



NORTH CLACKAMAS

PARKS & RECREATION DISTRICT

BOARD OF DIRECTORS MEETING

AGENDA

Date: October 29, 2025
Time: 6:00PM
Location: Milwaukie Community Center (5440 SE Kellogg Creek Dr. Milwaukie, OR 97222)
or [join virtually \(via Zoom\)](#)

1. CALL TO ORDER

- a. Roll Call
- b. Pledge of Allegiance

2. PUBLIC COMMENTS

(The Chair of the Board will call for statements from people regarding issues relating to District governance. It is the intention that this portion of the agenda shall be limited to items of District business which are properly the object of Board consideration and may not be of a personal nature. Testimony is limited to three (3) minutes. Comments shall be respectful and courteous to all.)

3. PRESENTATION

- a. Report: Chair of the District Advisory Committee (Sheila Shaw)

4. BOARD DISCUSSION ITEMS:

- a. Action: Final System Plan
- b. Action: District Advisory Committee Bylaws Update
- c. Briefing: Status of District Finances
- d. Action: Contracting of Consultant for Research on District Funding Structure

5. CONSENT AGENDA

(The following Items are considered routine, and therefore will not be allotted individual discussion time on the agenda. The items on the Consent Agenda will be approved in one motion unless a Board member requests, before the vote on the motion, to have an item considered at its regular place on the agenda.)

- a. Approval of Meeting Minutes from July 30, 2025 NCPRD Board Meeting

6. DISTRICT ADMINISTRATOR & DISTRICT DIRECTOR UPDATE

7. BOARD COMMUNICATIONS

8. ADJOURN



NORTH CLACKAMAS
PARKS & RECREATION DISTRICT

Administration

Kia Selley, *RLA*, Director
North Clackamas Parks and Recreation District
3811 SE Concord Road
Milwaukie, OR 97267

October 29, 2025

BCC Agenda Date/Item: _____

Board of County Commissioners
Acting as North Clackamas Parks and Recreation District Board of Directors

Approval of 2025 System Plan. No County General Funds are involved.

Previous Board Action/Review	October 7, 2025 – Policy Session for Final System Plan Review September 18, 2024 – Board Approval of Consultant Contract (phases 3 and 4) December 7, 2023 – Board Approval of System Plan Consultant Contract (phases 1 and 2) November 21, 2023 – Policy Session		
Performance Clackamas	• Safe, Secure and Livable Communities • Strong Infrastructure • Vibrant Economy • Healthy People • Public Trust in Government		
Counsel Review	N/A	Procurement Review	N/A
Contact Person	Kia Selley	Contact Phone	971-337-6867

EXECUTIVE SUMMARY: The current Parks and Recreation Master Plan for the North Clackamas Parks and Recreation District (NCPRD) was adopted in 2004 and updated but never finalized due to changes to the District boundary in 2015. It served as a useful tool for long-range planning; however, after two decades and many changes affecting the District, the District needs an updated vision and plan to guide decision-making and investment.

In December 2023, the Board approved phases 1 and 2 of the consultant contract for the System Plan project and the project was launched in January 2024. In September 2024, the Board approved phases 3 and 4 of the consultant contract and project work continued. On October 7, 2025, the 2025 Final System Plan was reviewed by the Board in a policy session and approved for advancement to the NCPRD Quarterly Board Meeting on October 29, 2025 for final approval.

The System Plan work completed by the consultant team and NCPRD staff includes:

- **A detailed inventory, conditions assessment, and level of service analysis for NCPRD's developed and undeveloped property holdings.** This assessment identified gaps in NCPRD's current parks system, as well as specific parks in need of improvements. All data and mapping have been developed for future disaggregation should the City of Milwaukie no longer be part of the District.
- **Community needs mapping to document areas of the District with high concentration of low income, disabled, and senior populations.** This data will help guide allocation of NCPRD resources to the areas with the greatest need. All community needs data has been developed for the entire District, as well as the unincorporated portion of the District separately, to prepare foundational data in the event that the City of Milwaukie is no longer part of the District.

For Filing Use Only

- **National trends research and community benchmarking against parks and recreation districts of similar size.** This data helps to evaluate how NCPRD is performing relative to peer organizations and emerging trends in parks and recreation at a national, state, and regional scale. For example, NCPRD currently has 1.9 acres of park acreage per 1,000 residents, where the national median for communities of comparable population size is 10.2 acres per 1,000 residents.
- **Community feedback on residents' needs and desires for parks and recreation in North Clackamas.** Community engagement for the System Plan reached over 3,000 individuals to gather input on their needs and desires for parks and recreation. This effort included an open online survey and a random sample survey distributed to 6,400 households across the District. NCPRD received 282 responses to the random sample survey and 2,262 responses to the open community survey (a statistically significant sample). Analysis of the survey results indicate that the preferences of residents in the unincorporated area and City of Milwaukie are closely aligned in terms of park amenities, facilities, and program investments.
- **A refined mission statement, plan vision, themes, goals, strategies, and actions items form a roadmap for staff efforts.** The findings from the community feedback and the consultant team's assessment work have been synthesized into a refinement of the mission statement, vision for NCPRD's next 20 years, and organizing themes to guide staff efforts. These themes are:
 1. Care for and invest in parks and recreation;
 2. Connect to nature;
 3. Play for all;
 4. Enrich our community.

The four themes are supported by a series of goals and strategies, as well as action steps to guide staff from vision to implementation.
- **A Vision Plan and capital improvements projects list illustrates where investments should be made in the short (0-5yrs), mid (5-10yrs), and long-term (10+yrs).** The Vision Plan identifies priority areas for investment based on current gaps and community needs. The capital improvements project list identifies priorities for park and facility improvements as well as new park development projects based on a set of criteria:
 1. Known capital repair and replacement needs for aging infrastructure and equipment;
 2. Areas that are currently park deficient, particularly those with dense population and high community need;
 3. Frequency of existing park and facility use based on 2024 survey findings;
 4. Wants and needs of the community as identified in 2024-2025 survey findings; and,
 5. Conditions assessments by staff and perception surveys from community navigators.

The list is not intended to replace a Capital Improvements Plan (CIP). Additional work is needed to identify specific project needs for each of the locations identified and the costs associated with the improvements or development project efforts. In the event that the City of Milwaukie is no longer part of the District, the capital improvements project list could be easily amended to remove those parks and facilities owned by the city. The intention is to refresh the System Plan at five-year intervals to maintain relevancy with community wants and needs and availability of resources.
- **A list of short-term quick-win improvements provides guidance on low cost, high impact improvements that were identified as high priorities in the community feedback received.** As improvement projects take place across the district, incorporating elements from the quick win improvements list will better align park and facility offerings with the needs and desires expressed by

Following robust and thorough community engagement and assessment work by the consultant team and NCPRD staff, a draft System Plan was published for public comment in June 2025. A total of 216 public comment forms were submitted. NCPRD District Advisory Committee (DAC) members had the opportunity to submit detailed comments and discuss their comments with staff in individual interviews.

Final revisions have been made to the System Plan based on key themes identified in the DAC and public comments on the Draft System Plan. The majority of the feedback received about the draft System Plan was positive, including appreciation for the comprehensiveness of the work and clear articulation of the funding challenges faced by the district. Concerns expressed focused on the length of the document, the importance of addressing accessibility and ADA improvements more clearly, and advocacy for Milwaukie Bay Park to be moved from a mid-term project to a short-term project. In response to these comments, the Final System Plan includes a separate System Plan Handout and Plan Summary documents to offer varying lengths of information, explicit reference to the incorporation of ADA and accessibility improvements in all park and facility improvement efforts including those in the short-term, and a more detailed explanation of the criteria used to establish project sequencing. The Plan also notes that execution of the project list will be determined by the availability of funding, staff resources, partnerships, legal commitments, and is ultimately the decision of the NCPRD Board of Directors.

At the DAC meeting on September 10, 2025, the DAC voted to support Board approval of the 2025 System Plan: 7-yes, 1-no, 1-abstention. Comments submitted by the DAC member who voted “no” to approval of the 2025 System Plan request a greater emphasis on accessibility and ADA improvements in NCPRD’s parks and facilities as a short-term effort.

RECOMMENDATION: Staff recommends that the Board approve the 2025 System Plan.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Kia Selley", written over a horizontal line.

Kia Selley, *RLA*, Director

North Clackamas Parks and Recreation District



A 20-year roadmap for parks and recreation in North Clackamas

NCPRD's parks, facilities, natural areas and trails

are among the community's most cherished assets – spaces that foster connections between people and nature, provide opportunities for play, and promote a healthy lifestyle.

Today, NCPRD faces significant challenges: rising costs, aging infrastructure, and persistent funding deficiency. Parks and recreation services in North Clackamas currently stand at a critical juncture.

This new System Plan charts the course for the next 20 years, providing guidance and direction on the future of parks and recreation within the district. The plan was shaped through extensive community engagement efforts and a data-driven needs assessment to identify current and future priorities. The highest priority action step to make this plan a reality will be to secure sustainable funding for NCPRD.

MISSION & VISION

NCPRD's mission and vision have been updated to reflect key findings.

Refined Mission Statement:

To enrich community vitality and promote healthy living through connections to nature and play, now and for the future.

Refined Vision Statement:

Enhancing community with exceptional parks, natural areas, and recreation opportunities that welcome all.



KEY THEMES TO GUIDE THE DISTRICT

Each of the themes outlined below are also supported by a series of goals, strategies, and action steps to guide the district in moving this plan from vision to reality. See the full System Plan for full details.



CARE FOR AND INVEST IN PARKS AND RECREATION

Care for our existing system while providing a strong foundation for future opportunities.



CONNECT TO NATURE

Connect to nature, embracing and protecting natural resources and mitigating climate change impacts.



PLAY FOR ALL

Promote health and lifelong learning by providing parks, natural areas, facilities, and recreational opportunities for all ages and abilities.



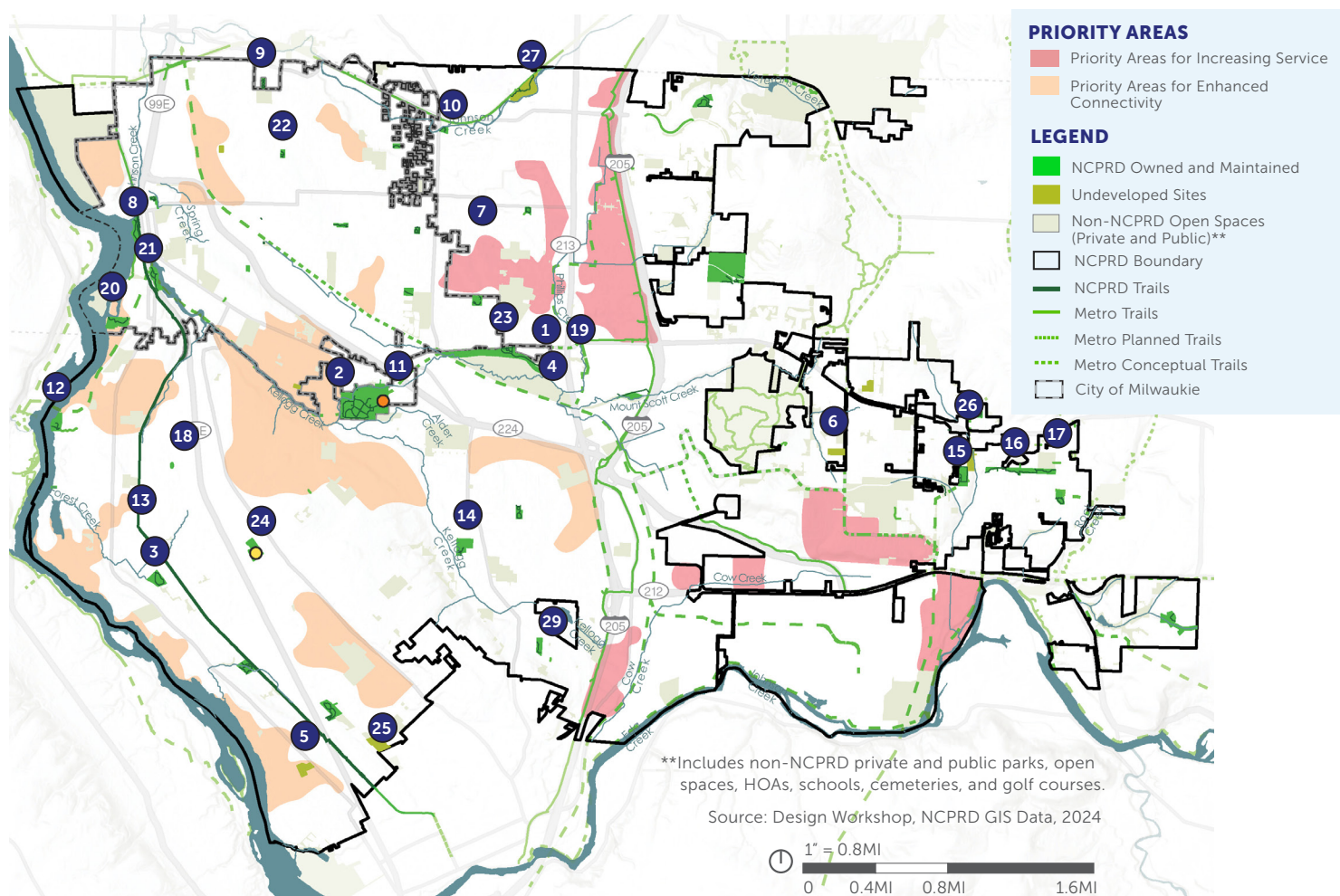
ENRICH OUR COMMUNITY

Strengthen connections through events, activities, recreation programming, and communication that celebrates the diversity of identities in our community.

PRIORITY AREAS FOR INVESTMENT

The capital improvements project list identifies priorities for park and facility improvements as well as new park development projects based on a set of multiple criteria:

- Capital repair needs at existing parks and facilities
- Frequency of use and demand
- Equitable geographic distribution of improvements and new park development across the district
- Staff assessments of facility conditions and priorities
- Community navigator evaluations based on site observations



- | | | |
|---|---|--|
| 1 Aquatic Park Phase 1 Roof Replacement | 11 Milwaukie Community Center Facility Improvements | 21 Robert Kronberg Park Improvements |
| 2 North Clackamas Park Improvements | 12 Rivervilla Park Improvements | 22 Water Tower Park Improvements |
| 3 Risley Park Improvements | 13 Trolley Trail Improvements | 23 Harmony Road Neighborhood Park Improvements |
| 4 Oak Bluff Trail Improvements | 14 Ann-Toni Schreiber Park Improvements | 24 Concord Phase II Facility Improvements |
| 5 New park at Jennings Lodge Campus | 15 Pfeifer Park Improvements | 25 New Nature Park at Hull and Swanson Property |
| 6 New park at Justice Property | 16 Sieben Park Site Furnishings | 26 New Trail at Powerline Forest Creek Property |
| 7 New Phase 1 Park at 70th/Monroe Property | 17 Rose Creek Trail Improvements | 27 Nature Park at Johnson Creek |
| 8 Milwaukie Bay Park Phase III Improvements | 18 Bunnell Park Improvements | 28 New Park Serving High Priority Areas in DAC Subarea 3 (Location to be identified) |
| 9 Ardenwald Park Improvements | 19 Aquatic Park Phase II improvements | 29 Heddie Notz Park Improvements |
| 10 Mill Park Improvements | 20 Spring Park Improvements | |

This list of projects is not intended to replace a Capital Improvements Plan (CIP). Additional work is needed to identify specific project needs for each of the locations identified and the costs associated with the improvements or development project efforts. Execution of this project list will be determined by the availability of funding, staff resources, partnerships, legal commitments, and is ultimately the decision of NCPRD's Board of Directors.

KEY CHALLENGES TO MAKING THE PLAN A REALITY

NCPRD faces ongoing financial challenges due to a low permanent tax rate coupled with rising operational costs. This funding shortfall affects essential services and vital infrastructure. Without increased investment, NCPRD will not be able to meet community expectations and further reductions will need to be made to the programs and services residents rely on.

To make the System Plan a reality, the highest priority action step is to secure additional funding for ongoing operations.

Figure 1: Tax Rate Comparisons, 2024

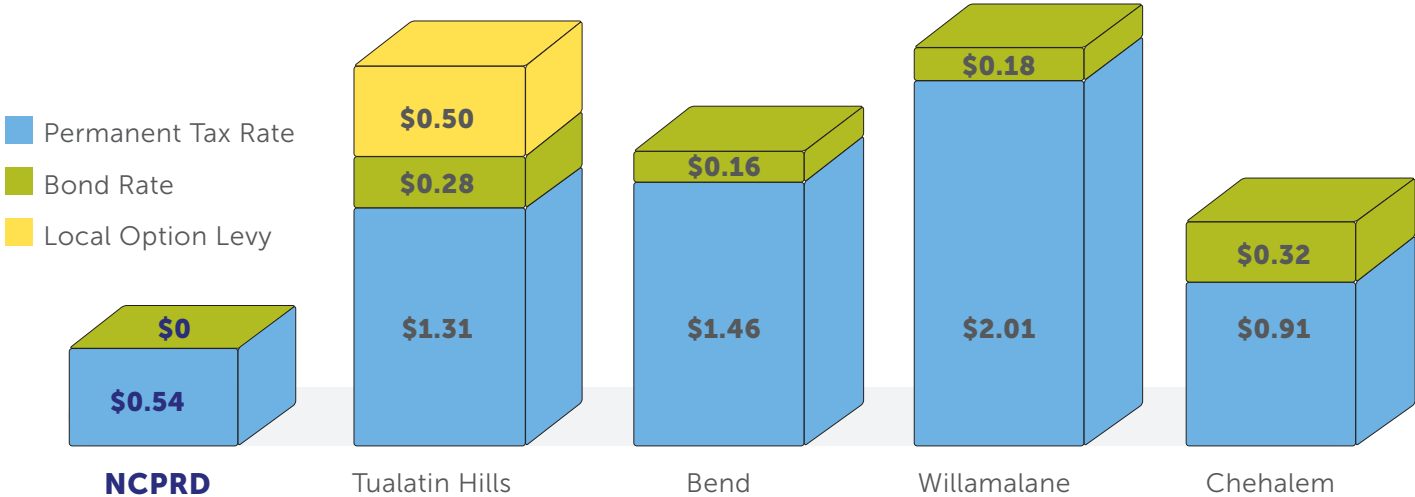
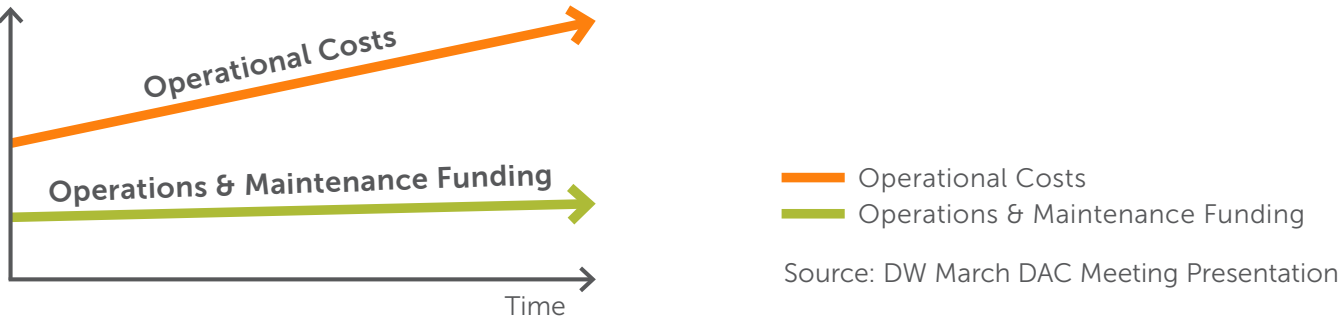


Figure 2: Operational Cost vs. Operations & Maintenance Over Time



SEE THE FULL SYSTEM PLAN AT
NCPRDSYSTEMPLAN.COM





**SEPTEMBER 2025
PLAN SUMMARY**





PLAN SUMMARY

- Introduction
- Park System at Glance
- Needs Assessment
- Community Insights
- Challenges
- Next 20 Years
- Plan Framework
- What's Next
- Capital Improvement Projects Sequencing

INTRODUCTION

WHAT IS A SYSTEM PLAN?

The NCPRD System Plan is a 20-year roadmap for community-informed decision making. Given the long time period for this plan to be fulfilled, the plan strategies remain flexible to adapt to changing conditions. Action items are included to ensure the District has clarity on priorities regarding where and how to direct resources and invest. The action items are not a promise but provide a hopeful vision.

WHY UPDATE THE SYSTEM PLAN?

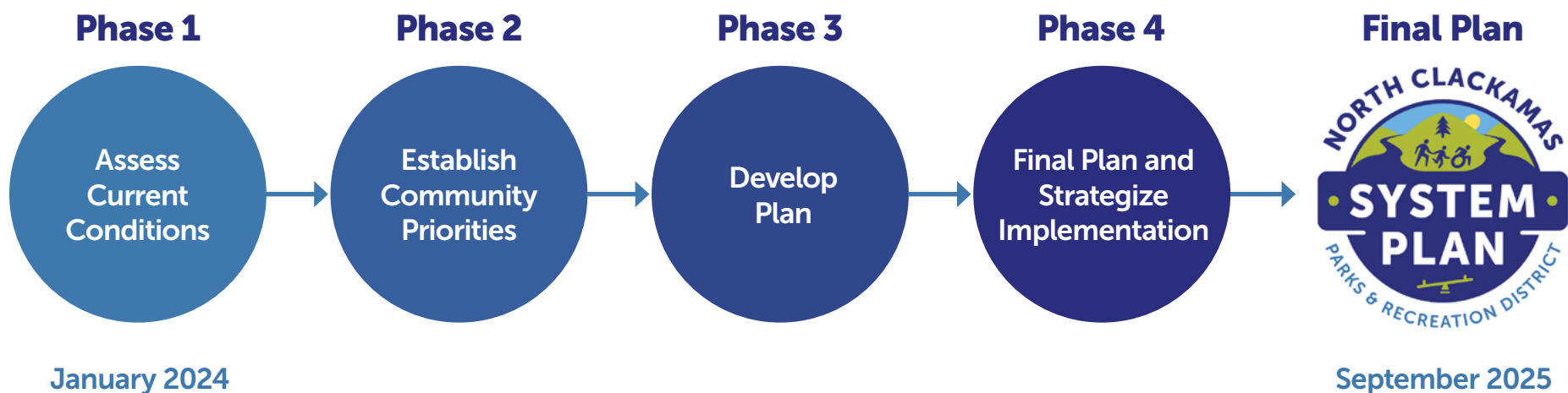
A comprehensive districtwide plan is critical in helping ensure parks and facilities meet evolving community needs. This plan helps:

- Understand current and future community demographics, needs, and recreation trends.
- Assess existing properties and facilities' performance.
- Anticipate replacement of aging recreation infrastructure.
- Plan holistically for the District's dispersed offerings.
- Develop clear priorities for investment and resources.

HOW WAS THE SYSTEM PLAN CREATED?

The NCPRD System Plan emerged from a robust and community-driven planning process, paired with rigorous, data-driven analysis of district needs. Over 3,000 community members were reached through a variety of in-person and online engagement opportunities. Thirteen community navigators were recruited to help gain a deeper understanding of the current park system and connect to underserved communities. Born from the voices and aspirations of the community and guided by findings from systemwide assessments, the Plan charts a shared vision for the next 20 years.

Planning Process



HOW TO USE THIS DOCUMENT

The NCPRD System Plan was developed through a collaborative effort between a nationally recognized consulting firm specializing in park system planning and NCPRD staff.

Chapter 1: Introduction to NCPRD

Describes the plan's context, overall parkland inventory, community profile, summary of relevant prior plan review, and other influences in the region.

Chapter 2: Parks and Recreation Evaluation

Examines the current parks, facilities, and programs and identifies community needs through systemwide assessments such as level of service analyses, benchmarking, and environmental justice index mapping.

Chapter 3: Public Engagement

Summarizes the community engagement process and findings, including focus groups, pop-up events, youth engagement, community surveys, and online engagement.

Chapter 4: Plan for the Future

Outlines the plan framework, vision, key themes, goals, and strategies for the future of the parks and recreation system.

Chapter 5: Implementation

Details the capital improvement plan, operations and management strategies, staffing needs, financial considerations, and funding priorities.



PARK SYSTEM AT A GLANCE

2024 PARK SYSTEM INVENTORY - OUR FOUNDATION OF ANALYSIS

Wide Variety of Parks and Facilities

NCPRD offers a variety of developed and undeveloped parks, natural areas and greenways, trails and pathways, and recreation facilities. These offerings provide spaces for special events, youth and adult recreation, aquatics, and older adult services. Below is the inventory for NCPRD's 2024 system offerings. All analyses in this document are based on NCPRD's 2024 park system data.

32 Total Developed Parks = 168 Acres

12 Total Undeveloped Properties = 38 Acres

7 Natural Areas or Trails & Greenways = 48 Acres

3 Community/Recreation Facilities*

*NCPRD also owns the Stringfield House, an unprogrammed facility that is not regularly used.

2025 PARK SYSTEM UPDATES

Many changes have occurred since this planning process began in 2023 including the number of properties owned and park improvements completed. As of the summer of 2025, NCPRD manages, protects, and maintains 36 developed parks (173 acres), seven natural areas or trails/greenways, including the six-mile Trolley Trail, and 13 undeveloped properties (59 acres). Four parks, Concord, Scott, Balfour, and Bowman-Brae were under construction during the course of the System Plan project.

Programs and Activities for All Ages



Special Events



Summer Camps



Youth Recreation



Aquatic Programs



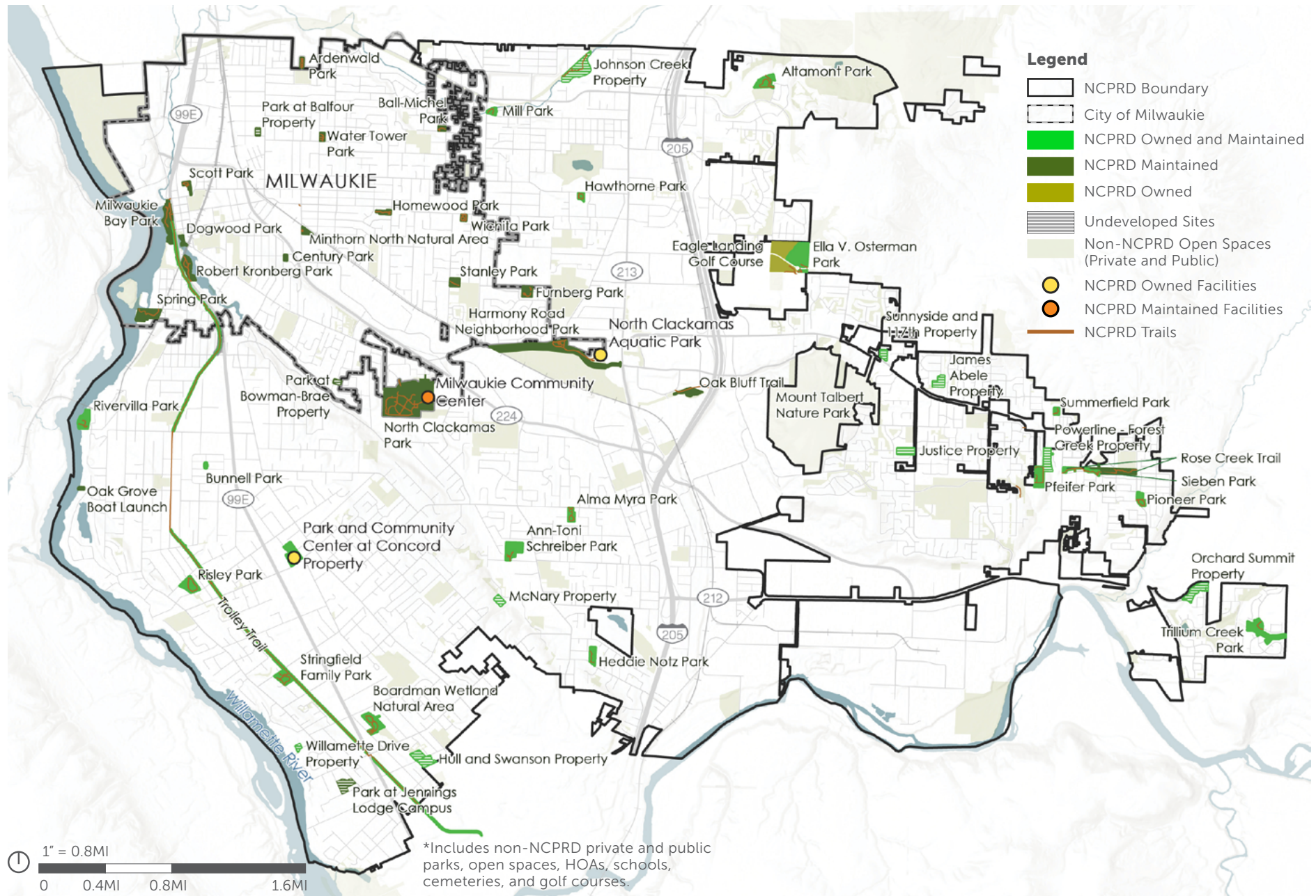
Adult Recreation



Older Adult Services

2024 NCPRD Inventory Map

Figure 1: Parks and Facilities System Map



Source: Design Workshop, NCPRD GIS Data, 2024

NEEDS ASSESSMENT

The needs assessment is a critical step in the planning process to ensure future investments and priorities align with the values and initiatives of the District and community.

The needs assessment combines analysis of the parks and recreation system (Chapter 3 contents) with community input regarding needs and values (Chapter 4 contents) to guide the plan direction.

SYSTEMWIDE ANALYSIS

Systemwide analysis focused on analyzing components such as the level of service, benchmarking, park and facility conditions, maintenance practices, recreation trends, and Environmental Justice Index mapping. Multiple data-driven methods were used to identify gaps in the District's current conditions and community needs in the future.

COMMUNITY ENGAGEMENT

Over 3,000 community members were engaged throughout the plan creation process to inform the plan creation. A wide range of communication tools and outreach tactics, including community surveys, pop-up events, youth involvement, focus groups, online mapping tools, and staff workshops, were used to reach diverse audiences throughout the District.

KEY COMMUNITY NEEDS IDENTIFIED THROUGH NEEDS ASSESSMENT

- Equitable distribution of parks and facilities.
- Care for what we have now while also looking toward expanding offerings and access.
- Enhancements in play and recreation, access to nature, access to water for active recreation, and trails.
- Ensure quality and longevity of the park and recreation system through long-term fiscal sustainability of the District.
- Offer diverse park features, amenities and affordable recreation programs and facilities.
- Provide recreation programs and places to play that meet the needs of a broad range of ages, abilities, and backgrounds.
- Celebrate and honor cultures, languages, storytelling, art, and history of distinct communities in North Clackamas.

SYSTEMWIDE ANALYSIS KEY FINDINGS

Level of Service (LOS)

In 2023, NCPRD provided two park acres per 1,000 residents. The existing park system reflects a low level of development and offers limited variety of amenities compared to the national average for Parks and Recreation Districts. Compared to peer park districts serving similarly sized populations, NCPRD's publicly accessible parkland is approximately 18% of the average acreage provided by its peers. To better serve the growing NCPRD community, expanding park acreage is essential to improving the level of services.

Park Distribution and Access

The park watershed analysis found that only 47% of the District's population lives within a 10-minute or half-mile walk of an NCPRD park. According to the Trust for Public Land's 2025 ParkScore Index, approximately 76% of US residents live within a 10-minute or half-mile walk of a park. Compared to the national average, NCPRD residents currently lack convenient, walkable access to park and recreation facilities.

Benchmarking

NCPRD operates with significantly lower budget and resources compared to peer districts in Oregon. For example, NCPRD's staffing levels are less than a third of those peer districts in Oregon and NCPRD's operating budget is the lowest in the state, less than half that of other peer districts.

Condition and Quality Assessment

The assessment revealed that over half of NCPRD's parks, facilities, and trails are in good or excellent condition, and 40% were rated as fair or poor, indicating a need for improvement across the system.

Park Perception Assessment

Assessments found that most parks rated fair to good access, safety, and activities. Common uses included play, walking, and dog use, while improvements needed were better accessibility, multilingual signage, and more amenities like shaded areas.

Recreation Trends

Recreation trends indicate a strong interest in walking, swimming, and hiking, along with a demand for nature-based programs, aligning with national data and Oregon-specific findings. NCPRD's survey findings reinforced these trends. Underserved groups require increased awareness to ensure equitable access to recreation.

Programming Assessment

NCPRD offers recreation programs for all ages but has limited staffing and funding. It faces significant resource constraints that limit program expansion. Compared to peer districts, aquatic, teen, family, and adult offerings are available but not at the scale or variety needed to meet demand, particularly in areas like aquatic lessons and recreation opportunities for youth and families.

Operations and Maintenance Assessment

Despite well-maintained parks, NCPRD has significant maintenance challenges, such as staffing shortages, aging facilities, vehicles, and equipment due to inflation and evolving community expectations.

Environmental Justice Index (EJI) Assessment

The Environmental Justice Index (EJI) highlights that the central and southern areas of the District face the highest cumulative social, environmental, and health burdens. These areas are designated as priority zones for future investments to help increase services in the areas with the highest community need.

ENGAGEMENT SUMMARY

COMMUNITY AND STAKEHOLDER ENGAGEMENT



8 Focus Groups
70 Participants

22 Presentations to
Community Organizations

6 District Advisory
Committee (DAC) Meetings



2 Community Surveys

282 Random Sample Survey
Respondents

2,262 Open Participation
Survey Respondents



22 Pop-Up Tabling Events
13 Community Navigators



164 Online Engagement
Contributions

306 Online Engagement Votes



COMMUNITY INSIGHTS

The community insights summarize key findings from NCPRD's community and stakeholder engagement efforts, including focus groups, pop-up events, two community surveys, online mapping exercises, and community navigators.

1 CURRENT OFFERINGS

- Walking, hiking, running on trails and paths, enjoying nature and wildlife, and outdoor play for all ages and abilities stand out as the top 3 most common ways that residents use NCPRD's parks and facilities.
- North Clackamas Aquatic Park and North Clackamas Park are among the most visited and appreciated parks in the District, drawing users from across the community. Milwaukie Bay Park and the Trolley Trail are also highly valued and well-used, serving more localized neighborhoods and nearby residents.

2 FUTURE OFFERINGS

- Community members are most interested in seeing more trails, natural areas, spray water play, indoor and outdoor swimming and aquatics offered in the future.
- Community members are also interested in seeing more music events, food growing and preparation, nature exploration, outdoor recreation skills building, arts, crafts, and cultural related activities offered in the future.

3 DESIRED IMPROVEMENTS

- Common desires for access improvements include signage in additional languages and braille, connectivity improvements to the park, and interior park sidewalks and access for wheelchairs and strollers.
- Common desires for park amenity improvements include public restrooms, shade structures and shaded areas, parking, sitting areas, and gathering spaces.
- Common desires for indoor and outdoor play spaces include ball fields, pickleball courts, culturally specific activities, and intergenerational programs.

4 PRIORITIZATION

- Community priorities include investing in maintenance, completing undeveloped parks, renovating existing parks, and increasing smaller neighborhood parks.
- Community members expressed a desire to create spaces for all ages and abilities to play, along with opportunities to enjoy nature.

5 FUNDING

- 76% of survey respondents are very likely or somewhat likely to support future funding for parks and recreation improvements.

CHALLENGES

NCPRD faces ongoing financial challenges because of a low permanent tax rate and rising operational costs. Lack of funding affects essential services and infrastructure. Without increased investment, NCPRD will not be able to meet community expectations and the services offered by NCPRD will continue to be reduced.

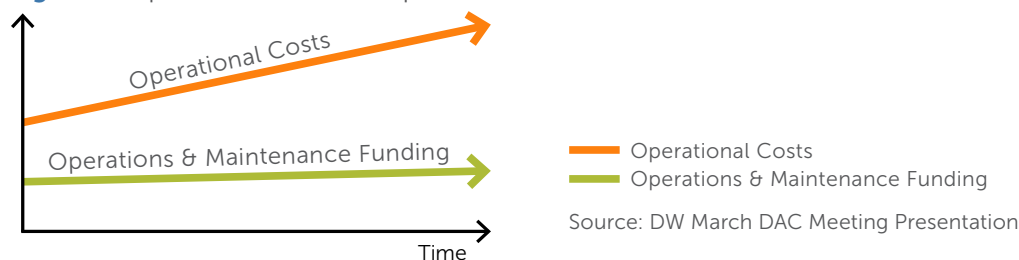
FUNDING DEFICIENCY

NCPRD faces ongoing financial challenges. The fixed permanent tax rate of \$0.54 per \$1,000 of assessed value* has not increased since the District's inception in 1990, and no bonds or levies have been passed to supplement funding. As a result, the current rate is not keeping pace with inflation. System Development Charges (SDCs) are separate funding sources that can only be used for new development and amenities.

The growing funding gap for operations and maintenance is due to rising operational costs, increasing by around 11% per year since 2021, and far outpacing the fixed permanent tax rate (Figure 2). The General Fund, which funds operations and maintenance, programming, and services, is insufficient to support the same level of park and recreation services going into the future.

Figure 3 shows the comparison of tax rates across multiple other districts in Oregon. NCPRD has the lowest tax rate of the five parks and recreation districts in Oregon. Additionally, many other districts have bonds and local option levies to further increase their funding available for operations and capital improvements. This emphasizes the District's financial limitations in funding essential services and infrastructure.

Figure 2: Operational Cost vs. Operations & Maintenance Over Time



KEY BUDGET CHALLENGES



- NCPRD has the lowest permanent tax rate of any parks district in Oregon.
- Funding for operations, primarily from a fixed permanent tax rate established in the 1990s, has not kept pace with inflation.
- SDC fees are collected when new development occurs and are restricted to improvements that expand services. NCPRD's SDC rates are lower than those in many other Oregon districts.
- NCPRD needs to increase funds to sustain operations and maintenance costs.

*By Oregon state law, the assessed value of a property cannot increase by more than 3% annually, unless significant improvements are made. As a result, tax revenue growth is typically limited to 2–3% per year on average.

OBSERVATIONS AND CONSIDERATIONS

During the needs assessment, several observations emerged concerning current and future challenges for the District. Funding limitations remain a significant barrier, restricting NCPRD's ability to introduce new programming, meet maintenance standards, and respond to changing community needs. Although the number of parks and facilities has stayed relatively consistent, the costs and complexities of maintaining them have increased, surpassing revenue growth. Staff are facing higher operational demands with fewer resources, increasing strain on daily services.

The District faces long-term sustainability challenges primarily due to aging infrastructure. NCPRD owns, and/or operates and maintains several older buildings, including the North Clackamas Aquatic Park, Milwaukie Community Center, Concord School property, and Stringfield House, all of which need repairs and ongoing investment. Much of the District's operations and maintenance equipment are also nearing the end of its usable life, contributing to increased costs and reduced efficiency. Additionally, many parks throughout the system are aging and in need of upgrades to meet current standards and community expectations.

As community expectations change over time, the District must balance its ability to deliver services and the available resources. A significant portion of limited resources is currently allocated to older adult services, offerings not typically provided by most parks districts, while strong community support has emerged for expanding youth and teen programming. New parks, facilities, and programs require additional staffing, training, and funding to ensure ongoing support. Without increased investment, NCPRD cannot meet diverse community expectations for maintenance and service quality.

Figure 3: Tax Rate Comparisons, 2024



Source: Design Workshop, NCPRD

Staffing Limitations

Insufficient funding limits NCPRD's ability to add specialized staff. The District currently has two certified playground inspectors, two certified arborists, and a licensed building maintenance electrician. For a district of NCPRD's population size, comparable agencies typically employ two to three times more full-time equivalent (FTE) positions.

Providing More with Less

Despite limited staffing and resources, NCPRD's staff has maintained a high level of quality park landscapes, features, and programming. Continually stretching resources thin to maintain this high level of service on increasingly limited resources is not sustainable for the district moving forward.

Aging Infrastructure and assets

Non-permanent leased maintenance facilities and aging facilities, vehicles and equipment contribute to ongoing maintenance challenges in the park system.

Meeting Expectations with limited Resources

Different levels of expectation for maintenance and programming across the District are challenging to meet with current staffing and funding levels.

NEXT 20 YEARS

NCPRD's parks, facilities, natural areas and trails are among the community's most cherished assets - spaces that foster connections between people and nature, provide opportunities for play, and promote a healthy lifestyle. Today, NCPRD faces significant challenges: rising costs, aging infrastructure, and persistent funding deficiency.

Parks and recreation in North Clackamas currently stand at a critical juncture. This new System Plan charts the course for the next 20 years based on community priorities and a rigorous needs assessment. The highest priority action step to make this plan a reality will be to secure sustainable funding for NCPRD.



MISSION STATEMENT

To enrich community vitality and promote healthy living through connections to nature and play, now and for the future.

VISION STATEMENT

Enhancing community with exceptional parks, natural areas, and recreation opportunities that welcome all.

NCPRD's mission and vision statements have been refreshed as part of the System Plan update.

PLAN FRAMEWORK

The plan framework was developed based on extensive community input and data-driven needs assessment. Key findings have been synthesized into an updated mission and vision, as well as key themes, goals, and strategies informed by public feedback and system analysis.

WHAT WE HEARD | Community and Stakeholder Engagement
WHAT WE LEARNED | Systemwide Assessments



VISION PLAN DIAGRAM

○ What physical changes we plan
for to achieve the vision plan



VISION PLAN

○
.....
What we want to
become in 20 years

THEMES

○
.....
Our organizing
principles and what
inspires us

GOALS

○
.....
What we are trying to
achieve

STRATEGIES

○
.....
How we achieve the
goals and potential
opportunities

ACTIONS

○
.....
Specific steps
and projects for
implementation

THEMES AND GOALS



THEME 1

Care for and Invest in Parks and Recreation

Care for our existing system while providing a strong foundation for future opportunities.

Goals

- 1.** Prioritize investments and improvements in areas lacking access to parks and open space as well as areas with high social, environmental, and health needs.
- 2.** Ensure quality and longevity of the park and recreation system through long-term fiscal sustainability of the District.
- 3.** Care for what we have now while also looking toward expanding offerings and access over the next two decades.



THEME 2

Connect to Nature

Connect to nature, embracing and protecting natural resources and mitigating climate change impacts.

Goals

- 1.** Increase community access to the outdoors, nature, trees, and water.
- 2.** Create a districtwide network of trails to enhance movement, connectivity and enjoyment in the natural environment.
- 3.** Enhance community resilience through climate adapted landscapes, facilities, and program offerings.



THEME 3

Play for All

Promote health and lifelong learning by providing parks, natural areas, facilities, and recreational opportunities for all ages and abilities.

Goals

- 1.** Provide recreation programs and places to play that meet the needs of a broad range of ages, abilities, and backgrounds.
- 2.** Reduce gaps in programming using the variety of tools and resources in our community.
- 3.** Offer affordable recreation programs and facilities to encourage participation and reduce financial barriers.



THEME 4

Enrich our Community

Strengthen connections through events, activities, recreation programming, and communication that celebrates the diversity of identities in our community.

Goals

- 1.** Celebrate and honor cultures, languages, storytelling, art, and history of distinct communities in North Clackamas.
- 2.** Create community togetherness, expand community awareness and support the health of residents through recreational and cultural offerings in parks, facilities, and programs.
- 3.** Adapt recreation, activities, and events to meet the current and future recreation needs of the community.

WHAT'S NEXT

Implementing a 20-year plan begins by tackling the highest priority action steps, such as securing sufficient funding for ongoing operations and maintenance.

While the highest priority for NCPRD is securing sustainable funding for ongoing operations and maintenance, this Plan also highlights a series of short-term, quick-win projects that could be funded through SDCs or grants to make improvements in existing parks. These quick-win projects are drawn directly from community feedback collected through the System Plan process. The quick-win projects are low-cost and high-impact, making them strong candidates for quick implementation or larger efforts that could be achieved in the near term with additional funding.

Longer-term improvements have also been highlighted. These improvements received strong community support during the engagement process but will require significant additional funding to implement.

More detail on action steps and improvement projects can be found in Chapter 5 of this Plan.

PRIORITY ACTION ITEMS

- **Highest Priority Action Step:** Pursue an operational funding increase through an increase to the permanent tax rate or a tax levy.
- Re-evaluate system development charges (SDCs) to help fund new amenities in existing parks and new park development.
- Implement a disposition plan to transition properties NCPRD cannot develop for parks and recreation uses to other ownership.
- Prioritize SDC funding for capital projects.

SHORT TERM QUICK-WIN IMPROVEMENTS



Low cost, high impact, and high demand. Potential funding available from multiple funding sources, such as the system development charges. These types of improvement do not rely on the operation budget.

- Fenced dog off-leash areas
- Sport courts (pickleball, basketball, tennis)
- Shade trees and shade structures
- Seating/picnic areas
- Nature patches (trees and plantings) and pollinator gardens
- Community gardens
- Skate elements
- Improved and new walking paths and trails
- On-going programming and staffing reevaluation
- Initiation of an educational effort for voter support

LONG TERM IMPROVEMENTS



High cost, high impact, and high demand. These elements will require significant staff time to design and construct, as well as significant operational resources to maintain.

- Multi-use sports fields
- Full size gymnasium
- Skate Park
- Restrooms
- Splash pads
- Water play areas



Seven days without **EXERCISE** makes one weak!

CAPITAL IMPROVEMENT PROJECTS SEQUENCING

The capital improvement project list includes improvements to existing parks and facilities across the district, as well as the development of new parks in select locations. The sequence identified for these projects is based on:

- Capital repair needs at existing parks and facilities
- Frequency of use and demand
- Equitable geographic distribution of improvements and new park development across the district
- Staff assessments of facility conditions and priorities
- Community navigator evaluations based on site observations

Execution of this project list will be determined by the availability of funding, staff resources, partnerships, legal commitments, and is ultimately the decision of NCPRD's Board of Directors.

Additional action steps for staff are outlined in Chapter 5 and include non-capital projects, such as a building facility assessment for NCPRD's aging buildings and an accessibility audit for all parks and facilities across the district.

SHORT TERM PROJECTS 0-5 YEARS

1. Aquatic Park Phase 1 Roof Replacement
2. North Clackamas Park Improvements
3. Risley Park Improvements
4. Oak Bluff Trail Improvements
5. New park at Jennings Lodge Campus
6. New park at Justice Property
7. New Phase 1 Park at 70th/Monroe Property

MID TERM PROJECTS 5-10 YEARS

8. Milwaukie Bay Park Phase III Improvements
9. Ardenwald Park Improvements
10. Mill Park Improvements
11. Milwaukie Community Center Facility Improvements
12. Rivervilla Park Improvements
13. Trolley Trail Improvements
14. Ann-Toni Schreiber Park Improvements
15. Pfeifer Park Improvements
16. Sieben Park Site Furnishings
17. Rose Creek Trail Improvements
18. Bunnell Park Improvements
19. Aquatic Park Phase II improvements

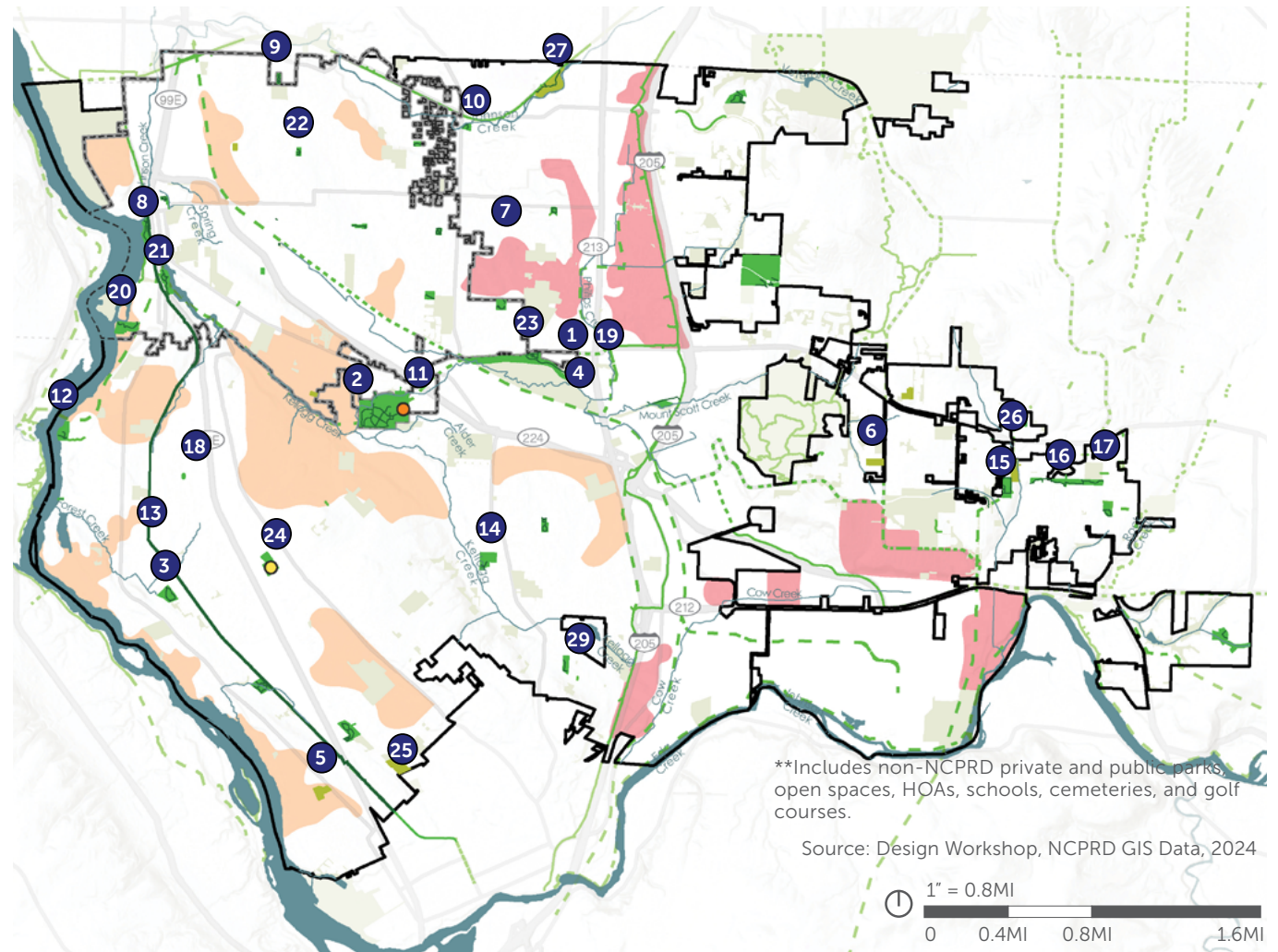
LONG TERM PROJECTS 10+ YEARS

20. Spring Park Improvements
21. Robert Kronberg Park Improvements
22. Water Tower Park Improvements
23. Harmony Road Neighborhood Park Improvements
24. Concord Phase II Facility Improvements
25. New Nature Park at Hull and Swanson Property
26. New Trail at Powerline Forest Creek Property
27. New Nature Park at Johnson Creek
28. New Park Serving High Priority Areas in DAC Subarea 3
29. Heddie Notz Park Improvements

VISION PLAN AND CAPITAL IMPROVEMENTS PROJECT LIST

Figure 4: Vision Plan and Capital Improvements Project List

- 1 Aquatic Park Phase 1 Roof Replacement
- 2 North Clackamas Park Improvements
- 3 Risley Park Improvements
- 4 Oak Bluff Trail Improvements
- 5 New park at Jennings Lodge Campus
- 6 New park at Justice Property
- 7 New Phase 1 Park at 70th/Monroe Property
- 8 Milwaukie Bay Park Phase III Improvements
- 9 Ardenwald Park Improvements
- 10 Mill Park Improvements
- 11 Milwaukie Community Center Facility Improvements
- 12 Rivervilla Park Improvements
- 13 Trolley Trail Improvements
- 14 Ann-Toni Schreiber Park Improvements
- 15 Pfeifer Park Improvements
- 16 Sieben Park Site Furnishings
- 17 Rose Creek Trail Improvements
- 18 Bunnell Park Improvements
- 19 Aquatic Park Phase II improvements
- 20 Spring Park Improvements
- 21 Robert Kronberg Park Improvements
- 22 Water Tower Park Improvements
- 23 Harmony Road Neighborhood Park Improvements
- 24 Concord Phase II Facility Improvements
- 25 New Nature Park at Hull and Swanson Property
- 26 New Trail at Powerline Forest Creek Property
- 27 Nature Park at Johnson Creek
- 28 New Park Serving High Priority Areas in DAC Subarea 3 (Location to be identified)
- 29 Heddie Notz Park Improvements



Priority Areas

- Priority Areas for Increasing Service
- Priority Areas for Enhanced Connectivity

Legend

- NCPRD Owned and Maintained
- Undeveloped Sites
- Non-NCPRD Open Spaces (Private and Public)**
- NCPRD Boundary
- NCPRD Trails
- Metro Trails
- - - Metro Planned Trails
- - - Metro Conceptual Trails
- City of Milwaukie



SEPTEMBER 2025

ACKNOWLEDGEMENTS

BOARD OF DIRECTORS

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EXECUTIVE TEAM AND DISTRICT STAFF

Kia Selley, NCPRD Director

Dominic Cortinas, Deputy Director

Erin Reome, Planning & Development Division Director

Kandi Ho, Recreation Services Division Director

Kevin Cayson, Parks and Facilities Division Director

Melina DeFrancesco, Marketing Coordinator

Alexandra Gilbertson, Principal Planner

Joe Corr, Park Maintenance Supervisor

Kallie Guentner, Financial Services Supervisor

Jason Kemmerich, Aquatic Manager

Sarah Kreiter, Recreation Manager

Marty Hanley, Recreation Manager at Milwaukie Community Center

Joe Loomis, Recreation Manager

Joey Amsberry, Aquatics Supervisor

Amanda Mendez, Office Supervisor

Joni Glenn, Recreation Supervisor

Josh Brandl, Recreation Supervisor

Lauren Cary, Natural Resources Coordinator

Jessica Stead, Executive Assistant

Shane Seaman, GIS Planning Intern

Summer Cook, Community Engagement Intern

COMMUNITY NAVIGATORS

Quentania Salmon

Jesus Prieto

Kaylani Prieto

Nick Anderson

Christian Gibson

Shyanne Defeudis

Trevor Higgins

Thi Luong

Josh Porter

Hanna Grishkevich

Adhanet Mehretab

Jessica Sandoval

Roksolana Chukhril

CONSULTANTS

Design Workshop

Anna Laybourn, FAICP, Principal In Charge

Xiaojian Fan, PLA, Project Manager

Jennifer Pintar, Lead Planner

ETM

Tim Marshall, PLA, FASLA

Desiree Liu, PLA

POLCO

Community Survey Administration

Pero Designs

Website Design

All images by Design Workshop or NCPRD unless noted otherwise.

LETTER FROM THE DIRECTOR

Dear North Clackamas Parks & Recreation District (NCPRD) Community Members,

Thank you for sharing your time, passion, and ideas to develop the 2025 NCPRD System Plan. The Plan, shaped through community engagement, represents a 20-year roadmap to guide the District on how and where to invest.

Since the District's formation in 1990, NCPRD has developed and cared for a treasured system of parks, natural areas, facilities, and programs. As we look ahead to the next 20 years, we know the District faces significant challenges. Costs are going up, our equipment and buildings are getting old, and our main source of funding – a tax rate set when the District was created in 1990 – has remained the same and is the lowest of any park district in the state. There is also great opportunity in a district that deeply values its parks, natural areas, and recreation programs as a key aspect of community life in North Clackamas. The vision articulated in this plan charts a path for sustained stewardship of our parks and facilities and expanded access to recreation.

This Plan is rooted in a robust community engagement process, paired with a data-driven assessment to identify areas of the district with the greatest need for new and improved parks and open space. This work will help us prioritize our limited funding and resources. Our 20-year vision focuses on four guiding themes: Care for and Invest in Parks and Recreation, Connect to Nature, Play for All, and Enrich Our Community. A series of goals and strategies emerged under each of these themes, addressing and balancing diverse needs from the community.

Informed directly by what we have heard from community members, we envision a parks and recreation system that is welcoming for all. To guide the physical planning and development, the Plan identifies improvements to existing parks and high priority areas where new parks and programs are most needed. We will use this plan to guide our work, shape each decision, prioritize resources, and take actionable steps – like the pursuit of additional funding – to make this vision a reality.

We look forward to working with all of you to accomplish this ambitious Plan. Through these steps we have the opportunity to dramatically improve the quality of life for our residents and users of our parks, facilities, and recreation programs.

Sincerely,



Kia Selley, RLA

NCPRD Director



NORTH CLACKAMAS
PARKS & RECREATION DISTRICT





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DOCUMENT APPENDICES:

Appendix A. Needs Assessment

Appendix B. Engagement Documents



NORTH CLACKAMAS
PARKS & RECREATION DISTRICT



1

A person with long brown hair, wearing a blue patterned cap and glasses, is seen from the side, looking towards a background of colorful, out-of-focus bubbles. The scene is bright and festive.

ABOUT NCPRD

- Plan Context
- Department Organization
- Plan Alignment
- Inventory Overview
- Park Classification
- Recreation and Event Programming
- Community Profile

PLAN CONTEXT

The last NCPRD System Plan was adopted in 2004. There was an effort in 2015 to update the plan, but it was never finalized. Community demographics, recreation trends, operations and maintenance costs and practice have evolved significantly in the last twenty years. A new System Plan update is urgently needed to guide the future of NCPRD's park and recreation system.

DISTRICT HISTORY

The North Clackamas Parks & Recreation District (NCPRD) is a special district that provides parks and recreation services to the community in and around Clackamas County, Oregon. The District was officially established in 1990 to address the growing need for coordinated management of parks, recreation facilities, and natural areas within the rapidly expanding communities around the northern portions of the county. Over the decades, NCPRD has been instrumental in shaping the region's character by providing access to both indoor and outdoor recreation and community programs.

The District boundaries are estimated to include 106,000 residents (source ESRI 2023 projections based on 2020 Census). This includes the City of Milwaukie and a significant portion of unincorporated Clackamas County. Approximately 80% of the District's population resides in unincorporated areas, with the remaining 20% in the City of Milwaukie.

Located southeast of Portland, Oregon, NCPRD encompasses a diverse mix of urban, suburban, and rural landscapes within Clackamas County. Much of the development in the District is well established, with some infill redevelopment and new development planned on the District edges. With its proximity to the Willamette River to the west and the Cascade foothills to the east, NCPRD is uniquely positioned to provide a blend of urban amenities and natural beauty. Its parks, trails, and open spaces feature a variety of landscapes, including riparian habitats and forested areas, fostering a strong connection to nature. Additionally, NCPRD provides various indoor recreation facilities for year-round programming, fitness, and social events.

PROGRAM AND FACILITY MILESTONES

NCPRD is advancing its renewed mission focused on enriching community vitality and promoting healthy living through inclusive programming, accessible facilities, and strategic capital investments. NCPRD is dedicated to thorough planning, building strategic partnerships, and enhancing the quality of life for residents.

Recent Capital and Facility Developments

New park and Community Center improvements to the Concord property: The Concord Property project is a major milestone for NCPRD. Providing a vibrant park, community center, and shared facility with the new Oak Lodge Library, greatly expanding public access to recreation and learning resources.

Acquisition of the 70th/Monroe property: The recent acquisition of a 9.7-acre parcel near 82nd Avenue and I-205 offers an opportunity for NCPRD to develop a new community park in an area currently lacking parks and ranked high in priority for new park development.

Ongoing Park and Facility Expansion and Renovations: NCPRD continues to invest in community-centered development through planned parks, such as the Park at Jennings Lodge Campus collaboration, and targeted facility upgrades that support long-term use.



DEPARTMENT ORGANIZATION

NCPRD DEPARTMENT ORGANIZATION

NCPRD is structured to support the provision of parks and recreation services through a collaborative and evolving leadership framework. The District's core functions are guided by senior leadership and informed by community advisory input. As the organization adapts to changing needs and resources, roles and responsibilities are continuously evaluated to maintain effective and efficient operations.

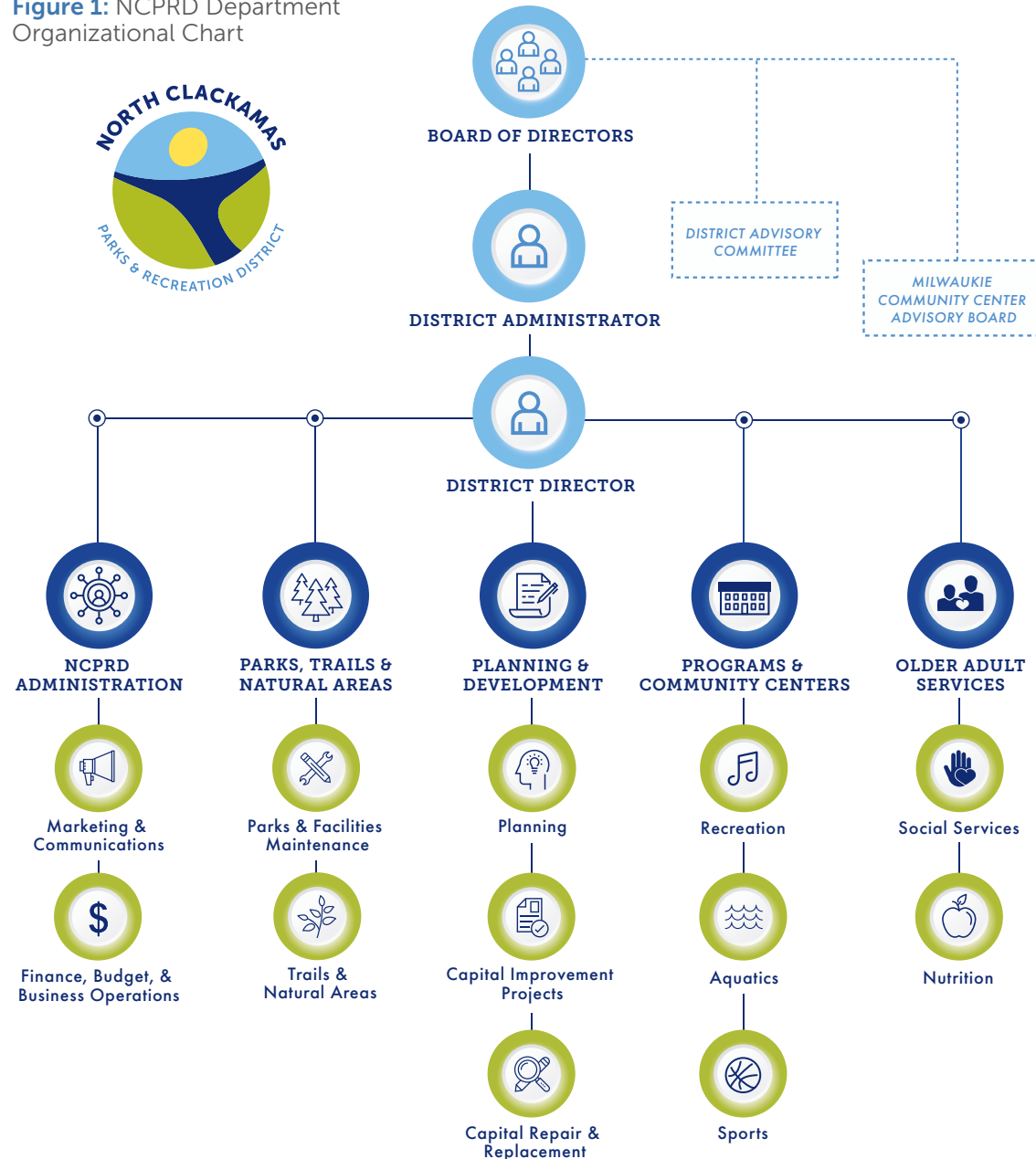
HOW NCPRD IS ORGANIZED

NCPRD is governed by a Board of Directors and overseen by a District Administrator, with input from community advisory groups to ensure local voices help shape services.

The District is organized into five main service areas:

1. Administration
2. Parks & Natural Areas
3. Planning
4. Programs & Community Centers
5. Older Adult Services

Figure 1: NCPRD Department Organizational Chart



PLAN ALIGNMENT

This plan builds on recent planning efforts and aligns with local and regional initiatives and other planning documents, recognizing that NCPRD and this plan do not exist in isolation. Coordination also took place during the System Plan effort with other ongoing plans and projects in the area. The process reviewed a range of strategic documents from Clackamas County, the Portland Metro Region, and Oregon State to identify shared priorities and ensure alignment with broader goals.

A review of past and recent planning documents helps identify areas of collaboration and finds existing recommendations that impact NCPRD's ongoing initiatives, directly or indirectly. Key areas of overlap include park and facility distribution access, environmental resilience, climate action, transportation, and sustainable development.

As the plan is implemented, NCPRD staff will continue coordinating with surrounding jurisdictions and regional partners. For a full list of the reviewed documents, please see Appendix A.

Plans reviewed include:

1. Clackamas County Comprehensive Plan 2004 (amended 2023)
2. Clackamas County Climate Action Plan Report 2023 (Draft)
3. Clackamas County Strategic Plan (Performance Clackamas) 2021
4. High-Capacity Transit Strategy 2023
5. North Clackamas Watersheds Action Plan 2022
6. North Clackamas Parks & Recreation District 2004 Master Plan
7. Regional Transportation Plan (RTP) 2023
8. Water Environment Services (WES) - Capital Improvement Plan 2022

SUMMARY OF KEY TAKEAWAYS

The review of past and recent local and regional planning documents had several recurring topic areas relating to the 2025 NCPRD System Plan:

- Ensure the equitable distribution of parks, facilities, and programs.
- Ensure safe, healthy, and secure communities.
- Ensure parks and recreation facilities are accessible and convenient for disabled individuals.
- Increase the acreage of parkland in the north urban area of the County.
- Develop a comprehensive trail system for walking and bicycling.
- Provide a wide array of park amenities, facilities, and sport courts and fields in order to enhance the overall recreational experience.
- Protect and enhance open space and natural resources.
- Sustainable planning and design to mitigate climate change impacts.
- Grow a vibrant economy to foster sustainable development and prosperity.
- Focus limited resources on the most pressing concerns and the most efficient solutions.
- Coordinate with other agencies and organizations to optimize the provision of park and recreation facilities and services.

INVENTORY OVERVIEW

PARK INVENTORY

NCPRD owns and/or maintains 51 park properties covering 253.43 acres, including 32 fully developed parks, seven natural areas, and 12 undeveloped sites, based on the inventory of NCPRD’s 2024 system offerings (Table 1 on page 8). NCPRD offers 13.16 miles of trails and walking paths. The longest trail is the Trolley Trail, which is six miles long. The District also owns and/or maintains three community centers: the North Clackamas Aquatic Park, the Milwaukie Community Center, and the Concord School Property, which is currently under development. NCPRD also owns the Stringfield House which is not actively programmed or used. The inventory below reflects both the 2024 system data used for plan analysis and the updated 2025 totals as of the end of the planning process. The 2025 data captures new acquisitions and park improvements completed during the planning effort.

2024 Inventory*

- 32 Total Developed Parks
- 12 Total Undeveloped Properties
- 7 Natural Areas or Trails & Greenways

*Based on 2024 system data used for analysis.

2025 Inventory**

- 36 Total Developed Parks
- 13 Total Undeveloped Properties
- 7 Natural Areas or Trails & Greenways

**Reflects updates as of summer 2025. Concord, Scott, Balfour, and Bowman-Brae were under construction during the System Plan process.

PARK CLASSIFICATION

The park system is grouped into different classifications so that each space is designed, managed, and invested in according to its unique role in the community. Classifications help distinguish between different park functions, amenities, and service areas, allowing NCPRD to provide a balanced, accessible, and efficient system that meets a variety of recreational, environmental, and social needs. Each park classification serves a distinct purpose based on factors like use, size, amenities, access, and typical length of visit.

The Park Classification Map on the following page illustrates the park inventory by classification (Figure 2). Displaying parks by their classification demonstrates the distribution of these parks across the District.

PARK AND TRAIL AMENITIES

The following summarizes the significant amenities available in NCPRD-owned or managed parks.

Play and Sports

- Playgrounds: 33
- Basketball Courts: 14
- Multipurpose Fields: 5
- Ballfields: 5
- Soccer Fields: 3
- Volleyball Courts: 2
- Tennis Courts: 3
- Pickleball Court: 1
- Disc Golf: 1
- Horseshoes: 2

Water Play and Access

- Indoor Aquatic Park: 1
- Splash Pad/ Water Play Feature: 1
- Ponds or Lakes: 5
- Swimming Areas: 3
- Fishing Sites: 2

Park Comfort and Use Amenities

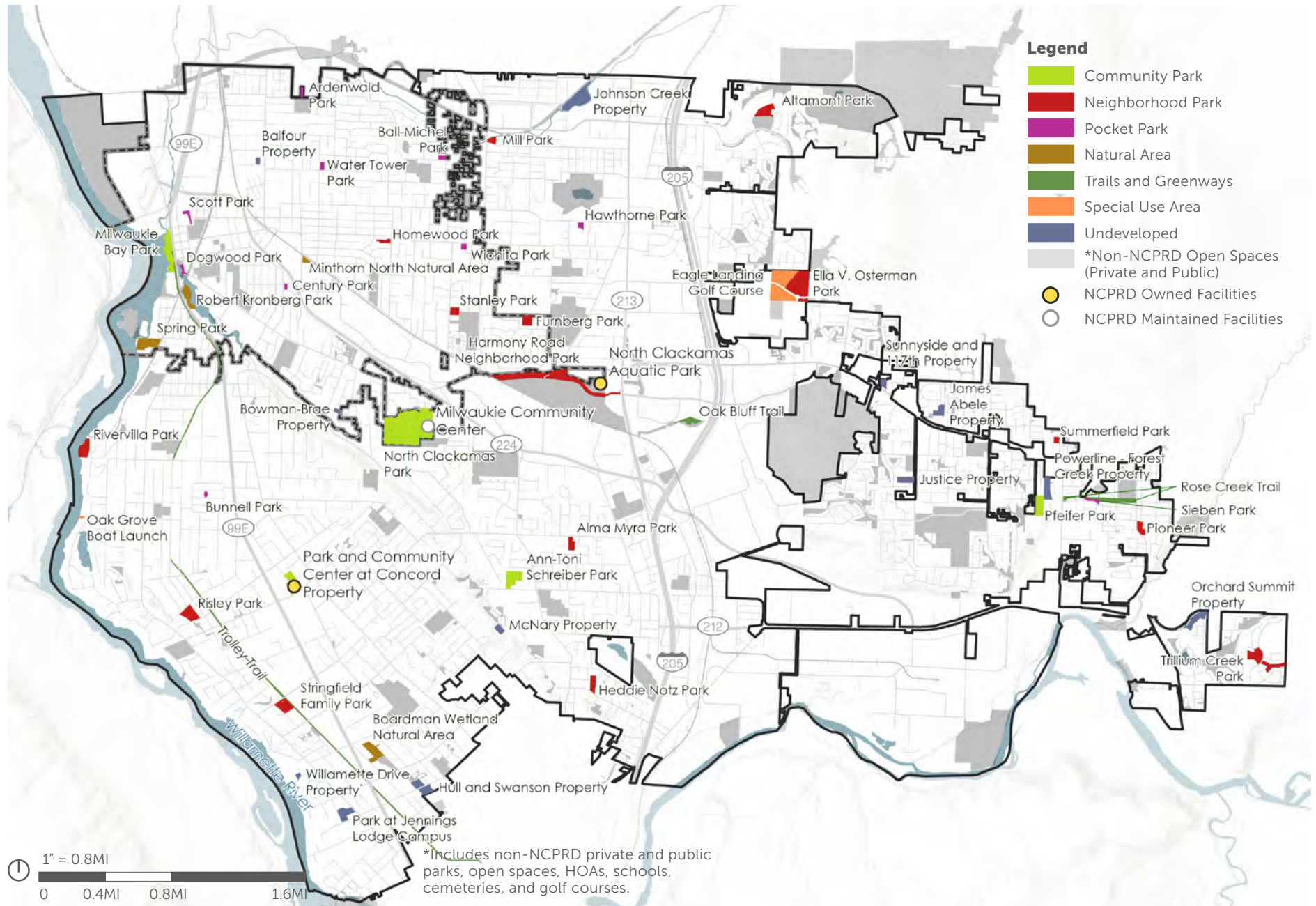
- Restrooms: 14
- Portable Restrooms: 7
- Shelters: 11
- Benches/Seating: 133
- Picnic Tables: 112
- Drinking Fountains: 13
- Pet Waste Stations: 42
- Bike Racks: 41
- Off-Street Parking Spaces: 265

Other Park Features

- Trailhead/Access Point: 8
- Botanical Garden: 1
- Off Leash Dog Park: 1
- Fitness Equipment: 1
- Interactive Art: 3
- Horse Arena: 1

CLASSIFICATION MAP

Figure 2: NCPRD Parkland Classification Map



Source: Design Workshop, NCPRD GIS Data, 2024

PARK CLASSIFICATION

NCPRD has a high number of smaller parks that support convenient, walkable access to park spaces but are more resource-intensive to maintain. NCPRD is focusing on larger parks that are fewer but serve broader populations, help diversify amenities, and improve efficiency.

Table 1: NCPRD Park System Properties and Acres Summary

NCPRD Park System Totals		
Park Classification	Number of Properties	Acres
Community Park	5	68.47
Neighborhood Park	15	73.73
Pocket Park	10	8.38
Special Use Area	2	17.51
Natural Area	4	17.32
Trails and Greenways	3	30.2
Undeveloped	12	37.83
Total	51	253.43

COMMUNITY PARKS

Community parks serve the entire District with active and passive recreation and host gatherings such as festivals and sports events. They often offer amenities like sports fields, trails, shelters, and restrooms and may include natural features. They may be near other community facilities like libraries and schools, drawing users from a 10-mile service area. Community parks include:

- Ann-Toni Schreiber Park
- Park at Concord Property
- Milwaukie Bay Park
- Pfeifer Park
- North Clackamas Park

NEIGHBORHOOD PARKS

Neighborhood parks are designed for nearby recreational activities, supporting active and passive recreation in residential areas. They cater to smaller groups and offer features like playgrounds, sports courts, picnic areas, and walking paths. Often located within a half mile of homes, these parks promote walking or biking. Neighborhood parks include:

- Alma Myra Park
- Pioneer Park
- Altamont Park
- Risley Park
- Ella V. Osterman Park
- Rivervilla Park
- Furnberg Park
- Stanley Park
- Harmony Road Neighborhood Park
- Stringfield Family Park
- Heddie Notz Park
- Summerfield Park
- Homewood Park
- Trillium Creek Park
- Mill Park
- Park at Jennings Lodge Campus

POCKET PARKS

Pocket parks are small urban parks designed to serve specific neighborhood needs, offering amenities like playgrounds, seating, and landscape features. They may cater to particular groups, like children or seniors, and offer active and passive opportunities. Ideally located within a quarter-mile walk, pocket parks are often in areas where development density is high and opportunities for residential yards are low. Pocket parks include:

- Ardenwald Park
- Hawthorne Park
- Ball-Michel Park
- Scott Park
- Bunnell Park
- Sieben Park
- Century Park
- Water Tower Park
- Dogwood Park
- Wichita Park

NATURAL AREAS

Natural areas protect significant natural resources while also supporting community health and well-being through access to nature. While these spaces help preserve habitats, water quality, and scenic landscapes, their primary purpose within NCPRD's mission is to provide passive recreation opportunities, such as trails, viewpoints, and outdoor learning spaces, that connect people with the natural environment in ways that promote physical and mental wellness. In addition to designated natural areas, several other NCPRD parks incorporate natural features or habitat patches. Natural areas include:

- Boardman Wetlands Nature Park
- Minthorn North Natural Area
- Robert Kronberg Park
- Spring Park

SPECIAL USE AREAS

Special use areas serve specific districtwide purposes and may include features like golf courses, water recreation access areas, or other indoor or outdoor recreation. Their location is planned to consider access and minimize neighborhood impacts. Special use areas include:

- Eagle Landing Golf Course*
- Oak Grove Boat Launch*

*These sites are not operated or maintained by NCPRD

TRAILS & GREENWAYS

Trails are designed for off-street routes for recreation and commuting, with surfaces varying by location and use. Park pathways have smaller connections and often loop within a park.

Greenways are linear open space corridors or parks around trails and waterways, providing wildlife habitat and connectivity, often featuring trails, signage, and restrooms. Both serve local and regional users. Trails include:

- Oak Bluff Trail
- Rose Creek Trail
- Trolley Trail

FACILITIES

Facilities provide indoor recreation and serve the entire District. Special features may include community and senior centers, aquatic facilities, or other public buildings. Their location is carefully planned to consider community access and minimize neighborhood impacts. Facilities include:

- Community Center at Concord Property
- North Clackamas Aquatic Park
- Milwaukie Community Center
- Stringfield House (unprogrammed facility not in regular use)



RECREATION AND EVENT PROGRAMMING

OFFERINGS

NCPRD offers indoor and outdoor programming for all ages, including youth, adult, and older adult recreation. The District also holds family-friendly events all season long, including cultural festivals, holiday events and more.

NCPRD's offerings align with national trends, emphasizing inclusive, multigenerational programming, community-building events, and community and social services that encourage social connection, health, and cultural engagement.

CURRENT PROGRAM HIGHLIGHTS

Youth Programs

Dance and Fitness	Music	Swimming
Outdoor Recreation	Sports	Camps

Adult Programs

Arts	Dance	Travel
Language and Writing	Mind and Body	
Cardio and Strength	Technology	

Special Events

Seasonal celebrations	Concerts in the Park	Nature education
Movies in the Park	Cultural celebrations	

Adaptive and Inclusive Recreation

Sensory Friendly Swim	Sports Programs
-----------------------	-----------------



FACILITIES

INDOOR RECREATION/ COMMUNITY CENTERS

NCPRD owns two indoor facilities: North Clackamas Aquatic Park and the community center at the Concord property.

The Aquatic Park is a year-round water park featuring a wave pool, water slides, interactive fountains, traditional lap and diving pools, and a rock-climbing wall, among other attractions.

The Concord Property is currently under construction and will include a new park, a partially renovated community center, and a new library. The community center's indoor facilities include a living room, multi-purpose meeting room, gymnasium, and NCPRD's administrative offices.

NCPRD manages the Milwaukie Community Center, which is owned by the City of Milwaukie and located at North Clackamas Park. The center offers a variety of recreation opportunities and serves as a social connection point for older adults and families. It provides classes, activities, health services, rental rooms, caregiver support, and community services, including Meals on Wheels.

NCPRD also manages the Stringfield House, an aging facility currently without a defined use and in need of significant repairs.



North Clackamas Aquatic Park



Community Center at Concord Property



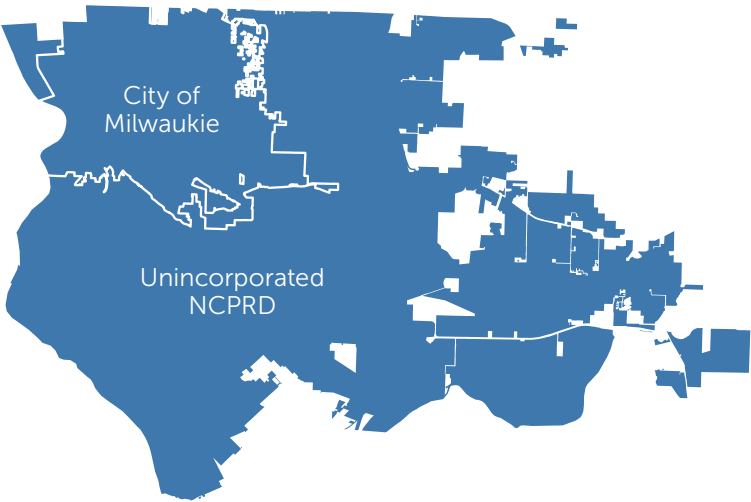
Milwaukie Community Center



COMMUNITY PROFILE

Understanding the age, income, language, and mobility of district residents will help NCPRD plan, program, and make improvements in the areas of the greatest needs.

Figure 3: Population Key Demographics, 2023*
Source: 2023 ESRI Business Analyst NCPRD Boundary based on 2020 U.S. Census Bureau dataset



*Approximately 80% of NCPRD residents live in unincorporated areas of the District, while 20% reside within the City of Milwaukie.

				
	Total Population	Median Age	Median Household Income	Average Household Size
NCPRD	106,739	41.3	\$79,765	2.44
Clackamas County	432,190	42.7	\$97,587	2.59

KEY TAKEAWAYS

Population Growth: The District is experiencing moderate, steady growth, which will require long-term planning for park access.

Income and Household Size: NCPRD has a lower median income and smaller household size than Clackamas County, highlighting the need for affordable, space-efficient recreation options.

Health and Economic Barriers: With over 10% of households below the poverty line and 27% including someone with a disability, there's a need for inclusive, low-cost programming and accessible facilities.

Population Density: High population density along the I-205 corridor, 99E corridor, portions of the City of Milwaukie, and in the eastern boundary of the district underscores the importance of equitable park distribution to meet demand where people are most concentrated.

For more information about the Community Profile see Appendix A.

NCPRD POPULATION KEY DEMOGRAPHICS

NCPRD is a service district within Clackamas County including the City of Milwaukie and unincorporated areas of northern Clackamas County. Approximately one quarter of county residents reside within the NCPRD. NCPRD serves a diverse community of 106,739 people in 2023, while the Clackamas County as a whole has a total population of 432,190. NCPRD's median household income is \$79,765, with an average household size of 2.44. Compared to Clackamas County overall, NCPRD has a slightly younger population, a lower median income, and a smaller household size.

POPULATION CHANGE AND GROWTH PROJECTIONS

Over the past decade, the population within the District has grown steadily from about 105,012 residents in 2020 to 106,739 in 2023. Looking ahead, the population is expected to grow at about 0.48% each year from 2023 to 2028 (Figure 4). This represents a moderate growth rate, slightly below Clackamas County's projection of one percent per year from 2020 to 2050. While not rapid, this steady increase suggests a continued demand for parks and recreation services, particularly in areas of the District that may experience localized development or demographic shifts.

The dot density map shows population density in NCPRD, with one dot representing 20 people (Figure 5). The highest population density is in central Milwaukie and the northern and eastern neighborhoods within the District. Lower-density areas include the western and southern portions of Milwaukie, the central region near Highway 224, and the southeast portion of the District.

Figure 4: Districtwide Population Trends, 2010-2028

Population numbers are based on the current NCPRD boundary, although from 2006 to 2020 the City of Happy Valley was also part of the District.
Source: ESRI Demographics 2023

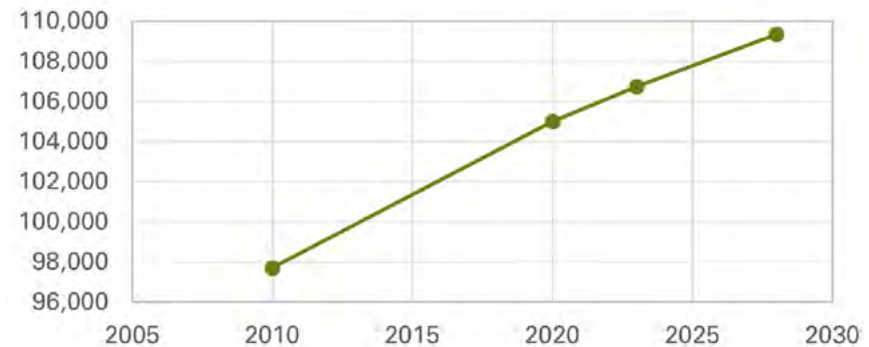
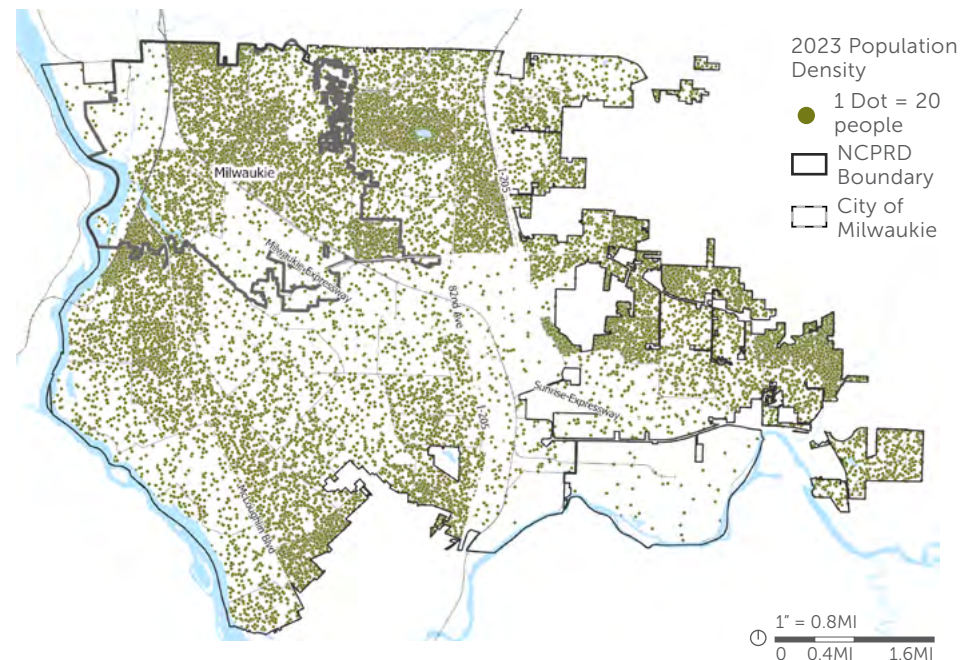


Figure 5: Population Dot Density Map, 2023.

Source: Design Workshop, NCPRD GIS Data, 2024, ESRI Demographics



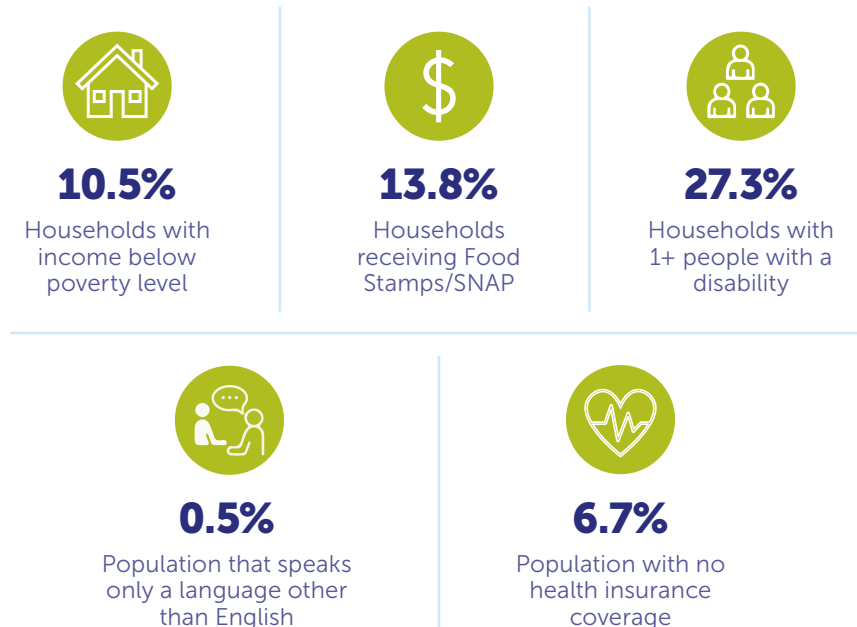
COMMUNITY PROFILE

SOCIOECONOMIC AND HEALTH FACTORS

The demographic data below highlights key socioeconomic and health-related factors within the NCPRD community. These statistics reflect economic hardships, food insecurity, disability prevalence, and healthcare access issues within the underserved communities.

Figure 6: Socioeconomic and Health Demographics, 2023

Source: 2023 ESRI Business Analyst NCPRD Boundary based on 2020 U.S. Census Bureau dataset

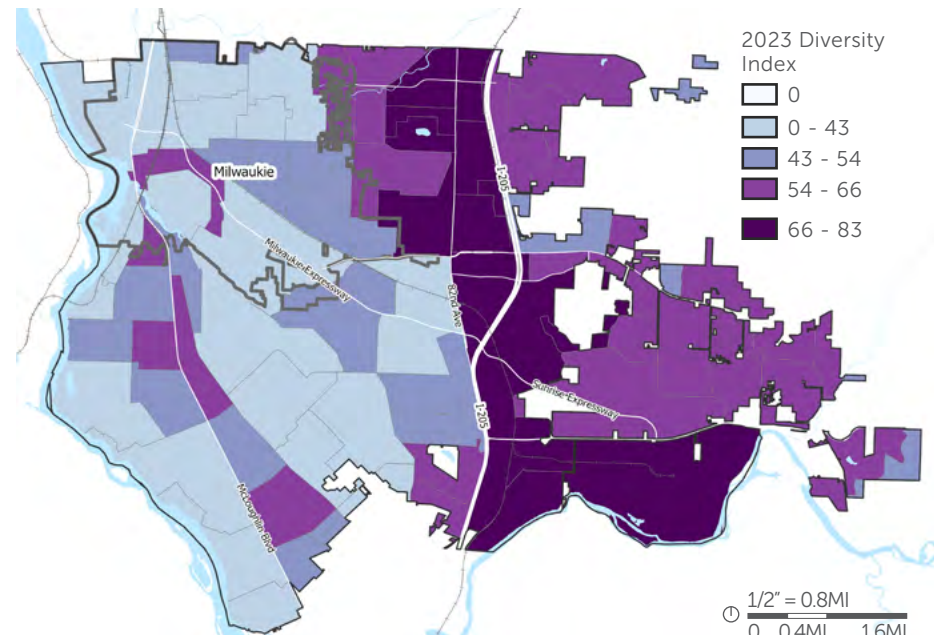


DIVERSITY INDEX

The Diversity Index map shows that the eastern part of the District, particularly along I-205, has a higher diversity index, indicating the presence of diverse populations in those areas (Figure 7). In contrast, the District's western part shows the lowest diversity index, suggesting that predominantly white populations reside there. It is important to note that the Diversity Index map shows the percentage of a census block and does not consider population numbers. Some areas indicated in this map have a small total population, such as the area east of I-205 and south of Sunrise Expressway.

Figure 7: Diversity Index Map, 2023

Source: Design Workshop, NCPRD GIS Data, 2024, ESRI Demographics

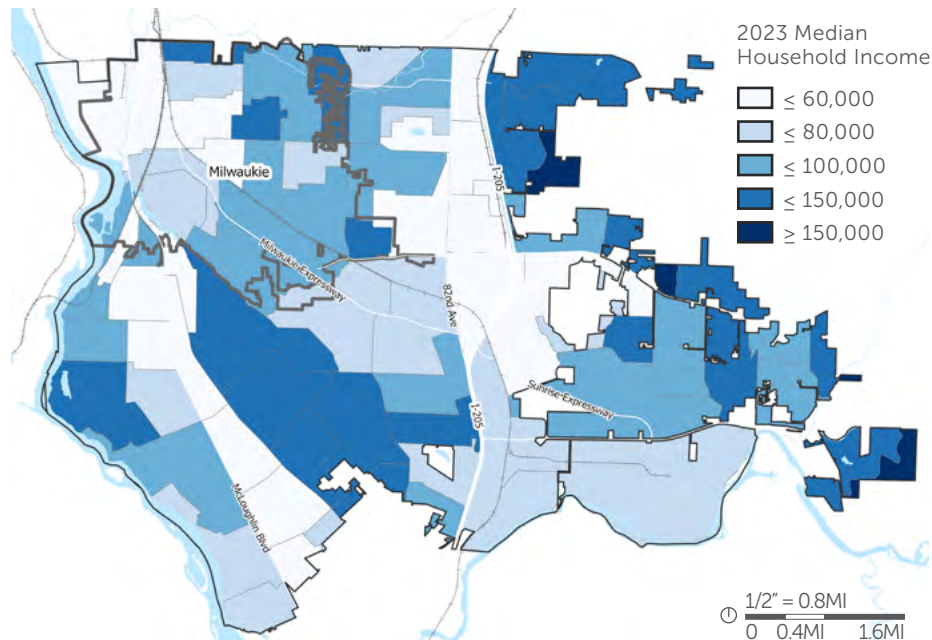


MEDIAN HOUSEHOLD INCOME

The districtwide median household income (MHI) is currently \$79,765 and is estimated to increase over the next five years. Figure 8 indicates that the highest median household income is along the eastern border of the district east of I-205, to the northern, and eastern Clackamas County. Areas with a median household income lower than \$60,000 also coincide with areas with a high diversity index, along the I-205 and 99E corridors.

Figure 8: Household Income Map, 2023

Source: Design Workshop, NCPRD GIS Data, 2024, ESRI Demographics

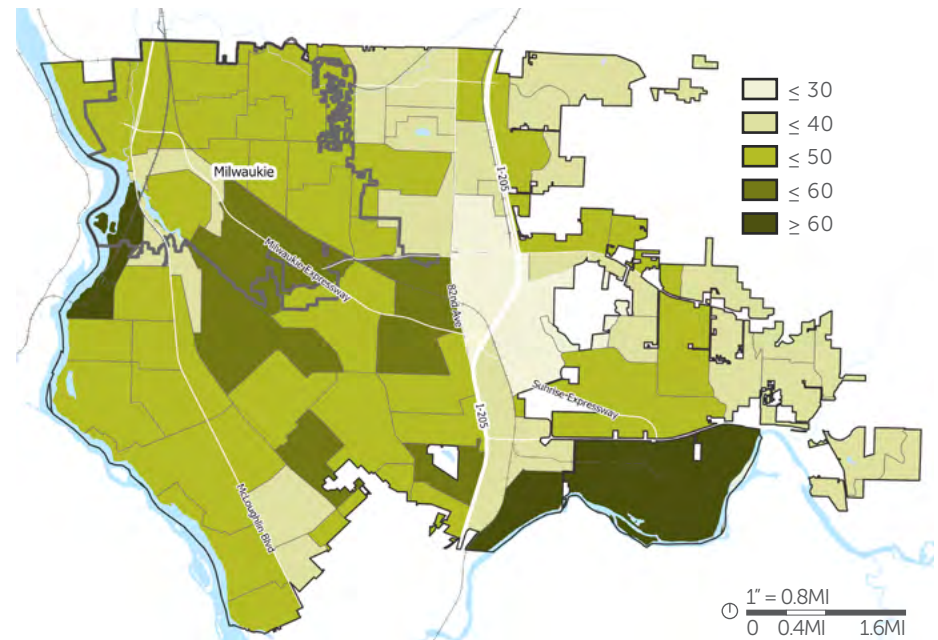


AGE DISTRIBUTION

The median age within the District is 41.3 years, with the largest age groups being 25 to 34 and 35 to 44, comprising 28% of the population. With the median age projected to increase between 2023 and 2028, it is important to consider how aging populations may shift recreation needs in the future. By contrast, the District has a relatively low concentration of young residents. It is observed that the southeastern portion and central area of the District and a region on the western edge of the City of Milwaukie has higher median ages. Locations along I-205 have a greater percentage of the population below the District's 41.3 median age and even below a median age of 30.

Figure 9: Age Distribution Map, 2023

Source: Design Workshop, NCPRD GIS Data, 2024, ESRI Demographics







PARKS AND RECREATION EVALUATION

- Systemwide Analysis
- Level of Service
- Environmental Justice Index
- Benchmarking
- Condition and Quality Assessment
- Park Perception Assessment
- Recreation Trends
- Programming Assessment
- Operations and Maintenance Assessment

SYSTEMWIDE ANALYSIS

ANALYSIS OVERVIEW

NCPRD evaluated its parks and facilities using both extensive technical data and community feedback. This systemwide review looked at where parks and programs are working well, where there are gaps, and what areas should be prioritized for investment. This chapter explains the methods used in the evaluation, while the next chapter focuses on what we heard from the community. The full assessment is available in Appendix A.

Each component of the analysis offers unique insight and provides a balanced view of usage, equity, quality, and operations. The systemwide analysis includes:

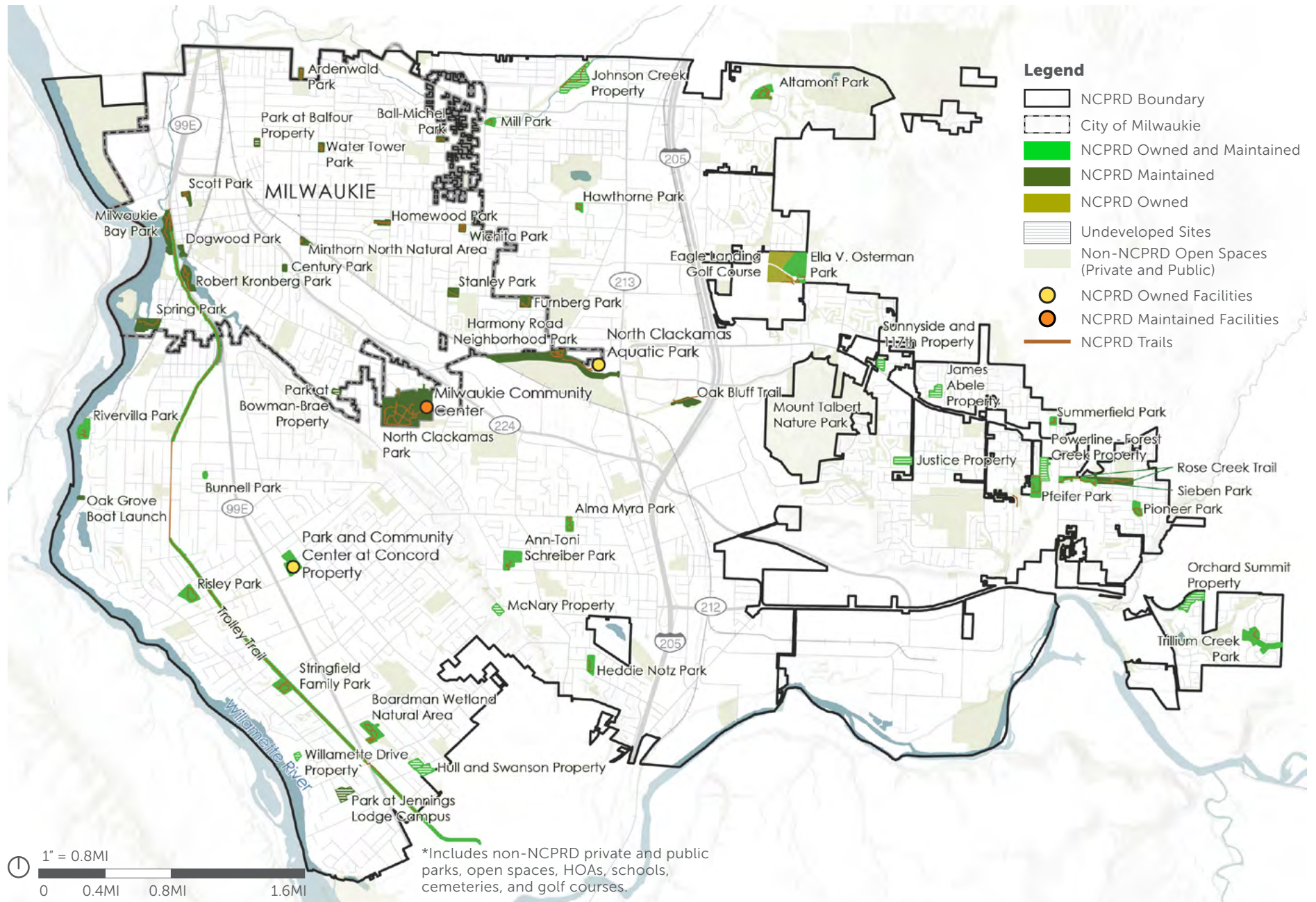
- **Level of Service** evaluates park standards, the number of acres within the park system, and the distribution of parks and trails for accessibility and walkability.
- **Benchmarking** compares similar community characteristics, such as park acres per resident, program offerings, and operational spending.

- **Condition and Quality** scores the physical condition of NCPRD's developed parks, facilities, and trails.
- **Community Navigator Park Perception Audit** gathers community feedback using local residents trained as outreach volunteers (community navigators) to understand how people experience parks beyond physical features.
- **Recreation Trends** highlights popular activities among residents districtwide and compares them to state and national trends.
- **Programming Assessment** evaluates how well current services meet community needs offered by the Programs and Community Centers Division and Older Adult Services Division.
- **Operations and Maintenance** identifies physical site-specific characteristics, needs, and staffing challenges.
- **Environmental Justice Index Mapping** highlights areas of high social, environmental, and health burden within the district.



NCPRD SYSTEM INVENTORY MAP

Figure 10: Parks and Facilities System Map



Source: Design Workshop, NCPRD GIS Data, 2024

LEVEL OF SERVICE

Level of service is a standard that evaluates how well the parks and recreation facilities are serving the community. Three metrics were used to assess NCPRD’s parks and recreation level of service (LOS):

- **Park Acreage:** Acres of parkland per 1,000 residents.
- **Park Distribution and Access:** Percentage of resident housing units located within 0.5 miles walking distance of an NCPRD Park.
- **Trail Distribution and Access:** Percentage of resident housing units located within 0.5 miles walking distance of an NCPRD trail connector or a publicly accessible trail.

PARK ACREAGE

Evaluating the number of acres of parkland per 1,000 residents is one way suggested by the National Recreation and Parks Association (NRPA) to track a district’s LOS or how well a district is serving its current population and anticipating future population growth. NCPRD offers a wide variety of parks for people within the District and its surrounding areas.

Table 2 summarizes the LOS analysis for the NCPRD park system and presents the total number of park properties, publicly accessible acres across all park classifications, and the ratio of park acres per 1,000 people for 2023 and 2028.

Table 2: Acres Per Population. Source: Design Workshop, ESRI Demographics

NCPRD Publicly Accessible Parks and Acreage per Population				
Park Classification	Number of Properties	Publicly Accessible Acres	Acres per 1,000 people 2023 LOS***	Acres Needed to Meet Current LOS in 2028
Community Park	5	68.47	0.6	1.7
Neighborhood Park	15	73.73	0.7	1.8
Pocket Park	10	8.38	0.1	0.2
Special Use Area*	1	0.36	0.0	0.0
Total Publicly Accessible Developed Parks	31	151	1.4	4
Natural Area	4	17.32	0.2	0
Trails and Greenways	3	30.2	0.3	1
Total Publicly Accessible Natural Lands	7	48	0.4	1
Total**	38	198.5	1.9	4.9

*Special Use Area excludes Eagle Landing Golf Course = 17.51 acres and includes Oak Grove Boat Launch = 0.36 acres
** Park Acreage Per Population calculation does not account for undeveloped parks or park properties that do not have public access such as Eagle Landing Golf Course.
*** The national median for total park acreage is 10.2 acres per 1,000 residents for agencies serving populations of 50,000 to 99,999 (NRPA 2024 Agency Performance Review).

NCPRD owns and manages 38 publicly accessible parks and natural lands, totaling approximately 198.5 acres. With a 2023 population of 106,739, NCPRD currently provides 2 acres of publicly accessible parklands per 1,000 residents, a LOS that is significantly lower than the national median for park systems of 10.2 acres per 1,000 residents for communities serving populations between 50,000 and 99,999. NCPRD's lands include natural areas, trails, and greenways, which are typically measured separately from the LOS for developed parks because they are based on the availability of natural resources.

While this LOS analysis focuses on publicly accessible parkland, NCPRD also manages indoor recreation facilities that provide essential services and year-round programming. Currently, these facilities are sufficient to support the District's population and needs, but NRPA benchmarks suggest an additional center may be needed as the population approaches or exceeds 120,000 residents.

NCPRD maintains a network of trails and pathways that support recreation and connectivity throughout the District. The LOS does not take trail miles into account. However, it considers the acreage surrounding the trails classified as part of the Trails and Greenways.

The District's projected growth rate is expected to increase from 106,739 to approximately 109,351 residents by 2028. Based on this population data, roughly five more developed park acres are needed to maintain current levels of provision per person. However, current levels of service in the district are far below the national average. Upcoming projects and future property developments may contribute to the LOS of different park classifications as parks are developed over time.

NCPRD CURRENTLY PROVIDES 1.9 PARK ACRES

Per 1,000 Residents (2024) - National Median: 10.2 Acres

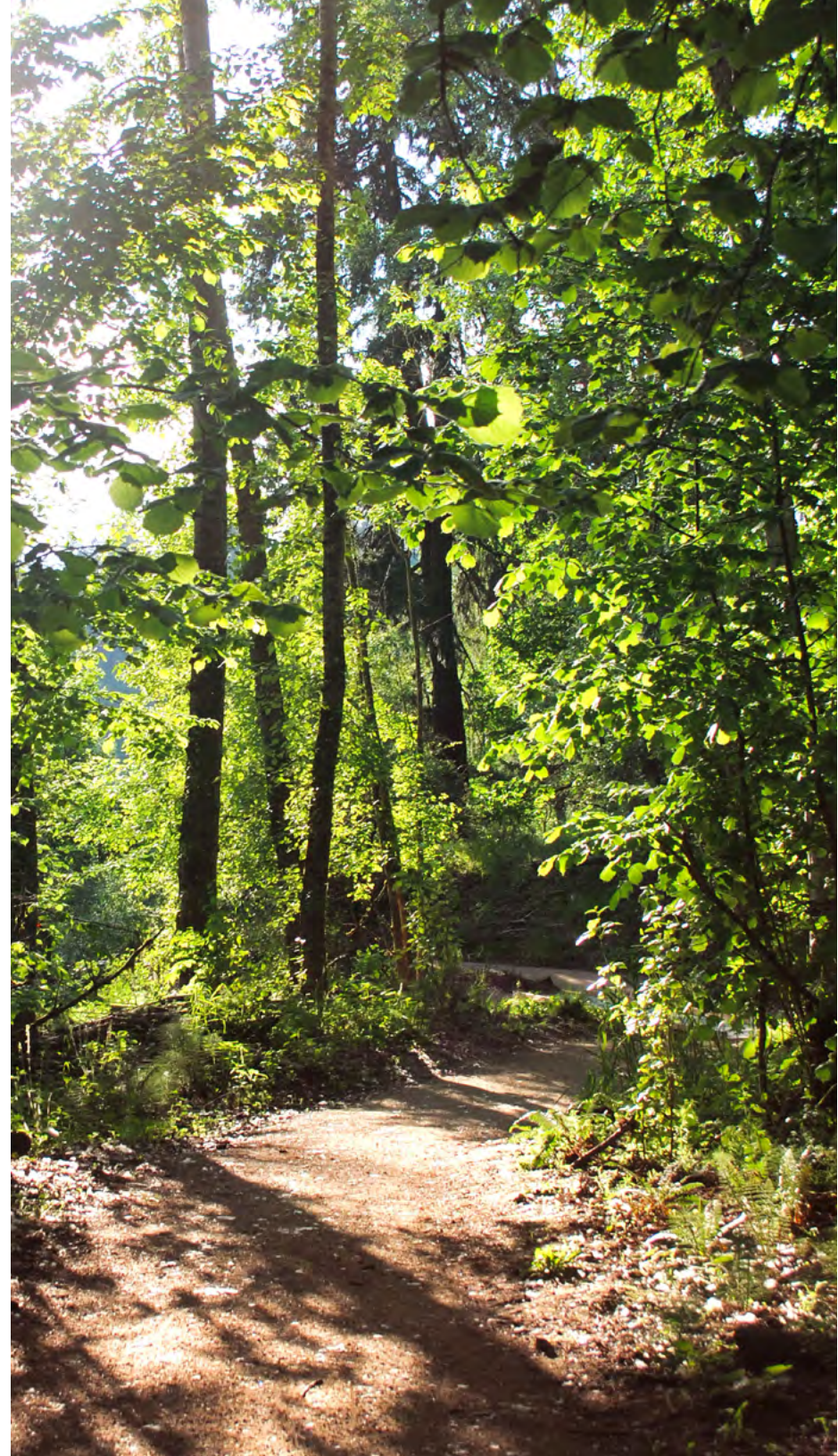


PARK DISTRIBUTION AND ACCESS

The strategic distribution of parks, recreation facilities, and natural areas is important in ensuring all residents can access outdoor spaces and recreational opportunities within a half-mile walking distance from their homes. The park walkshed analysis evaluates the accessibility of the current park system and measures the walking distance between residential addresses and publicly accessible park and recreation properties.

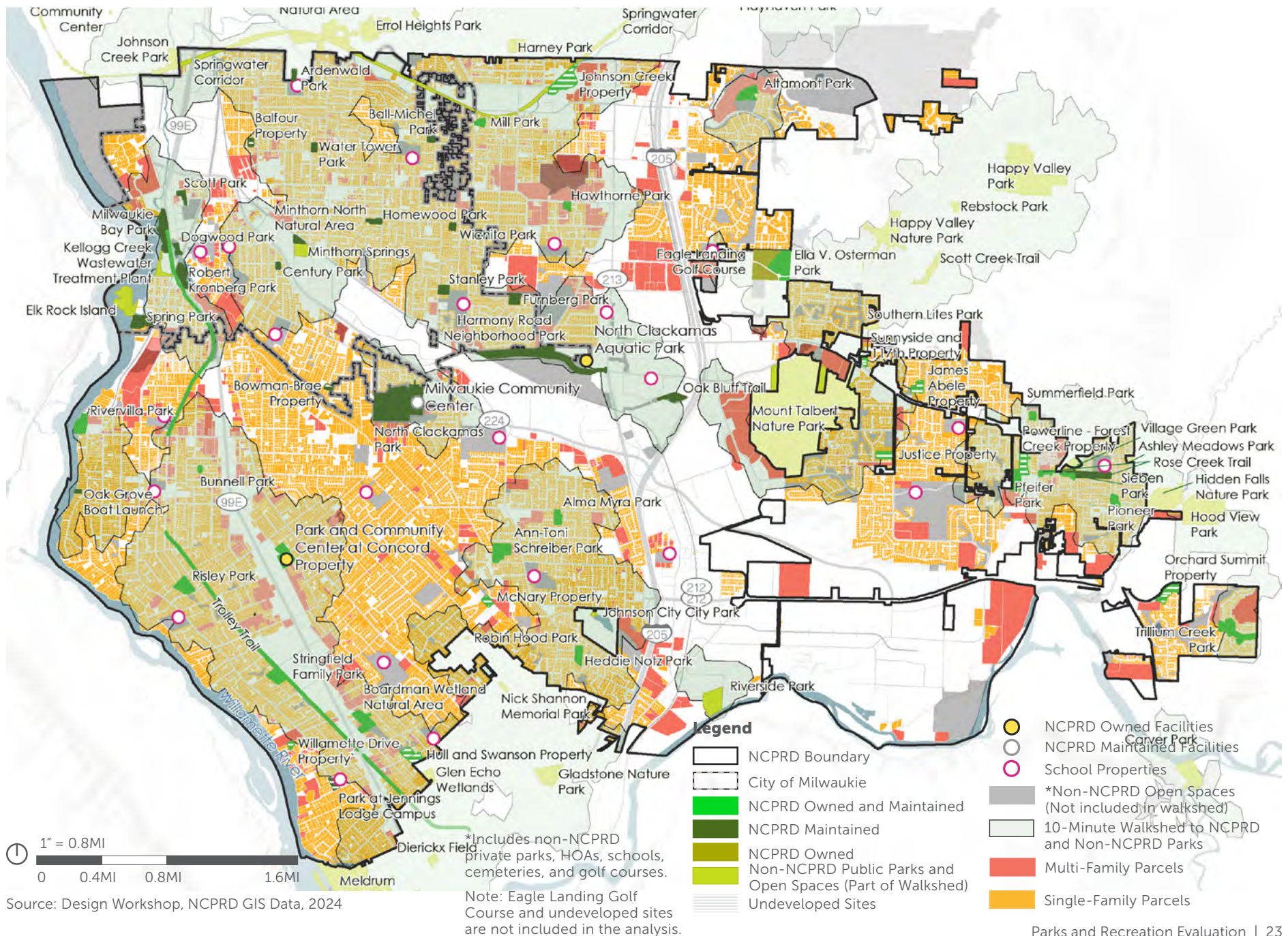
Figure 11 on page 23 helps visualize the 10-minute park walkshed overlaid on top of the NCPRD single-family and multi-family residential parcels. The analysis indicates that 47% of the District's population has access to a park within a 10-minute or half-mile walking distance, while 53% do not. Understanding where gaps exist in the current system will help NCPRD plan future investments in areas where they are most needed. Compared to multi-family residential parcels, single-family residential parcels often have private yards, lessening the demand for public park space.

47% NCPRD resident housing units are within half-mile walking distance of a NCPRD or non-NCPRD public park and open space



PARK WALKSHED MAP

Figure 11: NCPRD Parks 10-Minute Walkshed Map



ENVIRONMENTAL JUSTICE INDEX

BACKGROUND

The Environmental Justice Index (EJI) developed by the CDC has been used in the System Plan assessment process to ensure that issues of social, environmental, and health equity inform the final plan recommendations. The analysis shows that central and southern parts of the District carry higher burdens.

The EJI guides decision-making to help NCPRD prioritize future investments where they are needed most and reduce inequities among different neighborhoods. The Index helps identify:

- Neighborhood areas that require additional resources to improve their social, environmental, and health conditions.
- Potential strategies to address the source of these impacts and establish a cadence to evaluate progress toward achieving equitable outcomes.

The full EJI report is in Appendix A.

Methodology

The EJI maps data at the census tract level using three modules: Social Vulnerability, Environmental Burden, and Health Vulnerability. Each area is assigned a percentile ranking, with higher rankings

indicating greater equity needs compared to other parts of the District.

Environmental Justice Priority Zones

The Priority Zones for NCPRD's parks, facilities, and natural areas are not evenly spread across the District. Areas designated as "high" or "medium-high" priority, face greater social and environmental challenges. These priority zones are shown in Figure 15. The priority zones are one of three key tools used to help the District identify where park improvements are most needed.

These areas of "high" or "medium-high" priority are spread throughout the District.

Social Vulnerability	Minority Status
	Socioeconomic Status
	Household Characteristics
	Housing Type
Environmental Burden	Air Pollution
	Potentially Hazardous and Toxic Sites
	Built Environment
	Transportation Infrastructure
Health Vulnerability	Water Pollution
	Pre-existing Chronic Disease Burden

Figure 12: Social Vulnerability Module (SVM)

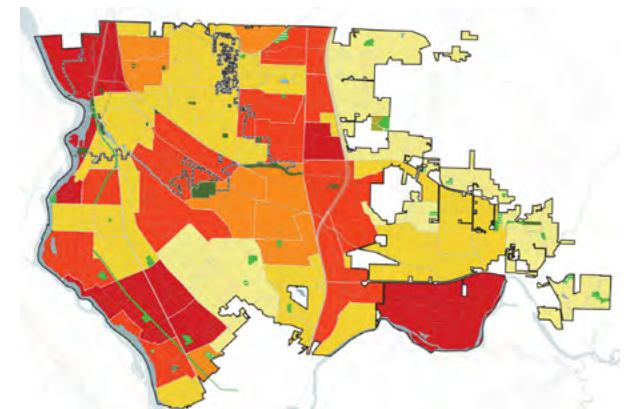


Figure 13: Environmental Burden Module (EBM)

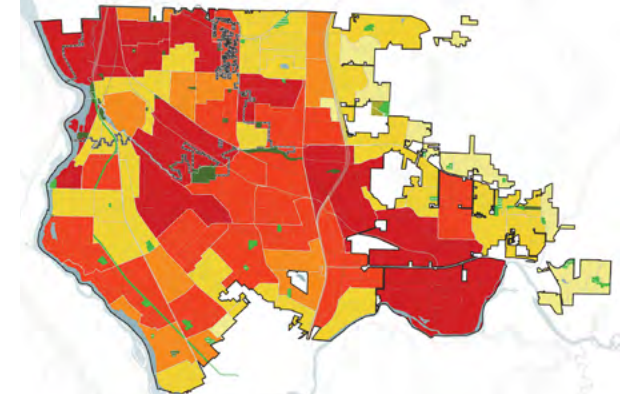
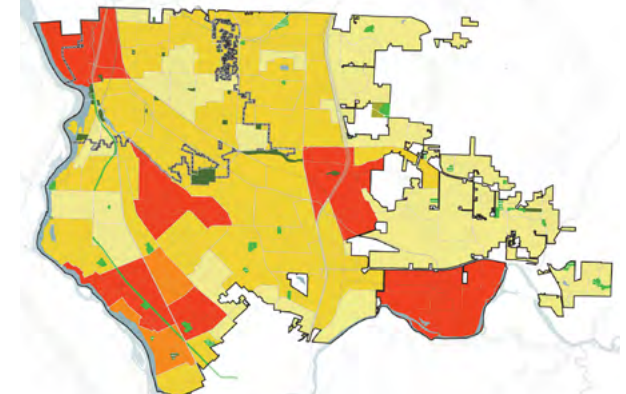
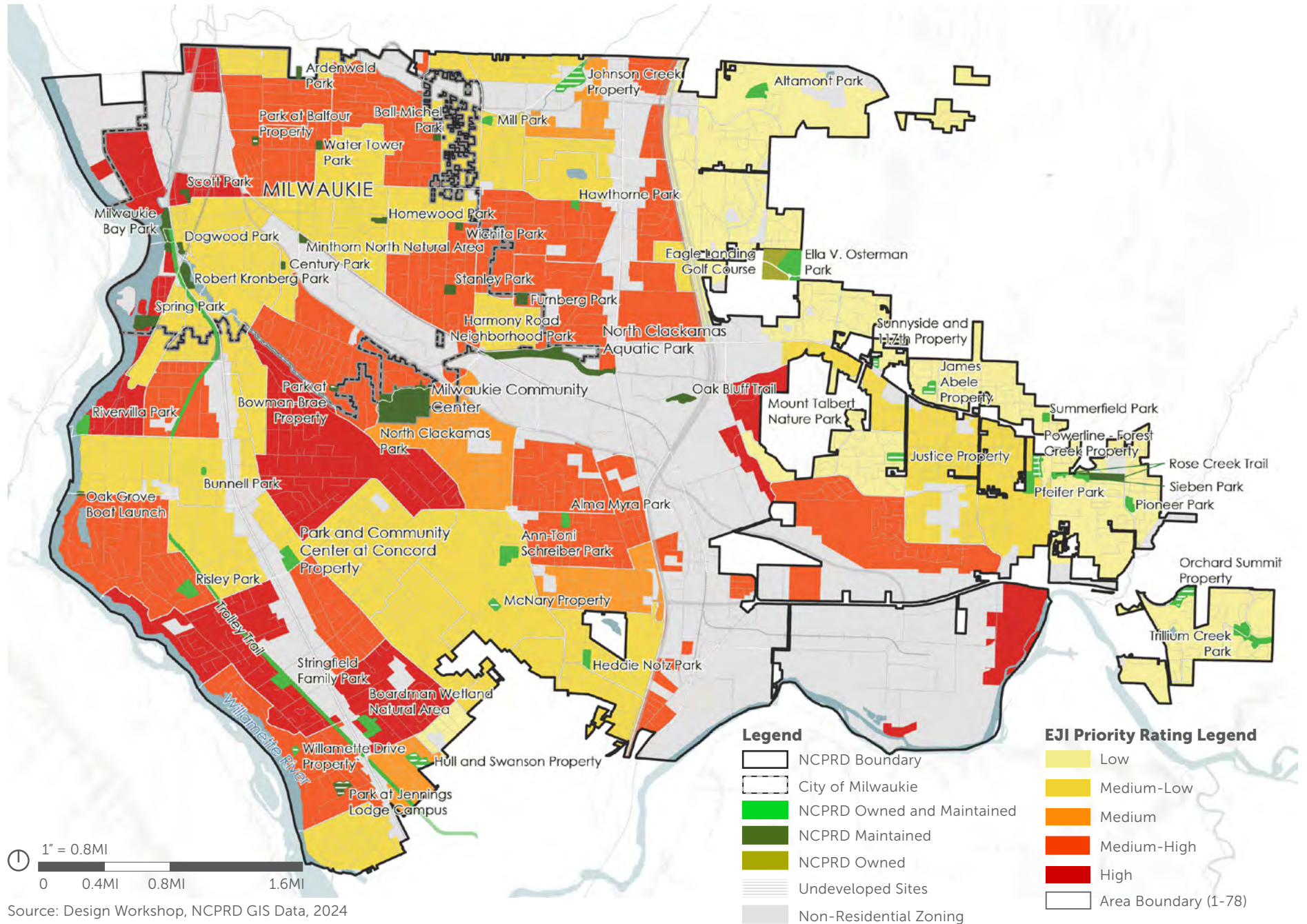


Figure 14: Health Vulnerability Module (HVM)



OVERALL PERCENTILE RANKING (EJI) MAP

Figure 15: Overall Percentile Ranking (EJI) Map



BENCHMARKING

COMPARABLE COMMUNITIES BENCHMARKING

Benchmarking is a focused assessment that compares key metrics across similar communities to identify performance gaps and best practices. This process helps NCPRD understand how its service levels, staffing, funding, and facility offerings measure up against comparable communities.

Three peer districts, Bend Metro Park District (BPRD), OR; Waukegan Park District (WPD), IL; and Willamalane Park and Recreation District (WPRD), OR, were identified for comparison. These districts were selected based on similarities in population size and local economies, and these districts have handled revenue challenges in ways that can help inform people about the challenges NCPRD is currently facing. National Recreation and Park Association (NRPA) 2024 Agency Performance Review data was also used to compare NCPRD's performance metrics with those of other US agencies.

Park Acreage per 1,000 Residents

NCPRD currently has two acres of parkland per 1,000 residents, significantly lower than the peer districts and the NRPA national figure for agencies serving populations between 50,000 and 99,999 as shown in Figure 16. This represents 18% of the national median (10.2 acres), underscoring a significant gap in overall parkland availability.

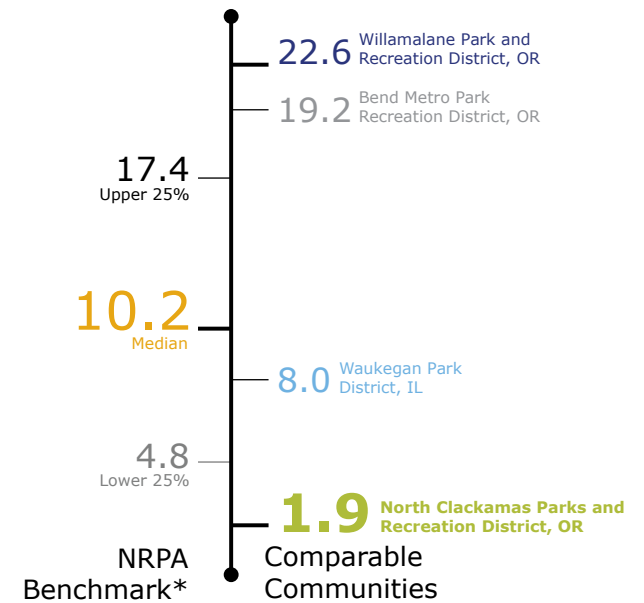
Number of Residents per Park

NCPRD's 2,053 number of residents per park measure is better aligned with the NRPA median (2,346 residents per park) for a population between 50,000 and 99,999. The peer districts perform better than NCPRD when measured by the number of residents per park as shown in Figure 17.

Benchmarking Considerations

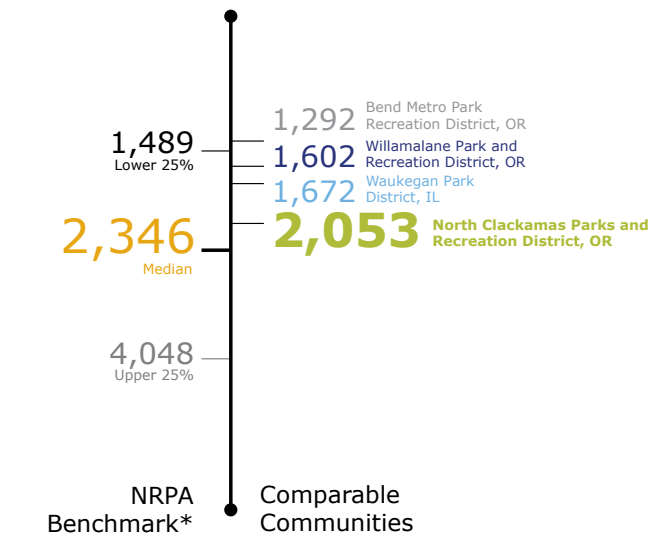
While NCPRD has a sufficient number of parks relative to its population, most parks are relatively small, resulting in low overall park acreage per resident. As NCPRD looks to grow its system over time, it should consider larger community parks to help increase the overall acreage of parkland available to its residents.

Figure 16: Acres of parkland per 1,000 residents



*Data for jurisdictions with 50,000-99,999 population

Figure 17: Number of residents per park



*Data for jurisdictions with 50,000-99,999 population

Program offerings

Compared to peer districts, NCPRD currently lacks recreational programs for teens, younger adults (ages 18-30), professionals, families, and organized adult sports.

Operating budget

The peer districts have 52% to 270% more operating budget available per resident than NCPRD. It is important to note that NCPRD is supported by dedicated volunteers who invest many hours in programs and services.

Revenue Sources

Peer districts have greater revenues to spend per resident, with the General Fund/Tax Support as the leading budget contributor. Each peer district taxes more than the NCPRD, with an additional \$0.13 to \$1.47 per \$1,000 assessed value. NCPRD generates less revenue from taxes and also brings in less from earned income sources such as user fees and rentals compared to its peers. Increasing revenue-generating activities, such as expanded programming or new amenities, typically require a significant upfront investment. Currently, NCPRD lacks the capital funding needed to support these startup costs.

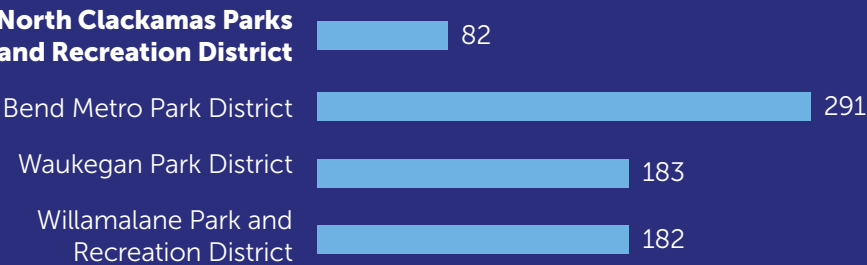
Staffing Levels

NCPRD serves three to five times more residents per Full-Time Equivalent (FTE) staff than similar districts while having significantly less to spend per resident on operations. Additionally, peer districts have double or even triple the number of employees compared to NCPRD.

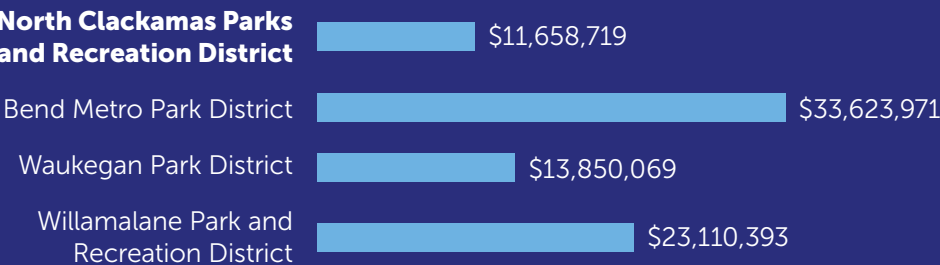
BENCHMARKING COMPARISONS

The following compares NCPRD to similar peer park districts, showcasing key differences in system size, staffing, funding, and service capacity.

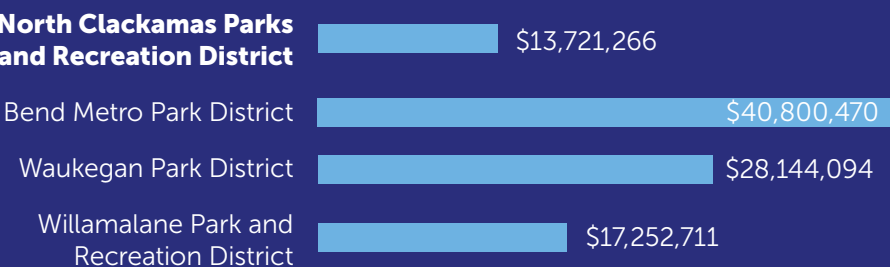
Staffing Levels By District (FTE Positions)



Park and Recreation Operating Budget



Park and Recreation Operating Revenue Sources



Source: ETM, 2024

CONDITION AND QUALITY ASSESSMENT

NCPRD's overall park system is well-maintained, but many are underdeveloped and lack variety in the amenities they offer. More than half of the parks, facilities, and trails are in good or excellent condition; however, only 3% received an "excellent" rating. A significant 55% were rated as fair or poor, requiring improvements.

NCPRD staff performed a condition and quality assessment in June 2024 to evaluate and document the existing condition and quality of NCPRD's developed parks, facilities, and trails. They were ranked as excellent, good, fair, and poor based on their overall scores.

Excellent: System is in very good condition, well-maintained, and fully meets intended use.

Good: System is functioning well, though it may have minor performance or aesthetic deficiencies.

Fair: System has deficiencies, but functionality is not affected, and the park offers some amenities, although they could be improved.

Poor: System needs repair or significant upgrade, as it has passed its useful life or is significantly underdeveloped.

Three criteria were used to generate the overall scores:

Condition: Assesses the apparent impact of the wear and tear of parks, facilities, and trails on their usability and lifecycle. High scoring locations have better than average conditions, while low scoring locations have below average conditions.

Level of Development: Reflects the level of development at every location relative to the planned or intended use. High scoring locations include fully developed parks or natural areas with well-maintained trails, while low scoring locations feature some to no development.

Amenities: Evaluates the availability and diversity of amenities available at various locations. High scoring locations have a satisfactory variety of amenities, while low scoring locations have a lack of amenities that appeal to intended user groups.

The scoring breakdown for every assessed location can be found in Appendix A for reference. Refer to Figure 18.

Condition and quality ratings for NCPRD's developed parks, facilities, and trails:

3% Excellent

42% Good

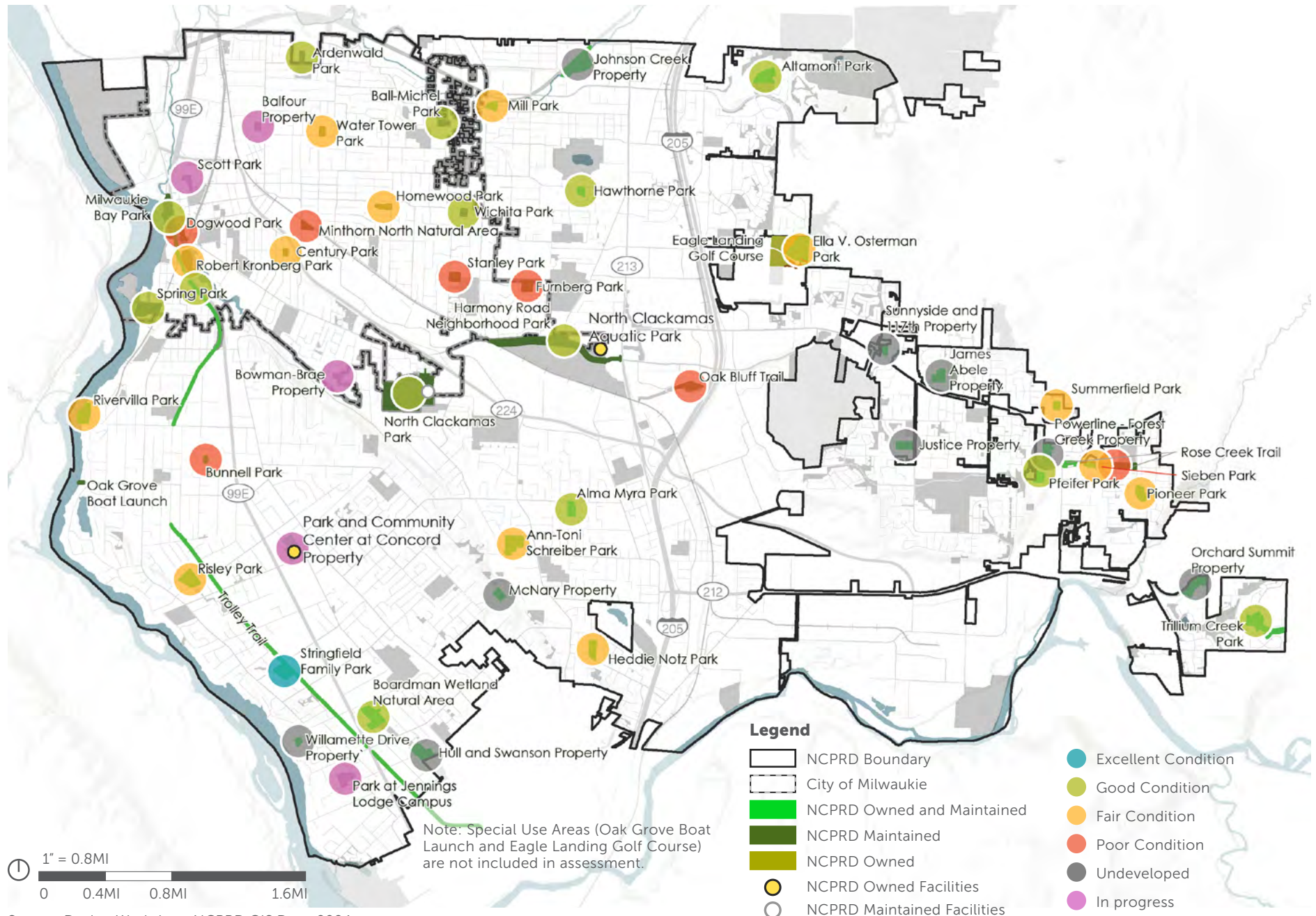
36% Fair

19% Poor

Source: 2024 NCPRD Staff Assessment

PARK CONDITIONS MAP

Figure 18: NCPRD Park Conditions Map



Source: Design Workshop, NCPRD GIS Data, 2024

PARK PERCEPTION ASSESSMENT

COMMUNITY NAVIGATORS

At the beginning of the project, NCPRD staff recruited community navigators (trusted local residents) to help inform people about the development of the System Plan. Navigators for this project included members of the District Advisory Committee (DAC), members of Clackamas County's Youth Action Board (YAB), as well as Community Engagement Liaisons (CELs). Navigators varied in age, gender, race, and cultural background to provide a diversity of perspectives.

The Quality Park and Facility Assessment captures how parks and facilities are experienced by the people who use them. While technical evaluations focus on physical conditions, this assessment added a human perspective by exploring whether parks feel safe and welcoming, and why or why not. This assessment helps highlight what's working well and where improvements are needed based on real, on-the-ground experiences.

The observational assessment provided by the navigators addressed:

- Access and Surrounding Neighborhood
- Activities and Interests
- Comfort and Safety
- Use Levels

Thirty-four NCPRD parks were assessed during this effort. Each park received between 3 and 10 responses under different weather conditions, at different times, and on different days of the week.

The average rating is fair or good in all four sections of the park's perception of the quality assessment, indicating room for improvement. The average rating for Section Access and Surrounding Neighborhood and Section Comfort and Safety is higher than the other two assessments. Community perceptions generally align with staff findings, noting that many parks are maintained but lack amenities or full development.

The full report and scoring breakdown for each assessed park location is in Appendix B.

COMMUNITY NAVIGATOR KEY FINDINGS

Common activities in majority of NCPRD's parks

- Free play (playground, games, etc.)
- Walking, jogging, hiking, or cycling
- Dog walking on-leash or off-leash dog play

Overall desired access improvements

- Signage in additional languages and braille
- Connectivity improvements to the park
- Interior park sidewalks and access for wheelchairs and strollers

Overall desired park amenities improvements

- Public restrooms
- Shade structures and shaded areas
- Parking
- Sitting areas
- Gathering spaces

CONDITION ASSESSMENT MAPS

Figure 19: Access and Surrounding Neighborhood

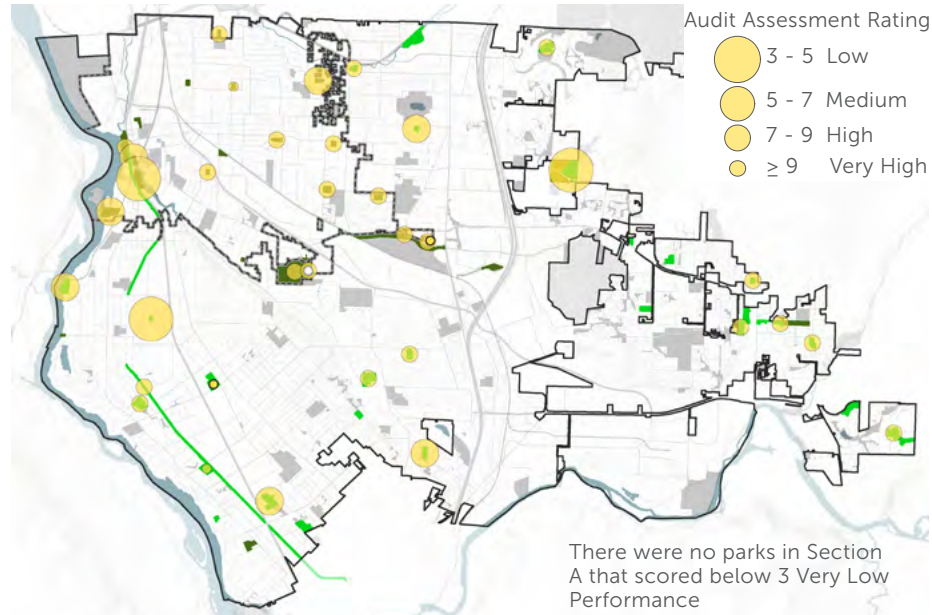


Figure 20: Activities and Interests

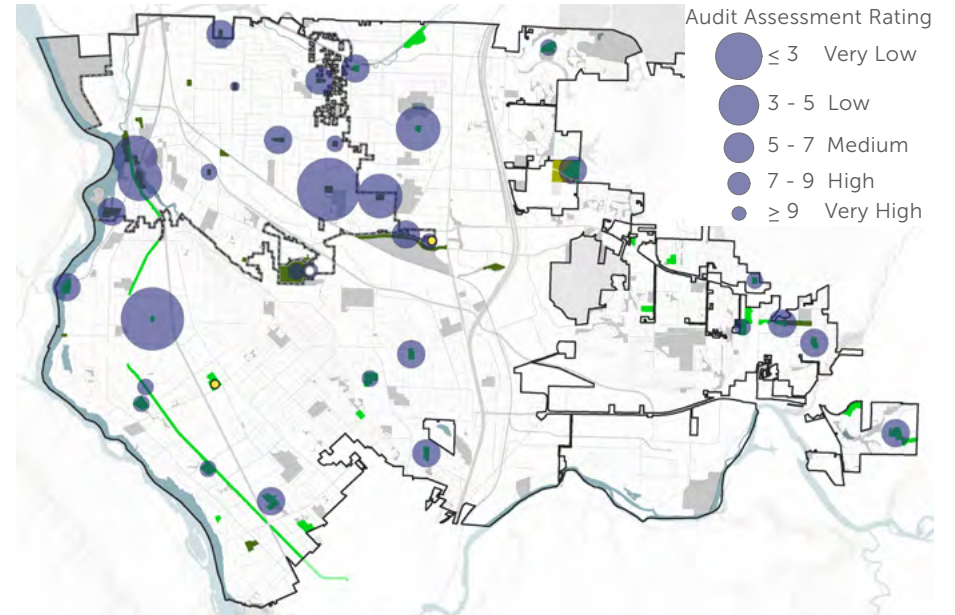


Figure 21: Comfort and Safety

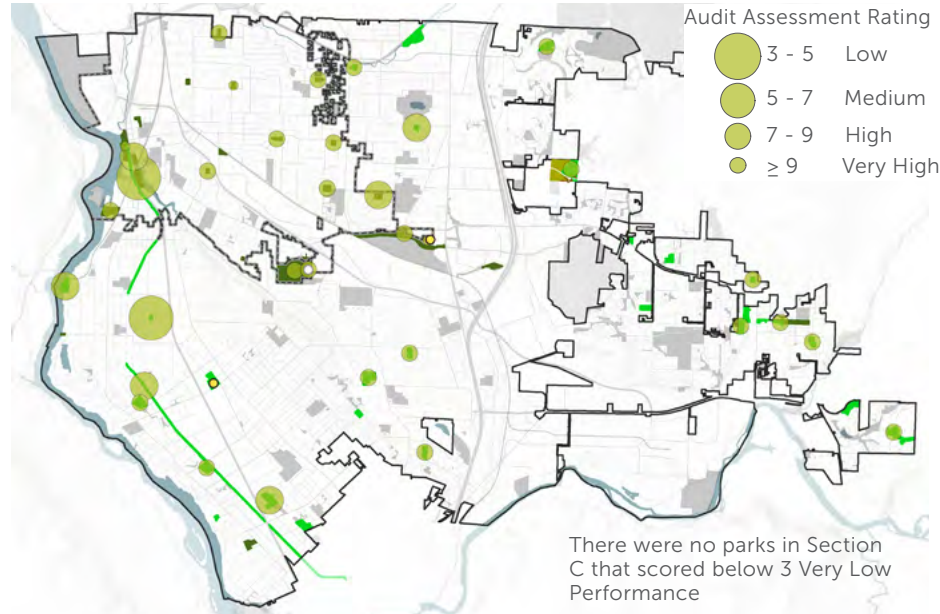
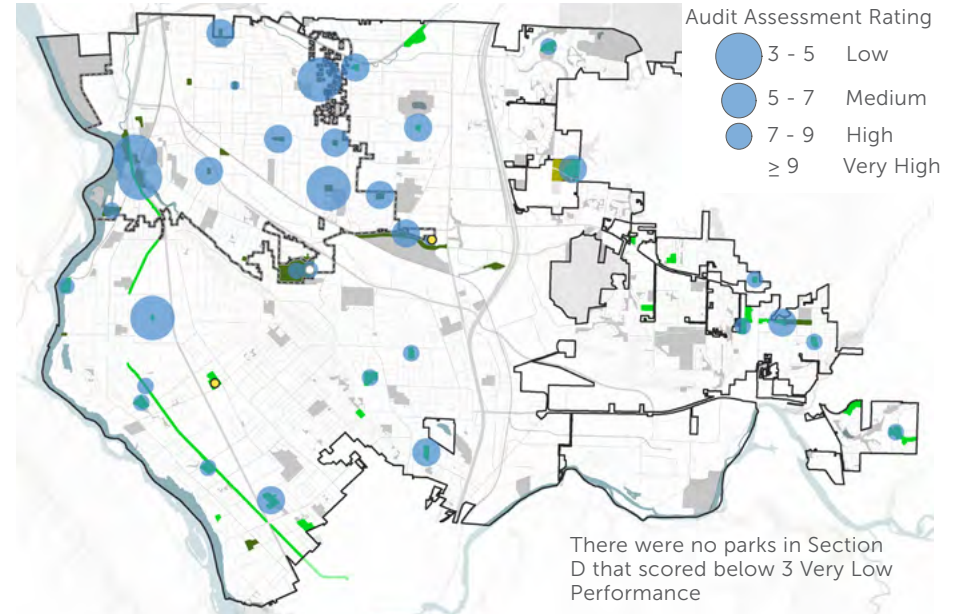


Figure 22: Use Levels



RECREATION TRENDS

A series of recreation trends data was assessed to identify how well NCPRD's current services align with evolving community needs and where gaps exist. This included evaluating local, state, and national trends. The trends show that while many of NCPRD's offerings reflect popular activities, like walking, swimming, and outdoor recreation, there are gaps in areas such as nature-based programs, and activities for older adults and underserved populations. The full trends report is in Appendix A.

KEY DEMOGRAPHICS FOR RECREATION TRENDS UNDERSTANDING

Across the nation and within NCPRD, the demographic landscape is changing due to a growing older population alongside a rising number of individuals with disabilities, particularly among older adults, reshaping recreational needs. In Oregon, families with children have the highest outdoor recreation participation rates, surpassing the state participation rate, indicating the need for family-oriented and suitable for children in different age groups.

Underserved groups, including youth, older adults, low-income households, and communities from diverse racial and ethnic backgrounds, warrant focused attention to ensure equitable access to recreation opportunities.

NCPRD POPULAR ADULT ACTIVITIES AND RECREATION TRENDS

The most popular adult activities in the District include walking for exercise, hiking, swimming, and weightlifting. While camping trends are popular in broader state trends, it is more typical in rural areas and not generally suited to NCPRD's urban context. Participation in kayaking, mountain biking, and birdwatching is higher than the national average.

Oregon residents favor close-to-home recreation, emphasizing the importance of investing in local infrastructure such as walking trails, bike paths, and improved access to public waterways. NCPRD recreation trends align with the Statewide Comprehensive Outdoor Recreation Plan. In 2017, Oregonians' top activities were:

1. Walking on local streets and sidewalks
2. Relaxing, hanging out, escaping heat and noise
3. Nature, wildlife, forest and wildflower observation



PROGRAMMING ASSESSMENT

PROGRAM OFFERINGS AND COMMUNITY NEEDS

NCPRD offers programs for all ages, including youth fitness, sports, swimming, adult art, wellness, and seasonal events. Expanding and implementing these programs presents challenges like space constraints, equipment costs, and the need for specialized instructors. Compared to peer districts, aquatic, teen, family, and adult programs are offered, but not at the scale or variety needed to fully meet community demand.

Program Structure and Staffing

The Programs & Community Centers and the Older Adult Services divisions provide recreational, educational, and support services to District residents. The Programs & Community Centers Division oversees sports, recreation, and aquatics, while the Older Adult Services Division focuses on nutrition, social services, and senior transportation. The two divisions employ 20 full-time equivalent (FTE) staff, which increases to nearly 60.5 FTEs when accounting for seasonal and part-time workers. The Programs and Community Centers Division has around 12.5 FTEs and approximately 47 FTEs, including seasonal and part-time staff. This division operates with an annual budget of \$5.2 million.

The Older Adult Services division has 7.5 full-time equivalents (FTEs) and a budget of \$1.6 million. When accounting for seasonal and part-time staff, the total for Older Adult Services rises to nearly 14 FTEs.

Current Programs

Aquatic Programs: North Clackamas Aquatic Park offers affordable, diverse, water-based fitness and educational activities for all ages. NCPRD's overall program offerings, especially for adults, are more limited than those of peer districts.

Youth Programs: NCPRD offers enriching, inclusive programs for kids of all ages, including popular options like cooking, dance, music, and summer camps, but the number and frequency of offerings are lower compared to similar districts.

Adult Programs: NCPRD offers a range of adult recreation, including classes for arts and crafts, dance, language and writing, mind and body, and technology, though availability is more limited than what peer districts typically provide.

Older Adult Services and Community Support: Older Adult Services offers essential care and engagement for seniors and their families, including Meals on Wheels, social work support, nutrition education, and transportation services.

NCPRD funds about two-thirds of the budget, with added support from the Milwaukie Community Center Foundation through consignment sales, housing fairs, and fundraisers.

Adaptive and Inclusive Programs: NCPRD offers adaptive, inclusive recreation for District residents with developmental, learning, or physical disabilities, featuring programs such as Sensory Friendly Swim, Shooting Starz Basketball, and Rising Stars Soccer.

Special Events: NCPRD offers culturally diverse, family-friendly events all season, including Concerts and Movies in the Park, Fiesta Latina en el Parque, Lunar New Year, Pollination Celebration, and the Youth Bike Safety Rodeo.

20 FTEs for Programs and Community Centers and Older Adult Services. Peer districts typically employ 40 to 60 FTEs for comparable services.

40,000 hours, approximately, are provided by 400 to 500 volunteers annually.

OPERATIONS AND MAINTENANCE ASSESSMENT

OPERATIONAL RESPONSIBILITIES

NCPRD's Parks, Trails & Natural Areas Division staff are responsible for the upkeep of grounds and amenities, buildings and facilities, and natural areas within the District.

The Division is divided into two subdivisions:

Parks and Facilities Maintenance

- 7 full-time staff
- 3 part-time, temporary staff

Trails and Natural Areas

- 1 natural area program coordinator
- 1 part-time, temporary natural resource management and one seasonal staff

Managing Maintenance Standards

NCPRD's park planting areas or landscape areas largely consist of turf, shrubs, and trees. The presence of ornamental perennials, grasses, and herbaceous plantings is limited. The natural areas accessible with heavy use and visibility are well managed, but the natural areas with steep slopes and limited accessibility receive minimal care.

While the advantage of having a limited palette of landscapes means staff can easily apply their skills across all the parks, the one potential disadvantage is that when a new landscape type, material, or park feature is introduced, staff may need training to be able to maintain it properly.

During the site tours, the parks were clean and well-maintained. However, the benchmarking study found that NCPRD is significantly understaffed, both regionally and nationally, with just 1.5 FTE maintenance staff per 10,000 residents, compared to 4.6 to 6.5 in peer districts (Table 3).

Based on discussions with staff, several potential challenges were identified:

- Maintenance expectations in the District are changing as residents become more environmentally conscious, preferring sustainable and eco-friendly approaches to maintenance.
- Some staff expressed feeling uncomfortable and unsafe when facing unhoused populations, as they lack training to manage these types of interactions.
- NCPRD lacks a fleet replacement program in its budget for a regular vehicle and equipment replacement program.
- NCPRD does not own a maintenance facility and currently leases space, with rising costs adding pressure to operations and long-term sustainability.

Table 3: NCPRD and Peer Districts' FTEs and Maintenance FTEs per 10,000 residents., Source: ETM

	NCPRD	BPRD	WPD	WPRD
Population	106,739	108,508	88,614	72,103
Full-Time Equivalent (FTE) Positions – not headcount	82	291	183	182
Total Maintenance FTEs	16.1	71.0	25.0	33.3
Maintenance FTE per 10,000 residents	1.5	6.5	2.8	4.6

1.5 FTES per 10,000 residents are allocated for park maintenance - only 23% to 33% of staffing levels in comparable districts.

OPERATIONS AND MAINTENANCE LIMITATIONS

NCPRD often experiences maintenance challenges despite generally well-maintained parks. Staffing shortages and evolving community expectations, such as reduced pesticide use and more environmentally friendly practices, make efforts more difficult. Alternatives like Foamstream, which uses hot water and foam to control weeds, require resources the District currently does not have. Similarly, maintaining conservation lawn areas requires public education to prevent misunderstandings that may be perceived as poor maintenance or a lack of care.

The benchmarking study revealed that NCPRD is understaffed compared to its peers, both regionally and nationally. This is likely contributed by the differences in the complexity of maintained sites (with many NCPRD sites being easier to maintain than sites of their peers), maintenance practices and approach, and standards of maintenance.

Additional limitations include the lack of a fleet replacement program, which restricts NCPRD's ability to update vehicles and equipment, and the use of a leased maintenance facility, which adds cost uncertainty and limits long-term planning. Rising operational costs due to inflation have further stretched staff capacity across the system, making it difficult to support new park features and amenities that require more specialized maintenance skills.





3



PUBLIC ENGAGEMENT

- Engagement Goals and Insights
- Engagement Summary
- Focus Groups
- Pop-up Events
- Community Survey
- Survey Highlights
- Online Mapping Exercise
- Community Meetings

COMMUNITY ENGAGEMENT

The engagement strategy was built around meeting people where they are at.

ENGAGEMENT GOALS

NCPRD successfully met its engagement goals, with over 3,000 participation points through surveys, pop-up events, workshops, and online tools.

Extensive input from community members, stakeholders, District Advisory Committee (DAC) members, Clackamas County's Youth Action Board (YAB), community navigators, and staff informed the development of this NCPRD System Plan. Community engagement goals for the project included:

- Promote awareness of the planning process and ensure clear, consistent communication.
- Listen to diverse stakeholders across interests, demographics, and geographic areas.
- Understand who NCPRD serves and identify gaps, barriers, needs, and preferences.
- Gather input on community priorities for parks and recreation and build support for the plan.
- Share a final plan that reflects community voices.

COMMUNITY INSIGHTS

These insights reflect what we heard across multiple engagement efforts during the planning process.

Current offerings

- Most common ways that residents use NCPRD's parks and facilities: Walking, hiking, enjoying nature, and outdoor play for all ages.
- Most visited and appreciated NCPRD parks, trails, and recreation facilities: North Clackamas Aquatic Park, Milwaukie Bay Park, North Clackamas Park, and Trolley Trail.

Future offerings

- Desired features: More trails, natural areas, spray water play, indoor and outdoor swimming and aquatics.
- Program interests: More music events, food growing and preparation, nature exploration, outdoor recreation skills building, arts, crafts, cultural related activities.

Desired improvements

- Access improvements: Multilingual and braille signage, park connectivity, interior park sidewalks, and access for wheelchair/stroller.
- Amenities: more restrooms, shade, seating, parking, and gathering spaces.
- Indoor and outdoor play spaces: Ball fields, pickleball, culturally specific activities, and intergenerational programs

Prioritization

- Residents prioritized investing in maintenance, completing undeveloped parks, renovating existing parks, and increasing smaller neighborhood parks.
- Residents prioritize creating spaces for all ages and abilities to play, along with opportunities to enjoy nature.

Funding

- 76% of respondents are likely to support future funding for parks and recreation improvements.

ENGAGEMENT SUMMARY

COMMUNITY AND STAKEHOLDER ENGAGEMENT

A robust community engagement process for the NCPRD System Plan reached diverse audiences throughout the District, using a wide range of communication tools and outreach tactics to drive participation.

8	Focus Groups
22	Presentations to community organizations
8	District Advisory Committee (DAC) Meetings
2	Community Surveys (with Spanish, Vietnamese, Ukrainian, Simplified Chinese, and Russian translations)
22	Pop-Up Tabling Events
13	Community Navigators
164	Online Engagement Contributions
306	Online Engagement Votes

ENGAGEMENT PROCESS

The engagement process was conducted in three phases, each including activities designed to gather meaningful input. Intentional efforts were made to reach underserved groups.

Engagement materials and the community survey were available in six languages. Staff tabled at events designed to reach the Latine community, and door hangers promoting the survey were distributed in mobile home parks in central areas of the District. Advertisement methods included social media announcements, a dedicated plan website, mailers, digital promotions, and email distribution lists.

Appendix B provides a full report on public engagement findings.

Engagement Window 1: Needs Assessment

- Statistically Valid Survey
- Online Survey
- Pop-up Events
- Community Navigators
- DAC Meetings

Engagement Window 2: Framework Refinement

- Engagement Mapping through Social Pinpoint
- Pop-up Events
- DAC Meetings

Engagement Window 3: Draft Plan Review

- Sharing the Plan
- Pop-up Events
- DAC Meetings

FOCUS GROUPS

FOCUS GROUPS OVERVIEW

Design Workshop, in collaboration with NCPRD, organized eight topical focus groups that were instrumental in understanding the District's park system needs. Input from these sessions helped shape the survey questions, community navigator park assessment tool, and pop-up events engagement materials. A diverse group of over 70 people participated, including subject matter experts, key stakeholders, NCPRD staff, and community members.

Focus Group Topics include:

- Family and Youth Programs
- Adult and Senior Programs and Services
- Future Trends in Parks Recreation Amenities Facilities
- Trails and Connections to from Parks Facilities
- Public Investment and Economic Vitality
- Open Space Ecology and Resiliency
- Multi-cultural and Multi-lingual
- Universal Accessible Play



FOCUS GROUP PERCEPTIONS

Parks, Facilities & Programming

- North Clackamas Aquatic Park, North Clackamas Park and Milwaukie Center are popular and perceived as well used. Trolley Trail is a regional draw.
- Multiple properties are perceived as under-developed and under-utilized.
- Participants desired more indoor gathering and play spaces, ball fields, pickleball courts, culturally specific activities, intergenerational programs, opportunities for community socializing, and educational classes.
- Swimming and adult softball has exceeded capacity.

Connectivity, Accessibility & Awareness

- Participants desired more trail connections and amenities, walking and biking paths, and access to water.
- There was interest in making parks more accessible and inclusive for all ages and abilities, including physical and mental.
- Participants were interested in improving accessibility with signage, including multilingual signage.
- There was a desire for better communication regarding NCPRD offerings, events, and recreational locations.

Funding

- There was a desire to prioritize current funding and pursue additional funding resources.

POP-UP EVENTS

POP-UP EVENTS OVERVIEW

NCPRD organized 22 pop-up events to engage with a diverse audience throughout the planning process.

Poster activity boards were used at various pop-up events, inviting people of all ages to vote on their future preferences for active recreation, programs, parks, and facilities.

Most desired active recreation:

- Pickleball and tennis courts
- Mini golf
- Skateboarding, roller skating, or scootering

Most desired programs:

- Arts and crafts
- Swimming and aquatics
- Summer camps

Most desired park features:

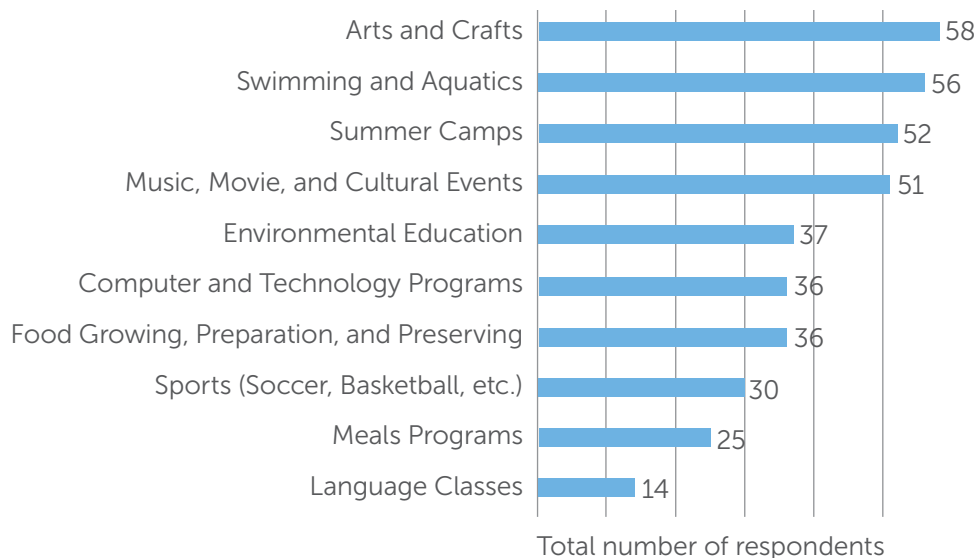
- Waterplay or splash pads
- Natural areas and nature-themed programs

Most desired facilities:

- Indoor-outdoor swimming and aquatics
- An indoor gymnasium



STICKER ACTIVITY, DESIRED PROGRAMMING



Source: Youth Engagement Sticker Results

COMMUNITY SURVEY

COMMUNITY SURVEY OVERVIEW

Two surveys were conducted to gather feedback on community preferences for parks, recreation, open space, and trails. The surveys were a coordinated effort to gather community feedback on the diverse needs and desires for NCPRD's parks and recreation.

The first survey was a statistically valid survey. A total of 6,400 postcards were mailed to randomly selected households within the district to gather statistically valid feedback, which resulted in 282 completed responses. The second was an open participation survey, open to all residents and users and resulted in a total of 2,262 participants. Both surveys were widely promoted through various channels. This included a districtwide mailer sent to every household, extensive digital outreach, event tabling, park signage, outdoor floor decals, as well as flyers and posters. The survey was also offered in six different languages. A breakdown of the full survey findings is in Appendix B.

What are the most common ways you or someone in your household use NCPRD's parks and facilities?

Top 6 of 16 options are shown.



Source: North Clackamas Parks & Recreation District (NCPRD) System Plan weighted random sample survey results, representing the demographic/geographic breakdown of NCPRD.

SURVEY KEY FINDINGS

These findings reflect results from the random sample survey and are consistent with those from the open participation survey.

Current Offerings

- **Most residents regularly use the NCPRD park system**, with 43% of the respondents indicating visiting at least once a week.
- Around 7 in 10 **respondents perceive larger parks as excellent or good**, while around 6 in 10 rate smaller parks, community facilities, natural areas, and trails as positive.
- The top barriers to using NCPRD parks and programs are **lack of awareness** (36%), **weather constraints** (24%), and inconvenient hours (15%).

Future Needs

- Respondents indicated a desire to **prioritize improvements** on trails for walking, biking, rolling (60%), and natural areas and conserved open space (55%).
- There is a desire for **more programs that provide skill building**, such as food growing and arts and crafts.

Funding and Spending

- Residents prioritize investing in **maintenance, completing undeveloped parks, renovating existing parks, and increasing smaller neighborhood parks**.
- Residents prioritize creating **spaces for all ages and abilities to play**, along with opportunities to enjoy nature.
- 76% of respondents are very likely or somewhat likely to **support future funding for parks and recreation improvements**.

SURVEY HIGHLIGHTS

The survey results compared participation responses regarding park usage and demographics, including length of residency, age, race, household income, and location, to understand community needs across the District.

To find more details about the two community surveys, refer to the Community Survey Report by Polco in Appendix B.

WHO WE HEARD FROM

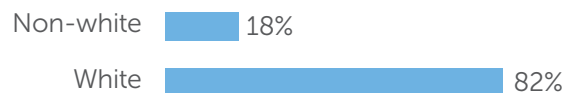
Length of Residency



Age of Respondents

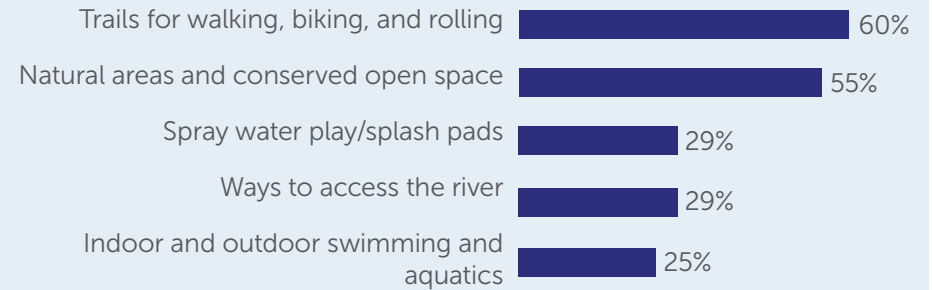


Respondent Cultural Identity



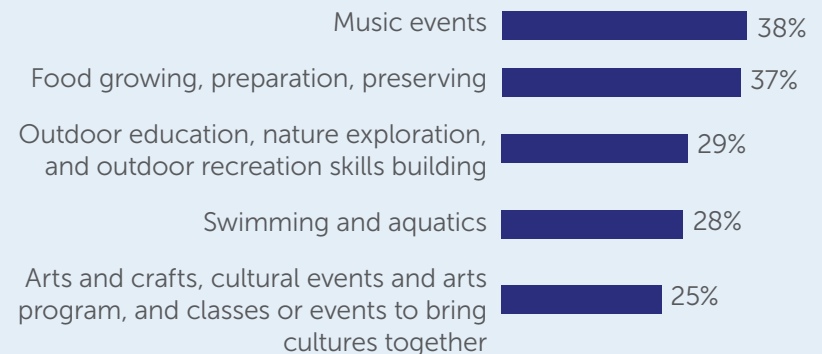
Source: Demographic characteristics of the randomly selected North Clackamas Parks and Recreation District (NCPRD) System Plan Survey respondents in 2024.

Top 5 Parks and Facilities People Want to See Offered in the future



Source: North Clackamas Parks & Recreation District (NCPRD) System Plan weighted random sample survey results, representing the demographic/geographic breakdown of NCPRD.

Top 5 Programs and Services People Want to See Offered in the Future



Source: North Clackamas Parks & Recreation District (NCPRD) System Plan weighted random sample survey results, representing the demographic/geographic breakdown of NCPRD.

ONLINE MAPPING EXERCISE

ONLINE ENGAGEMENT TOOL

As part of the community engagement process, NCPRD invited residents to participate in an online mapping tool hosted online between January 24 and February 28, 2025, to help shape the Final Vision Plan Diagram.

Participants were encouraged to review, comment, and suggest new enhancement opportunities. This tool provided a visual way for the community to share local knowledge, highlight specific needs, and propose enhancements directly on the map. The effort resulted in 164 contributions and 306 votes.

The community expressed strong interest in play elements, nature access, and trail connectivity, while water access was noted less frequently.

Figure 23: Vision Plan Diagram Before Community Input

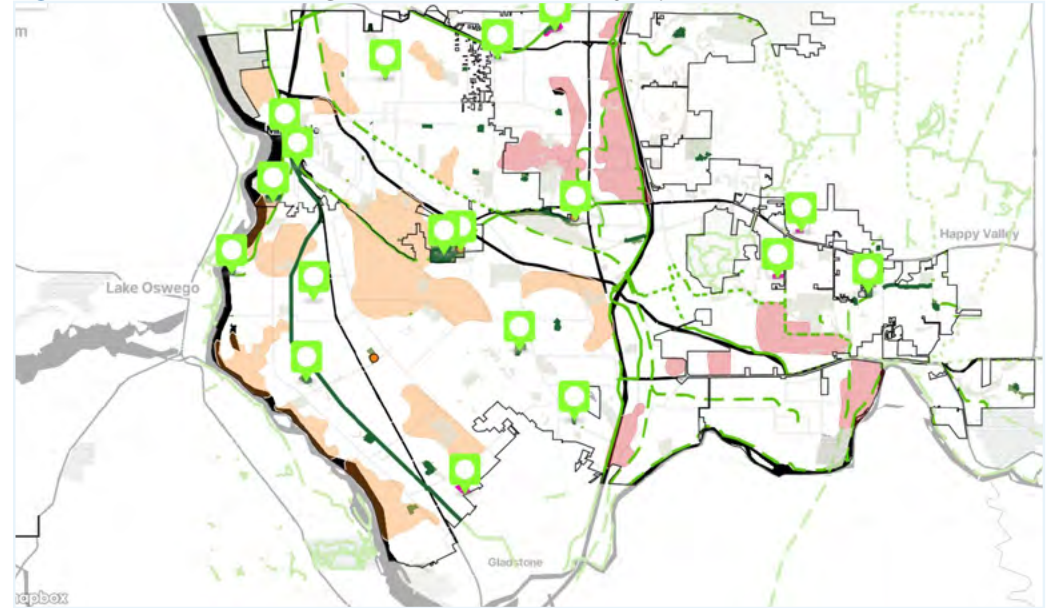
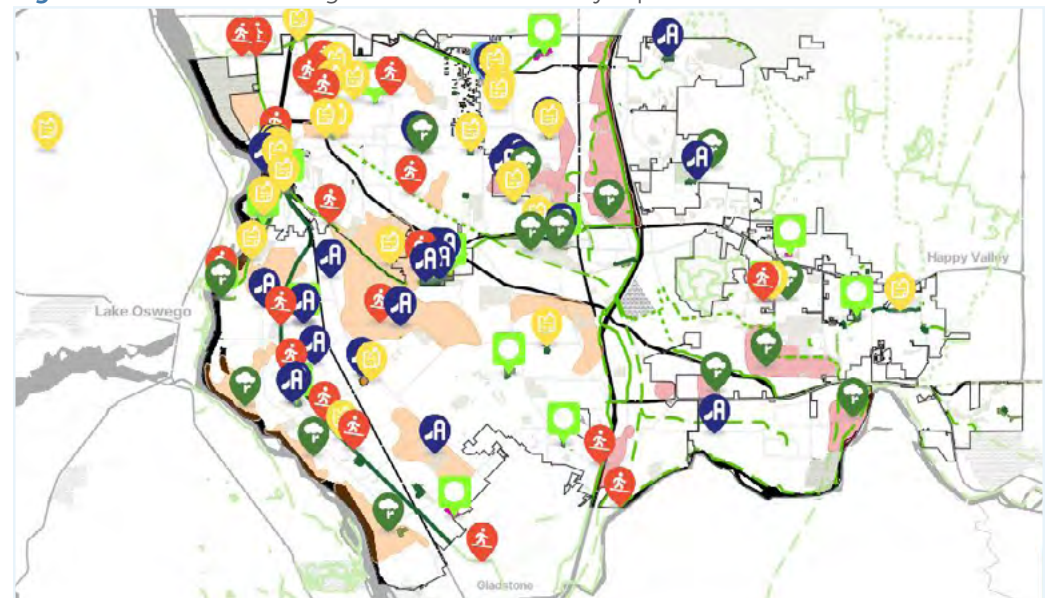


Figure 24: Vision Plan Diagram After Community Input



COMMUNITY MEETINGS

DAC MEETINGS

Throughout the planning process, several public meetings were held with the District Advisory Committee (DAC). As key stakeholders, DAC members played an important role in shaping the project by serving as both reviewers and advisors. DAC meetings functioned as critical checkpoints to share progress updates and gather input, during which the DAC was updated on key milestones in the planning process and had the opportunity to provide feedback.



COMMUNITY NAVIGATORS

Community navigators are members and leaders of the NCPRD who volunteer to support community-based initiatives. Their role is to observe and evaluate the park system from their unique perspectives within the NCPRD community. The community navigators helped provide observation-based feedback to 34 individual sites for the NCPRD system. The results of the park assessments are summarized in the previous chapter and detailed in the “Perceptions of Quality Park Facility Assessment.”





4



PLAN FOR THE FUTURE

- Plan Framework
- Care for and Invest in Parks and Recreation
- Connect to Nature
- Play for All
- Enrich Our Community

PLAN FRAMEWORK

The plan framework distills the community input and assessment findings into the vision, themes, goals, strategies, and actions that will guide the district over the next 20 years.

WHAT IS A PLAN FRAMEWORK?

A plan framework is the foundation for the System Plan. It connects a long-term vision with specific goals, strategies, and actions, guiding future enhancements and investments across parks, trails, recreation, and programming services. The plan framework outlines a path forward to ensure NCPRD's long-term sustainability and its capacity to enhance the community member's physical, emotional, and social well-being.

PLAN FRAMEWORK



MISSION STATEMENT

To enrich community vitality and promote healthy living through connections to nature and play, now and for the future.

VISION STATEMENT

Enhancing community with exceptional parks, natural areas, and recreation opportunities that welcome all.

WHY AN UPDATED MISSION AND VISION STATEMENT?

An updated mission and vision statement ensures that the System Plan reflects current community values, priorities, and future aspirations. These updates provide clear direction for how NCPRD serves its diverse population and supports evolving needs across parks, recreation, and natural areas.

THEMES AND GOALS

The following chapter outlines the four themes, supporting goals and strategies of the plan. These future goals are broad objectives that outline what NCPRD strives to achieve over the next 20 years, informed by a comprehensive system assessment and community input. The action items are identified in Chapter 5.



CARE FOR AND INVEST IN PARKS AND RECREATION

Care for our existing system while providing a strong foundation for future opportunities.



CONNECT TO NATURE

Connect to nature, embracing and protecting natural resources and mitigating climate change impacts.



PLAY FOR ALL

Promote health and lifelong learning by providing parks, natural areas, facilities, and recreational opportunities for all ages and abilities.



ENRICH OUR COMMUNITY

Strengthen connections through events, activities, recreation programming, and communication that celebrates the diversity of identities in our community.



THEME 1

CARE FOR AND INVEST IN PARKS AND RECREATION

Aspiration: Care for our existing system while providing a strong foundation for future opportunities.

GOAL 1: Prioritize investments and improvements in areas lacking access to parks and open space as well as areas with high social, environmental, and health needs.

Strategies

1. Evaluate available land and property in identified Priority Areas for Increasing Service that could be suitable for new parks, open spaces, and trails.
2. Enhance visibility of and access to existing parks, open spaces, recreation facilities, and trails in Priority Areas for Enhanced Connectivity.

GOAL 2: Strengthen partnerships and interdepartmental collaboration.

Strategies

1. Pursue increased NCPRD funding sources including a property tax increase to support ongoing care of the existing parks, facilities, and recreational program offerings.
2. Align with a non-profit community-formed organization such as a non-profit park foundation. The park foundation will act as an advocate for the District. It can grow and take on more responsibilities over time.
3. On an annual basis, evaluate opportunities to improve maintenance capacity and efficiency.
4. Increase public messaging about investments and completed projects.

GOAL 3: Care for what we have now while also looking toward expanding offerings and access over the next two decades.

Strategies

1. Prioritize and plan for park and facility capital improvement activities by considering existing conditions, intended uses and amenities, costs, sustainability, and community priorities against the required resources for routine and ongoing capital maintenance.
2. Once additional funding has been secured, increase the level of staffing capacity and acquire the equipment, vehicles, and facilities needed to support them.
3. Nurture relationships with stakeholders, local user groups, advocacy groups, environmental partners, and volunteers supporting grants and funding pursuits, project development, implementation, programming, and maintenance efforts.





THEME 2 CONNECT TO NATURE

Aspiration: Connect to nature, embracing and protecting natural resources and mitigating climate change impacts.

GOAL 1: Increase community access to the outdoors, nature, trees, and water.

Strategies

1. Develop and improve water access for viewing and play in NCPRD, balancing recreation with conservation.
2. Incorporate more elements such as nature trails and natural play features into NCPRD's parks and recreation system to provide more opportunities for all ages access to nature.
3. Add and enhance landscape features in parks that contribute to the enjoyment and appreciation of nature and that can support educational programming and informational signage, such as nature walks and pollinator gardens.

GOAL 2: Create a districtwide network of trails to enhance movement, connectivity and enjoyment in the natural environment.

Strategies

1. Connect people to parks, facilities, and recreational destinations through a safe, accessible, easily navigable, and well-connected trail network.
2. Follow guidelines for trails, sidewalks, and pathways to parks with safe street crossings as part of the prioritization of the future Trail Network Plan.
3. Encourage environmentally responsible recreation opportunities that balance recreation with resiliency.

GOAL 3: Enhance community resilience through climate adapted landscapes, facilities, and program offerings.

Strategies

1. Develop climate adaptation strategies, natural lands management practices, and environmentally friendly maintenance practices that support high environmental quality and resilience.
2. Enhance parks and facilities to provide greater human comfort and restorative benefits.
3. Identify mitigation tactics for park properties that may be impacted by flooding, wildfire, or other hazards.





THEME 3 PLAY FOR ALL

Aspiration: Promote health and lifelong learning by providing parks, natural areas, facilities, and recreational opportunities for all ages and abilities.

GOAL 1: Provide recreation programs and places to play that meet the needs of a broad range of ages, abilities, and backgrounds.

Strategies

1. Once additional funding is secured, expand top program offerings based on community surveys and industry trends, such as music, food growing and preparation, outdoor education, swimming and aquatics, cultural and arts, safety and emergency preparedness, and environmental education.
2. As parks and facilities are improved, update ADA accessibility and incorporate Universal Design Guidelines.
3. Maximize utilization of existing facilities; over time evaluate if additional facilities are needed to expand program offerings.

GOAL 2: Reduce gaps in programming using the variety of tools and resources in our community.

Strategies

1. Offer programs for age groups that are often overlooked, such as teens, younger adults, professionals, and family programs.
2. Partner with local sports leagues to offer additional organized adult sports programs.
3. Support a dynamic programming evaluation process for all program offerings and options for adjusting programs and/or resources, as needed, based on evaluation outcomes.

GOAL 3: Offer affordable recreation programs and facilities to encourage participation and reduce financial barriers.

Strategies

1. Explore options for discounts and annual passes to encourage participation while keeping costs competitive.
2. Apply for grants and funding that may be applicable to NCPRD's existing programs or assets and align program expansion with grant opportunities.
3. Explore funding opportunities to expand NCPRD's scholarship program, such as fundraising through a parks foundation.





THEME 4 ENRICH OUR COMMUNITY

Aspiration: Strengthen connections through events, activities, recreation programming, and communication that celebrates the diversity of identities in our community.

GOAL 1: Celebrate and honor cultures, languages, storytelling, art, and history of distinct communities in North Clackamas.

Strategies

1. Incorporate interpretative signage and art, where appropriate, as part of the park planning process.
2. Incorporate diverse cultural and historical education opportunities in both new and existing programming, where appropriate.
3. Utilize creative engagement strategies to connect with community members where they are and on their terms and strengthen collaborative relationships with community leaders.

GOAL 2: Create community togetherness, expand community awareness and support the health of residents through recreational and cultural offerings in parks, facilities, and programs.

Strategies

1. Increase community awareness about where to go, what programs the District offers, and how to contribute to the stewardship of NCPRD's parks and recreation.
2. Expand partnerships with community organizations to broaden the reach of public participation and better align

offerings for underrepresented communities and specific demographic segments.

3. Support a culture of volunteerism, and help keep parks, trails, and open spaces in a state of good repair throughout all four seasons.

GOAL 3: Adapt recreation, activities, and events to meet the current and future recreation needs of the community.

Strategies

1. Work to develop appropriately scaled event infrastructure for neighborhood and community parks throughout the system.
2. Review and revise plans, policies, and ordinances to better facilitate commercial operations and activate community spaces.
3. Collaborate with agency, social service, and non-profit partners to clarify roles, responsibilities, and resources for addressing unhoused populations in park spaces.



5





IMPLEMENTATION

- Implementation Plan Overview
- Priority Areas
- Prioritized Future Projects
- Vision Plan and Capital Improvements Project List
- Capital Improvement Projects
- Quick Wins
- Action Items
- Funding Mechanism
- Potential Property Disposition List
- Partnerships
- District Governance Change Considerations

IMPLEMENTATION PLAN OVERVIEW

OVERVIEW

This chapter defines how the vision, goals, and strategies are translated into actionable items. It outlines the criteria for prioritizing investments, identifies the types of projects slated for implementation, and details the funding mechanisms and partnerships necessary to support them.

PRIORITIZATION CRITERIA

The prioritization process uses multiple factors to determine project priorities. Projects were evaluated based on how well they aligned with the plan's values, goals, and strategies. Additional considerations included project complexity, feasibility, and the District's capacity to implement them.

EXISTING CONDITION

- Address urgent major replacements or repairs that are needed in parks.
- Improve existing parks that were rated in poor or fair condition.

FUNDING AND RESOURCE DEPENDENCY

- Implement projects that already have allocated funding and resources.
- Prioritize improvements to parks that will decrease long-term maintenance needs.
- Identify funding strategies for projects that need additional funding and resources.

LEVEL OF SERVICE

- Provide new parks in identified priority areas for increasing services.
- Improve level of service for community park, neighborhood park, pocket park, and natural park equitably across the District.
- Collaborate with partner agencies to improve access to existing parks in priority areas.

FUTURE OPPORTUNITIES AND IMPACTS

- Prioritize project or program that can result in large scale impact across the District.
- Prioritize project or program that can result in significant long-term benefits.
- Find synergies when collaborating with local and regional partners.

IMPLEMENTATION PLAN COMPONENTS

- Priority Areas
- Vision Plan and Capital Improvements Project List
- Capital Improvement Projects
- Action Items
- Potential Property Disposition List
- Funding Mechanism
- Partnership Opportunities
- District Governance Change Considerations



PRIORITY AREAS

IDENTIFIED PRIORITY AREAS

Figure 25 displays priority areas for increasing service and enhanced connectivity, highlighting the areas of highest need to inform future investments in parks, trails, and connectivity.

The following page displays the identified priority areas and outlines the assessment factors included in the Priority Areas map, created by combining park access gaps, environmental justice priority zones, and residential density.

The analysis combines multiple data layers to identify where service gaps and community needs overlap, ensuring future investments are prioritized where they can have the greatest impact. These identified priority areas inform the plan's strategies for park development and improved access.

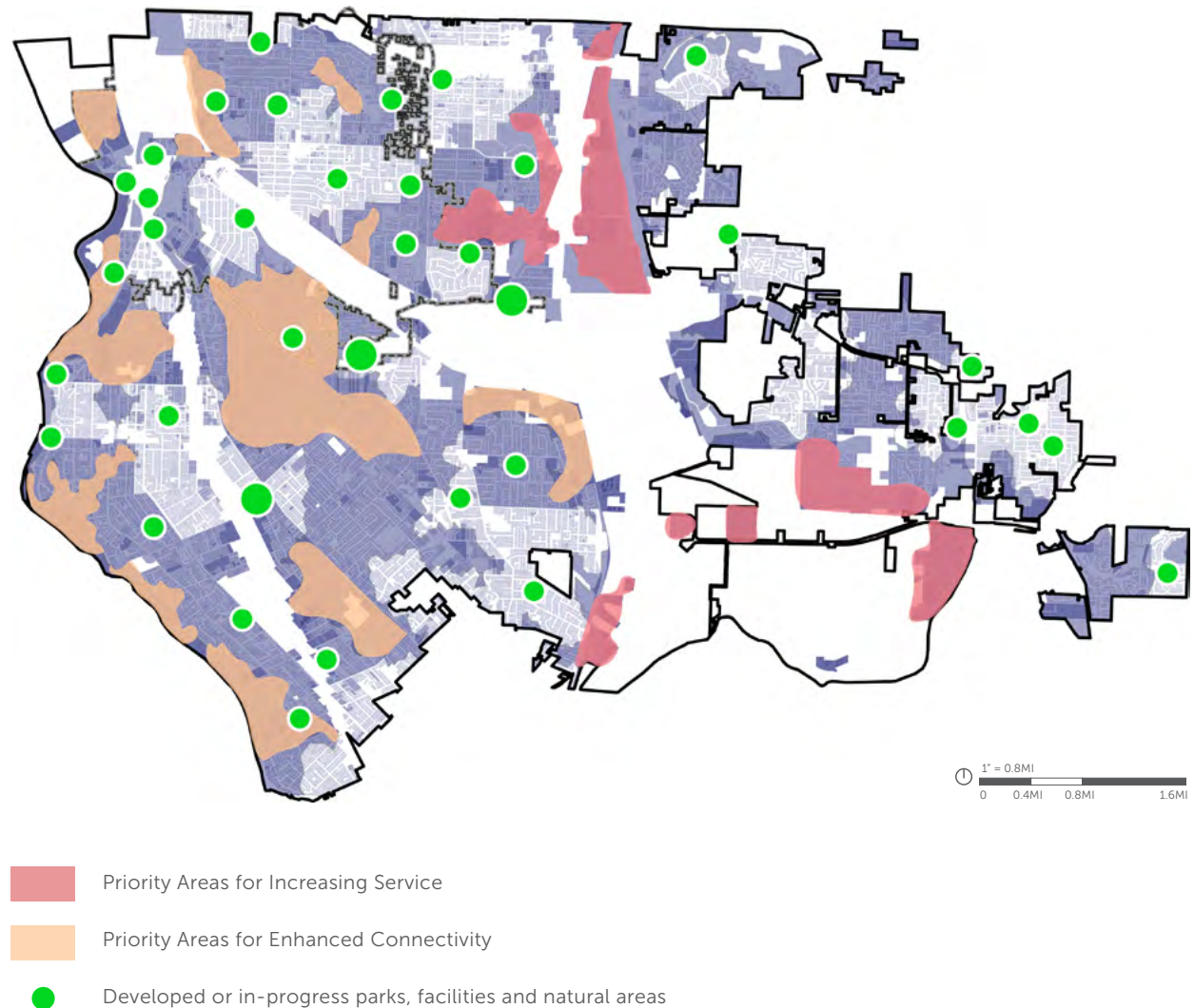
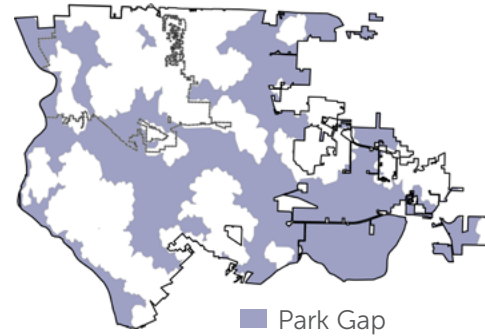


Figure 25: Priority Areas Map

ASSESSMENTS TO IDENTIFY GAPS IN SERVICE AREAS

Park Access Gaps

Areas outside of NCPRD's 10-minute Park Walkshed Analysis.

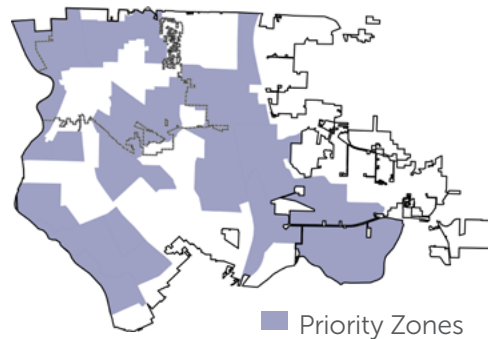


High Needs Areas Overlay

Overlay of the park access gaps, high and medium environmental justice priority zones and areas of residential density.

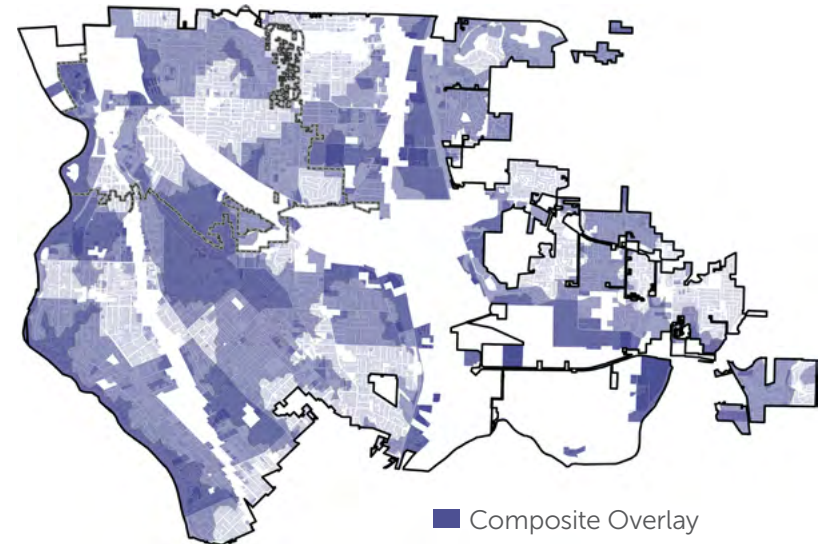
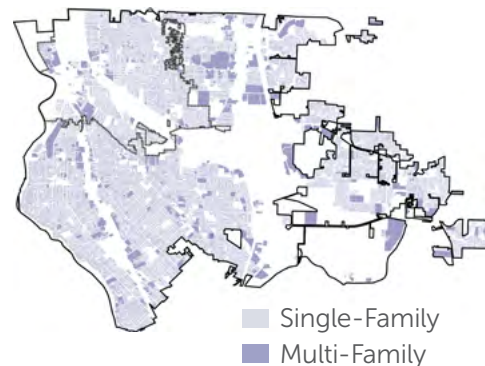
Environmental Justice Priority Zones

Areas with high and medium combined social, environmental, and health impacts identified through the CDC's Environmental Justice Index (EJI) Analysis.



Residential Density

Single and multi-family residential parcels indicating areas of residential density.



(Areas of higher priority including park access gaps, high and medium environmental justice priority zones and areas of residential density)

PRIORITIZED FUTURE PROJECTS

VISION PLAN AND CAPITAL IMPROVEMENTS PROJECT LIST

The Vision Plan and Capital Improvements Project List introduces an integrated approach implementing the System Plan community vision. It lays out envisioned physical changes throughout the District, aiming to increase services and connectivity in underserved areas and renovating existing parks to meet current and future needs.

The Vision Plan and Capital Improvements Project List (Figure 26) and Capital Improvements Project List on the next page considers two parts:

1. PRIORITY AREAS

These areas have been identified by examining gaps in walking access, high community needs based on social, environmental, and health factors, and areas with high concentrations of residents.

Based on this assessment, two types of priority areas have been identified across the District:

Priority Areas for Increasing Service: Areas where park access is limited and demand is high.

Priority Areas for Enhanced Connectivity: Areas where trail or path connections are needed to improve access between parks, neighborhoods, and community destinations.

These designations help visually guide where future investments can have the greatest impact.

2. FUTURE CAPITAL IMPROVEMENTS PROJECT LIST

The Capital Improvements Project List includes improvements to existing parks and facilities across the District, as well as the development of new parks in select locations. Projects were prioritized based on several criteria:

- Capital repair needs at existing parks and facilities
- Frequency of use and demand
- Equitable geographic distribution of improvements and new park development across the district
- Staff assessments of facility conditions and priorities
- Community navigator evaluations based on site observations

These projects will help to increase service in high-priority neighborhoods and throughout NCPRD, enhance connectivity through new trails and access points, and upgrade aging park infrastructure.

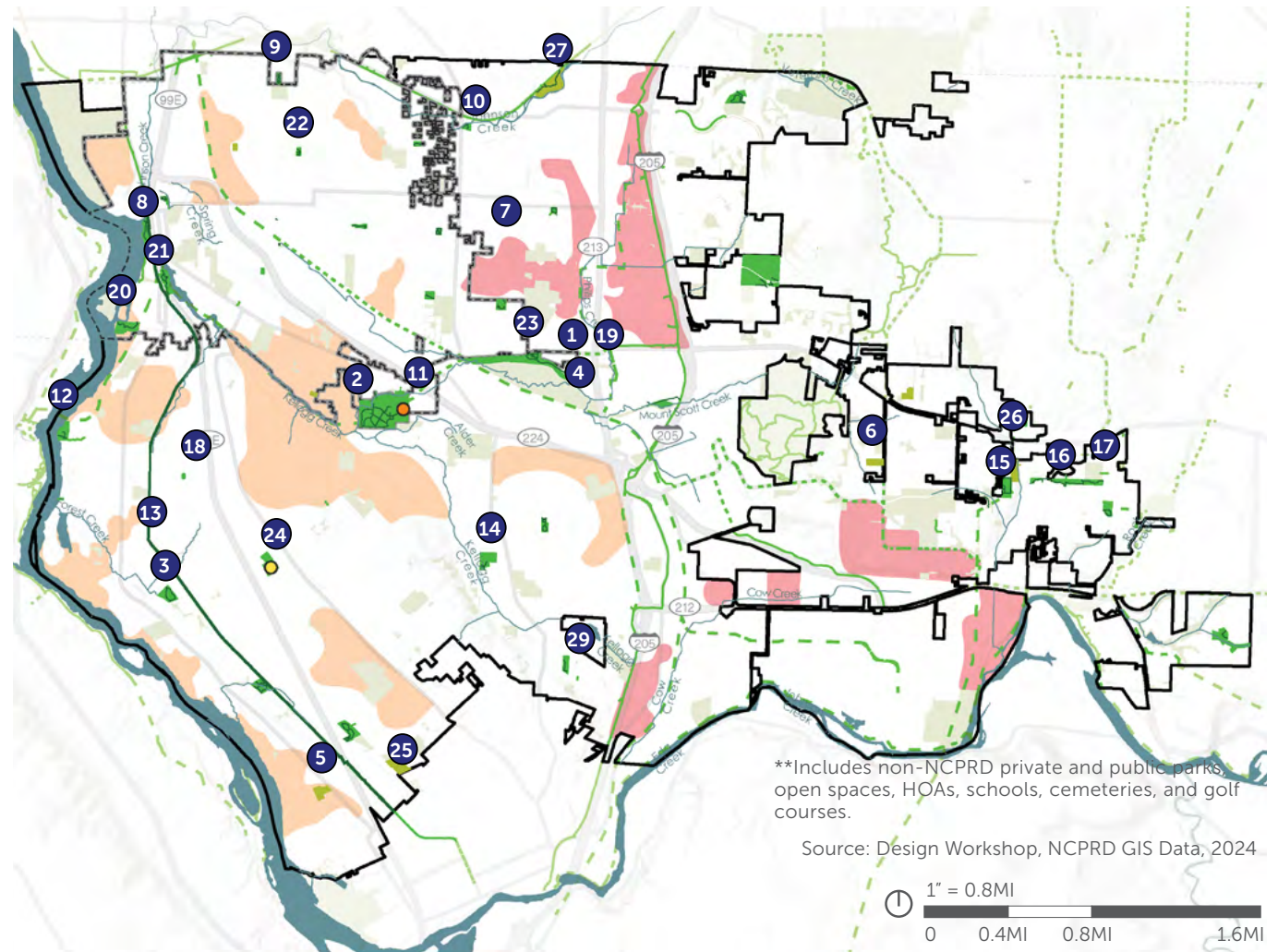
Refer to the project list and map on the following page to see how these future projects align with the Vision Plan and address the needs identified through community input and data analysis.

NCPRD should regularly assess and revise its priorities using the established prioritization criteria.

VISION PLAN AND CAPITAL IMPROVEMENTS PROJECT LIST

Figure 26: Vision Plan and Capital Improvements Project List

- 1 Aquatic Park Phase 1 Roof Replacement
- 2 North Clackamas Park Improvements
- 3 Risley Park Improvements
- 4 Oak Bluff Trail Improvements
- 5 New park at Jennings Lodge Campus
- 6 New park at Justice Property
- 7 New Phase 1 Park at 70th/Monroe Property
- 8 Milwaukie Bay Park Phase III Improvements
- 9 Ardenwald Park Improvements
- 10 Mill Park Improvements
- 11 Milwaukie Community Center Facility Improvements
- 12 Rivervilla Park Improvements
- 13 Trolley Trail Improvements
- 14 Ann-Toni Schreiber Park Improvements
- 15 Pfeifer Park Improvements
- 16 Sieben Park Site Furnishings
- 17 Rose Creek Trail Improvements
- 18 Bunnell Park Improvements
- 19 Aquatic Park Phase II improvements
- 20 Spring Park Improvements
- 21 Robert Kronberg Park Improvements
- 22 Water Tower Park Improvements
- 23 Harmony Road Neighborhood Park Improvements
- 24 Concord Phase II Facility Improvements
- 25 New Nature Park at Hull and Swanson Property
- 26 New Trail at Powerline Forest Creek Property
- 27 Nature Park at Johnson Creek
- 28 New Park Serving High Priority Areas in DAC Subarea 3 (Location to be identified)
- 29 Heddie Notz Park Improvements



Priority Areas

- Priority Areas for Increasing Service
- Priority Areas for Enhanced Connectivity

Legend

- NCPRD Owned and Maintained
- Undeveloped Sites
- Non-NCPRD Open Spaces (Private and Public)**
- NCPRD Boundary
- NCPRD Trails
- Metro Trails
- - - Metro Planned Trails
- - - Metro Conceptual Trails
- City of Milwaukie

CAPITAL IMPROVEMENT PROJECTS

INTRODUCTION TO CAPITAL IMPROVEMENT PROJECTS

Capital Improvements refer to physical enhancements or improvements to the parks system, such as park upgrades, investing in undeveloped properties, acquiring land for new parks, and investing in park programs.

CAPITAL IMPROVEMENT PROJECTS SEQUENCING

Each capital improvement project has been assigned a project sequencing for implementation:

- **Sequence 1:** Short term priorities to be implemented within 0 to 5 years.
- **Sequence 2:** Mid-term priorities to be implemented within 5 to 10 years.
- **Sequence 3:** Long term priorities to be implemented in 10+ years.

NCPRD should regularly assess and revise its priorities using the prioritization criteria on page 80.

Short Term Projects (0-5 years)

- Aquatic Park Phase 1 Roof Replacement
- North Clackamas Park Improvements
- Risley Park Improvements
- Oak Bluff Trail Improvements
- New park at Jennings Lodge Campus
- New park at Justice Property
- New Phase 1 Park at 70th/Monroe Property

Mid-Term Projects (5-10 years)

- Milwaukie Bay Park Phase III Improvements
- Ardenwald Park Improvements
- Mill Park Improvements
- Milwaukie Community Center Facility Improvements
- Rivervilla Park Improvements
- Trolley Trail Improvements
- Ann-Toni Schreiber Park Improvements
- Pfeifer Park Improvements
- Sieben Park Site Furnishings
- Rose Creek Trail Improvements
- Bunnell Park Improvements
- Aquatic Park Phase II improvements

Long Term Projects (10+ years)

- Spring Park Improvements
- Robert Kronberg Park Improvements
- Water Tower Park Improvements
- Harmony Road Neighborhood Park Improvements
- Concord Phase II Facility Improvements
- New Nature Park at Hull and Swanson Property
- New Trail at Powerline Forest Creek Property
- New Nature Park at Johnson Creek
- New Park Serving High Priority Areas in DAC Subarea 3
- Heddie Notz Park Improvements

QUICK WINS

QUICK WIN OPPORTUNITIES

Opportunities such as pavilions, shade structures, skate parks, athletic courts, and dog parks offer visible, high-impact improvements while requiring relatively moderate maintenance. These amenities also tend to have lower implementation barriers, especially when supported by multiple funding sources such as System Development Charges (SDC), grants, and partnerships.

Estimated annual operations and maintenance (O&M) costs for quick-win amenities; capital costs vary and are not included:

Shade Structures: Typically low O&M costs, estimated at \$1,750 to \$3,750 annually.

Skate Parks: Moderate O&M costs, estimated at \$5,400 to \$7,200 annually.

Athletics or Sports Courts: Moderate O&M costs, estimated at \$3,500 to \$7,280 annually.

Dog Parks: Higher O&M costs, estimated at \$6,580 to \$9,100 annually.

Long-Term Project Considerations

Larger capital investments, such as multi-use sports fields, restrooms, and water play areas, typically have higher maintenance demands. In contrast, ecosystem enhancements such as pollinator gardens or managed natural landscapes offer a low-maintenance alternative, requiring only 75 to 125 hours of annual maintenance (\$2,100 to \$3,500), which is significantly less than the time and cost associated with traditional turf or ornamental gardens.

SHORT TERM QUICK-WIN IMPROVEMENTS



Low cost, high impact, and high demand. Potential funding available from multiple funding sources, such as the system development charges. These types of improvement do not rely on the operation budget.

- Fenced dog off-leash areas
- Sport courts (pickleball, basketball, tennis)
- Shade trees and shade structures
- Seating/picnic areas
- Nature patches (trees and plantings) and pollinator gardens
- Community gardens
- Skate elements
- Improved and new walking paths and trails
- On-going programming and staffing reevaluation
- Initiation of an educational effort for voter support

LONG TERM IMPROVEMENTS



High cost, high impact, and high demand. These elements will require significant staff time to design and construct, as well as significant operational resources to maintain.

- Multi-use sports fields
- Restrooms
- Full size gymnasium
- Splash pads
- Skate Park
- Water play areas

ACTION ITEMS

INTRODUCTION TO ACTION ITEMS

Building upon the themes, goals, and strategies in chapter 4, the consultant team conducted a workshop with NCPRD staff to establish action items that are intended to provide clear and tangible tasks for implementation.

Action Items Explained

This section provides specific actions to support the strategies outlined in Chapter 4. These action items are intended to provide NCPRD staff with a roadmap to achieving the 20-year district vision and goals, but may need to adapt to changing resource and funding availability, and will be subject to approval by NCPRD's Board of Directors. These action items serve as initial implementation steps for NCPRD and are a starting point for early implementation rather than a detailed step-by-step process.

The matrix tables on the following pages outline the recommended action items within a timeframe that allows the department to achieve the outlined goals. These tables help align priorities with potential partners, including city departments, City Council, neighborhood groups, nonprofits, and private organizations.

Each action item is accompanied by implementation details, including whether it can be completed within the current budget or if additional funding is required, the estimated planning level project cost, the implementation timeframe, and the corresponding plan theme.

Planning Level Project Cost Ranges include:

\$	<500,000
\$\$	500,000 to 3 million
\$\$\$	3 million to 15 million
\$\$\$\$	15 million+

Action Items Sequencing

Similar to the capital improvement project, each action item has been assigned a project sequence for implementation:

- **Sequence 1:** Short term priorities to be implemented within 0 to 5 years.
- **Sequence 2:** Mid-term priorities to be implemented within 5 to 10 years.
- **Sequence 3:** Long term priorities to be implemented in 10+ years.
- **On-going:** Priorities that require continuous or recurring effort without a defined start or end point.

Legend

- 1 Care for and Invest in Parks and Recreation
- 2 Connect to Nature
- 3 Play for All
- 4 Enrich our Community

SEQUENCE 1 (SHORT TERM PRIORITIES TO BE IMPLEMENTED WITHIN 0 TO 5 YEARS)

Table 4: Action items

Action Item	Within Current Budget	Additional Funding Required	Project Cost	Timeframe	Theme			
Develop a disposition plan for properties owned by NCPRD that do not offer parks and recreation development potential.	✓		\$	Short-term	1			
Re-evaluate NCPRD's system development charges (SDCs) to promote greater investment in parks that provide community benefits. Use System Development Charges (SDCs) to fund small capital improvements.	✓		\$	Short-term	1			4
Acquire a permanent maintenance facility by 2028-2030.		✓	\$\$\$ to \$\$\$\$	Short-term	1			
Conduct a building assessment on the Aquatic Center, Milwaukie Community Center and the Community Center at Concord Property to understand the capital improvements necessary to upgrade the facilities and explore options for future expansion.		✓	\$ per facility	Short-term	1			4
Investigate the appropriate tax rate necessary for sustainable operations that meets community needs and wants.	✓		\$	Short-term	1			
Prepare measure for public voting if the investigation indicates that an increased tax rate would support long-term financial sustainability, address community needs and priorities, and be supported by voters.	✓		\$	Short-term	1			4
Conduct a comprehensive assessment study to fully document the conditions of the assets, their age, and the treatment necessary to ensure the safety of the users. Develop a capital improvement plan and associated costs based on the assessment to help inform whether SDC funding can be used for them, or a bond referendum is needed.		✓	\$\$	Short-term	1			4
Work with foundations and friends of groups to explore opportunities for donations for programming scholarships, offering free programs, hiring instructors, and expanding programs into summer camps, youth programs, and all-ages activities.	✓		Staff Resource	Short-term	1		3	4
Reduce low attendance programs and reallocate the funding for programs and services with high community interests, such as cooking classes, sports, arts and crafts, summer camps, and outdoor explorations.	✓		Staff Resource	Short-term			3	4

ACTION ITEMS

SEQUENCE 1 (SHORT TERM PRIORITIES TO BE IMPLEMENTED WITHIN 0 TO 5 YEARS)

Action Item	Within Current Budget	Additional Funding Required	Project Cost	Timeframe	Theme			
Provide family discounts for camps and recreation programs to increase participation. Recreation/marketing develop promotional campaign to increase participation.	✓		Staff Resource	Short-term			3	4
A short-term hiring freeze on full-time positions is in action.	✓		Staff Resource	Short-term	1			
As retirements and staff turnover occur, evaluate and structure the leadership team to optimize efficiency and improve organizational performance.	✓		Staff Resource	Short-term	1			4
Develop a comprehensive trails network plan with following considerations: - Consider locations for more trail loops within neighborhood parks to encourage close-to home walking opportunities, especially as NCPRD's population ages. - Identify possible barriers and fill in the gaps to access trails. - Prioritize new or improved trail connections that close the ½ mile trail access gaps. - Formalize trail design and maintenance standards based on industry best practices. Utilize various standards targeted to the specific uses for each trail type and use. - Promote understanding and safety of all trail users by indicating the trail type and uses, accessibility (such as distance, surface type, width, slopes/ cross slopes, obstacles etc.) on signs across the park system. - Provide connectivity improvements that align with the Walk Bike Clackamas Plan.	✓		\$	Short-term	1	2		
Integrate accessibility and ADA improvements into current and near-term projects (a broader accessibility audit to be completed as a Sequence 2 action item).	✓	✓	\$ to \$\$	Short-term	1		3	4
Continue to support DAC Community Engagement Committee efforts.	✓		Staff Resource	Short-term	1			4

SEQUENCE 2 (MID TERM PRIORITIES TO BE IMPLEMENTED WITHIN 5 TO 10 YEARS)

Action Item	Within Current Budget	Additional Funding Required	Project Cost	Timeframe	Theme			
Perform an accessibility audit to determine ADA compliance status of all parks and facilities identify the need and potential locations for universal playgrounds.		✓	\$ to \$\$ per park	Mid-term	1		3	
Explore and acquire Asset Management Program to assist tracking current assets, resource allocation to help inform future planning, long-term projects and non-routine goals.		✓	\$	Mid-term	1			4
Partner with the County's Resilience and Emergency Response Planners to assess climate change hazards, vulnerabilities and risks and develop strategies regarding how NCPRD's parks and facilities can fill a role in disaster preparedness/response.		✓	Staff Resource	Mid-term		2		4
Follow the Clackamas Community Wildfire Protection Plan and regional and national best practices, such as proper plant spacing and fuel reduction, for parks and facilities located in high fire hazard areas.		✓	Staff Resource	Mid-term		2		4
Integrate stormwater management for water quality and quantity.		✓	\$ to \$\$\$ per park	Mid-term		2		
Establish site furnishings/amenity standards to simplify specification process for new parks/facilities and improvements to existing parks/facilities.		✓	\$	Mid-term	1		3	
Re-evaluate NCPRD fee structure on an ongoing basis.	✓		\$	Mid-term	1		3	
Investigate formation of County bond referendum for significant new parks and facilities and major renovations in existing park and facilities, such as Concord Property Phase 2 improvements.	✓		\$	Mid-term	1			4
Encourage community advocates or concerned citizens in NCPRD to form a non-profit community-formed organization, such as a parks foundation to support and advocate for the District.	✓		Community Initiated	Mid-term	1			4
Update standards for landscape maintenance and natural resource management. Identify appropriate areas to be restored or managed as grasslands with minimal mowing practices. Invest in equipment, resources, and practices to improve irrigation system efficiency.		✓	\$	Mid-term		2		
Concert events/series would generate interest and attract visitors. Focus on building upon the existing programs with higher frequency.		✓	Staff Resource	Mid-term			3	4
Expand swimming and aquatic lessons for adults and teens; current offerings for adults and teens are limited.		✓	Staff Resource	Mid-term			3	

ACTION ITEMS

Action Item	Within Current Budget	Additional Funding Required	Project Cost	Timeframe	Theme			
Apply for grants and funding that may be applicable to NCPRD's existing programs or assets. Focus on growing programs with grant opportunities.		✓	Staff Resource	Mid-term	1		3	4
Identify potential opportunities to accommodate programs for teens, younger adults, and families within existing and future facilities. Accommodate youth schedules by prioritizing facility and field space for programming during after school hours. Accommodate young adults' schedules by offering programming outside of work hours.		✓	Staff Resource	Mid-term			3	4
Where feasible, provide additional indoor & outdoor multi-functional sports courts to accommodate the increase in demand.		✓	\$\$ to \$\$\$\$	Mid-term	1		3	
Promote scholarship or reduced cost programming opportunities for district residents to include youth and families with lower incomes and people experiencing disabilities.		✓	Staff Resource	Mid-term			3	4
Incorporate signage and wayfinding to facilitate clear and safe navigation through the park and trail system. Integrate braille and multilingual information to make parks more accessible and welcoming.		✓	\$\$	Mid-term		2	3	
Engage a branding and environmental signage design professional to develop branding and signage guidelines. Develop a districtwide signage and wayfinding plan.		✓	\$	Mid-term			3	4
Increase the number of specialists on staff including an irrigation/water feature specialist, mechanic, horticulturist, etc.		✓	Staff Resource	Mid-term	1	2		
Plan and provide operation and maintenance staffing needed for new parks and facilities, such as the Park and Community Center at Concord property and the park at Jennings Lodge Campus.		✓	Staff Resource	Mid-term	1			
Offer on-going training ensuring new staff have the skillset to perform their roles and responsibilities.	✓		Staff Resource	Mid-term	1			
Consider hiring additional park program coordinators and a volunteer coordinator.		✓	Staff Resource	Mid-term				4
Conduct a survey among the community to update their programming needs every 5 to 7 years.	✓		Staff Resource	Mid-term			3	4
Expand volunteer offerings (note: will require additional staff capacity) for trail maintenance and improvements. Promote volunteer efforts through expanded Volunteer Appreciation Day and other similar events.		✓	Staff Resource	Mid-term			3	4
Add a Sponsorship Coordinator to expand sponsorship opportunities and capitalize on support.		✓	Staff Resource	Mid-term	1			4

SEQUENCE 3 (LONG TERM PRIORITIES TO BE IMPLEMENTED IN 10+ YEARS)

Action Item	Within Current Budget	Additional Funding Required	Project Cost	Timeframe	Theme			
Develop a districtwide art plan.		✓	\$	Long-term			3	4
As improvements are made to existing parks and new parks are developed, expand the type of amenities offered to provide more diversity in park offerings across the parks system.		✓	\$ to \$\$\$ per park	Long-term	1		3	4
Acquire or renovate additional facilities and equipment in order to offer more programs. Some facilities to consider include demonstration kitchen, raised planters, community gardens, gymnasium/fitness facility, musical instruments, workshops (metal, wood, etc.), and makerspaces.		✓	\$\$\$ to \$\$\$\$	Long-term	1		3	
Consider zone/regional management strategy when NCPRD acquires more properties to reduce maintenance travel time.		✓	Staff Resource	Long-term	1			
Explore opportunities and expand funding on the potential uses and programs within the Park and Community Center of the Concord property, such as community gym, instructed exercise classes, arts and crafts programs, cooking and nutritional classes, etc.		✓		Long-term			3	4
Expand the Community Center at the Concord Property (phase II improvements), evaluate use of the community rooms and vacant spaces at the Aquatic Park, and update Milwaukie Community Center to be more marketable/rentable in order to expand program offerings.		✓	\$\$\$ to \$\$\$\$	Long-term			3	4
Build a full-size gymnasium in the Community Center at the Concord Property.		✓	\$\$\$ to \$\$\$\$	Long-term	1		3	
Increase overall staffing to meet the 2.99 FTEs per 10,000 residents level of service.		✓	Staff Resource	Long-term	1			4
Strategize with the Clackamas County Public Works Department to review and prioritize connectivity improvements adjacent to and around parks and community spaces. Coordination with partner agency TriMet for public transit access to parks/trails/natural areas/facilities or Clackamas County Connects for the Industrial Park shuttle service (as appropriate).		✓	\$	Long-term		2		4
Align with the regional Willamette River Water Trail vision plan and partner with Willamette Riverkeeper, Metro, Intertwine Alliance and other organizations to seek funding and project opportunities to improve NCPRD parks located along the Willamette River Water Trail.		✓	Staff Resource	Long-term		2		4

ACTION ITEMS

ON-GOING (PRIORITIES THAT REQUIRE CONTINUOUS OR RECURRING EFFORT WITHOUT A DEFINED START OR END POINT)

Action Item	Within Current Budget	Additional Funding Required	Project Cost	Timeframe	Theme			
Invest in and incorporate shade structures, picnic tables, seating, water fountains, and drainage solutions to improve comfort and usability in both existing and new parks where appropriate. Include seating, power, lighting, shelter, etc., where appropriate to support different scales of events.		✓	\$ to \$\$ per park	All time	1	2		
Seek out local cultural groups and associations to partner with cultural oriented events and festivals that may provide both educational and entertainment values.		✓	Staff Resource	All time				4
Continue to collaborate with community navigators, local user groups, advocacy organizations, and volunteers to conduct engagement and outreach to underserved communities to understand needs, gain diverse perspectives, and provide culturally relevant programming and recreation access.		✓	Staff Resource	All time			3	4
Expand community awareness of NCPRD's facilities, programs, and offerings through website update, promotions in community events, presentations in community meetings, etc. Increase community awareness of the parks, facilities, trails, and natural areas through maps, online interactive applications, and unified signage and wayfinding.		✓	Staff Resource	All time				4
Work with developers and other professionals, and agencies to identify potential parcels for acquisition in locations identified as priority areas for increasing service.		✓	Staff Resource Acquisition Cost	All time	1			4
Continue on-going engagement with key stakeholders and community navigators, such as the District Advisory Committee (DAC), Community Planning Organizations (CPOs), and Clackamas County Youth Action Board (YAB), identified through this 2025 NCPRD System Plan and partner with them for the Plan implementation.		✓	Staff Resource	All time	1			4
Collaborate with local organizations to expand and strengthen opportunities for third-party entities to provide small-scale, pop-up park amenities that invite social interactions.		✓	Staff Resource	All time			3	4

ON-GOING (PRIORITIES THAT REQUIRE CONTINUOUS OR RECURRING EFFORT WITHOUT A DEFINED START OR END POINT)

Action Item	Within Current Budget	Additional Funding Required	Project Cost	Timeframe	Theme			
Identify and prioritize habitats that offer critical ecological functions and develop mechanisms to protect, restore, and expand these habitats. Follow principles of Context Sensitive Design (CSD) when planning park spaces.		✓	Staff Resource	All time		2		
Specify maximum user capacity for natural areas with sensitive habitats. Limit additional stress to wildlife by preventing or reducing disturbance from visitation and adjacent land use.		✓	\$	All time		2		
Work with watershed management organizations, for example the Clackamas Soil and Water Conservation District, and other natural resources-related organizations to identify specific areas and best practices for ecological resilience in natural environments.		✓	Staff Resource	All time		2		
Provide public education and volunteer opportunities at gardens, natural areas, and trails.		✓	Staff Resource	All time		2		4
Incorporate drought tolerant native species in new planting areas to support biodiversity and create visual interests in parks. Enhance natural areas for native birds and plants where appropriate.		✓	Staff Resource	All time		2		
Assess and prioritize deferred maintenance needs, capital repair and replacement plan, identify funding required to address these needs.		✓	Staff resource and cost varies	All time	1			
Prioritize investments in infrastructure repairs or replacements that have long lifecycles, lower operational costs over time and improve sustainability.		✓	Staff Resource	All time	1			
Upgrade or replace playground equipment, sports courts, and facilities that are aging or in poor condition at designated parks.		✓	\$ to \$\$\$ per park	All time	1		3	
Acquire/update vehicles and equipment through purchase or lease agreements to ensure staff are adequately supported. As technology for electric equipment advances, investigate using electric vehicles and alternative fuels for the operation and maintenance fleet to reduce energy use.		✓	\$ to \$\$\$	All time	1	2		

ACTION ITEMS

ON-GOING (PRIORITIES THAT REQUIRE CONTINUOUS OR RECURRING EFFORT WITHOUT A DEFINED START OR END POINT)

Action Item	Within Current Budget	Additional Funding Required	Project Cost	Timeframe	Theme			
NCPRD to partner and align with a non-profit community-formed organization to better take care and improve the park system based on community needs. Partner with environmental groups and local and regional entities, such as WES, schools, and watershed management districts, to offer environmental education opportunities.		✓	Staff Resource	All time	1			
Continue ongoing collaborative initiatives with local school districts, such as the North Clackamas School District (NCSD) and Oregon City School District (OCSD), to enhance indoor and outdoor recreational opportunities.		✓	Staff Resource	All time	1			
Collaborate with regional partners and stakeholders to explore grant funding opportunities for District projects and initiatives.	✓		Staff Resource	All time	1			
Collaborate with relevant departments to assess the District's resources and costs necessary to meet community expectations for park services.	✓		Staff Resource	All time	1			
Develop partnerships with community organizations, healthcare providers, and disability advocacy groups to facilitate the development of targeted programs and initiatives tailored to the needs of specific demographic segments.		✓	Staff Resource	All time				4
Promote multi-generational wellness and enjoyment through programming and amenities that appeal to all ages and abilities.		✓	Staff Resource	All time			3	
Use local, regional, state, and national planning documents, such as transportation plans, housing growth forecasts, environmental assessments, and National Recreation and Park Association (NRPA) best practices to identify opportunities for expanding parks, open spaces, and trails in NCPRD.		✓	Staff Resource	All time	1			
Maintain NCPRD's website to expand community awareness of NCPRD park and recreation offerings. Provide major project updates on NCPRD's website and other online platforms.	✓		Staff Resource	All time	1			

POTENTIAL PROPERTY DISPOSITION LIST

To use NCPRD's funding and resources more effectively, disposing some of the undeveloped park properties that are not appropriate for future park development emerged as one of the short-term action items. The following properties are currently under evaluation by NCPRD:

- Stringfield House
- McNary Property
- Orchard Summit Property
- Sunnyside and 117th Property
- Willamette Drive Property
- Bridgeton St. Property
- Shannon View Property
- James Abele Property
- Highland Summit Tract N
- Bluff Drive



FUNDING MECHANISM

FUNDING DEFICIENCY TODAY

NCPRD faces ongoing financial challenges. The fixed permanent tax rate of \$0.54 per \$1,000 is not keeping pace with inflation. Compared to other peer park districts in the region and across the country, NCPRD's fixed permanent tax rate is very low (Figure 27).

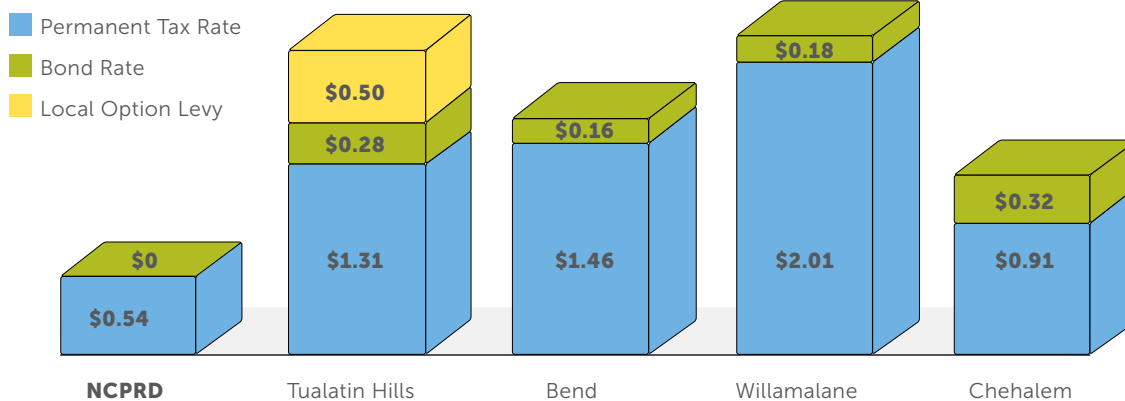
The growing funding gap for operations and maintenance is due to rising operational costs, increasing by around 11% per year since 2021, and far outpacing the fixed permanent tax rate. The General Fund, which funds operations and maintenance, programming, and services, is insufficient to support the same level of park and recreation services going into the future.

FUTURE FUNDING MECHANISM

Future funding mechanism is critical to ensure the District can sustain and expand parks and recreation services. Options include increases to the permanent tax rate, new tax levies, and bond measures to support capital improvements. Exploring these mechanisms along with partnerships, grants, and targeted use of System Development Charges (SDCs) can help address funding gaps and meet community needs.

The next page highlights the highest priority action step, short term actions, and mid to long term strategies that NCPRD can take to increase future funding.

Figure 27: Tax Rate Comparisons, 2024



Source: Design Workshop, NCPRD

1 Highest Priority Action Step

- Pursue an operational funding increase through an increase to the permanent tax rate or a tax levy.

2 Short Term Actions

- Re-evaluate system development charges (SDCs) to help fund new amenities in existing parks and new park development.
- Implement a disposition plan to transition properties NCPRD cannot develop for parks and recreation uses to other ownership.
- Prioritize SDC funding for capital projects.
- Decrease expenses through temporary hire freeze, reduction or elimination of some programs, services and staffing.

3 Mid-to-Long Term Strategies

- Investigate formation of County bond referendum for significant new parks and facilities and existing park and facility improvements.
- Encourage community advocates or concerned citizens in NCPRD to form a non-profit community-formed organization, such as a parks foundation to support and advocate for the District.
- Fee based venues/programs, such as additional swim lesson offerings at the Aquatic Park.







APPENDICES

- Appendix A. Needs Assessment
- Appendix B. Engagement Documents



NORTH CLACKAMAS PARKS & RECREATION DISTRICT

Administration

Kia Selley, *RLA*, Director
North Clackamas Parks and Recreation District
3811 SE Concord Road
Milwaukie, OR 97267

October 29, 2025

BCC Agenda Date/Item: _____

Board of County Commissioners
Acting as North Clackamas Parks and Recreation District Board of Directors

Approval of the Updated District Advisory Committee (DAC) Bylaws. No County General Funds are involved.

Previous Board Action/Review	October 7, 2025 – Policy Session Review of DAC Proposed Bylaws Update		
Performance Clackamas	Public Trust in Government		
Counsel Review	Yes, JM	Procurement Review	N/A
Contact Person	Kia Selley	Contact Phone	971-337-6867

EXECUTIVE SUMMARY: The current District Advisory Committee (“DAC”) bylaws were approved by the North Clackamas Parks and Recreation District (“NCPRD”) Board of Directors (“Board”) on October 26, 2020, after the reformation of the DAC (previously the DAB). During a Policy Session on February 23, 2021, the Board approved revised guidance for recruitment and nomination of DAC members. Since that time, the DAC bylaws and the 2021 Policy Session have outlined two different processes for DAC member recruitment and nomination. An effort was made by DAC members to update the DAC Bylaws in 2023, but those updates were never finalized or approved.

The proposed revisions to the DAC bylaws bring the recruitment and nomination process into alignment with Board-approved guidance from the February 23, 2021 Policy Session, which permits periodic updates to improve fairness, transparency and effectiveness. Significant revisions proposed to the bylaws include:

- An updated nomination process:** A DAC Nomination Committee, working in coordination with the DAC Chair and Vice Chair, may hold one public meeting to allow resident subareas to vote on the applicants for their subarea. The nomination meeting can be held virtually. Applicants need not be 18 years or older to be eligible (Article IV).
- Provisions for the inclusion of alternates:** Alternates may be nominated from each sub-area and may assume the responsibilities of voting members from their sub-area when a designated sub-area representative is absent at a meeting. Also, an alternate may be recommended to the Board to complete a vacating member’s term (Article IV).

Minor or clarifying proposed revisions to the bylaws include:

- Clarification on NCPRD’s formation:** An additional description of the NCPRD boundaries clarifies that voters approved Measure 3-1 in 1990 to form NCPRD with the intent of offering local sub-area representation and control to serve the unincorporated and City of Milwaukie areas (Article II).
- Clarification on term limits.** If a member serves for more than half their term, that will be considered a full term served. Representatives may reapply for vacant positions on the committee following a two-year break in service instead of a four-year break in service (Article IV).
- Clarification on virtual attendance.** Members may attend virtually and be counted in

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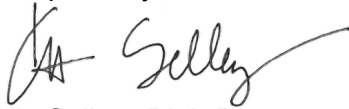
attendance although members are encouraged to participate in-person (Article VI).

The DAC reviewed the proposed bylaw revisions during the public meeting portion of their retreat on July 9, 2025, and again at their regular meeting on September 10, 2025. The proposed revised bylaws were posted on the NCPRD website and distributed to interested parties, including DAC members, as part of the agenda packet one week prior to the meeting.

At the September 10 DAC meeting, an opportunity for public comment was provided; however, no comments were received regarding the proposed bylaw changes. The DAC voted unanimously (9-0) to approve the revisions to the NCPRD DAC bylaws as presented and to have the DAC Chair establish a subcommittee to develop further bylaw amendments for DAC consideration next year.

RECOMMENDATION: Staff recommends that the Board approve the proposed revisions to the DAC Bylaws.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Kia Selley", with a stylized flourish extending from the end.

Kia Selley, RLA, Director

North Clackamas Parks and Recreation District

Revisions color codes:

Yellow highlighted: added text

Red strikethrough: deleted text

North Clackamas Parks and Recreation District Advisory Committee BYLAWS

ARTICLE I

NAME. The name of this Committee is the North Clackamas Parks & Recreation District Advisory Committee (DAC)

ARTICLE II

BOUNDARIES. The boundaries of the District shall be the same as those redrawn after the withdrawal of the City of Happy Valley and as depicted in Attachment A and titled NCPRD Boundaries and Advisory Committee Sub-Areas Map and dated October 28, 2020. The Boundaries of subareas 1, 2, 3, 4 and the city of Milwaukie shall be as depicted in Attachment A. Voters approved Measure 3-1 in 1990 for the formation and funding of NCPRD with Sub-area local control and representation to serve a large unincorporated area in North Clackamas County and the City of Milwaukie.

ARTICLE III

PURPOSE. The purpose of the DAC is to advise the Board of Directors of the North Clackamas Parks & Recreation District (NCPRD) on the acquisition, design, planning, and development of parks and recreation facilities within the District, and to advise the Board of Directors on programs, maintenance, and operations; to meet with the Board of Directors once yearly; and to review and provide input prior to the publication of the NCPRD annual report.

GOALS. The goals of the DAC are as follows:

- a) To evaluate and address the programs and facilities of the NCPRD concentrating on the annual work plan that addresses challenges, desires, and needs of all district residents.
- b) To make policy-level recommendations regarding acquisitions, assets, capital improvements, programs, maintenance, and operations to be approved by the Board of Directors.

- c) To provide recommendations during the annual budget process for the acquisition, development, operation and maintenance of the NCPRD facilities and programs. In addition, the DAC will identify and prioritize necessary capital projects and provide project recommendations to the Board of Directors. The recommendations for maintenance and operations, and capital improvements shall be reviewed by the District Budget Officer, who will then forward their recommendations to the North Clackamas Parks & Recreation Budget Committee. The North Clackamas Parks & Recreation Budget Committee will then submit recommendations to the Board of Directors.

ARTICLE IV

MEMBERSHIP. The DAC shall consist of eleven (11) voting members. The Board of Directors shall appoint all members, and alternates. Membership shall not be limited by race, creed, color, gender, age, heritage, religion, national origin, or income. Membership should reflect the economic, social, demographic, and cultural diversity of the entire District. All members must be residents of the District. ~~and shall be at least 18 years of age or older.~~

- a) The 11-member board representation will be as follows:

- i) 2 members from the City of Milwaukie;
- ii) 2 members who are residents of unincorporated sub-area 1 within the District depicted on Attachment A;
- iii) 2 members who are residents of unincorporated sub-area 2 within the District depicted on Attachment A;
- iv) 2 members who are residents of unincorporated sub-area 3 within the District depicted on Attachment A;
- v) 2 members who are residents of unincorporated sub-area 4 within the District depicted on Attachment A; and
- vi) 1 member from a District community center advisory board(s).

- b) The Board of Directors may appoint one of its members as a non-voting liaison to the DAC.

- c) The composition of the DAC is based on the boundaries and populations depicted in Attachment A, and will be revisited and may be adjusted every four years, or in the event of significant District boundary changes or major population changes, or at the discretion of the DAC.

- d) Terms are for a period of four (4) fiscal years, beginning on July 1st of the first fiscal year and ending on June 30th of the fourth fiscal year. If a DAC member is appointed

to, or serves, more than half of a term, it will be considered a full term served. Committee member terms will be staggered among the eleven DAC members. At the end of each initial term, DAC members, other than those appointed under (a)(i) and (vi) above, and who wish to continue their service for a second term, will need to participate in the recruitment process used to fill vacancies and may be reappointed by the Board of Directors. The representatives appointed under subsections (a)(i) – (vi) above, may serve a maximum of two consecutive terms. Representatives may reapply for vacancies on the committee following a ~~four~~ two (2) year break in service.

- e) Members of the DAC will be nominated by the process described below. A designee recruited to fill a vacancy where more than half of a term remains will be recruited and nominated in this manner. All members and alternates to be appointed by the Board of Directors.
 - i) The Nomination Committee, made up of volunteers who reside within the District boundaries, may hold one public meeting within the District boundary for residents to vote on and select eligible representative(s) to fill current vacancies within the subarea they reside. An applicant must submit an application in a manner designated and made available to the public by Clackamas County Public and Government Affairs (PGA) on behalf of NCPRD. This meeting may be held in a virtual or hybrid capacity and should be organized in collaboration with the current DAC chair, vice-chair, and NCPRD staff.
- f) A vacancy occurs when any member of the DAC dies, resigns, is removed, has more than three (3) unexcused absences from meetings during a fiscal year, or no longer is a resident of the District. Upon failure of any member to attend three consecutive meetings without a valid excused absence, the DAC may recommend termination of that appointment to the Board of Directors, and the Board of Directors may remove the incumbent from the DAC and declare the position vacant. A valid excused absence requires that the DAC member notify a DAC officer or a District staff member prior to the meeting to be missed, except for the case of an emergency. Vacancies are filled in the same manner as initial appointments and for the unexpired term of the vacant position.
- g) All DAC members shall serve without compensation.
- h) Alternates. Each subarea may elect one alternate during the DAC nomination. Attendance for the alternate is recommended but not required. Alternates may assume the responsibilities of a voting member if the voting member from their designated sub-

area is absent. When a vacancy on the DAC occurs, DAC members may recommend an alternate to the Board of Directors to complete the vacating member's remaining term.

ARTICLE V

OFFICERS & STAFFING. The officers and staffing of the DAC shall include the following:

- a) Chairperson. The Chairperson shall preside over all DAC meetings, assist the NCPRD Director with setting the DAC Meeting agendas, and establish committees and appoint committee chairpersons. The Chair will serve as the DAC representative in meetings with the Board of Directors or at various community meetings when appropriate. The Chair will also serve as the official spokesperson for the DAC whenever there is an issue or statement required when it is appropriate for the DAC to make that response or statement.
- b) Vice-Chairperson: The Vice Chairperson shall execute all powers of the Chairperson in the absence of the chairperson;
- c) Secretary: The Secretary shall maintain minutes and attendance records of business meetings. Additionally, the Secretary will initiate the recruitment process to fill vacancies upon term expirations. The Secretary position is neither elected nor appointed but rather filled by NCPRD staff.
- d) Board of Directors Liaison: The Board of Directors may elect to appoint a liaison/liaisons to the DAC in an ex-officio capacity with no voting powers or rights but who has the authority to speak on behalf of the Board of Directors and to participate in discussions about actions under consideration for recommendation to the Board of Directors. The liaison is present as a representative of the Board of Directors and not in their individual capacity.

SELECTION OF OFFICERS. The officers shall be selected by the DAC membership by simple majority vote. Elections shall be annually as the first order of business at the first DAC meeting of the fiscal year in July. The outgoing Chair will conduct the election, and immediately following results, turn the meeting over to the newly elected Chair. The DAC shall provide the County Public and Government Affairs Department with a current list of officers.

TERM OF OFFICE. The term of office for all officers shall be one (1) year, the officer shall continue to serve until a successor is elected to that office. Officers may be re-elected and may serve a maximum of two consecutive terms.

VACANCIES. A member may be elected as an officer to fill a vacancy and shall serve the remainder of the unexpired term and until a successor is elected.

ARTICLE VI

MEETINGS. The DAC may hold regular meetings. All meetings shall be subject to the requirements of the Oregon Public Meetings Law.

Special meetings may be called by any two DAC Members and an Officer. Only business specified in the agenda for the special meeting may be considered. Notice of all meetings shall be provided as required by ORS 192.640 of the Oregon Public Meetings Law. Minutes of all meetings shall be kept and shall be available for public inspection as required by Oregon Public Meetings Law. A copy of all meeting minutes shall be provided to the County Public and Government Affairs Office.

QUORUM and VOTING. A quorum shall be present at a meeting in order for the DAC to transact business. **Members attending in a virtual capacity count as being in attendance.** A quorum consists of six (6) members, which is a majority of all members of the DAC. A vacancy on the DAC does not affect the quorum requirements. The concurrence of a majority of the DAC members present shall be required to decide any matter.

RECORDS. All records of the DAC shall be subject to disclosure except as allowed by exemptions of the Oregon Public Records Law.

ARTICLE VII

HEARING PROCESS AND PROCEDURE. The principles of parliamentary rules of procedures such as Robert's Rules of Order shall govern proceedings at any meeting of the DAC. The Chair shall be guided by these principles in deciding any procedural questions. The Chair's decision on procedural matters may be overruled by a majority of the members voting on the question. The DAC may establish a more detailed hearing process and procedure to provide for an orderly process for holding a public hearing. All meetings shall comply with the Oregon Public Meetings Law.

ARTICLE VIII

COMMITTEES. The DAC may from time to time create committees as required to promote the purposes and objectives of the DAC. A Chairperson for each committee shall be selected by the DAC Chairperson.

ARTICLE IX

AMENDMENTS. These bylaws may be amended at any regular DAC meeting provided written notice of the proposed amendment is submitted at a prior, regular meeting. In order to be effective such amendments must also be approved in writing by County Counsel and further submitted to the Board of Directors for final approval. The DAC may not amend Article IV Membership in any way that differs with the requirements of the IGA between NCPRD and the City of Milwaukie.

The amended bylaws shall supersede all previous bylaws and become the governing rules for the DAC.



October 29, 2025

BCC Agenda Date/Item: _____

Board of County Commissioners
Acting as North Clackamas Parks and Recreation District Board of Directors

NCPRD Status of District Finances

Previous Board Action/Review	July 30, 2025 – Board of Directors Meeting NCPRD Financial Update June 18, 2025 - Board of Directors Adopted Fiscal Year 2025-2026 Budget		
Performance Clackamas	- Build public trust through good government - Honor, utilize, promote and invest in our natural resources		
Counsel Review	N/A	Procurement Review	N/A
Contact Person	Kia Selley	Contact Phone	971-337-6867

EXECUTIVE SUMMARY: The North Clackamas Parks and Recreation District (“District”) was formed in 1990 by voters. The District’s largest source of General Fund revenue is from a fixed, permanent tax rate of \$0.5382 per \$1,000 of assessed value; the District does not receive any County General Funds. This rate has not increased since the District was formed. Of the five park and recreation districts in Oregon, NCPRD has the lowest tax rate. The table below is provided for comparison purposes.

District	THPRD	Bend	NCPRD	Willamalane	Chehalem
Size of Resident Population	250,000	108,508	106,739	60,000	38,000
Tax Rate	\$1.31	\$1.46	\$0.54	\$2.01	\$0.91
Levy + Bond Rate	\$0.50 \$0.28	\$0.16		\$0.18	\$0.32

Current Financial Status and Budget Overview

The North Clackamas Parks & Recreation District (NCPRD) Fiscal Year 2025-2026 Budget was approved by the NCPRD Board on June 18, 2025, with a total budget of \$40,985,062. The Adopted Budget includes budget reductions to significantly reduce reliance on District savings. Because operational efficiencies have been implemented over several years due to ongoing resource constraints, service and program reductions are now necessary. Reductions were based on guidance from the District Advisory Committee and alignment with the District mission of parks and recreation.

The Fiscal Year 2025-26 Adopted Budget includes the following one-time funding exceptions in response to community advocacy:

- Drop-in access and additional recreation programming at the Concord Community Center until June 30, 2026;
- Milwaukie Community Center Transportation program until December 31, 2025;
- Milwaukie Community Center fifth day of service until December 31, 2025.

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Financial Challenges and Forecast

The District's fixed, permanent tax rate is no longer sufficient to fund operations due to inflation. This shortfall is reflected in the budget reductions included in the Fiscal Year 2025-2026 Adopted Budget. According to the financial forecast, without additional General Fund revenue budget reductions will be needed to avoid further reductions in future years. Specifically, for Fiscal Year 2026-2027, the District will need an estimated \$622,025 in expenditure reductions or new revenue to balance the budget, unless Beginning Fund Balance is used. However, relying on the Beginning Fund Balance to cover expenditures could accelerate the projected financial shortfall anticipated for Fiscal Year 2031-2032 if new General Fund resources are not identified.

Future Planning and Needs

This fall, NCPRD will complete a System Plan that will provide a 20-year roadmap for District investments—the first update since 2004. The Plan demonstrates that District resident needs and wants are growing, which will also require additional resources. It also articulates the current state of NCPRD—an understaffed organization with assets that are in relatively good condition but requiring investment with age. The current financial challenges, combined with growing demand and a need for increased staffing and future asset investment, indicate a strong need to investigate options for additional General Fund revenue and highlight the time-sensitive nature of this need.

RECOMMENDATION: None. Informational update only.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Kia Selley", with a stylized flourish at the end.

Kia Selley, RLA, Director
North Clackamas Parks and Recreation District

NCPRD General Fund Forecast FY 26-27 through FY 35-36 (10-Years)

	Actuals FY 23-24	Actuals FY 24-25	Adopted FY 25-26	YE Projected FY 25-26	Projected FY 26-27	Projected FY 27-28	Projected FY 28-29	Projected FY 29-30	Projected FY 30-31	Projected FY 31-32	Projected FY 32-33	Projected FY 33-34	Projected FY 34-35	Projected FY 35-36
Beginning Fund Balance	14,899,100	15,439,037	8,338,694	8,934,824	8,729,303	8,107,278	7,195,626	5,985,105	4,429,112	2,700,956	788,452	(1,321,310)	(3,590,688)	(5,992,659)
Taxes	7,087,992	7,322,188	7,570,000	7,570,000	7,797,100	8,031,013	8,271,943	8,520,102	8,775,705	9,038,976	9,310,145	9,589,450	9,877,133	10,173,447
Federal, State, Local, All Other Gifts & Donations	505,897	268,480	243,700	243,700	246,137	248,598	251,084	253,595	256,131	258,692	261,279	263,892	266,531	269,196
Charges, Fees, License, Permits	2,797,832	2,722,156	2,886,733	2,886,733	2,973,335	3,077,402	3,185,111	3,280,664	3,379,084	3,480,457	3,584,870	3,692,416	3,803,189	3,917,285
All Other Revenue Resources	1,229,160	1,121,603	737,728	659,560	494,168	470,737	435,735	388,793	328,047	260,430	185,454	153,916	155,455	157,010
Transfer in	17,979	16,446	145,569	145,569	152,847	160,490	168,514	176,940	182,248	187,716	193,347	199,148	205,122	211,276
Operating Revenue	11,638,860	11,450,873	11,583,730	11,505,562	11,663,588	11,988,240	12,312,388	12,620,094	12,921,216	13,226,271	13,535,096	13,898,822	14,307,430	14,728,213
% Change from prior year	N/A	-2%	1%	-1%	1%	3%	3%	2%	2%	2%	2%	3%	3%	3%
Personnel Services*	7,497,741	7,945,023	7,713,538	7,713,538	8,099,215	8,504,176	8,929,384	9,375,854	9,657,129	9,946,843	10,245,248	10,552,606	10,869,184	11,195,260
Materials and Services	3,176,800	3,075,986	3,987,045	3,987,045	4,186,397	4,395,717	4,593,524	4,800,233	4,992,242	5,191,932	5,399,609	5,615,594	5,840,217	6,073,826
Transfer Out	424,381	6,934,077	10,500	10,500	-	-	-	-	-	-	-	-	-	-
Operating Expense	11,098,922	17,955,086	11,711,083	11,711,083	12,285,612	12,899,893	13,522,909	14,176,087	14,649,372	15,138,775	15,644,858	16,168,200	16,709,401	17,269,086
% Change from prior year	N/A	62%	-35%	0%	5%	5%	5%	5%	3%	3%	3%	3%	3%	3%
Net Operating Income (Loss)	539,938	(6,504,213)	(127,353)	(205,521)	(622,025)	(911,653)	(1,210,521)	(1,555,992)	(1,728,156)	(1,912,504)	(2,109,762)	(2,269,378)	(2,401,971)	(2,540,872)
Ending Fund Balance	15,439,038	8,934,824	8,211,340	8,729,303	8,107,278	7,195,626	5,985,105	4,429,112	2,700,956	788,452	(1,321,310)	(3,590,688)	(5,992,659)	(8,533,531)
Contingency	-	-	2,000,000	2,000,000	1,228,561	1,289,989	1,352,291	1,417,609	1,464,937	1,513,878	1,564,486	1,616,820	1,670,940	1,726,909
Reserves	-	-	6,211,341	6,211,341	6,878,717	5,905,636	4,632,814	3,011,504	1,236,019	(725,425)	(2,885,795)	(5,207,507)	(7,663,599)	(10,260,440)
Unappropriated Ending Fund Balance	15,439,038	8,934,824	-	517,962	-	-	-	-	-	-	-	-	-	-

Assumptions:

- ~Taxes - Property assessed value growth 3%
- ~Contributions & Donation growth: 1%
- ~Fees & Charges growth: FY 26-27 3%, Yr 2-3: 3.5%, Yr 4+: 3%
- ~CPI growth: Yr 1-2: 5.0%, Yr 3-4: 4.5%, and Yr 5: 4.0%
- ~Contract Employees: Yr 1-4: 5.0% and 3% forward
- ~Contingency is minimum 5% of Operating Expense per policy - FY 25-26 Budget is roughly 17%; Yr: 1-5+ 10%

*NCPRD staff are contracted through Clackamas County and are accounted for in Materials & Services. For the purposes of this forecast, staff costs are shown under Personnel Services.

Other Notes:

- ~Decrease in All Other Revenue between FY 24-25 Actuals and FY 25-26 YE Projected Budget is the loss in interest from a lower fund balance.
- ~Transfer In aligns with Transfers Out under the SDCs for staff time spent on SDC eligible projects
- ~The park, playground, and phase I community center improvements located at the Concord property are covered by SDCs from each zone since the property amenities are considered a district-wide asset. The rate in which the project can be covered by SDCs is 53.5%. The share of SDCs to be used on Concord will be 45% in an effort to conserve use of SDCs for other projects. The share of SDCs to be used is computed after sale proceeds and awarded grants have been subtracted.
- ~NCPRD will presented a supplemental budget in the 1st quarter of FY 24-25 to account for the changes in the budget

FY 25-26 Adoptd Budget - Transfer Out for \$10,500 detail:

\$4,500 System Plan

\$6,000 Trails Master Plan

Unappropriated Ending Fund Balance under Projected FY25-26 column is the increase to fund balance after updating FY 24-25 actuals

Updated as of 10/8/25 kg



NORTH CLACKAMAS
PARKS & RECREATION DISTRICT

Administration

Kia Selley, *RLA*, Director
North Clackamas Parks and Recreation District
3811 SE Concord Road
Milwaukie, OR 97267

October 29, 2025

BCC Agenda Date/Item: _____

Board of County Commissioners
Acting as North Clackamas Parks and Recreation District Board of Directors

Approve Procurement of Consulting Services to Develop Funding Strategy for District Financial Stability and Implementation of 2025 System Plan Recommendations. Total value is Not to Exceed \$159,000. Funding through NCPRD General Funds. No County General Funds are involved.

Previous Board Action/Review	July 30, 2025 – Financial Update June 18, 2025 – NCPRD Budget Adoption		
Performance Clackamas	• Safe, Secure and Livable Communities – access to parks and recreation increases livability • Vibrant Economy –amenities increase property values and attract private investment • Healthy People – nature and movement improvement mental and physical health • Public Trust in Government – responsiveness to community needs and wants and timely investment in public assets generates trust		
Counsel Review	N/A	Procurement Review	N/A
Contact Person	Kia Selley	Contact Phone	971-337-6867

EXECUTIVE SUMMARY: The North Clackamas Parks and Recreation District (NCPRD) was formed in 1990 through a voter-approved tax measure. The District serves more than 106,000 residents of Clackamas County in a 27-square mile area; this area includes the city of Milwaukie and unincorporated areas of the County such as Oak Grove, Jennings Lodge and the Sunnyside community east of I-205. The property taxes collected from the voter-approved tax measure are the largest source of District General Fund revenue; NCPRD does not receive any County General Funds. General Fund revenue supports all District operations including programming, operations and maintenance, and capital repair and replacement.

NCPRD levies a fixed, permanent tax rate of \$0.5382 per \$1,000 of assessed value. This rate has not increased since the District was formed in 1990. A \$50 Million Capital Bond Measure was envisioned at the inception of the District but has never been presented to District taxpayers. Of the five park and recreation districts in Oregon, NCPRD has the lowest tax rate. Tax rates and district resident populations for each of the five park and recreation districts in Oregon are provided in the table below; Attachment #1 provides a visual depiction of the five district tax rates. The Bend District and NCPRD have similar sized resident populations however, the tax rate between the two Districts is \$0.92. The difference in tax rates between NCPRD and the two smaller districts of Willamalane and Chehalam present a starker contrast in tax rates.

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Comparison of Oregon Park & Recreation Districts

District	THPRD	Bend	NCPRD	Willamalane	Chehalem
Size of Resident Population	250,000	108,508	106,000	60,000	38,000
Tax Rate	\$1.31	\$1.46	\$0.54	\$2.01	\$0.91
Levy + Bond Rate	\$0.50 + \$0.28	\$0.16		\$0.18	\$0.32

NCPRD's fixed, permanent tax rate is no longer sufficient to fund operations due to inflation; over the past few years operational costs have increased by an estimated 11% while revenue has increased by 3%. This is evidenced by the need for significant budget reductions in the FY 25-26 budget. Based on the financial forecast, without additional tax revenue ongoing budget reductions will be required each fiscal year to balance the budget. These reductions will result in service reductions to the community and reductions in operations and maintenance. In addition, according to the current financial forecast the District will face a financial cliff after FY 2031-32. Unforeseen reductions in revenue or major asset repairs could hasten this financial cliff.

This month, the Board will consider approval of the NCPRD 2025 System Plan which will provide a 20-year roadmap for District investments—the first update since 2004. The Plan demonstrates that District resident needs and wants are growing. It also articulates the current state of NCPRD—an understaffed organization with aging assets that will require ongoing investment as well as unmet needs and wants for recreation, park amenities and even park access.

The proposed consulting scope will include three major work activities as outlined below. Options prepared and input provided by the community will be presented to the Board and District Advisory Committee for consideration and input at regular intervals. The intent of this work is to provide a final recommendation for a funding scenario that improves the financial sustainability of the District while implementing the 2025 System Plan at a millage rate that will generate broad community support.

- 1) Prepare funding scenarios and corresponding millage rates for a range of service levels;
- 2) Engage residents to share information and gather feedback on current finances and funding scenarios;
- 3) Develop data on community preferences to inform decision-making through polling.

RECOMMENDATION: Staff recommends that the Board approve procurement of consulting services to develop a funding strategy for District financial stability and implementation of 2025 System Plan recommendations, and to support community engagement as an input to the process.

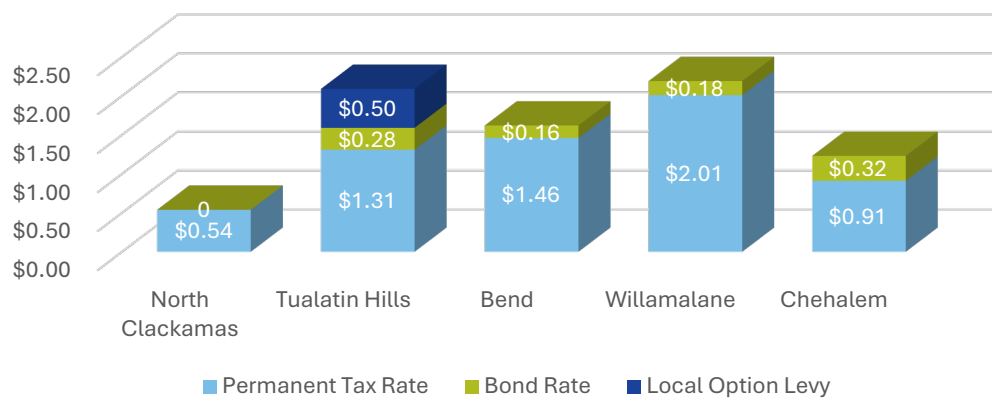
Respectfully submitted,



Kia Selley, RLA, Director

North Clackamas Parks and Recreation District

ATTACHMENT #1: Tax Revenue Collected by Park and Recreation Districts in Oregon





Date: Wednesday, July 30, 2025
Time: 6:00 p.m.
Location: North Clackamas Aquatic Park (7300 SE Harmony Rd. Milwaukie, OR 97222) or virtually (via Zoom)

This meeting was recorded, and the video is available on the NCPRD website at
<https://ncprd.org/public-meetings>
These minutes document action items approved at the meeting

PRESENT:

NCPRD Board Chair Craig Roberts
NCPRD Board Director Diana Helm
NCPRD Board Director Paul Savas
NCPRD Board Director Martha Schrader
NCPRD Board Director Ben West
District Administrator Gary Schmidt
District Counsel Jeff Munns
NCPRD Director Kia Selley
Clerk to the Board Andrew Jarocki

1. CALL TO ORDER

- a. Roll Call
- b. Pledge of Allegiance

2. PUBLIC COMMENTS

Grover Bornefeld (Subarea 1) – Community engagement and generating support for funding.

Jan Carothers (Subarea 1) – Public involvement.

3. PUBLIC DISCUSSION ITEMS

- a. Naming of Community Center and Park Located at 3811 S.E. Concord Road.

Kia Selley, NCPRD Director, presented an overview of the naming process and public engagement completed.

Chair Roberts opened the meeting for public testimony.

Valerie Chapman (Chair of the Oak Grove Community Council) – Advocated for transparency and the naming process.

Joyce Johnson (Subarea 1) – Advocated for following the naming process.

Thelma Haggemiller (Oak Grove) – Naming of Park and Community Center located on the Concord Property.

Chair Roberts closed the meeting for public testimony.

Director Savas, “I move we name the Community Center and Park located at 3811 SE Concord Road as Concord Park and Community Center.” Director Helm seconded the motion. No further discussion was heard. Motion passed 5-0.

4. PRESENTATION

a. Report from the Chair of the District Advisory Committee (Sheila Shaw)

Chair Shaw provided a brief update, sharing appreciation for NCPRD’s communication, support, and leadership over the past year. She highlighted successful grant acquisitions, recent DAC retreat discussions focused on equity, future planning, and community outreach. Community feedback at events showed strong appreciation for NCPRD staff and services, alongside concern over recent service reductions due to funding constraints. The DAC emphasized the need for additional funding to support system-wide improvements and expressed commitment to partnering with the Board to explore viable funding solutions.

5. BOARD DISCUSSION ITEMS

a. **Planning Update:**

- **System Plan Project**
NCPRD Director Kia Selley provided an update on the development of NCPRD’s long-overdue system plan, last completed in 2004. Phases 1 and 2, approved in December 2023, included a comprehensive inventory and community engagement. Key findings revealed that over 50% of residents lack a park within walking distance, and NCPRD has only 1.9 acres of parkland per 10,000 residents, compared to the national average of 10.2 acres. Over 3,000 community members participated in outreach efforts. In September 2024, phases 3 and 4 were approved, producing a draft plan with a vision, goals, and prioritized capital projects. Community feedback on the draft is being reviewed, with final plan updates and DAC review scheduled for September. Board consideration of the 20-year plan is anticipated later this fall.

b. **Development Update:**

- **Concord Park and Community Center**
The Concord Park and Community Center will open to the public with a grand opening celebration on October 18. The new park features a turf field, picnic shelter, NCPRD’s first fully accessible playground, and its first splash pad. The partially renovated historic Concord Elementary School will serve as the community center, with updates focused on safety, accessibility, and functionality. Staff have collaborated with the State Historic Preservation Office and Oak Lodge History Detectives to preserve the building’s character. Further renovations will require additional funding, but the current phase marks significant progress.
- **Park at Jennings Lodge Campus**
NCPRD Director Kia Selley reported on the development of a new 1.9-acre neighborhood park in Jennings Lodge at 18521 SE River Road, in partnership with the Oregon City School District. The project addresses a park-deficient area and requires NCPRD funding only for design and construction, not land acquisition. Staff have secured \$1 million from Metro’s Nature in Neighborhoods grant and an additional \$808,000 in Metro Local Share funds. A state grant will be pursued in spring 2026. Remaining costs will be covered by Zone 2 SDCs, with no use of NCPRD general fund dollars. Construction is expected to begin in spring 2026.

Board approval of updated agreements with Metro and the school district will be sought this fall.

c. Financial Update

NCPRD's general fund, which is supported by a fixed permanent tax rate of \$0.54 per \$1,000 of assessed value is the lowest among Oregon's five park and recreation districts and unchanged since 1990. Unlike other districts, NCPRD receives no county general funds. Due to inflation and rising operational costs, revenues are no longer keeping pace with expenses, resulting in significant budget reductions for the current fiscal year. Seven staff positions were eliminated, service cuts include reduced park maintenance, cancellation of the RecMobile Program, and beginning January 2026, fewer operational days at the Milwaukie Community Center and elimination of the Older Adult Transportation Program. A few programs are currently supported by one-time funding, with no ongoing resources identified beyond June 30, 2026. Staff are actively seeking long-term funding solutions. Without new revenue, continued cuts are expected, with a projected fiscal cliff in year six. These challenges highlight the urgent need to explore additional general fund revenue to ensure the District's long-term sustainability.

6. CONSENT AGENDA

- a. Approval of Meeting Minutes from June 26, 2024, and September 18, 2024 NCPRD Board Meetings.

Director West moved to approve the Consent Agenda as read. Director Schrader seconded the motion. Motion passed 5-0.

7. DISTRICT ADMINISTRATOR & DISTRICT DIRECTOR UPDATE

- a. District Administrator Schmidt: Thanked the NCPRD staff for their work.
- b. District Director Selley Updates: Expressed appreciation for three recently retired NCPRD staff members: Joe Loomis, Sports Manager; Jason Kemmerich, Aquatic Park Manager; and Kevin Cayson, Maintenance Division Director.

8. BOARD COMMUNICATIONS

- a. Director Schrader shared updates on a day of site visits, including agricultural research.
- b. Director Savas expressed gratitude to the community for their advocacy and mentioned the upcoming October 18 ribbon-cutting for the new park and facilities.
- c. Director West highlighted the collaborative and resourceful approach to address complex community needs.
- d. Director Helm expressed appreciation for public engagement and reflected on learning as a new Board Director.
- e. Chair Roberts emphasized gratitude for staff and leadership contribution and highlighted the importance of early swimming education for children.

9. ADJOURN