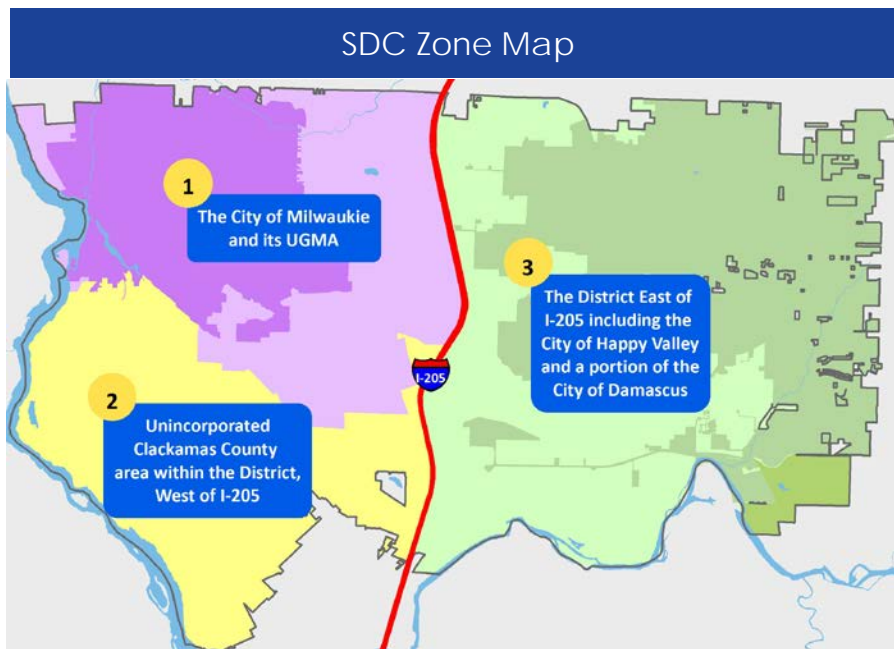


Figure 17: SDC Zone Map

Key Facts about SDCs



- SDCs are one-time charges, not ongoing rates or taxes.
- SDCs are used to fund additional capacity needed to serve growth.
- SDCs do not fund ongoing system maintenance.
- SDCs are intended to recover a fair share of the cost of existing and planned facilities needed to serve growth.



Each zone charges a different rate for System Development Charges due to the varying capital improvements needed to support expected growth in the zone, and the demands the growth places on large community-wide facilities, such as community parks, sports fields and trails. The current Clackamas County fee schedule, effective February 1, 2008 and updated in November 2014, for NCPRD is:

Zone 1	<ul style="list-style-type: none">• Milwaukie:<ul style="list-style-type: none">• \$3,985 per single-family residential dwelling unit• \$3,608 per multi-family residential dwelling unit• Milwaukie UGMA:<ul style="list-style-type: none">• \$6,760 per single-family residential dwelling unit• \$5,842 per multi-family residential dwelling unit
Zone 2	<ul style="list-style-type: none">• \$6,760 per single-family residential dwelling unit• \$5,842 per multi-family residential dwelling unit
Zone 3	<ul style="list-style-type: none">• Happy Valley, Happy Valley UGMA, Damascus:<ul style="list-style-type: none">• \$6,075 per single-family residential dwelling unit• \$5,290 per multi-family residential dwelling unit

The rate for commercial development (office, warehouse, industrial, retail, etc.), is \$60/employee on a square foot for employee calculation.

Only a certain percentage of the cost of a new park or facility can be funded with SDCs. The percentage varies by neighborhood based on the portion of the park's cost that can be associated with expected population growth.



System Development Charges Projections

Based on the current System Development Charges ordinance, SDCs are projected to provide \$9,634,000 for park development over the next 5 years. However, the needs and desires for parks and facilities in each area of the District are far in excess of what SDCs can fund.

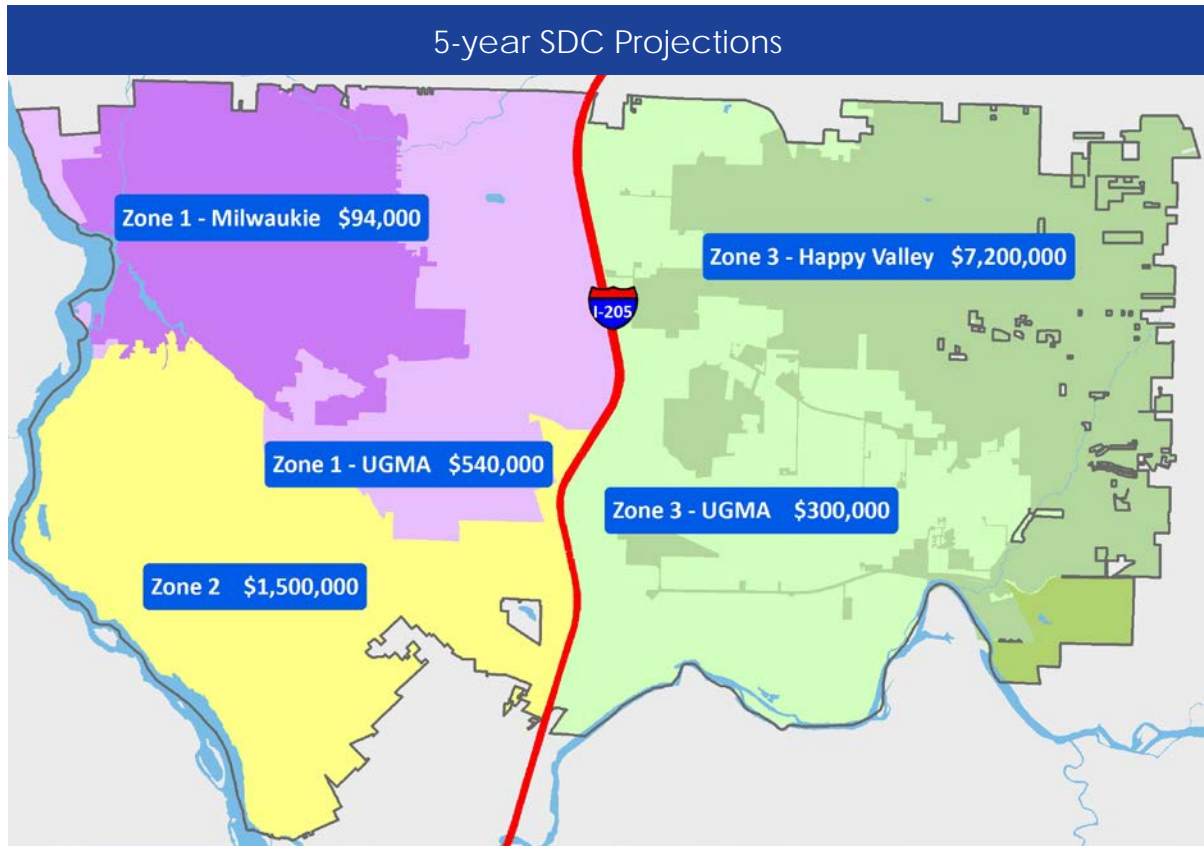


Figure 18: 5-Year SDC Projections



Cost Recovery and Resource Allocation

As previously shown, the District’s services are funded through a combination of user fees, taxes, grants, and donations. As with most public services, determining what services to provide, when and how to set fees for those services, and which to most heavily subsidize is determined, in large part, by the degree of benefit the public receives from the services. Services that provide benefit to the most people are often provided at little or no fee, and receive the greatest public subsidy. Services that benefit the fewest people are more heavily supported by user fees.

During the course of the Master planning process, NCPRD refined its Resource Allocation and Cost Recovery philosophy, model and policy. That model provides the philosophical foundation for use of resources, determining fees and charges, and financial decisions for the District. The Cost Recovery Pyramid (*figure 19*) illustrates the concept of pricing based on public benefit:

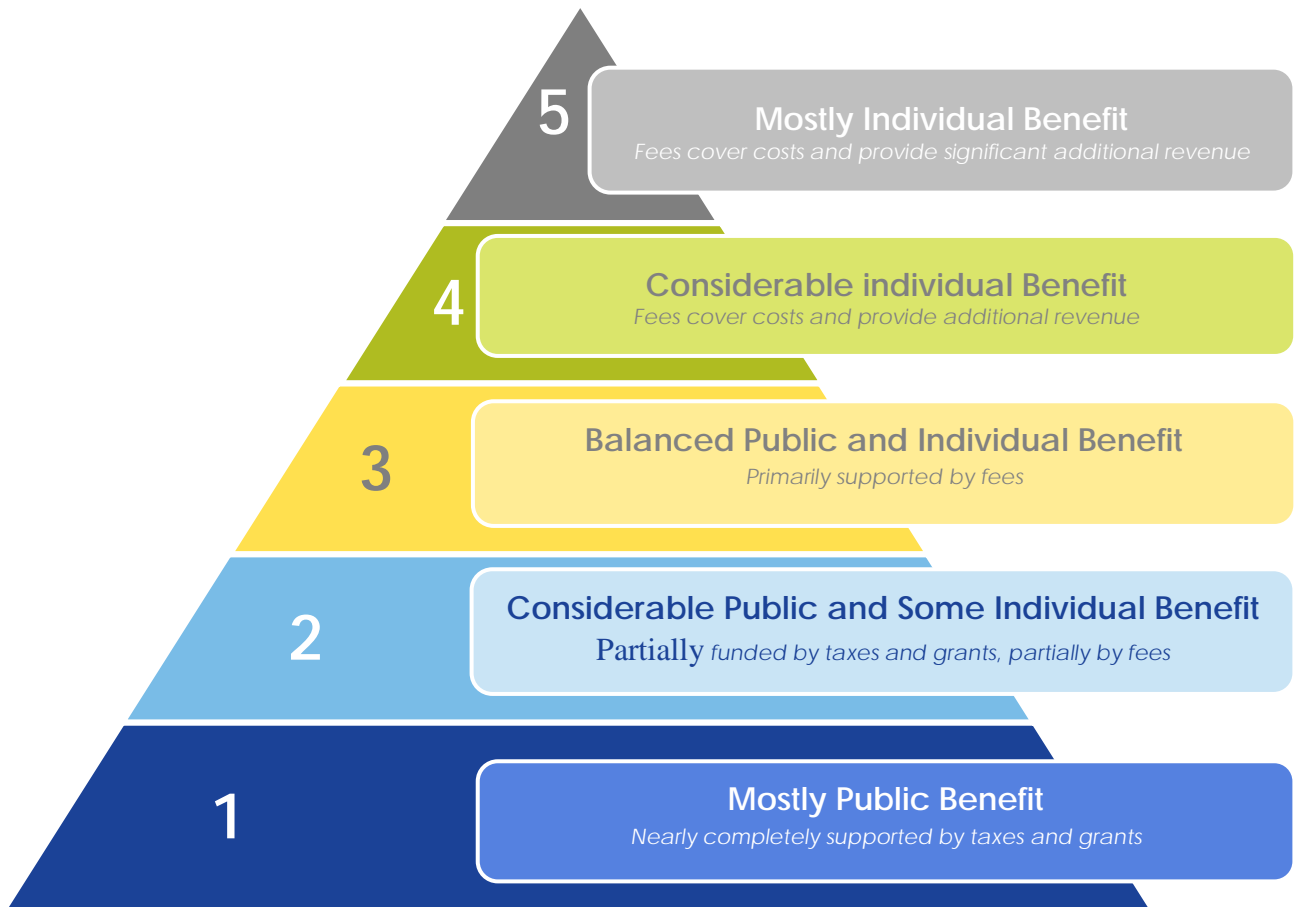


Figure 19: NCPRD Cost Recovery Pyramid



Description of Pyramid Tiers

Tier One, at the base of the pyramid, includes services that benefit the greatest number of people. That includes non-monitored parks, volunteer programs, and support services. They are generally provided to the community without charge, and as such, their operation is nearly completely supported by taxes, grants, and donations.

Tier Two services include things such as life/safety classes, monitored park/facility usage, community-wide events and social services. They are supported partially by fees, with some tax investment and grants and donations.

Tier Three services include exclusive use rentals by non-profit organizations or government affiliates, classes, workshops and clinics, recreational sports leagues and tournaments, specialized events/activities, work study/internship/community service programs, therapeutic, adaptive, special recreation service, before and after school care, and camps. The aim is to recover the direct and indirect costs of the services through fees collected, and to bring in a small amount of revenue to support other District services.

Tier Four services include intermediate and advanced classes and workshops, leased services, trips, and long term leases. The aim is to recover all of the direct and indirect costs through fees, and to bring in revenue to support other District services.

Tier Five includes concession/vending, merchandise, private/semi-private lessons, exclusive use/rentals by private/for-profit entities, equipment rentals, and organized parties. The aim is to recover all of the direct and indirect costs through fees, and to bring in significant revenue to support other District services.



CHAPTER 4: District Organizational Structure and Operational Analysis

District Organizational Structure

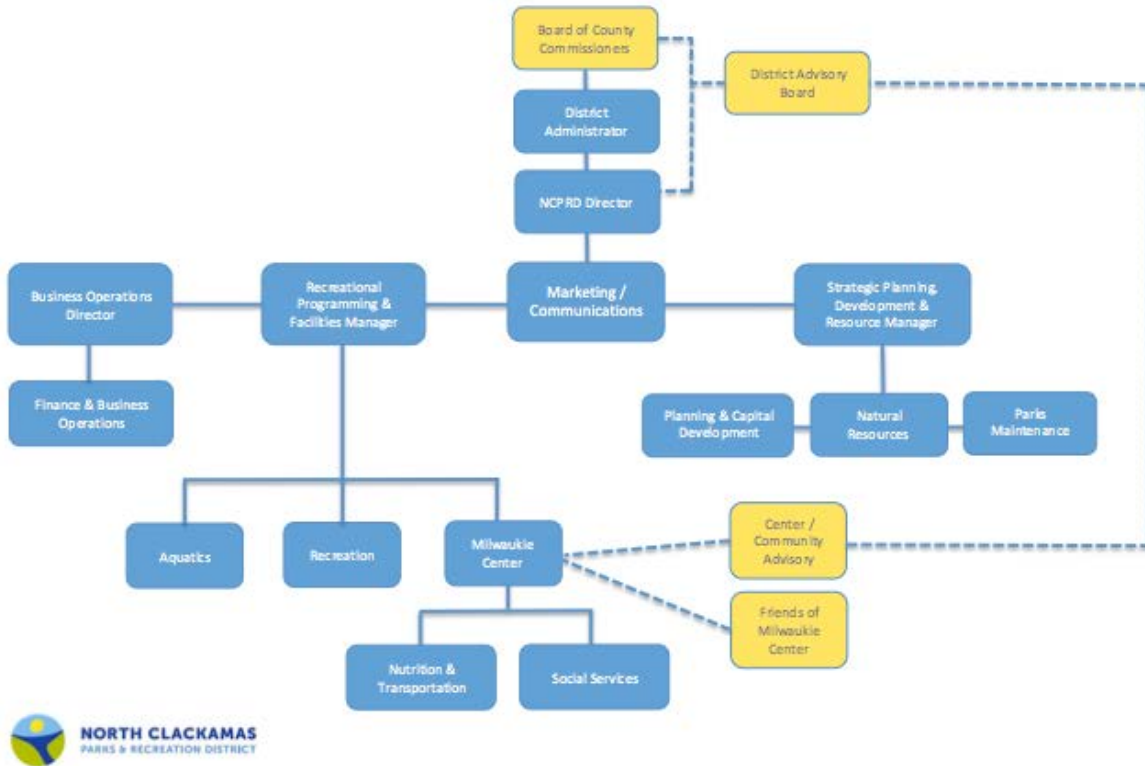


Figure 20: NCPRD Organizational Chart

North Clackamas Parks and Recreation District operates under the supervision of a Director, with the oversight of the NCPRD Administrator, a volunteer District Advisory Board and elected Board of Directors (the Board of County Commissioners).

The Director oversees the operation and management of all District programs and services, which are organized into four primary divisions; Business Operations, Recreation Facilities and Programming, Marketing and Communications, and Strategic Planning and Development.

Business Operations

The Business Operations Division is responsible for the overall operations of the District. It includes general operations, finance and accounting, risk management, and human resources.



Recreational Facilities and Programming

Aquatics

The District's Aquatics program provides residents and visitors a variety of water-based recreational activities. The North Clackamas Aquatic Park serves more than 260,000 visitors annually. Staff provide aquatics supervision, swim lessons, aqua exercise classes, birthday parties, food and beverage service, building/pool maintenance, and room rentals. More information on the Aquatic Park and its programs can be found in Chapters 5 and 7.

Recreation Services

The Recreation Services staff plans and coordinates a wide variety of recreational and educational opportunities directly and/or in partnership with other providers to enhance personal health and the quality of life for all residents of the District. Programs include youth and adult activities such as sports, general recreation interests, outdoor and adventure recreation, and special events for families and teen activities.

Recreation Services are offered through the Aquatic Park community rooms, the Milwaukie Center, parks, school facilities, and privately owned facilities. More information on recreation services provided by the District can be found in Chapter 5.



Milwaukie Center Services



Through the Milwaukie Center, the District provides a variety of coordinated social service, recreational, and educational services for older adults and people with disabilities to assist them in remaining independent with a sense of purpose. The Milwaukie Center provides a place for the community to benefit from services, programs, and events, and through volunteer opportunities. The Center also provides spaces for community and private events through room rentals.

The Milwaukie Center facilitates nutrition and transportation programs for older adults and people with disabilities to assist them in remaining healthy and independent. The Nutrition Program provided 65,100 senior meals through Meals on Wheels during the 2014-2015 fiscal year. In fiscal year 2014-2015, the Transportation Program provided over 9,300 bus rides to the



Milwaukie center or grocery shopping to area seniors. More information on the Milwaukie Center services can be found in Chapters 5 and 7.

Marketing & Communications

NCPRD's Marketing and Communications staff communicates the District's programs and services to the public, and produce the "Discovery Guide", which is distributed three times a year and describes youth and adult programs, aquatic park opportunities, special events and Milwaukie Center activities and resources.

Strategic Planning, Development and Resource Management

Planning and Capital Development

NCPRD planners coordinate and manage the acquisition of park land, park planning, and the development of parks, trails, and recreation facilities.

Maintenance

NCPRD maintenance staff oversees and maintains more than 654 acres and provides operational support for community-wide programs and events.

Natural Resources Management

The Natural Resources Management program focuses on preserving and enhancing open spaces and unique natural areas throughout the District. Staff works cooperatively and strategically with partners to prioritize and implement site-specific conservation and management plans.

Key Partnerships

City of Milwaukie

The City of Milwaukie is part of the North Clackamas Parks and Recreation District. City parks are operated and maintained by the District under an intergovernmental agreement.

The City's Park and Recreation Board (PARB) provides input and guidance to the City Council and the District Advisory Board on recreation and park facility priorities in the City.





City of Happy Valley



The City of Happy Valley annexed into the District in 2006. The city owns, operates and maintains Happy Valley Park and Wetland Park and other Happy Valley owned parks with funding and support provided by NCPRD. In addition, the City oversees many trails.

The City's Parks Advisory Committee is a citizen-based group which is called upon to provide focused advice to the city leadership regarding specific parks and recreation projects or issues.

North Clackamas School District

NCPRD uses many of the North Clackamas School District (NCSD) schools as venues for providing recreational services to the community. NCPRD has a number of Intergovernmental Agreements (IGAs) with NCSD for improvements, maintenance, and programming of sports fields, including fields at Alder Creek Middle School, Rex Putnam High School, and Milwaukie High School.



The District also uses available school facilities to provide recreational programs, such as:

- Wichita Center for Family and Community (a hub for social services)
- Elementary school classroom gym space for recreation programs

Metro

NCPRD has several ongoing partnership efforts with Metro, the regional agency involved in planning, solid waste, green spaces and several other regionally significant issues. NCPRD has current intergovernmental agreements with Metro to operate, maintain and improve regionally significant natural areas such as Mount Talbert Nature Park and Scouter Mountain Natural Area.



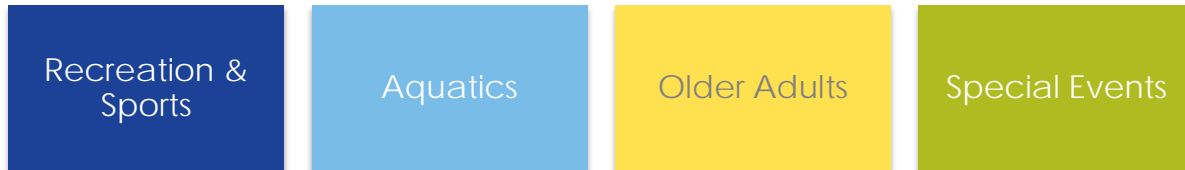
NCPRD has also partnered successfully with Metro to identify, acquire and/or develop important natural areas and land for recreation opportunities through the two Natural Areas Bond Measures, in 1995 and 2006. Metro has also provided two "Nature in Neighborhoods" grant programs through the regional bond funds that provide financial support to local agencies for restoration and enhancement projects. NCPRD and its partners have been successful in obtaining grants to benefit NCPRD parks. NCPRD is also involved with Metro in a variety of planning efforts that have the potential to directly benefit the residents of the district.



Chapter 5: Programs and Services

NCPRD provides equal access to a wide range of recreation and educational opportunities for all ages, abilities, income levels and interests. The District delivers these programs and services throughout its parks and at the Milwaukie Center, the Aquatic Park, in public school facilities, and in private facilities. NCPRD programs and services improve community livability, and have a positive impact on the lives of youth, adults and seniors in the District.

NCPRD Programs and Services are categorized as follows:



Recreation & Sports

NCPRD's Recreation and Sports Services Division provides active recreation programs for youth and adults, including:

- Outdoor programs, such as archery and nature hikes, skiing and kayak lessons
- Youth sports programs, such as football, basketball, softball and cheerleading
- Adult sports leagues for basketball and softball
- Adult open gym for volleyball and basketball
- Summer day camps
- Youth classes including art, dance, drama, and music classes
- Adult classes including art, computer, dance, music, travel, and exercise classes



Hood View Park and North Clackamas Park are particularly busy with sporting events each year. Hood View Park operated for 345 days and hosted 180,000 people for various sporting activities during the 2012-2013 fiscal year. The North Clackamas Park ballfields, which operated 210 days during the 2012-2013 season, hosted more than 7,800 sports participants at its four youth, grass fields.

Figure 21 shows the number of participants in NCPRD recreation and sports programs in the 2012 – 2013 fiscal year.



Figure 21 2012-13 Fiscal Year Recreation and Sports Participants

Program Type	2012-2013 Fiscal Year Participants
Adult Classes	3,021
Adult Sports Leagues	3,225
Adult Sports Tournaments	1,890
Youth Classes	245
Youth Sports Leagues	368
Youth Sports Tournaments	3,196
Youth Camps	83
TOTAL:	12,028

As shown on *Figure 22*, NCPRD has nearly doubled its recreation program offerings since 2004. The additions of NCPRD-hosted softball leagues and tournaments, as well as a diversified schedule of classes have directly impacted this increase.



Figure 22: Annual Recreation Programs and Participation Comparison

	2004-2005	2009-2010	2012-2013
Recreation Programs & Tournaments Offered by NCPRD	55	83	104
Annual Participants	2,220	6,417	13,214

Aquatics

The Aquatic Park is a popular regional attraction, home to a number of unique facilities including three water slides, wave, deep-dive and kiddie pools, a traditional lap pool, hot tub and a rock climbing wall. The facility provides a year-round swim team for over 100 local youth, hosts numerous events, and is also available for rental and private parties.



With these amenities and offerings, every year, the Aquatic Park provides more than a quarter of a million visitors aquatic, recreation and fitness opportunities. During the 2012-2013 Fiscal Year, more than 107,000 people attended aquatic exercise, lap swim, and/or swim lessons at the facility, and over 140,000 people attended



the Park's "Big Surf!" swims. Also, the Aquatic Park hosted over 750 celebrations by families and friends for birthdays and other parties during the 2012-2013 Fiscal Year.

With over 3,400 annual participants, the Aquatic Park is also home to the largest swim lesson program at one facility in Oregon. As the only public pool within the District, the Aquatic Park hosts all four local high school swim teams (both for practices and home meets), two private swim clubs and two masters swim teams. Nearly 8,000 local students also attend the Aquatic Park for physical education classes throughout the year.

Older Adults

The District provides a variety of coordinated social services, recreation, and educational programs for older adults and people with disabilities at the Milwaukie Center. The Milwaukie Center provides a place for the community to gather and join in events, programs, and volunteer opportunities. During the 2012-2013 Fiscal Year, more than 500 volunteers donated their time at the Milwaukie Center.

Through the Milwaukie Center and Meals and Wheels, more than 65,000 senior meals were delivered during the 2014-2015 fiscal year. In addition to the nutrition program, the Milwaukie Center is the North Clackamas hub for senior transportation. It provides over 14,000 bus rides annually to help seniors and adults with disabilities travel to the Milwaukie Center, the grocery store and to a number of other popular, local destinations.

In addition to these core services, the Milwaukie Center also provides a social gathering space for seniors and other community members throughout the year, offering BINGO and other game nights, and a wide variety of free or nearly free activities.



The Milwaukie Center and the Sara Hite Rose Garden also provide a unique backdrop for more than 350 private rentals annually, for everything from special community events to weddings and anniversary parties.

Special Events and Activities

NCPRD hosts a wide variety of special events and activities across the District including the Daddy Daughter Dinner Dance, Spaghetti Dinner & Poker Tournament, Movies in the Park, Winterfest, and special interest and activity groups such as Bridge and quilting clubs.





The District also focuses on programs for youth with school break and summer offerings including the free RecMobile, a mobile recreation program unit that reached 1,500 young people during the summer of 2014.

There has been a significant increase in NCPRD special event and activity participants since 2004, due in large part to expanded offerings, such as increased “Movies in the Park” events (from only three in 2004-05 to seven in 2012-2013), and more targeted offerings of RecMobile services.

Figure 23: Special Events and Activities Participation Comparison

Special Events and Activities	2004-2005 Fiscal Year Participants	2012-2013 Fiscal Year Participants
Special Events	528	3,128
Activity and Interest Groups	4,950	6,986
RecMobile	675	1,186
TOTAL:	6,153	11,300



Programs and Services Summary

NCPRD's wide range of recreational programs reaches people of all ages and skill levels and are widely used by the community. During the 2012-2013 Fiscal Year, more than 20,000 participants took part in classes, camps, sports leagues, tournaments and programs offered by NCPRD, as illustrated below:





Chapter 6: Natural Resources Management

Natural areas are an important element of a community's character and livability. They provide critical opportunities to preserve and enhance open spaces and unique natural features throughout the community, and provide opportunities for connection with nature, environmental education and volunteerism.

Parks that have retained the best examples of the District's native landscapes, ecosystems, natural communities or scenic qualities are classified as Natural Areas. Wetlands, stream corridors, rare plants, and wildlife habitat are often found in Natural Areas. Natural Areas are often identified by their uniqueness, pristine nature, aesthetic or scenic qualities, and outstanding opportunities for solitude or passive types of recreation. Passive recreation uses are generally secondary in importance to protecting the resource. The District's goals for natural areas generally include:

- Protect habitat for native wildlife species
- Provide wildlife corridors; facilitating migration between habitats
- Protect special aquatic habitats, communities, and ecosystems
- Provide unique, high quality passive recreational experiences
- Protect natural ecological processes, community structure, and function
- Increase and enhance unique community education, interpretative and volunteer opportunities

Natural Resources Program Goals and Objectives:

Natural Resources Management - Provided through coordination and partnership with community groups, agencies, and organizations on natural resource issues and projects, developing policies, guidelines, and directives, and researching, planning, designing and implementing sustainable practices.

Planning - Including program development, creating natural resources management plans for individual parks, coordinating and applying for natural resources permits and assisting with natural resources components of park planning projects, participation in the prioritization of land acquisition needs, natural resource park enhancement projects, and control and monitoring ecological threats to existing natural resources.

Education and Outreach - Including providing program information to citizens and local media, planning and designing natural resources educational programs for student interns, school groups and other groups, and engaging citizens in land stewardship through volunteering events, stewardship and adopt a park programs.



Summary of major Natural Resources accomplishments, 2004-2014

- Adding a Natural Resources Coordinator to NCPRD staff
- Development of partnerships with Clackamas County Parks, Metro, Oak Lodge Sanitary District, Clackamas County Water Environment Services (WES) and others
- Completion of the Clackamas Parks Wildfire Management Plan
- Restoration projects at:
 - Mount Talbert Natural Area
 - Nature Trail Park
 - Three Creeks Natural Area
 - Riverforest Creek in Risley Park
 - Rivervilla Natural Area
 - Boardman Creek through Stringfield Family Park
 - Camas Creek
- The addition of 40 acres of land within Mt. Talbert Nature Park by NCPRD and Metro, and additional natural areas throughout the District
- Natural Resource Program volunteer events, including more than 300 youth and adult volunteers, contributing more than 1,335 hours during the 2010-2011 Fiscal Year.
- Multiple service learning projects at elementary, middle and high schools





Chapter 7: Inventory

This chapter focuses on the current infrastructure inventory and amenities that the North Clackamas Parks and Recreation District (NCPRD) provides, owns, manages or collaboratively uses. The following thumbnail map is for reference and illustrative purposes only, and shows the study area and key locations of properties. Larger maps can be found in *Appendix E*.

North Clackamas Parks & Recreation District
Resource Map A: System Map

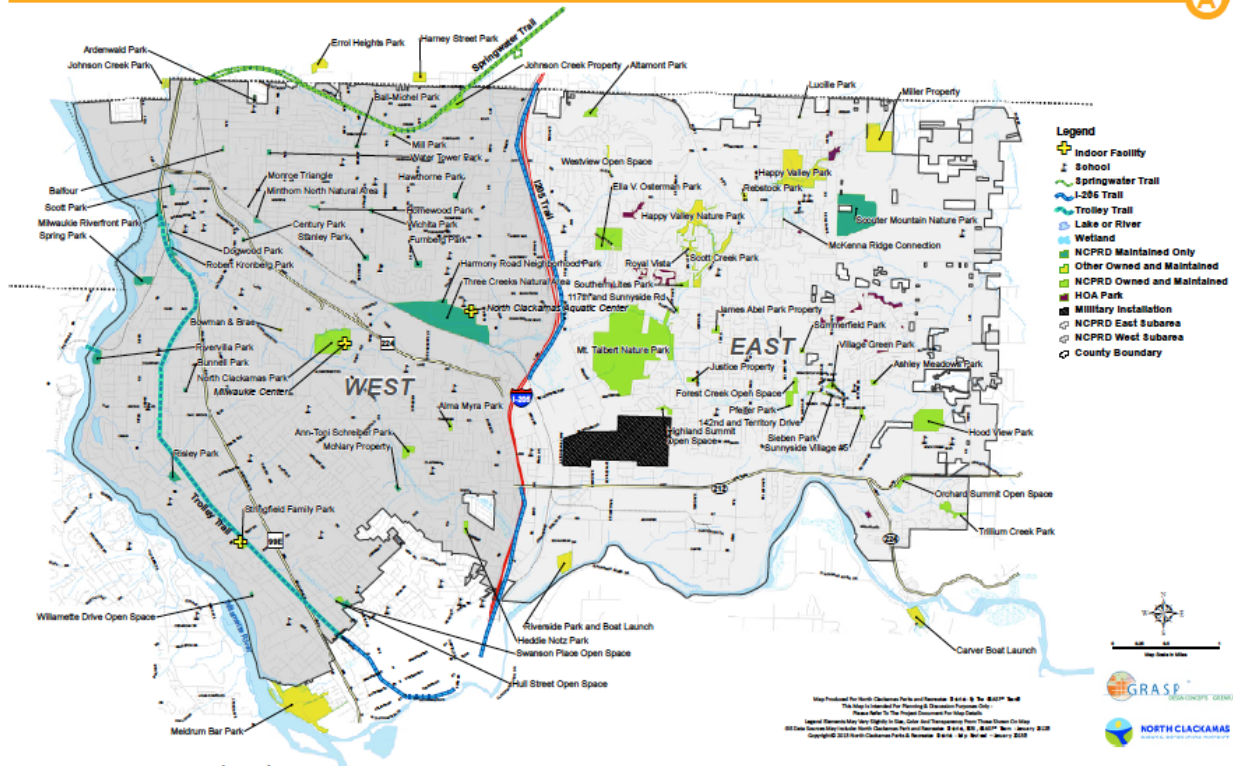




Figure 24: NCPRD System Map

Parks and Outdoor Venue Inventory

The inventory of outdoor parks, trails and natural areas is classified into these categories:

-  Neighborhood Parks
-  Community Parks
-  Natural Areas
-  Greenways
-  Special Use Areas



Neighborhood Parks

Neighborhood parks serve as a recreational and social space of a neighborhood. Many provide opportunities for natural areas, informal activities and passive recreation as well as playgrounds, picnic areas, outdoor basketball courts and/or multi-use sports fields. On-site parking and restrooms are typically not provided as neighborhood parks are intended to serve neighborhoods within easy walking or bicycling distance. They typically serve an area of approximately .5 to 1 mile radius and range from .5 to 5 acres.

Figure 25 lists the neighborhood parks included in the NCPRD inventory.



Village Green



Ashley Meadows



Stanley Park



Figure 25: Neighborhood Park Inventory

LOCATION	OWNERSHIP	MANAGEMENT	ACRES
Alma Myra Park	NCPRD	NCPRD	2.2
Altamont Park	NCPRD	NCPRD	4.7
Ann Toni Schreiber Park	NCPRD	NCPRD	6.3
Ardenwald Park	City of Milwaukie	NCPRD	0.8
Ashley Meadows Park	NCPRD	NCPRD	1.7
Balfour	City of Milwaukie	NCPRD	0.8
Ball-Michel Park	City of Milwaukie	NCPRD	0.8
Bowman and Brae	City of Milwaukie	NCPRD	0.7
Bunnell Park	Clackamas County	NCPRD	0.7
Century Park	City of Milwaukie	NCPRD	0.6
Dogwood Park	City of Milwaukie	NCPRD	2.8
Furnberg Park	City of Milwaukie	NCPRD	2.6
Harmony Road Neighborhood Park	Clackamas County Development Agency	NCPRD	1.5
Hawthorne Park	NCPRD	NCPRD	1
Heddie Notz Park	NCPRD	NCPRD	2.5
Homewood Park	City of Milwaukie	NCPRD	1.2
James Abel Park Property	NCPRD	NCPRD	2.6
Justice Property	NCPRD	NCPRD	2.9
Mill Park	NCPRD	NCPRD	1.4
Risley Park	Clackamas County	NCPRD	4.9
Robert Kronberg Park	City of Milwaukie	NCPRD	4.5
Scott Park	City of Milwaukie	NCPRD	0.6
Sieben Park	NCPRD	NCPRD	1
Southern Lites Park	NCPRD	NCPRD	3
Stanley Park	City of Milwaukie	NCPRD	2
Summerfield Park	NCPRD	NCPRD	1
Pioneer Park	NCPRD	NCPRD	2.4
Trillium Creek Park	NCPRD	NCPRD	1.4
Village Green Park	NCPRD	NCPRD	2.7
Water Tower Park	City of Milwaukie	NCPRD	1
Wichita Park	City of Milwaukie	NCPRD	1
TOTAL:			63.3



Community Parks

Community parks serve a broader purpose than neighborhood parks. Their focus is on meeting community-based recreation needs, as well as conserving unique landscapes and open spaces. Community parks provide a variety of opportunities for active, passive, and structured recreation for individuals as well as groups. They vary in size from 4.5 to 50 acres. *Figure 26* lists the community parks included in the NCPRD inventory.

Figure 26: Community Park Inventory

LOCATION	OWNERSHIP	MANAGEMENT	ACRES
Ella V. Osterman Park	NCPRD	NCPRD	30.6
Happy Valley Park	City of Happy Valley	City of Happy Valley	31
Hood View Park	NCPRD	NCPRD	36
Johnson Creek Property	NCPRD	NCPRD	9.6
Milwaukie Riverfront Park	City of Milwaukie	NCPRD	7.5
North Clackamas Park	City of Milwaukie/NCPRD	NCPRD	43.6
Pfeifer Park	NCPRD	NCPRD	4.9
Stringfield Family Park	NCPRD	NCPRD	4.5
TOTAL:			167.7



North Clackamas Park



Hood View Park



Happy Valley Park



Natural Areas

Natural areas are minimally developed and primarily intended to conserve land for environmental benefit. Many of the sites conserve habitat for wildlife. These areas often include wetlands, steep hillsides and stream corridors. Passive recreation uses are secondary to protecting the natural resources, but natural areas may include picnic facilities, trails, interpretive signage, and viewpoints. Parking and restroom facilities are provided where appropriate. *Figure 27* lists the natural areas included in the NCPRD inventory.

Figure 27 Natural Areas Inventory

LOCATION	OWNERSHIP	MANAGEMENT	ACRES
Blue Heron	City of Happy Valley	City of Happy Valley	6.5
Happy Valley Nature Park	City of Happy Valley	City of Happy Valley	25
Happy Valley Wetland Nature Park	City of Happy Valley	City of Happy Valley	24
Hull Street Open Space	NCPRD	NCPRD	2.1
McNary Property	Clackamas County	NCPRD	1.5
Minthorn North Natural Area	City of Milwaukie	NCPRD	1.2
Mount Talbert Nature Park	NCPRD/Metro	NCPRD	254
Rivervilla Park	Clackamas County	NCPRD	4.8
Spring Park	City of Milwaukie	NCPRD	7.8
Swanson Place Open Space	NCPRD	NCPRD	2.7
Willamette Drive Open Space	NCPRD	NCPRD	0.6
TOTAL:			330.2



Mount Talbert Nature Park



Spring Park



Greenways

Greenways create park connections and corridors which may include natural areas as well as developed lands such as abandoned railroad rights-of-way and power lines. They may provide wildlife corridors and benefits to natural systems. They are linear in nature, often include trails and are used as pedestrian and bike corridors. *Figure 28* lists the greenways included in the NCPRD inventory.



Trolley Trail

Figure 28: Greenway Inventory

LOCATION	OWNERSHIP	MANAGEMENT	ACRES
117 th and Sunnyside Rd (Mount Scott/Scouter Mtn. Trail section)	NCPRD	NCPRD	1.4
142 nd and Territory Drive	NCPRD	NCPRD	1
Forest Creek Open Space	NCPRD	NCPRD	4.4
Highland Summit Open Space	NCPRD	NCPRD	3.2
Lucille Park	City of Happy Valley	City of Happy Valley	0.3
McKenna Ridge Connection	City of Happy Valley	City of Happy Valley	0.8
Orchard Summit Open Space	NCPRD	NCPRD	4.4
Royal Vista (Orchard Ridge)	City of Happy Valley	City of Happy Valley	3.1
Scott Creek Park	City of Happy Valley	City of Happy Valley	13.5
Trolley Trail	NCPRD	NCPRD	13.7 (6 m)
Trillium Creek Greenway	NCPRD	NCPRD	6.3
Westview Open Space	City of Happy Valley	City of Happy Valley	3.8
		TOTAL:	55.9



Special Use Areas

Special use areas cover a broad range of outdoor spaces and indoor/outdoor recreation with special features. Special use areas may include indoor areas such as community centers and senior centers, aquatic facilities, or other public buildings. They also include outdoor areas such as boat ramps or launches, fishing docks, amphitheaters, sports fields, off leash dog areas, plazas, and gardens.

Figure 29 lists the special use areas included in the NCPRD inventory.

Figure 29: Special Use Area Inventory including Facilities and Fields

LOCATION	OWNERSHIP	MANAGEMENT	ACRES
School Athletic Fields including: <ul style="list-style-type: none"> • Alder Creek • Lot Whitcomb • Rex Putnam • Milwaukie High 	NCSD#12	NCSD#12 and NCPRD	N/A
North Clackamas Aquatic Park	NCPRD	NCPRD	7.8
Milwaukie Center	City of Milwaukie	NCPRD	N/A
Stringfield House	NCPRD	NCPRD	N/A
TOTAL:			7.8

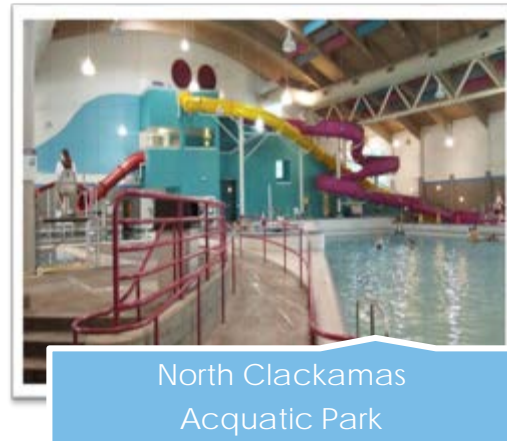


Indoor Facilities

NCPRD operates, manages and administers three indoor facilities to serve District residents. Descriptions of each facility and opportunities/future considerations are included in this section. A comprehensive review and analysis of facilities can be found in *Appendix E*.

North Clackamas Aquatic Park

The North Clackamas Aquatic Park houses several swimming pools, water slides and a rock climbing wall. Its featured swimming pools include a wave pool with four-foot waves and both deep and shallow areas for play, a 25-yard, six-lane competition lap pool, a 13-foot deep diving well with one-meter diving board, an interactive area with cascading fountains, a children's pool, and a hot tub for those over the age of 18.



Slides vary in their journey from two twisting tubes of adventure to a drop slide. The 29-foot rock climbing wall, built in 2007, has three different routes, each with a varying level of difficulty, from easy to difficult, and has trained staff to help.

During Big Surf! swim times, guests can access the entire park, which includes a wave pool, water slides, a hot tub and an adult lap pool. The recreational swim time is open to the public and features 400,000 gallons of water consistently kept at 86 degrees year-round.

The facility is available for rent for parties or group team-building workshops.

Opportunities and Future Considerations for Aquatic Park

- Implement proposed operational efficiency changes
- Implement Cost Recovery Pyramid policy and recommendations to all aquatic programs and rentals
- Target 80% cost recovery rate for the facility



Milwaukie Center

Located within the 44-acre North Clackamas Park, the Milwaukie Center provides many opportunities for senior citizens in a beautiful park setting. Programming and facility use has predominately catered to recreation for seniors (games, socialization, computers, art, travel, etc.), social services for seniors (transportation and the meal programs) and some youth recreation classes. However, increasing demand may necessitate a change of direction.



The Milwaukie Center Strategic Plan

In 2012 the Friends of the Milwaukie Center and staff presented the results of the Milwaukie Center Strategic Plan to the District Advisory Board. At that time, the Milwaukie Center was in the initial phase of seeking National Council on Aging/National Institute of Senior Centers accreditation, which required a 3-5 year strategic plan to fulfill the accreditation requirements. The Strategic Plan determined that the Center serve as “a place for the community to gather, and a link to resources for older adults and their families.”

One of the relevant tasks that came out of the strategic plan was to develop a plan for multi-generational, cultural and ethnic inclusivity as the service area population grows. Moving in this direction will help address and alleviate other highly important unmet needs in the District.

Opportunities and Future Considerations for Milwaukie Center

Space limitations affect some of the Center’s program opportunities but could be remedied with expansion and/or renovation. Parking is a limiting factor for expanding the Center in its current location. If program expansion is desired, it may be most prudent to consider relocating the services to a larger site with more parking. Furthermore, the District may benefit from offering program options to those outside the senior community.

The Stringfield House

The Stringfield House is within one of the District’s newest parks, Stringfield Family Park, and is located on SE Naef Road between SE River Road and McLoughlin Boulevard.

The house is located in a 4.5-acre park, the former property of the Stringfield family, in an established neighborhood on a quiet street. The house sits prominently at the northern edge of the parking lot elevated several feet from the adjacent roadway in a grove of mature native oaks.



Stringfield House

The Stringfield House and property was acquired by NCPRD in 2003 and Stringfield Family Park opened in 2009. Acquisition and development of the park couldn't have been completed without a number of partners, including; Metro, Oak Lodge Sanitary District, and grants from the Oregon Parks and Recreation Department Local Government Grant Program and Land and Water Conservation Fund Program.

The modest, mid-century era home is currently envisioned to become a NCPRD

rental facility intended for small community meetings and activities.

Opportunities and Future Considerations for Stringfield House

NCPRD has already begun improving the house so that it can become a rental property. Completed exterior improvements include an ADA accessible ramp with rails leading from the parking lot to the front door, new windows, and roof. The ground floor restroom has also been completely remodeled to make it fully accessible. The kitchen area could be modified to accommodate food service. The addition of an outdoor deck or terrace that is directly accessible from the living room space could enhance the indoor/outdoor connection from the facility to the adjacent park.



Chapter 8: Level of Service Analysis

Composite-Values Methodology Technique

In planning for the delivery of parks and recreation services, it's useful to think of parks, trails, indoor facilities, and other public spaces as parts of an overall infrastructure. This infrastructure allows people to exercise, socialize, and maintain a healthy physical, mental, and social well-being. The infrastructure is made up of components that support this goal, such as playgrounds, picnic shelters, sports courts, fields, gymnasiums, multi-purpose rooms, swimming pools, and other elements that allow the system to meet its intended purpose.

The consultants employed by NCPRD to lead the development of this Master Plan utilize a unique and industry-leading tool to evaluate how well a community is currently being served by existing park and recreation facilities. Understanding level of service helps to inform recommendations and decisions for new and improved facilities to meet growing demand throughout the community.

The previous District Master Plan (adopted in 2004) utilized the standard industry technique of measuring level of service based on a total population of the service area and the total number of acres, by facility type. This simple method, though widely utilized, results in a very simplistic view of service standard – simply how many acres of parks, how many miles of trail, how many sports fields per thousand residents are provided and how many more acres, miles of fields are needed to achieve whatever standard is adopted.

NCPRD recognized that this previous method, while useful, is now outdated, as more and more parks and recreation service providers are shifting to more sophisticated and analytical techniques to measure level of service and accessibility to park and recreation services. An analytical technique known as *Composite-Values Methodology (CVM)* was used to analyze Levels of Service (LOS) provided by the parks and recreation infrastructure in NCPRD. The LOS analysis considers characteristics such as capacity, quality, condition, location, comfort, convenience, and ambience of each facility.

The proprietary version of CVM used in the Master Plan update is known as GRASP®. The process uses analytical maps known as Perspectives to study LOS. Level of Service Perspectives show how well the District is served by any given set of components, by utilizing maps to graphically display values, along with quantified measurement spreadsheets. This quantification system provides a benchmark against which the District can determine how well it is doing in the provision of services related to its goals, both presently and over time.

The CVM process also helps agencies set standards and develop policies and processes for equitable growth and development in the future. This method helps agencies better assess how well the existing inventory of park and recreation facilities is meeting the needs, how improvements to existing facilities can increase the level of service at those facilities, and how this method of assessment can help to inform decisions regarding new facilities and



improvements. In addition, the CVM analysis can help NCPRD measure aspects of the parks and recreation system that can influence public health, such as walkability and trail access.

The process used for this analysis included the assembly of a detailed inventory of public and semi-public physical assets available for recreational use.

GreenPlay's branded version of the CVM is called "GRASP" (Geo-Reference Amenities Standards Process) and is currently being utilized by more than 80 communities nationwide.

The inventory, as listed in Chapter 7, includes public parks, recreation, and trails managed by NCPRD. It also included other parks maintained by alternative providers such as homeowner association parks and pocket parks, as well as some parks outside the District but still within proximity to District residents. Additional parks included in the inventory for the level of service analysis are included in *Appendix G*.

In the inventory of parks and recreation facilities, the following information was collected:

- Component type and location
- Evaluation of component quality and function
- Evaluation of comfort and convenience features
- Evaluation of park design and ambience
- Site photos
- Comments and observations from the inventory team

The inventory team used a three tier rating system to evaluate each component on qualities including the condition of the component, its size and capacity relative to the need at that location, and its overall quality:



In addition to scoring the components, each park site or indoor facility was given a set of scores to rate its comfort, convenience, and ambience qualities. This includes traits such as the availability of restrooms, drinking water, shade, signage, benches, scenery and other amenities.

Tables of the low scoring facilities and facilities with low scoring individual components are listed in *Appendix H*.

GRASP® Perspective Maps

Perspective maps were generated to evaluate the assets available to residents. To generate the Perspective maps, all assets in the inventory were used. Each inventoried component was assigned a GRASP® score and a service area based on a radius from the component. The service



area is the distance from within which a majority of people using the component might reasonably be expected to come.

When service areas, along with their overall level of service scores for each park or facility are plotted on a map, a picture emerges that represents the cumulative service provided by that facility upon the geographic area. Where service areas for multiple parks overlap, a darker shade results from the overlap. Darker shades indicate locations that are served by a combination of more parks and/or higher quality ones. The shades all have numeric values associated with them, which means that for any given location on a GRASP® Perspective, there is a numeric GRASP® Level of Service score for that location and that particular set of components.

For purposes of this study the District boundary was used as the extent of the study area. However, it should be noted that facilities located beyond the District boundaries, whose service area extends into the District, were considered for the purpose of determining LOS calculations. *Figure 30* shows the population for the District as a whole and the two subareas (West and East of Interstate 205). This number was also used to calculate the Population per Acre, so that the population density could be used in the LOS calculations as well.

Figure 30: Population and Acres by Sub and Study Area

Subarea	Total Acres	2012 Population	Population Per Acre
West Subarea	11,732	73,194	6.24
East Subarea	11,309	42,071	3.72
Study Area	23,040	115,924	5.03

Using the scores assigned to parks and components, the NCPRD park system was evaluated from two perspectives:

Perspective A reflects the level of service available to a resident at any given location considering all methods of transportation. It is a blended value based on the number and quality of opportunities that exist in a reasonable proximity to the given location.

Perspective B reflects the level of service available to residents within reasonable walking distance. It is a blended value based on the number and quality of opportunities.

The District's goal is to provide at least a threshold level of service to every residence. For this study the GRASP® score of 67.2 was set as that threshold level of service.

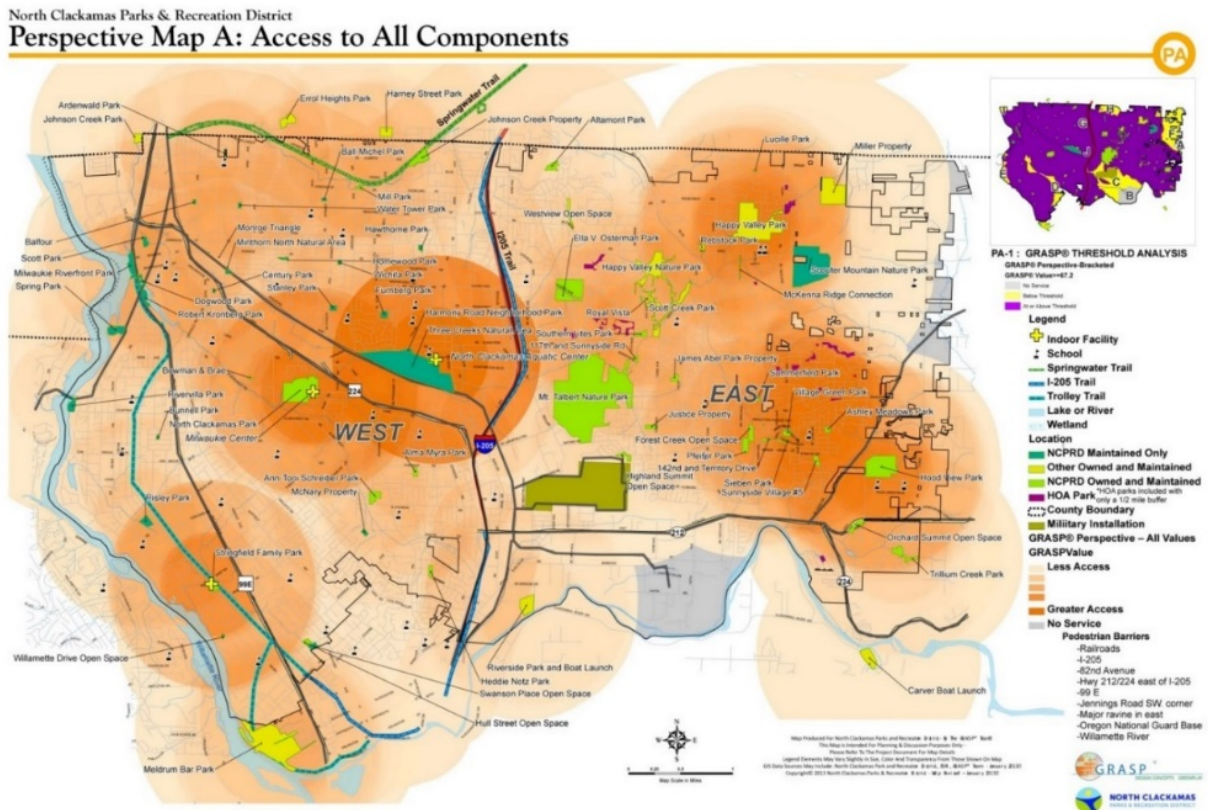


Perspective A: Access to All Components, By All Methods of Transportation

Perspective A shows access to all facilities by all methods of transportation. One-mile service areas have been placed around each facility and shaded relative to the facility’s GRASP® score. This represents a distance from which convenient access to the park can be achieved by normal means such as driving or bicycling. This appears as the circles on the map (Figure 31). In addition, a one-half mile service area representing the distance that a resident can reasonably walk in 15-minutes has been added to each park. As a result, scores are doubled within the one-mile service area to reflect the added value of walkable proximity.

Based on the mapping, in general, NCPRD has good distribution of facilities and general access to parks, open space areas and recreation facilities. Concentrated areas that provide high levels of recreational opportunities tend to be located across the district and provide reasonable access for most residents. Figure 31 is for reference and illustrative purposes only. Larger maps can be found in Appendix E.

Figure 31: Perspective Map A



In Figure 32, the first column in the table shows the percentage of each subarea and the study area that has at least some service (LOS >0). In these tables, blue highlights the high score and yellow indicates the low score for each category.



The second column shows the average numerical value (GRASP® value) of level of service for the all acres in each subarea. In this case we see that the west subarea has a higher overall level of service value per acre than the east subarea.

The third column shows the results of dividing the number from the previous column (Average LOS per Acre Served) by the population density of the area. In this case, even though the west subarea has a higher level of service per acre, when we take into account the larger population we see that the east actually has a higher level of overall service per person.

The GRASP® Index shown in the next column is from a simple numerical calculation that involves dividing the total numerical value of all of the parks in a given area by the population of that area, in thousands. The difference between the GRASP® Index and the previous number is that the GRASP® Index reflects the total value of assets in the area in relation to the number of people the assets serve, while the previous number relates the *density* of service per acre to the *density* of people per acre. Average LOS analysis accounts for assets located outside the planning area to be accounted for, while the GRASP® Index accounts for only assets that are physically located within the area.

Figure 32 Statistics for Perspective A

Area	Percent With LOS	Average LOS Per Acre Served	Average LOS Per Acre Per Population Density	GRASP® Index
West Subarea	100.0%	115	18	13
East Subarea	94.7%	83	22	27
Study Area	97.4%	99	20	20

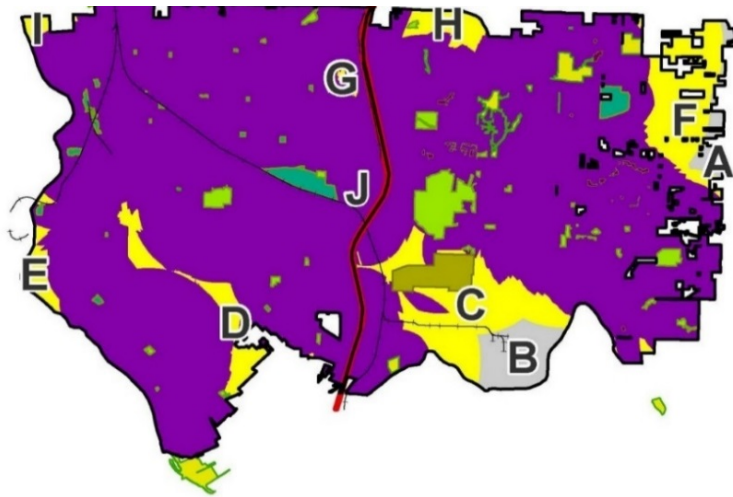


Perspective A Threshold Analysis

The following graphics illustrate the statistical information derived from *Perspective A*. The values on the Perspective were bracketed to show where LOS is above or below a threshold. The result is shown on map PA-1 (*Figure 33*).

On this map, areas that have at least some service are shown in yellow. Areas that are shown in purple have LOS that exceeds the threshold score of 67.2. The threshold of 67.2 represents the equivalent of access to a typical neighborhood park with three components and access to a multi-use trail.

Figure 33: Perspective A Threshold Analysis



Areas with No Service (indicated in gray)	
A	Happy Valley
B	Clackamas Industrial Area
Areas with Service Below Threshold (indicated in yellow)	
C	Clackamas Industrial Area and Sunnyside
D	Oatfield Ridge
E	Oak Grove
F	Happy Valley
G	Southgate
H	Happy Valley and Sunnyside
I	Waverly Golf Course

PA-1 : GRASP® THRESHOLD ANALYSIS

GRASP® Perspective-Bracketed

GRASP® Value >= 67.2

- No Service
- Below Threshold
- At or Above Threshold



Figures 34 and 35 display the percent of each subarea that has no composite service, composite service above the threshold score, or service below the threshold score.

Figure 34: Percent of West Subarea Composite with Service Above or Below Threshold

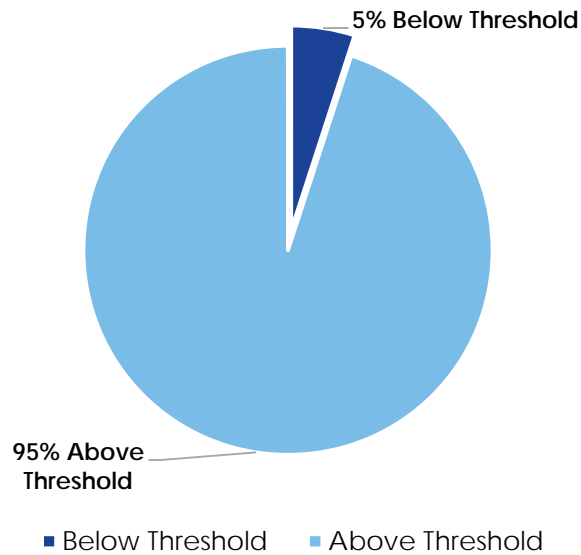
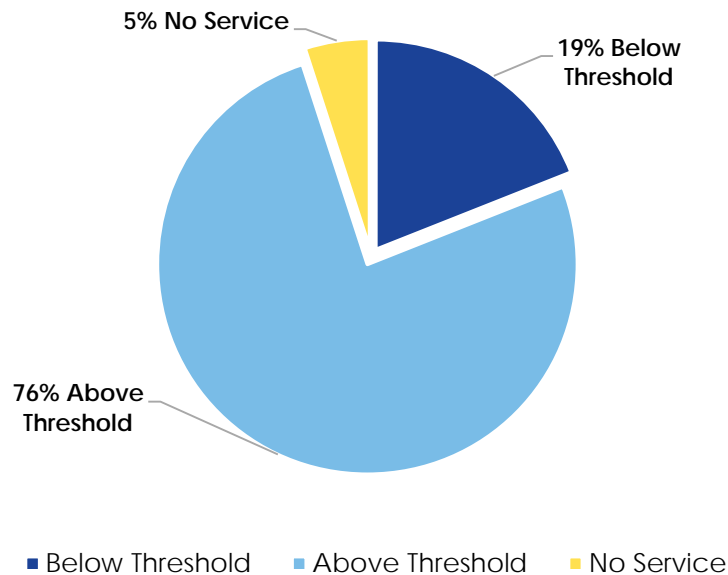


Figure 35: Percent of East Subarea Composite with Service Above or Below Threshold



If we look further into the composition and distribution of actual population within these individual areas as labeled in PA1 we see some very positive trends in distribution of level of service. Additional data related to Perspective A can be found in *Appendix H*.



Perspective B: Walkable Access to All Components

Perspective B analysis is intended to show the LOS available across NCPRD if walking is the only mode used to travel to parks. Only the one-half mile service area was used to reflect the distance that a resident can reasonably walk in fifteen minutes. Scores are doubled within the service area to reflect the added value of walkable proximity, allowing direct comparisons to be made between this Perspective and Perspective A. Virtually all major road arterials and highways are barriers to walkable access. As a result, the walkable level service areas are truncated at these barriers on the mapping. The thumbnail map below is for reference and illustrative purposes only. Larger readable maps are printed in *Appendix E*.

Figure 36: Perspective B Map, Walkable Access to All Components

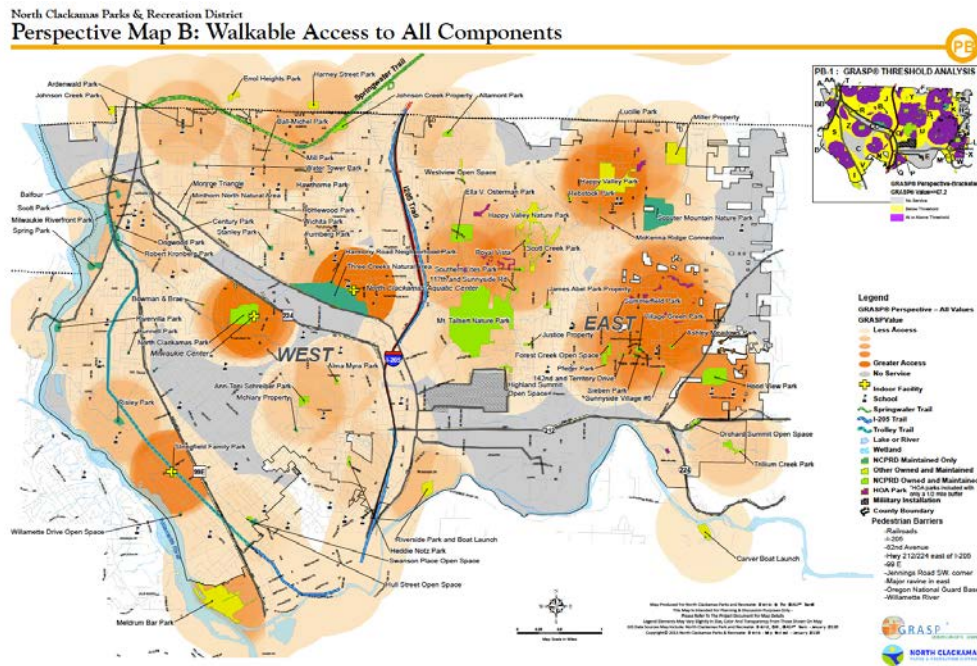


Figure 37 shows the statistical information derived from Perspective B. In this table, **blue** highlights the high score and **yellow** indicates the low score for each category. The numbers in each column are derived as previously described in the explanation for Perspective A.

Figure 37: Statistics for Perspective B

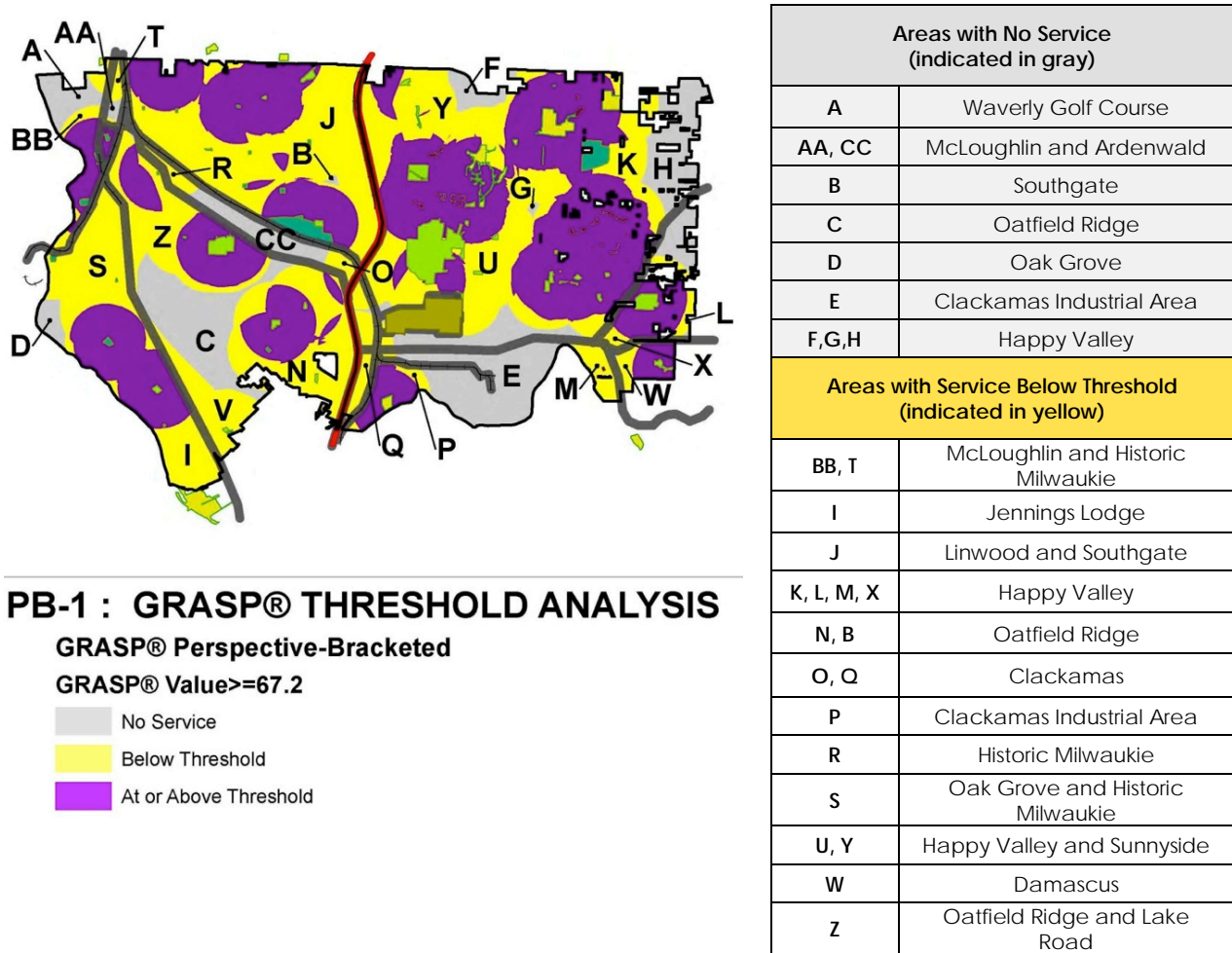
Area	Percent With LOS	Average LOS Per Acre Served	Average LOS Per Acre Per Population Density	GRASP® Index
West Subarea	85.7%	91	15	13
East Subarea	77.4%	125	34	27
Study Area	81.6%	108	24.5	20



The areas shown in yellow on inset map PB-1 (*Figure 38*) are areas of opportunity, because they are areas where land and improvements that provide service are currently available, but the value of those does not add up to the threshold. It may be possible to improve the quantity and quality of those improvements to raise the LOS without the need for acquiring new lands.

The areas with below-threshold levels of service with the largest populations include the Southgate, Sunnyside, Oak Grove, and Clackamas neighborhoods.

Figure 38 PB-1 Threshold Analysis





Figures 39 and 40 display the percent of each subarea that has no walkable service, walkable service above the threshold score, or walkable service below the threshold score.

Figure 39: Percent of West Subarea Walkability with No Service or Service Above or Below Threshold

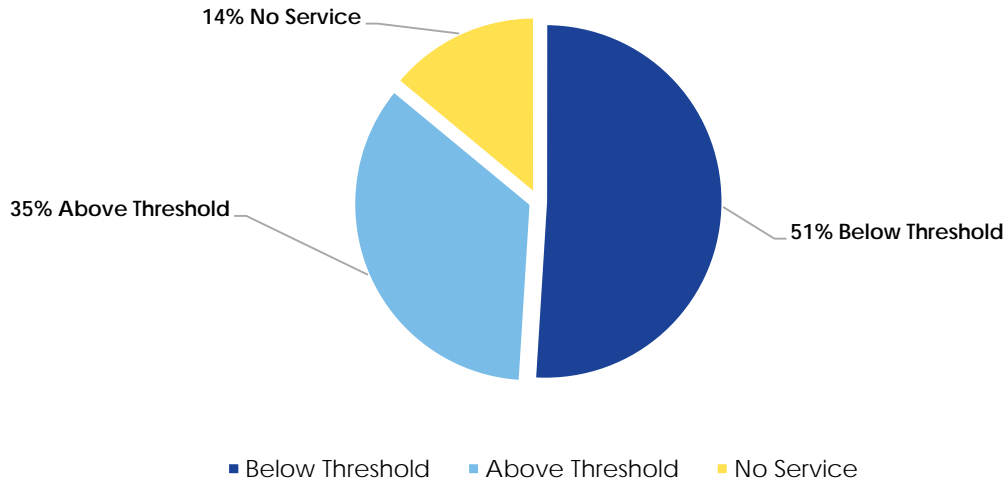
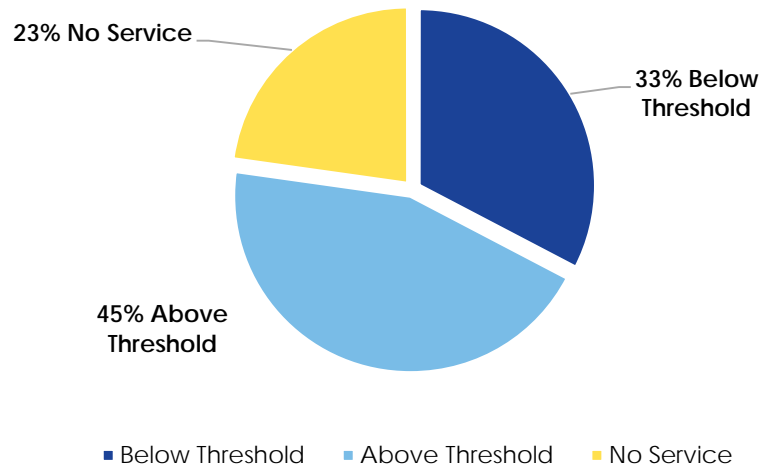


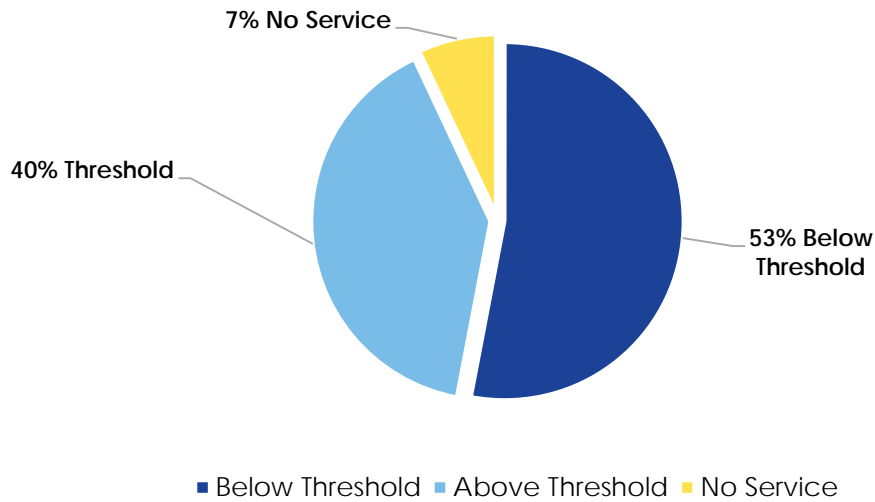
Figure 40: Percent of East Subarea Walkability with No Service or Service Above or Below Threshold





If we look further into the composition and distribution of actual population within these individual areas as labeled in *Figure 38 (PB-1)*, we see some very positive trends in distribution of level of service. While only 27% of the land area is above threshold, we see in *Figure 41* that 40% of the total population lives in an area of threshold level of service. Likewise, while 23% of the land area has no level of service that area actually equates to only 7% of the population.

Figure 41: Percent of Population for PB-1 GRASP Threshold Analysis



Areas “C” (Oatfield) and “E” (Clackamas industrial area) have significantly more residents than other areas with no service. Areas such as “J” (Southgate) and “U” (Sunnyside) have a significant number of residents that could be positively impacted by future increases in level of service. Additional data related to Perspectives A and B can be found in *Appendix H*.



Other Methods and Analysis

The preceding mapping and descriptions provide a good picture of the overall Level of Service (LOS) for the community. It also shows existing park distribution and areas of service concentration. In addition, it can also be helpful to take a detailed look at the variety and capacity of the components in the system. This is especially true for things like tennis courts, athletic fields, and group picnic shelters, where having an adequate supply of facilities is more important than the location or distribution of those facilities.

The capacity of some components is dictated by the ability of the component to provide service to the amount of the population that will be using the facility. For some components this is a fairly easy calculation because the components are programmed for use. The programming determines how many people will be using the facilities over the course of a period of time. Sports fields and courts fall into this category.

Capacities Analysis

Figure 42 (following page) represents the Capacity LOS for NCPRD. This table more closely resembles a traditional LOS analysis and shows how the quantities of certain park and recreation components compare to population. For each component, the spreadsheet shows the current quantity of that component on a “per-1000 persons” basis (referred to as the Capacity LOS) and the pro-rata number of persons in the community represented by each component. This kind of analysis can be used to show the capacity of the current inventory – in other words, how many people are potentially being served by park components.

These figures are provided for District-owned and maintained facilities, schools, and other providers (such as the county and HOAs) for the total of all facilities from all providers. Aside from measuring what is currently provided to the residents of NCPRD, the spreadsheet is also set up to project the number of facilities that will need to be added to maintain the current ratios to accommodate future population growth. These calculations use projected population growth for 2017 and 2022. The spreadsheets show the total numbers of each type of facility the District currently has as well as the numbers of new facilities that will be needed to continue the current LOS as the population grows.

The chart on the following page (*Figure 42*) shows the number of components needed to maintain the District's current level of service with the population growth projected. An important element for further analysis will be to determine whether or not the current level of service is adequate and, should therefore, be utilized as the standard going forward. This will create a set of target numbers, which the district will be able to use as a guide for future decisions regarding improvements to existing and new facilities.



Figure 42: Capacities Analysis

Capacities LOS for Community Components															
	2013 GIS Acres #	Ballfield	Basketball	Horseshoes	Loop Walk	MP Field, all sizes	Open Turf	Picnic Grounds	Playground, all sizes	Community Garden	Shelters	Tennis	Water Access, All	Volleyball	Recreational Trails (in miles) All Trails
NCPRD Owned and Maintained	439.8	9	4.5	2	7	4	14	2	18	0	10	0	0	2	64
NCPRD Maintained Only	227.3	0	3	0	3	1	7	0	10	0	3	3	4	0	0
Other Owned and Maintained	271.7	7	1	4	3	4	5	4	5	2	7	2	5	2	0
HOA	40.4	0	7.5	0	0	0	10	1	13	0	1	0	0	0	0
Total	979.2	16	16	6	13	9	36	7	46	2	21	5	9	4	64
2012 POPULATION - 115,924															
Current Ratio per 1000 Population	8.45	0.14	0.14	0.05	0.11	0.08	0.31	0.06	0.40	0.02	0.18	0.04	0.08	0.03	0.55
Population per component	118	7,245	7,245	19,321	8,917	12,880	3,220	16,561	2,520	57,962	5,520	23,185	12,880	28,981	1,811
PROJECTED 2017 POPULATION - 121,476															
Total # needed to maintain current ratio	1026	17	17	6	14	9	38	7	48	2	22	5	9	4	67
Number that should be added to achieve current ratio	47	1	1	0	1	0	2	0	2	0	1	0	0	0	3
PROJECTED 2022 POPULATION - 127,294															
Total # needed to maintain current ratio	1075	18	18	7	14	10	40	8	51	2	23	5	10	4	70
Number that should be added to achieve current ratio	96	2	2	1	1	1	4	1	5	0	2	0	1	0	6

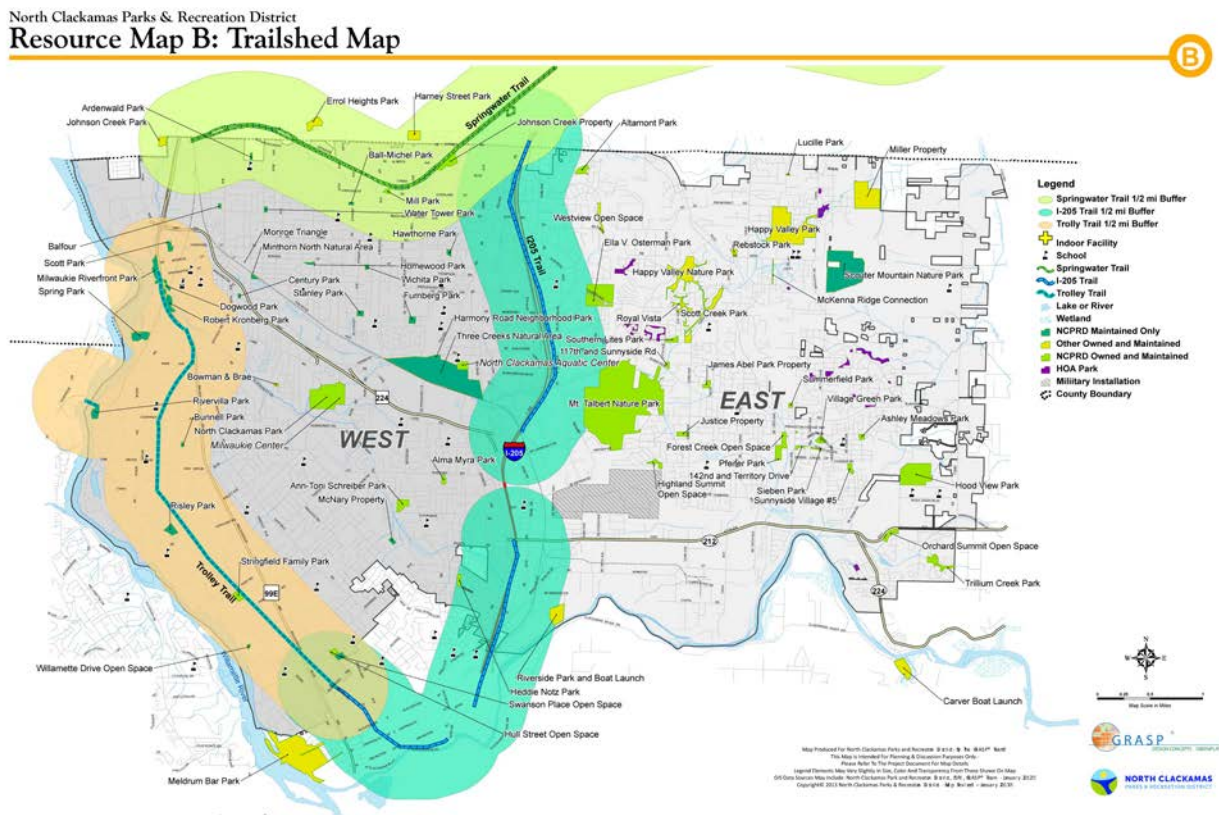


Trailshed Analysis

Resource Map B (Figure 43), or a trailshed analysis, is another way of looking at a trail system and its connectivity to other recreational opportunities within a system. Access to a trail is defined as ½ mile proximity to any portion of a trail and therefore a trailshed includes a ½ mile of the centerline of a trail. Based on this definition, any person located within that ½ mile catchment area is afforded connection or access via that trail. Based on this map, one can see that NCPRD currently has three trailsheds (Trolley Trail, I-205 Trail and Springwater Corridor Trail). Each trailshed is shown in a different color.

NCPRD has made great strides in trail development and the ultimate goal continues to be a well-connected system of trails throughout the District. Linking two or more trailsheds increases this connectivity and the number of facilities or components accessible to users. Developing multiple and well-spaced access points along trails is also important. The thumbnail map below is for reference and illustrative purposes only. Larger maps can be found in *Appendix E*.

Figure 43: Trailshed Analysis Map





Summary Level of Service Findings

NCPRD parks and facilities are generally well maintained. However, with the multiple partnerships, ownership and management situations within the District, maintenance standards vary significantly. Portions of the system are reaching the end of their functional lifespan and will be in need of upgrades or replacement in the near future. These upgrades or replacement could significantly affect the level of service in a favorable way. In addition, numerous properties exist that currently are undeveloped. Strategic development of these properties will also impact level of service modeling.

From an overall level of service analysis, the District has well distributed coverage of **97 percent** of the area having at least some access to recreational opportunities. The average level of service per acre served is higher in the west than the east but a greater number of people live in the west subarea. Threshold analysis shows that in general, where service is provided it exceeds the threshold, indicating that residents for the most part have reasonable access to recreational amenities.

When further analysis is done to look at the distribution and quality of amenities within half-mile proximity of users (walkable distances), the level of service drops off dramatically. This would indicate that a significant portion of the level of service in the District is being provided by centrally located larger facilities such as community parks versus a well distributed system of neighborhood parks and trails. In addition, there are significant pedestrian barriers that exist within the district that limit access to existing recreation opportunities. While a majority of the District and actual population has some access to recreation facilities within walking distance, much of that service is below the threshold level. Areas without any service, however, tend to be sparsely populated or unpopulated with the notable exception of area “C” on map **PB-1**. Area C is the Oatfield residential neighborhood of the District.

Figure 38 (PB-1) identified several areas with potential for impact on the greatest populations. Those areas are located in the Southgate, Sunnyside, Oak Grove, and Clackamas neighborhoods. The need for increased overall level of service is confirmed when evaluating data comparing NCPRD to a sampling of other park districts that have used GRASP®. NCPRD shows a lower number of components and parks, compared to population, than most of the park districts reviewed. See *Appendix H* for comparison charts.

The analysis and findings in this technical section of the Master Plan will have a significant influence on recommendations and decisions regarding future capital improvements and priorities for repair and replacement of existing facilities. Limitations regarding the use of existing revenue sources will also factor into the District’s ability to effectively address the documented needs.



Chapter 9: District Profile, Survey and Influencing Trends

Community Profile and Demographics

In order to evaluate the need for parks and recreation services, it is important to understand the needs and desires of the residents who live in the area.

Changing demographics strongly influence the needs of a community. The addition of Happy Valley in 2006 brought a significant amount of growth to the District. Happy Valley made up over half the District's overall growth between 2000 and 2014. Much of that growth came in the form of young families who have needs for different types of recreational amenities than those of other parts of the District.

Although NCPRD is building and supporting an entire parks system, evaluating areas of the District as individual communities with tailored needs is also important. *Figure 44* demonstrates the varying profiles of communities throughout the District.

Figure 44: Area Demographic Comparison

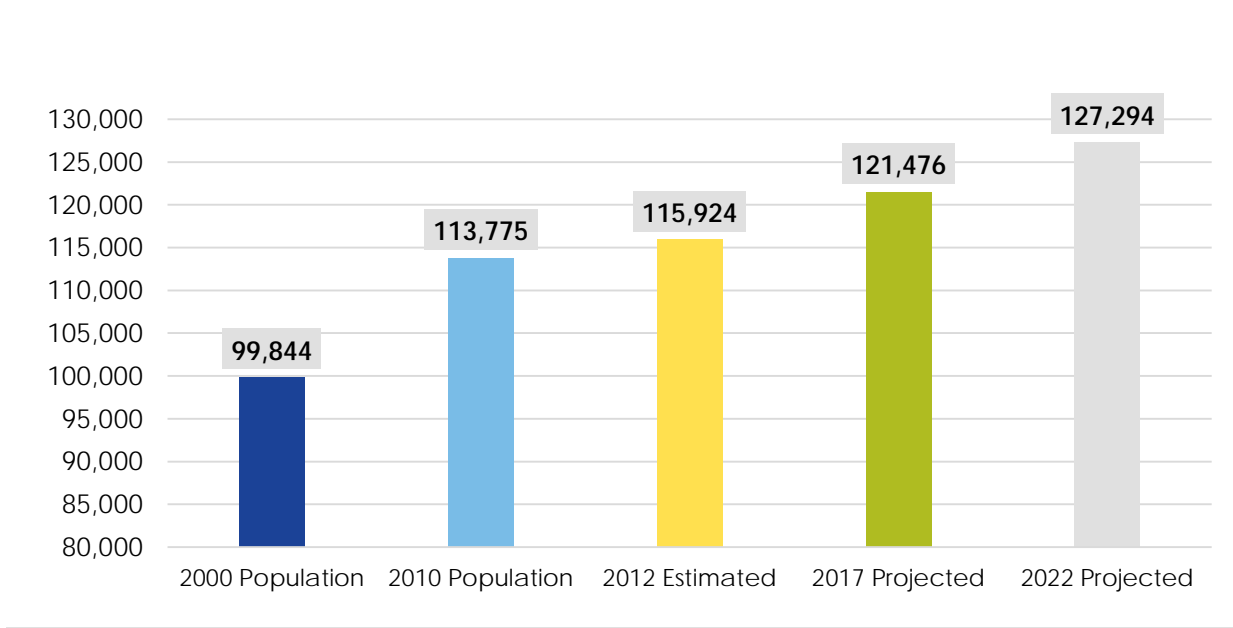
	Happy Valley	Milwaukie	NCPRD Unincorporated & Damascus
Population Growth 2000 - 2014	340% (4,519 - 15,342)	0.2% increase (20,490 - 20,533)	5% increase (74,835 - 78,876)
Household Size	3.1	2.28	2.6
% of Population Under Age 18	27%	20%	22%
Median Household Income	\$80,790	\$47,205	\$58,315
Median Home Values	\$366,278	\$241,993	\$292,486

Source: 2014 Claritas Estimates

The addition of Happy Valley with its strong growth patterns and differing demographics, as well as its high level of contribution to parks and recreation funding, has called attention to the issue of how parks and recreational services are dispersed throughout the District. As part of this master planning process, significant emphasis was placed on evaluating “geographic equity” issues and ensuring District citizens get the most benefit possible from their investments.



Figure 45: District Population and Projections



Source: 2010 Census and ESRI Business Information Solutions. *GreenPlay, LLC, calculated projected populations based on ESRI growth multiplier of .94 percent for NCPRD. The 2000 population numbers include the City of Happy Valley, although Happy Valley didn't join the District until 2006

A comprehensive analysis of NCPRD's demographics can be found in *Appendix I*; summary information is presented below, in *Figure 46*.

Figure 46: NCPRD Demographic Summary

Category	Highlights
Age	<ul style="list-style-type: none"> The median age for the NCPRD is 38.7 years; comparable to State and National averages 31.7% of NCPRD residents are younger than 25, and 26.5% of NCPRD residents are 55 years of age and older.
Ethnicity	<ul style="list-style-type: none"> NCPRD's diversity rate is comparable to the rest of the State, but less than the Country as a whole. The majority of NCPRD residents (83.8%) identify as white alone. The largest other cohorts are Hispanic (9.2%) and Asian (6.3%)
Income	<ul style="list-style-type: none"> Median household income in NCPRD is \$56,270; higher than both the State of Oregon (\$47,814) and the United States (\$50,227).
Education	<ul style="list-style-type: none"> Fewer NCPRD residents 25 years and older have a Bachelor's and/or Master's Degree than residents in the State and in the Country. 8.3% of NCPRD residents have a Graduate or professional degree, a rate that is lower than State (23.5%) and National (10.9%) averages.
Homeownership	<ul style="list-style-type: none"> The ESRI Market Profile predicted that in 2010, 59.5% of NCPRD housing units were owner occupied.



Community Desires

Focus Groups and Stakeholder Meetings

Public and stakeholder involvement and input are vital to developing a strong and citizen-focused Master Plan.

During the summer and early fall of 2012, fourteen stakeholder focus groups meetings, two community meetings and several individual interviews were conducted. Additionally, NCPRD Management and staff met with local Citizens Planning Organizations, the Milwaukie Parks and Recreation Board, and the Milwaukie City Council and representatives from the City of Happy Valley to discuss the effort to develop the new Master Plan and encourage community members to be involved in the process.

During focus group meetings, participants were asked to identify:

- *The key strengths of the NCPRD System – what needs to be kept and celebrated?*
- *What needs fixing or improving?*
- *What is not working?*
- *If they had a blank check, what improvements/changes would they make to the NCPRD system?*
- *Are there programs/services or facilities that are desired that are not currently offered?*
- *Are there potential partners or available land, or other opportunities that the NCPRD should explore?*
- *What key issues and values should be considered while developing the new Master Plan?*

Overwhelmingly, the feedback received was that NCPRD does a good job with the facilities and resources they have. The general consensus is that the District is doing a lot of things right and citizen satisfaction is high. People want to be kept informed and involved, and believe taking care of the District's assets while providing a balance of passive and active recreation is important.



A key issue that emerged was the difference in park development patterns throughout the District. Because more System Development Charges are available to fund park development in growing areas, park development has been significant in those areas. The results of the meetings were used to finalize the community-wide, statistically valid random survey and the self-selected open link survey.

Community Survey

The primary purpose of the survey was to gather public feedback on NCPRD parks, natural areas, programs, facilities, services and other community investments. This feedback and subsequent analysis was designed to assist NCPRD in developing an update to the Parks and Recreation Master Plan and Cost Recovery Model.

Survey Highlights

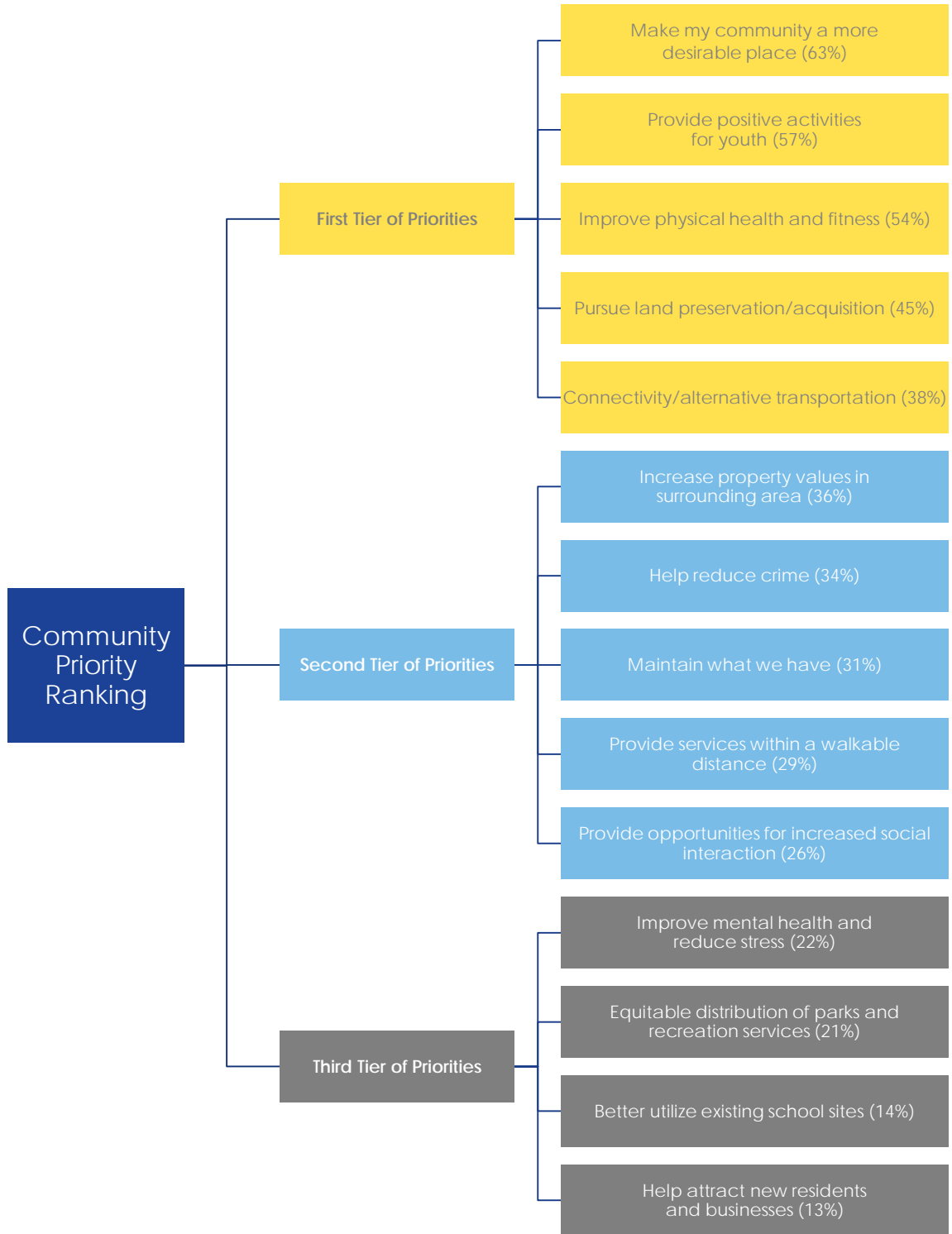
Highlights from the survey results are summarized below. The entire survey report and analysis can be found in *Appendix J*.

Top Five Priorities

When asked to rank the top five priorities for the NCPRD to address, respondents indicated a clear ranking, as show on *Figure 47*:



Figure 47: Survey Response, Community Priority Ranking



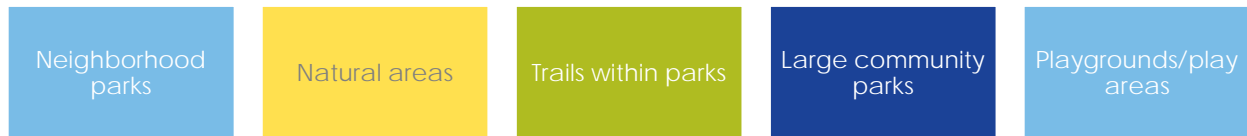


Usage Frequency

Usage information is important in determining what types of facilities are most popular and is helpful in guiding recommendations and decisions for future investments. Residents of NCPRD used neighborhood parks most frequently over the past year (at least 28 times over the past 12 months, or a little more than twice per month). Trails within parks, playgrounds/play areas, large community parks, and natural areas followed with at least 11 visits over the past 12 months, which averages to about once per month.

Importance vs. Satisfaction – Current Facilities

It is informative to compare how current facilities that were rated as important score on how well they are meeting residents' needs. The following are facilities that are considered highly important and are also meeting the household needs of the District. Maintaining these important assets should be a priority for NCPRD:



In the following areas, respondents indicated facilities are not meeting their needs; however, these facilities are important to fewer households. These “niche facilities” are used by a small, but passionate following. There is value in measuring participation and planning for potential future enhancements. The following facilities should be evaluated periodically to make sure the needs of these specialty users are satisfied:



Why Facilities Are Not Used / Where Improvements Can Be Made

Respondents were asked why they do not use NCPRD facilities and where they felt improvements should be made. Not being aware of facilities (47%) was the most frequently reported reason for not using NCPRD facilities and it was the most frequently reported as needing improvement. No time/other personal issues ranked second at 41% for reasons why respondents do not use facilities.

After awareness and time constraints, other reasons and improvements needed were:

- Price/user fees (41% reason for not using; 27% needs improvement)
- Don't have the facilities I want (16% reason for not using; 22% needs improvement)
- Accessibility (15% reason for not using; 21% needs improvement)
- Lack of facilities and amenities (10% reason for not using; 22% needs improvement)



Greatest Facility Needs over the Next 5 to 10 Years – Facilities to be Added, Expanded, or Improved

The following statement was used to introduce survey questions relating to facilities to be added, expanded or improved:

“NCPRD funds parks, recreation, and trail operations and maintenance with user fees and property tax dollars.

As you answer the following questions, please keep in mind that additional funds would be required to build, operate, and maintain new parks, recreation facilities, natural areas and trails.”

Based on this information, respondents rated the greatest needs of the District over the next 5 to 10 years on a 5 point scale in which 1 was Not At All Important and 5 was Very Important. They also ranked their first, second, and third highest priority facility needs over the next 5 to 10 years. The following facilities that had the highest percentage of households indicating a rating of 4 or 5 were:

- Natural Areas (Passive Recreation (62% 4 or 5 rating, 3.7 average))
- Natural Area Land (Conservation Focus) 56% 4 or 5 rating, 3.5 average))
- Outdoor Plaza/Gathering Space (54% 4 or 5 rating, 3.4 average)
- Community Gardens (51% 4 or 5 rating, 3.4 average)
- Fitness Trail with Circuit Equipment (48% 4 or 5 rating, 3.3 average)

Importance vs. Satisfaction – Programs, Activities, and Special Events

As with facilities, it is informative to compare the scores respondents give programs, activities, and special events in terms of importance, with scores for how well they are currently meeting their needs.

Programs, activities, and special events that scored high both in importance, and in currently meeting needs included:



It is important for NCPRD to maintain these programs.



Programs with relatively high importance, but with low scores for how well their needs are being met should be improved. These programs have the greatest opportunities to improve the overall performance of NCPRD programs.



In the following areas, respondents felt programs are not meeting needs well, but are important to fewer members of the community. These “niche programs” serve a small but passionate following; therefore, there is value in measuring participation and evaluating the merit of potential future enhancements to meet those needs, possibly through expanded or new partnerships.



Current Program and Facility Fees Directly Charged to Households

Respondents were asked to indicate their opinions regarding current program and facility fees. The majority of respondents did not have an opinion for either program charges or facility charges. However, a substantial percentage (about one-third) of respondents felt fees were acceptable for the value received for both facility and program fees charged.

In regards to facility charges, 14 percent of households felt that fees were too high for the value received and only 2 percent felt that fees were underpriced. This trend was similar for program fees where 7 percent indicated that fees were too high for the value received while only percent felt that fees were underpriced.

Support for Potential Tax Rate Increase

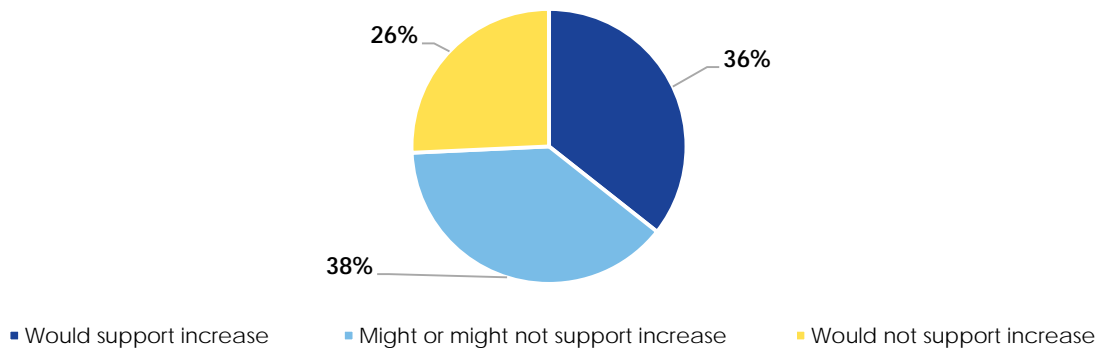
Respondents were given the following background information about tax rates comparing NCPRD with other peer districts in Oregon:



“The current tax rate for NCPRD is \$0.5382 per thousand dollars of assessed value. Therefore, a home in the District assessed at \$200,000 would currently pay about \$9 monthly for parks and recreation. Tax rates for other park and recreation districts in Oregon range between \$0.9076 for Chehalem Park and Recreation District in Newberg/Dundee, equal to approximately \$15 per month on the same \$200,000 assessed value, and \$1.9732 for the Willamalane Parks District in Springfield, equal to approximately \$33 per month.”

Based on this information, respondents were then asked what their level of support would be if the NCPRD increased the tax rate to fund improved operations and maintenance, and provide additional recreation programs and services. A fairly even distribution of mixed response was indicated:

Figure 48: Support for Tax Increase



Of the respondents who stated they would or might support an increase, a clear majority (74%) indicated support for the most modest increase of \$5 to \$10 per month.

Support for Capital Bond to Fund New Facilities

Regarding a possible capital bond to fund new facilities, the following information was provided to respondents:

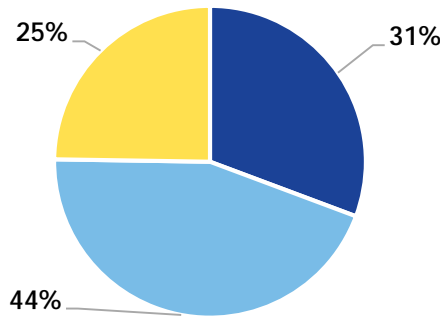
“NCPRD primarily funds land acquisition and development of new facilities with System Development Charges (SDCs) on new residential and commercial construction. Grants and partnerships are other funding sources for capital improvements. Many Park Districts also issue bonds to acquire and build new parks and recreation facilities.

Knowing that additional funds are necessary to acquire and build new parks and recreation facilities in NCPRD, would you be supportive of a capital bond to fund the new facilities that are important to your household?”



As shown on *Figure 49*, results were similar to those found on the tax rate question, and of the respondents who stated they would or might support a capital bond, again, a clear majority indicated support for a modest increase of \$5 to \$10 per month.

Figure 49: Support for Capital Bond



■ Would support a capital bond ■ Might or might not support a capital bond ■ Would not support a capital bond

Survey Mapping

Several maps of survey selected questions show where responses were generated geographically. The maps illustrate the relatively even distribution of survey respondents from throughout the district. These maps can be found in *Appendix E*.

Influencing Trends and Best Management Practices in Parks and Recreation

The following information highlights relevant local, regional, and national parks and recreation industry trends from various sources that may influence the North Clackamas Parks and Recreation District (NCPRD) planning efforts over the next ten years. A detailed trends analysis can be found in *Appendix K*.

- The top five athletic activities ranked by total participation nationally include: exercise walking, exercising with equipment, swimming, camping, and aerobic exercising.
- The top five programs parks and recreation departments across the nation are planning to add within the next three years will focus on fitness, education, teens, mind-body balance, and active adults.

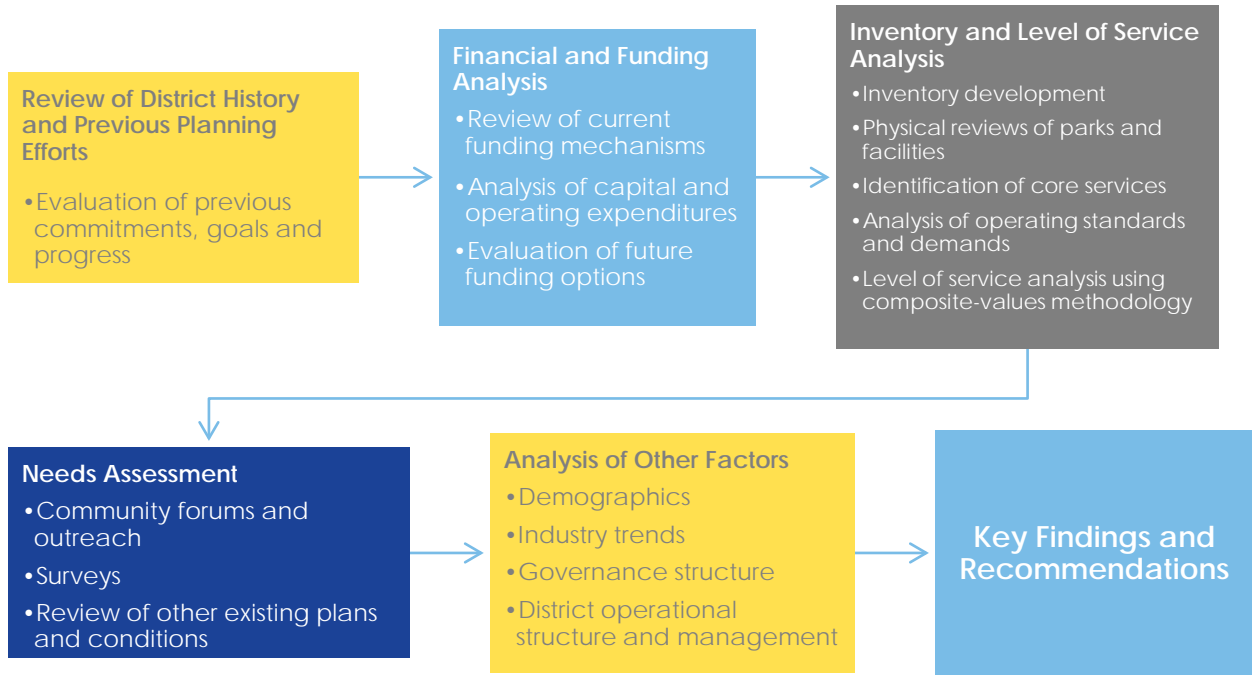


- Therapeutic recreation programs and inclusion services are considered an important trend when planning for the future.
 - There is an increasing trend toward indoor leisure and therapeutic pools.
- The most common programs offered in communities throughout the country are holiday events and other special events, fitness programs, educational programs, day camps and summer camps, mind-body balance programs such as yoga, tai chi, Pilates and martial arts, and youth sports teams.
- Trails, parks, and playgrounds are among the most important community amenities considered when selecting a home.
- In Oregon, natural areas and open space, wildlife habitats, clean water and river access, environmental protection and a healthy green infrastructure are important values.
- A national trend in the delivery of parks and recreation services reflects more partnerships and contractual agreements to support specialized services.
- The majority of Americans agree that preserving undeveloped land for outdoor recreation is important. A large percentage of outdoor participants believe that developing local parks and hiking/walking trails is important, and that there should be more outdoor education activities during the school day.
- Parks and recreation administration trends include agency accreditation and enterprise fund budgets.
 - Web-based niche marketing tools are gaining in popularity for agencies to use as a creative means of marketing programs and services.
- March 15, 2012 was the deadline for ADA transition plans to be in place with organizations to demonstrate compliance to the amended regulations. This may present a significant need for agencies to allocate resources to address transition needs.



Chapter 10: Key Findings, Recommendations, and Implementation Strategies

Previous chapters have highlighted needs and opportunities that were identified through a thorough analysis of the District’s history and previous planning efforts, budgets and funding sources, current level of service, and needs and desires of residents.



This chapter summarizes the key findings and presents recommendations intended to allow the District to achieve strategic growth and meet the needs and desires of District residents into the next decade.



KEY FINDINGS

- There is tremendous value placed on the parks system by District residents, and a high degree of satisfaction with the parks and recreation services that are currently provided by NCPRD.
- There are unmet needs and strong desires for additional parks, trails, and natural areas, particularly in specific areas of the District.
- There is strong community desire for additional recreational facilities and programming.
- There are growing needs for improvements to existing facilities.
- Funding for capital investments in new parks and facilities, and for improvements to existing facilities, is not adequate for meeting the needs.
- The primary funding source for capital improvements -- System Development Charges -- are the only solid source of funds in rapidly growing neighborhoods. There is not a significant source of funds for park development in neighborhoods that are largely built-out, or for large-scale projects that have the ability to serve large segments of district residents.
- The methodology for collecting and investing SDCs needs to be updated to ensure that this growth-related funding source is appropriately supporting growth-related needs for neighborhoods and possibly District-wide facilities.
- Given a growing number of parks and facilities, increasing operations and maintenance costs, and relatively fixed operating revenue, current funding sources are inadequate to maintain the current level of service throughout the District or support additional growth.
- Property tax revenues make up the largest portion of the District's operating budget. The property tax rate cannot be increased unless the District is re-formed.
- The District's current governance structure provides an Advisory Board of District residents dedicated to parks and recreation issues, but without authority to implement policy changes or recommendations.
- Investments and enhancements to improve efficiencies of District operations, technology tools, and data collection can help the District get the most of its resources, but funding for the proposed investments is currently limited.
- Reducing duplication of effort and clarifying roles and asset ownership issues with City partners could provide greater synergy and efficiencies and ensure efficient use of available funds.



Key Recommendations

This update to the NCPRD Master Plan initiated in 2012 and preliminarily concluded in 2014, was based on an aspirational vision for facilities and services throughout the District. The plan was reflective of industry standards and represented a somewhat unconstrained vision for additional facilities and services that would be developed and implemented to better serve the needs of the growing District, but was absent of current financial constraints.

The aspirational vision also identified the need for the District to obtain the financial means to deliver on the additional facilities and services. As a result, one of the key recommendations of the draft Master Plan involved securing significant new funding to implement a robust Capital Improvement Plan, and also securing additional ongoing revenue to provide for expanded programming and maintenance for new facilities.

In August of 2014, the NCPRD Board of Directors authorized a ballot measure which, if approved, would have increased the permanent tax rate of the District by \$0.35 per \$1,000 of assessed value. The revenue from this increase was intended to provide for a one-time limited capital program, while also providing the District with additional operating funds, including added resources to maintain existing and new facilities, expand recreation programs, and address a portion of significantly overdue capital repair and replacement projects.

Unfortunately the ballot measure failed (46% Yes, 54% No). As a result, the District has no short-term means to pursue an aspirational list of capital improvements and expanded programs, let alone adequate funding to address a significant repair and replacement backlog for existing facilities.

Based on the outcome of the ballot measure, the District Board directed NCPRD to revise the draft District Master Plan so that it better reflects the current (2015) financial realities of the District. The Master Plan has been revised to indicate what additional facilities, programs and improvements the residents of the District can expect given the current funding model. Expenses are expected to continue to outpace revenues, and new facilities will be mostly limited to those areas where revenue from growth (primarily Park System Development Charges) and matching non-SDC dollars become available to acquire and develop new facilities, along with growth in District tax revenues sufficient to support the new maintenance obligations.

Adopt an updated Capital Improvement Plan

The Capital Improvement Plan (CIP), developed alongside this Master Plan, identifies specific acquisition, development, and redevelopment of parks, open spaces and facilities within the District. The CIP was designed to address the key issues identified through this Master Plan process.

As with the recommendations put forward in the 2004 Master Plan, with the current funding available to the District, it cannot begin to address all of these needs. Additional funding



sources are needed. Without additional funding, NCPRD will need to identify expense reductions, reduce levels of service, and work to create additional revenues as outlined in the Cost Recovery document to improve the overall District cost recovery picture. Limited and strategic capital improvements could move forward only as funds are identified to cover associated operational and maintenance expenses.

The recommended CIP responds to a very limited number of the needs identified by the community, and would allow the District to do only some of the following, as funding allows:

- **Parks**
 - Establish new neighborhood park sites in areas where Parks SDC funds support acquisition and development and additional tax revenues that support future maintenance.
 - Develop unimproved park sites as funding and demand allows.
 - Enhance existing sites (loop trails, community gardens, fitness stations, covered picnic areas, etc.) where these types of improvements expand service and are supported by maintenance funding.
- **Greenways**
 - Complete trail links (close the gaps)
 - Acquire and develop a select few new trail corridors in areas of growth within the District.
 - When possible, work with partners to improve connectivity to and between district facilities.
- **Natural Areas**
 - Improve/enhance existing sites (to increase resource values and public access).
 - As funding allows, add to and connect existing natural areas and greenways, and add new sites to expand green infrastructure.
- **Special Use Areas**
 - When sufficient funding and partnerships are available, construct sports fields, multi-use, and all-weather fields.
 - Based on available funding and partnerships, establish additional facilities such as plazas, gathering spaces, off-leash facilities and action/alternative recreation facilities (i.e., skate parks), with a focus on youth and diversity.
 - Identify funding and partnerships to support the acquisition and development of additional water access areas, and facilities that provide nature play and similar features that may not be available elsewhere in the District.
- **Indoor Facilities**
 - Based on available funding, re-purpose the existing Milwaukie Community Center to serve a broader customer base, and update the existing aquatic park to improve cost recovery and expand programs.
 - Research future community center opportunities in the east portion of the District.



- **Repair, Replace, Refurbish**
 - Based on safety standards and available funding, repair, replace and refurbish components and facilities, as needed.

Identify funding sources for a more aspirational Capital Improvement Plan

Explore opportunities for a future bond for capital combined or sequenced with a future voter-approved increase in the permanent tax rate for the District

The only dedicated source of funding available to NCPRD for land acquisition and the development of new facilities is System Development Charges (SDCs) collected from new residential and commercial construction. While grants and partnerships are other important funding sources for capital improvements, they usually arise as a result of a specific opportunity, and require matching funds from the District.

As identified on page 28 (*Figure 18*), based on the current SDC ordinance, park SDCs are projected to provide only \$94,000 for park development in the City of Milwaukie over the next 5 years. An additional \$540,000 is estimated within area 1, Milwaukie UGMA. This is due to the limited opportunity for new development in the area. The unincorporated area west of I-205 (service area 2) has some potential for additional growth, but the projections estimate a modest \$1,500,000 to be available from collected SDCs in the next 5 years. \$7,500,000 is projected to be available in Happy Valley and the unincorporated area east of I-205 (service area 3).

Those SDCs projections are not enough to fund even a small amount of the parks and recreational facilities needed and desired by residents. SDCs cannot be used to correct park deficiencies or enhance current facilities unless those additions are growth-related. City of Happy Valley growth is creating a high demand for parks and recreational facilities and SDCs to support additional park development. Although *growth-related* needs are not pressing in other areas of the District, community desire for parks and facilities are high and many areas are underserved, as identified within the needs analysis. The need for additional capital funding is increased in those areas of the District, because, by ordinance, SDCs can only fund that portion of a project that is growth related. The majority of projects require additional funds.

Review and update Park System Development Charges zones and rates

System Development Charges (SDCs) are a dedicated source of funding for acquiring, developing or improving parks or facilities that are needed to support growth within the District. The District adopted a system development charge ordinance in October 1994, which was amended in 2004 and again in 2007.

Due to the growth of the city of Happy Valley, the District is expanding and facing the challenge of providing new capital facilities to meet the service demands created by new growth and density.



Based on the current SDC methodology, there are different SDC rates for each of the zones within the District. They each have different SDC charges due to the differing needs for capital improvements created by projected growth in the zone, and the demands the growth places on community-wide facilities.

With the changing nature of the District, it is necessary to review these geographic zones and their rates. The analysis needs to ensure SDCs are collected and invested in a way that specifically meets projected growth-related demands in each zone, and the impact on system-wide facilities, while also factoring in the current limited financial capacity of the District.

Identify Funding Sources for Strengthened Programming and Ongoing Operations

Several factors have led to the recommendation for increased operating funding:

- Community outreach and statistically-valid market research has demonstrated that District residents desire more recreational facilities, programming and services.
- The cost of maintaining the parks and facilities in the District continues to grow, both because of the increasing number of parks and facilities to maintain, and because of increasing costs of labor and materials. Meanwhile, property tax revenues are limited by state law to a 3% increase per year unless there is new construction.
- Adequate operating and maintenance funding must be identified and secured along with any major capital development project in order for new investments to be viable.

Continue to explore re-forming the District as an independent parks district

The only means of increasing NCPRD's permanent tax rate to fulfill the goals laid out in the new Master Plan is through the formation of a "new" district with a higher maximum permanent rate, and the simultaneous merging of the current District into that newly formed District.

In the future, if the District re-forms to set a higher permanent tax rate, it should explore re-forming as a Special Parks and Recreation District under ORS 266.

NCPRD is a county service district, formed under ORS 451. Most county service districts are created to provide public health and safety services such as sewage, drainage, street lighting, water, transportation, emergency medical services, libraries, human services, law enforcement, cemeteries, and animal control.

All other known urban parks and recreation districts in Oregon are formed under ORS 266, which was designed specifically for parks and recreation districts. This statute spells out provisions for District governance and resident representation, employing legal counsel in its



sole best interest, the establishment of a sinking fund, and powers for taxation and indebtedness, all while focusing exclusively on park and recreation lands, services and facilities. Re-forming under this statute would allow District residents the benefit of a single-purpose Board of Directors made up of members who reside in the District, with the ability to be agile and responsive to the changing dynamics and recreation needs of the citizens of the District.

Shift to a market driven approach to recreation programming

In order to most effectively and efficiently serve its residents, the District should develop a market-driven approach to program development and service delivery. By focusing on District resident demographic information, survey and trend data that identifies needs and desires, and sound resource allocation methodology, the District can most effectively ensure its programs and resources deliver the highest benefit to the community, and the strongest return on the District residents' investment, based on limited funding.

Implement the Cost Recovery Plan

- Adopt policies regarding Resource Allocation Philosophy and Model to guide taxpayer investments, serve as the basis for establishing fees and charges, and improve the District's cost recovery picture moving forward.
- As funding allows, fund and leverage the Scholarship Program through annual general fund allocations and partnerships.
- Define the role and responsibilities of groups and organizations that have aligned interests with NCPRD and help to fulfill core services.
- Adjust fees to align with the Target Tier Minimum goals for cost recovery and fee guidelines.
- Review, seek and implement alternative funding sources including new partnerships and sponsorships.
- Reduce expenditures through continued creativity and focused financial management and business best practices.
- Adjust program management strategies by modifying or cancelling programs that do not meet minimum cost recovery goals or minimum participation levels and promoting new or modified programs that are more likely to succeed.
- Improve marketing efforts to achieve target participation levels and cost recovery goals.



Evaluate and address operational efficiencies

Maintenance Facilities

- NCPRD currently leases a maintenance shop in the west portion of the District. NCPRD shall further review the potential benefits of a centrally located maintenance facility that may produce cost savings and efficiencies to the District.

District Office Location

- The current NCPRD Administration office is located outside of the District. Other staff is located at the Milwaukie Center, Aquatic Park, and at facilities throughout the District. NCPRD should review whether location of staff impacts delivery of service and efficiencies in communication, and if there are opportunities for centralized re-location.

Enhance collaborative partnerships

General

- Address land ownership and best practices for capital investments on non-district owned properties.
- Update Intergovernmental Agreements with the cities of Happy Valley and Milwaukie to reflect current priorities and operational inefficiencies.
- Consider where additional collaborative management structures through annexation or inclusions, private partnerships, contractual agreement, long-term leases, shared use, reduction of duplicative services, etc. would be beneficial.

North Clackamas School District

- Update Intergovernmental Agreement with the North Clackamas School District and re-evaluate shared resident programming and facility needs, including ballfields, playgrounds, court use, and co-located facilities.

Strengthen communications and oversight

- Develop a communications strategy to engage the general public, partners and special interest groups throughout the Master Plan implementation process.
- Improve public awareness of the District's facilities and programs, and, as funding allows, consider increasing targeted marketing and outreach efforts.



- Explore and enhance community events to create greater exposure of NCPRD facilities and programs.
- Develop a District Advisory Board Speakers Bureau.

Implementation Strategies:

Revise District land acquisition and development strategies and tools

Utilize Level of Service analysis to inform decisions and priorities for purchasing land in unserved and underserved areas of the district.

- Acquisition should be prioritized over development, due to the rate of urban development on developable lands that make good park sites. Action should be taken to strategically acquire a sustainable number of parcels in the unincorporated urban area and quickly developing East Happy Valley to assure an adequate amount of park land in the future.
- Conduct a sports field study that examines the current inventory and usage, projected growth in need, and opportunities to establish more fields.
- Prioritize acquisition and development of new parks in areas identified in *Figure 38, PB-1*; as grey (indicating no service); Milwaukie (AA, CC), Southgate (B), Oatfield Ridge (C), Oak Grove (D), Clackamas (E), and Happy Valley (F, G, H).
- Consider and enhance strategic partnerships, including those with the fire department and Oak Lodge Sanitary District, to leverage resources and maximize synergy of co-location with other important community assets.
- Assess current and future value of existing undeveloped sites to determine which no longer fit with the priorities of the District and could be sold and the proceeds invested into higher priorities.

Focus efforts on walkability, equitable access, and an enhanced trail system

- Focus on neighborhood park acquisition and development, which should be strategically located so that no resident would travel more than one-half mile to reach a facility.
- Update the Geographic Information Systems (GIS) trails layer to establish a current snapshot, and develop a planning tool.



- Develop an urban trail system plan that addresses walking and bicycling, especially in conjunction with the development of neighborhood and community parks. This plan should address community connectivity, safe walking conditions, and a system approach to planning and implementation. Use should be made of open space linkages along creek and river banks, ridgelines, and existing rights-of-way. Open space dedication at the time of development could be used as a means of completing this trail system. NCPRD has the ‘bones’ of an outstanding trail system with three major multi-use trails that potentially could create a very valuable loop bordering the west half of the district. Providing feeder or connections to these regional trails through existing neighborhoods will increase the overall level of service in underserved or no service areas. In order to create recreational, safe routes to parks, school and commuter access for the majority of the citizens, the more challenging cross-town links and feeders into the existing trails will need to be addressed.
- Continue to develop the trails system throughout the District, including implementation of the Mount Scott – Scouter Mountain Loop Trail Master Plan.

Evaluate opportunities to develop or re-develop existing facilities for increased level of service

In order to address the recommendations established in the Level of Service Analysis (Chapter 8), the District should focus available resources to improve, modify and/or enhance existing facilities to better serve residents.

- Address low scoring facilities and amenities by adding new amenities to existing parks as recommended in this Master Plan in Chapter 10. *Figure 38 (PB-1)* identifies several areas with potential for impact on the greatest populations, specifically areas Southgate (J), Oatfield (N), Oak Grove (S), Sunnyside (U) should be prioritized.
- Adding new amenities consistent with current trends helps to keep parks up to date and meets the needs of current residents. *Appendix G* includes tables listing “Low Scoring Facilities” and “Low Scoring Components in Specific Facilities” that would increase level of service in areas of the District that are below threshold or underserved, if improved.
- Many of the properties identified above are undeveloped natural areas. Providing passive recreation opportunities and access to these areas will also increase level of service. Informal open spaces, natural surface trails, and interpretive signage are examples of uses that may be considered.

Conduct an overall indoor facility study

In conjunction with the need to develop a new community center in Happy Valley and improve the Milwaukie Center to serve a broader older adult population, the District should conduct a system wide analysis of indoor recreation facilities and needs.



Conclusion

North Clackamas Parks and Recreation District's 2015 Master Plan and accompanying Capital Improvement Plan lay out an array of potential improvements that will enhance park and recreation facilities and services to the benefit of all residents of the District.

Implementing the vision developed throughout this planning process will require effort, creativity, and additional resources in order to fund acquisition, development, operations and maintenance.

Through a focused and thoughtful effort, together with partners and stakeholders, the District can achieve strategic growth to meet the needs and desires of District residents into the next decade.