



**ADOPTED OCTOBER, 2025
FINAL SYSTEM PLAN**

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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.

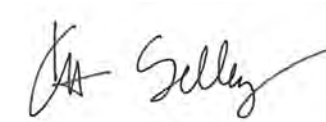
Since the District's formation in 1990, NCPRD has developed and cared for a treasured system of parks, natural areas, facilities, and programs. As we look ahead to the next 20 years, we know the District faces significant challenges. Costs are going up, our equipment and buildings are getting old, and 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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- Appendix A. Needs Assessment
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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.

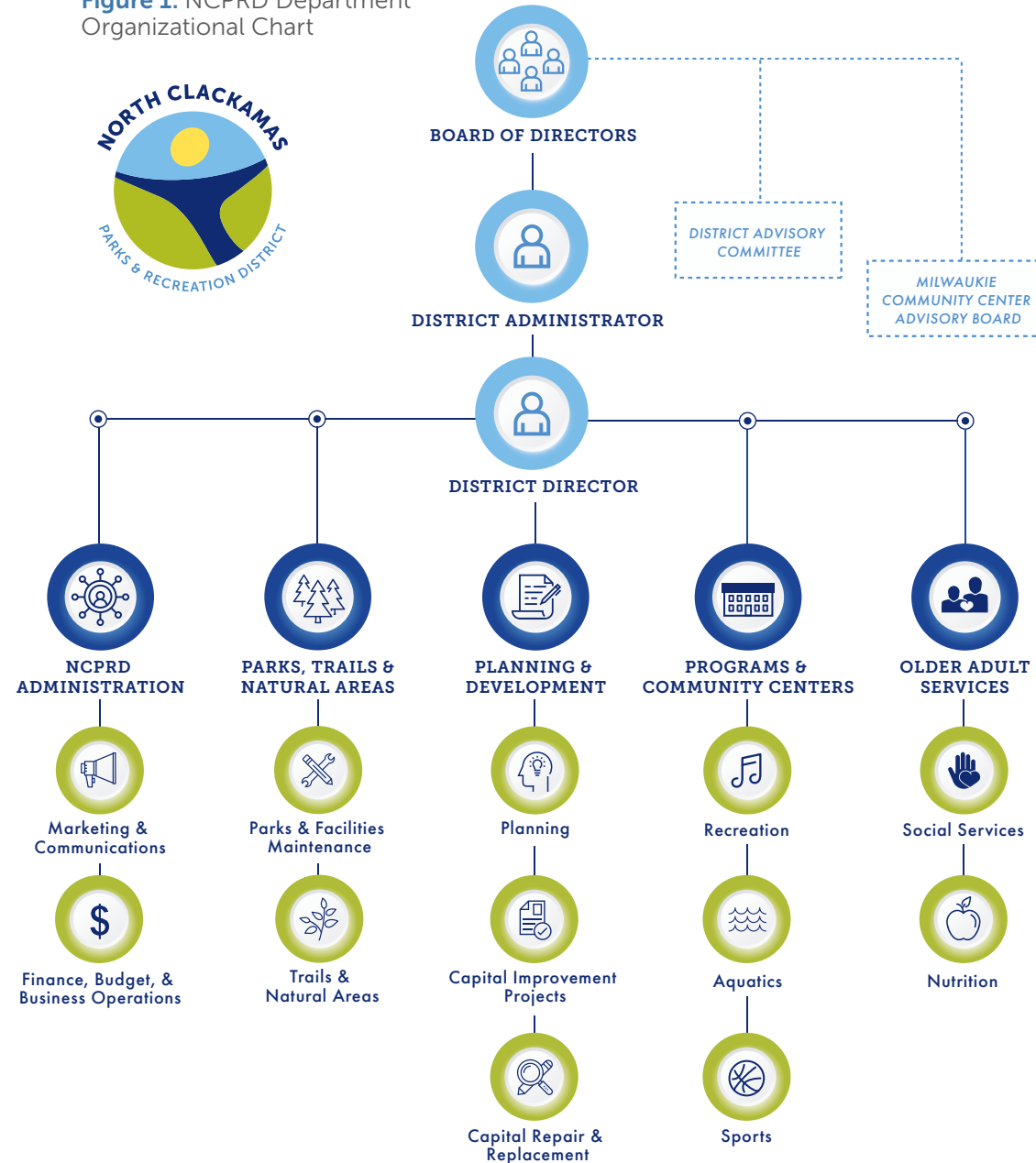
HOW NCPRD IS ORGANIZED

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

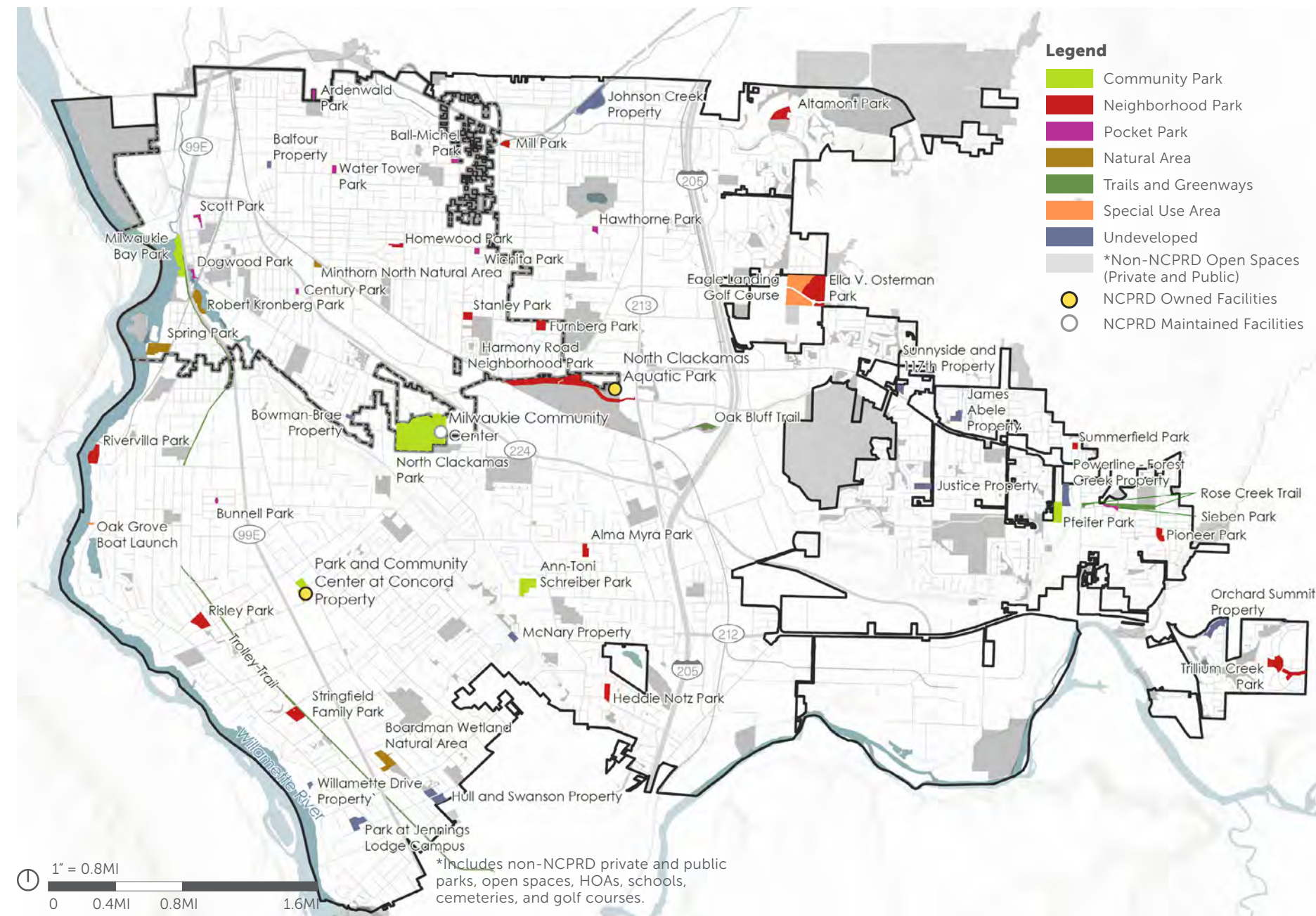
Other Park Features

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

Source: NCPRD GIS Data, 2024

CLASSIFICATION MAP

Figure 2: NCPRD Parkland Classification Map



Source: Design Workshop, NCPRD GIS Data, 2024

PARK CLASSIFICATION

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

Table 1: N CPRD Park System Properties and Acres Summary

N CPRD 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
- Milwaukie Bay Park
- North Clackamas Park
- Park at Concord Property
- Pfeifer 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
- Altamont Park
- Ella V. Osterman Park
- Furnberg Park
- Harmony Road Neighborhood Park
- Heddie Notz Park
- Homewood Park
- Mill Park
- Pioneer Park
- Risley Park
- Rivervilla Park
- Stanley Park
- Stringfield Family Park
- Summerfield Park
- Trillium Creek 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
- Ball-Michel Park
- Bunnell Park
- Century Park
- Dogwood Park
- Hawthorne Park
- Scott Park
- Sieben Park
- Water Tower 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 N CPRD'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 N CPRD 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 N CPRD

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
- Outdoor Recreation
- Music Sports
- Swimming Camps

Adult Programs

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

Special Events

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

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



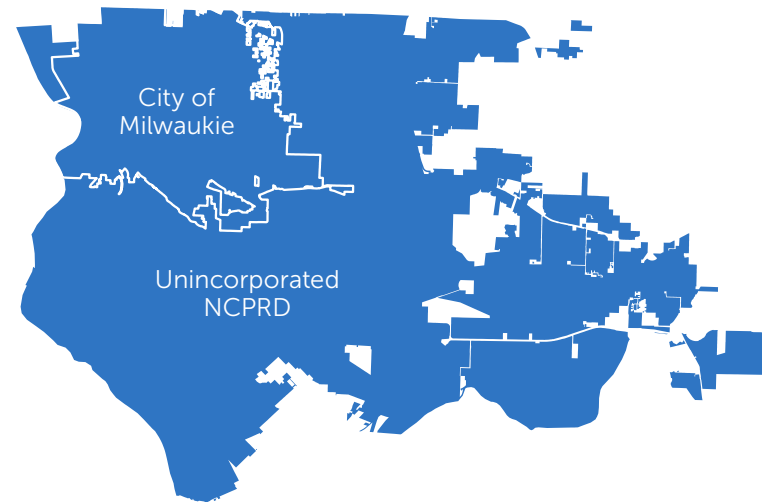
Milwaukie Community Center



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

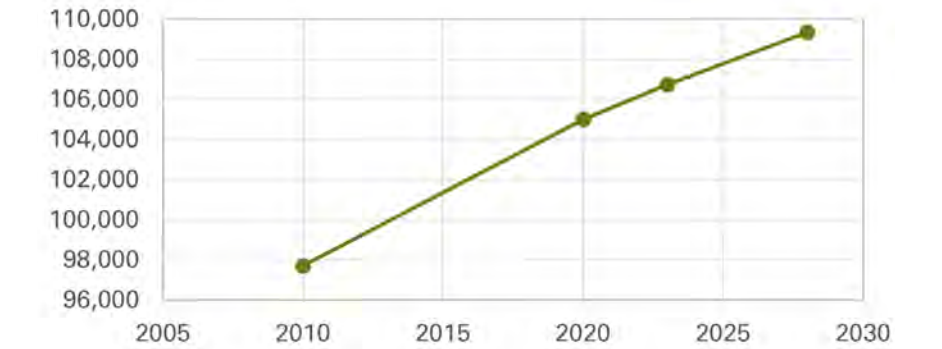
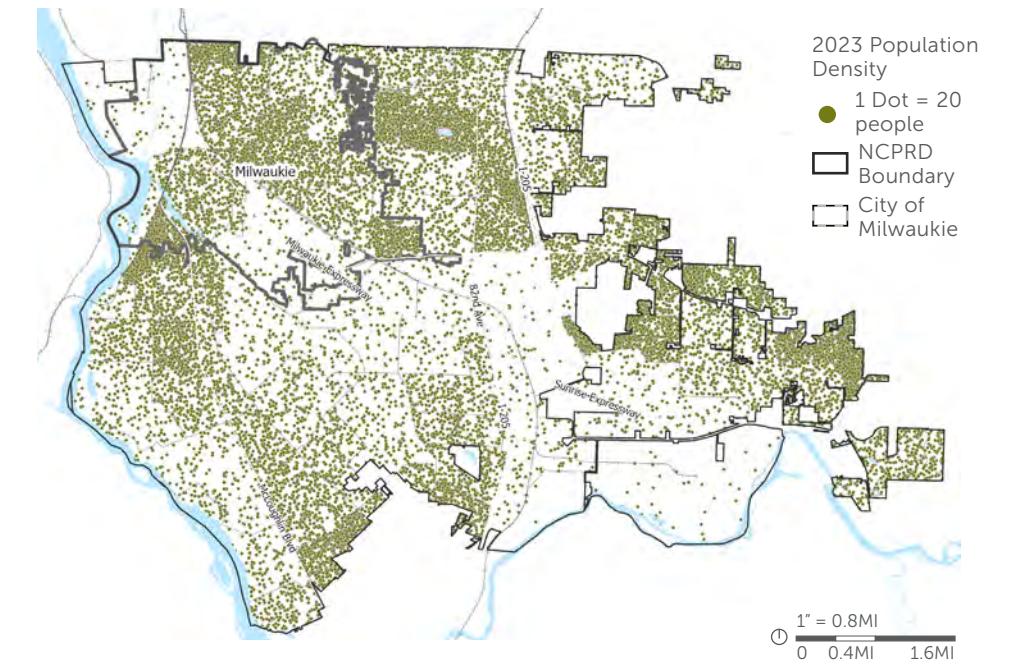


Figure 5: Population Dot Density Map, 2023.
Source: Design Workshop, NCPRD GIS Data, 2024, ESRI Demographics

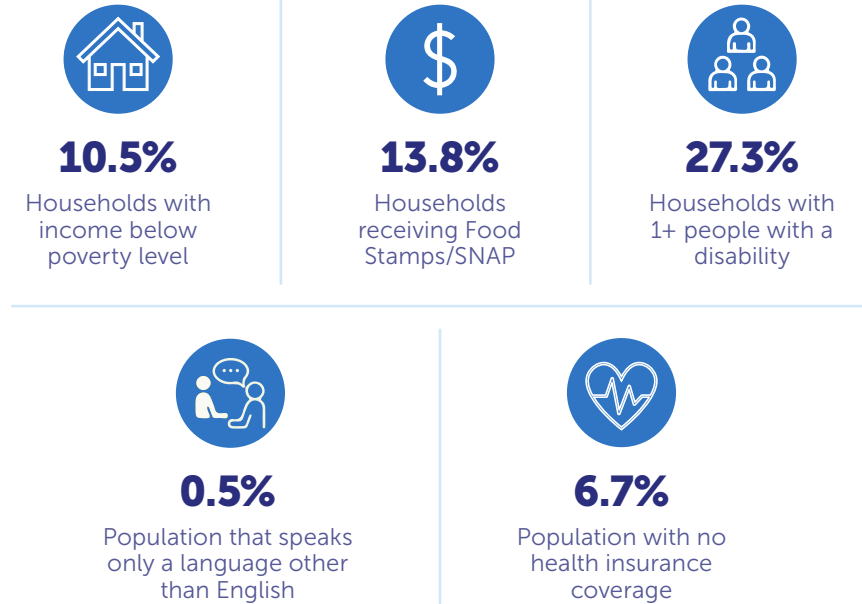


COMMUNITY PROFILE

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.

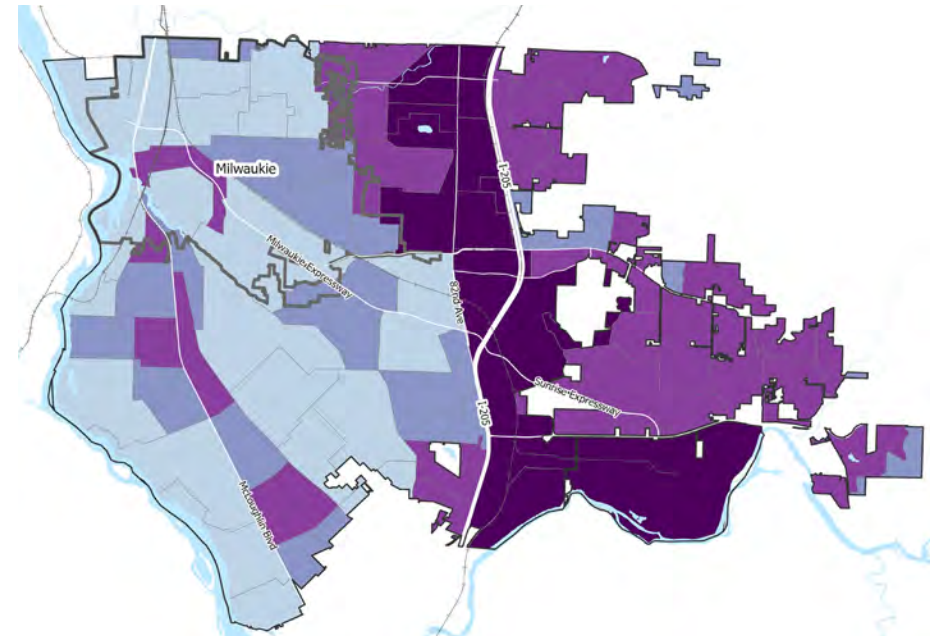
Figure 6: Socioeconomic and Health Demographics, 2023
Source: 2023 ESRI Business Analyst NCPRD Boundary based on 2020 U.S. Census Bureau dataset



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.

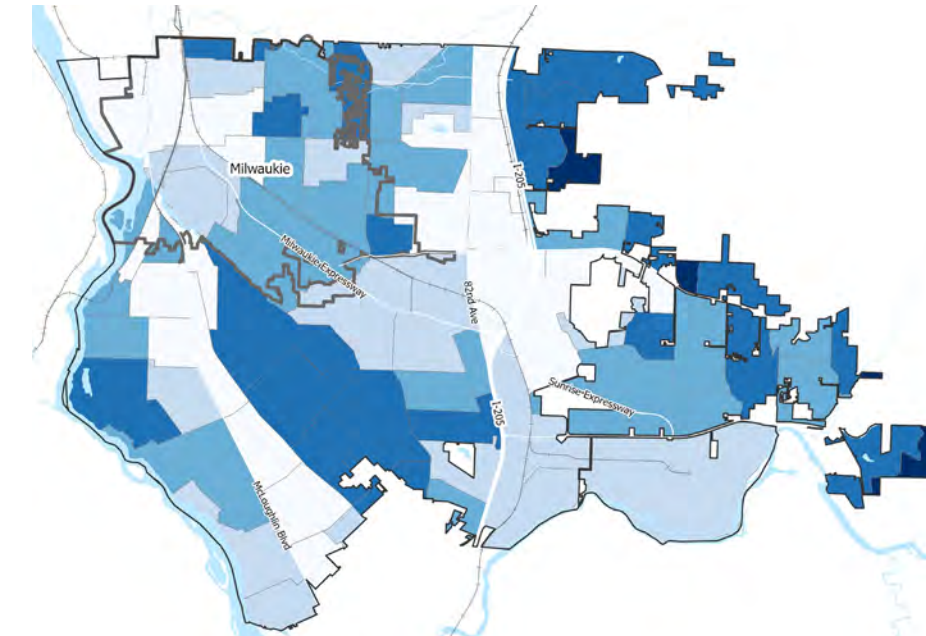
Figure 7: Diversity Index Map, 2023
Source: Design Workshop, NCPRD GIS Data, 2024, ESRI Demographics



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.

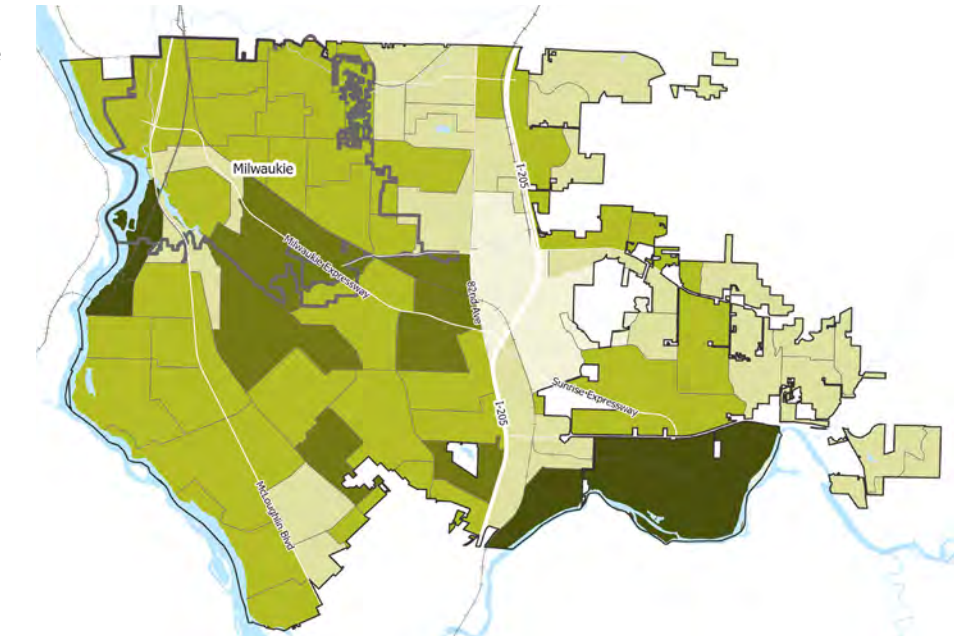
Figure 8: Household Income Map, 2023
Source: Design Workshop, NCPRD GIS Data, 2024, ESRI Demographics



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:

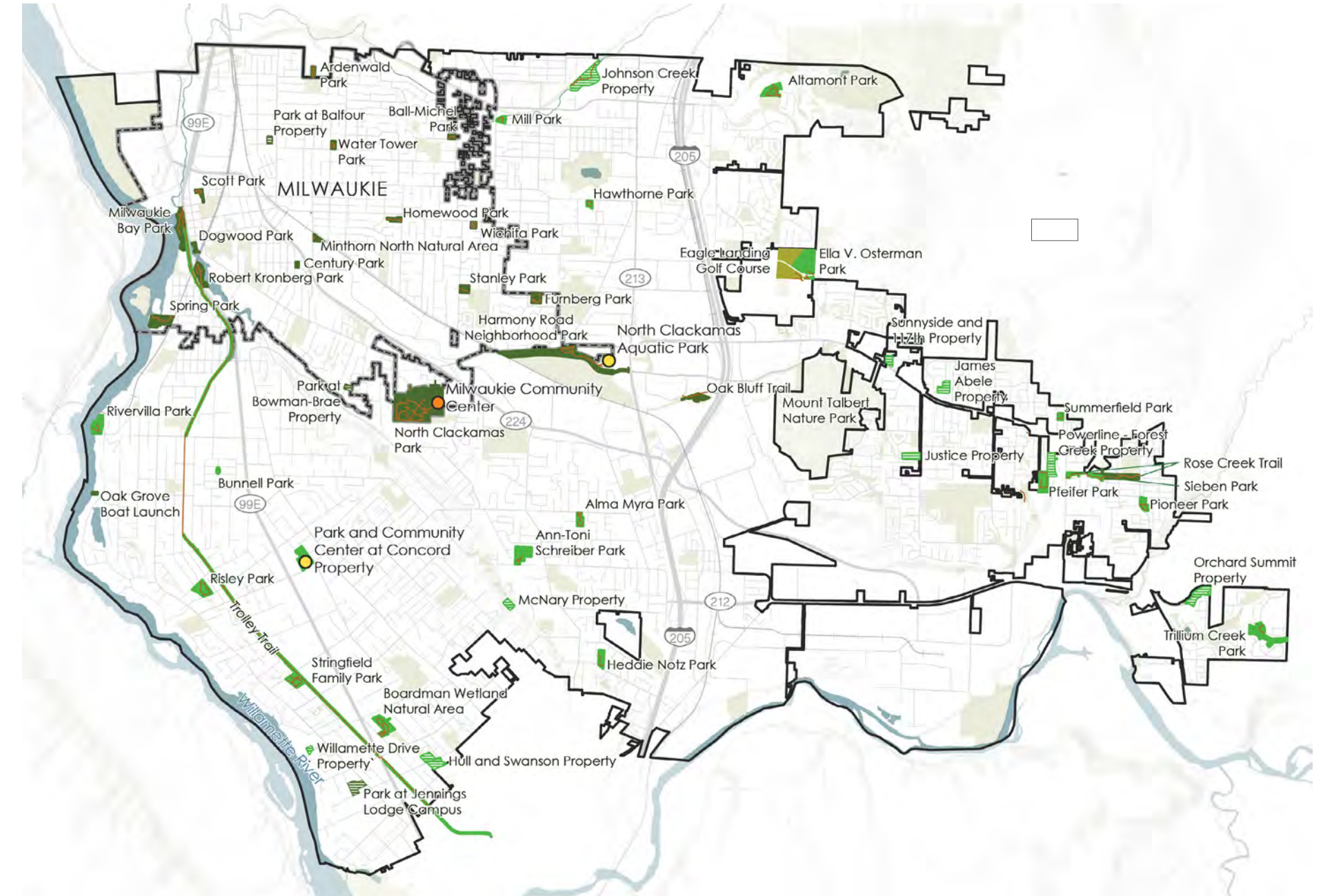
- **Level of Service** evaluates park standards, the number of acres within the park system, and the distribution of parks and trails for accessibility and walkability.
- **Benchmarking** compares similar community characteristics, such as park acres per resident, program offerings, and operational spending.



- **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



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)

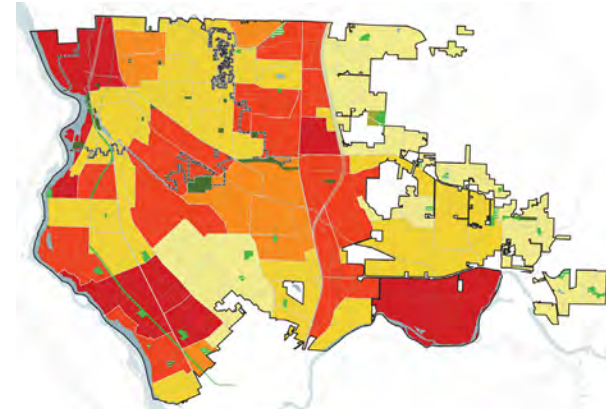


Figure 13: Environmental Burden Module (EBM)

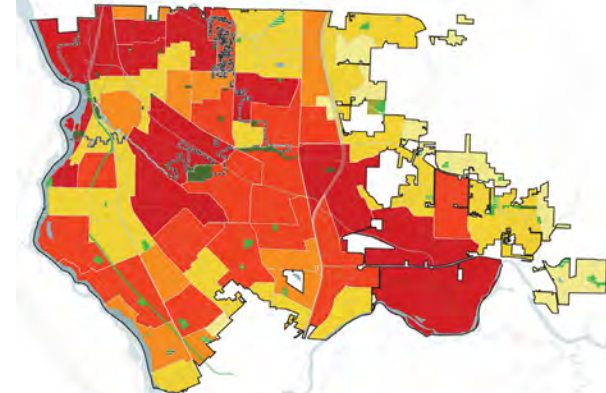
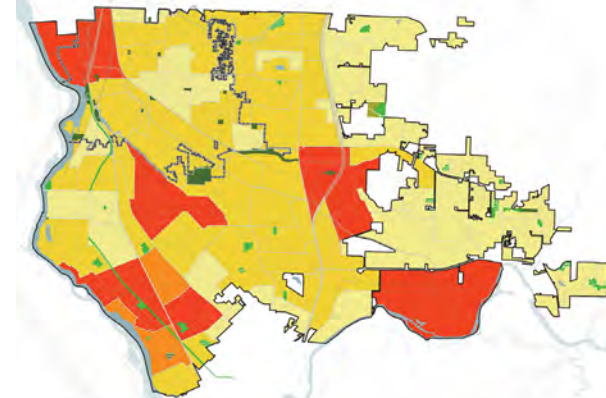
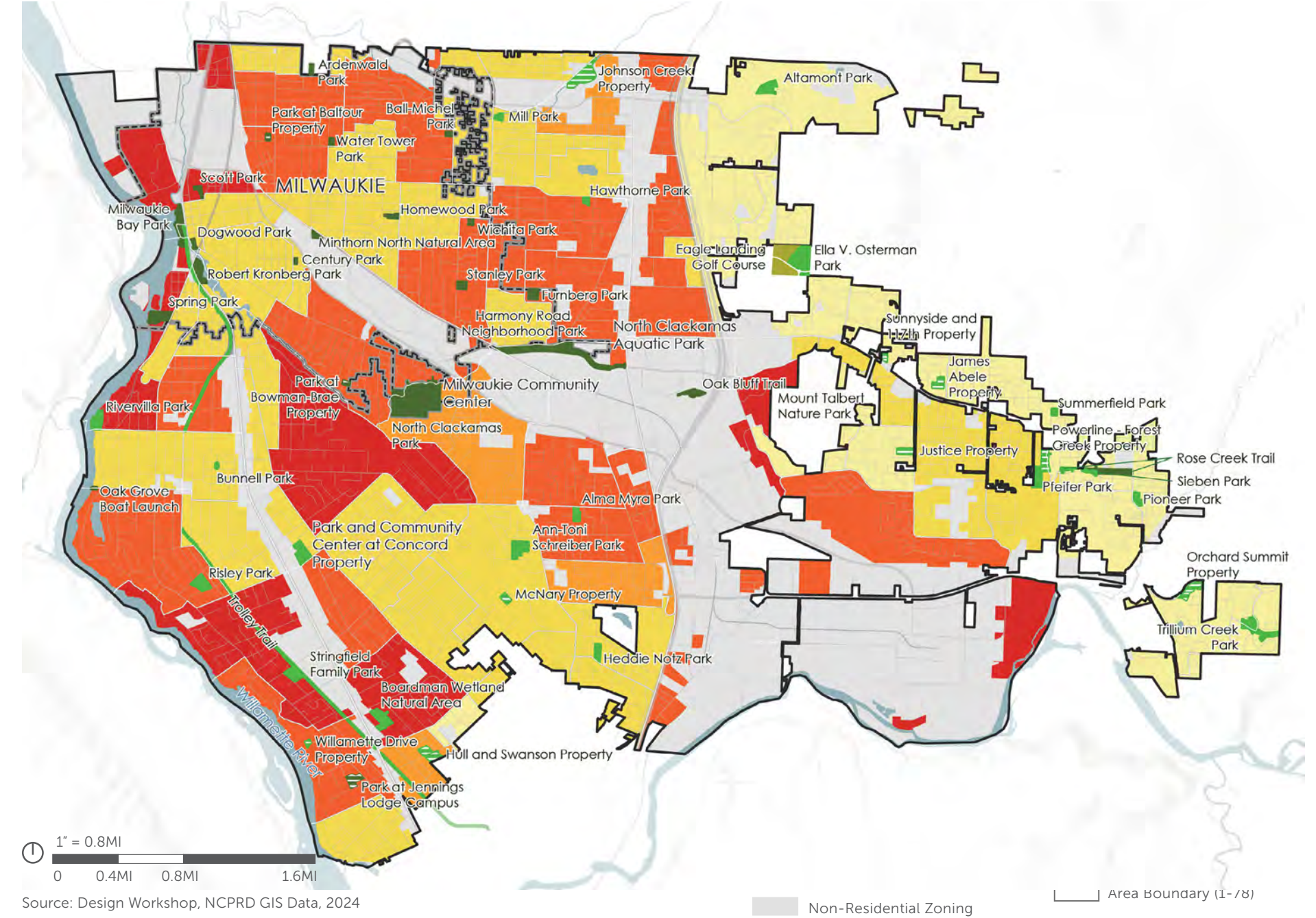


Figure 14: Health Vulnerability Module (HVM)



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.

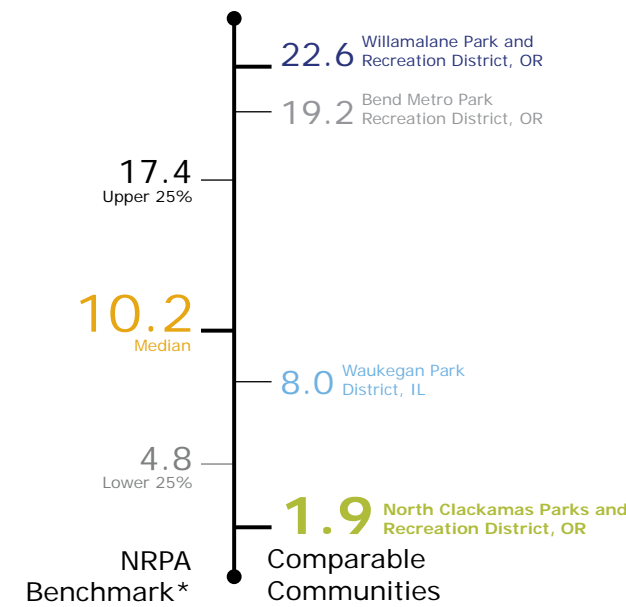
Number of Residents per Park

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

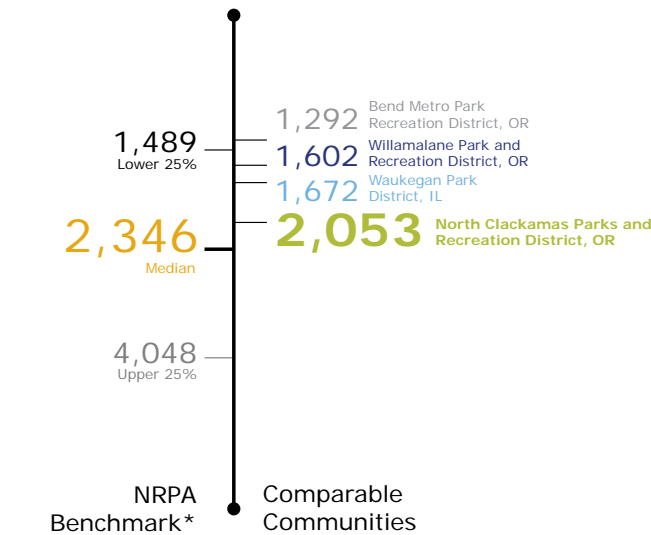
While NCPRD has a sufficient number of parks relative to its population, most parks are relatively small, resulting in low overall park acreage per resident. As NCPRD looks to grow its system over time, it should consider larger community parks to help increase the overall acreage of parkland available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

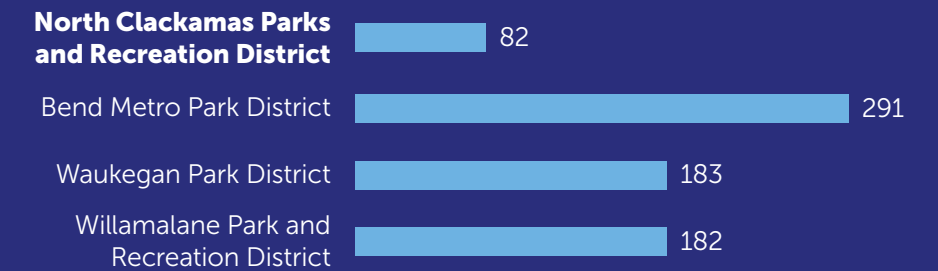
Staffing Levels

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.

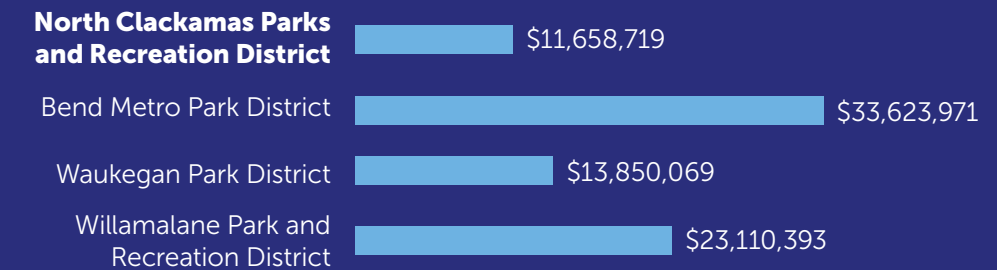
BENCHMARKING COMPARISONS

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

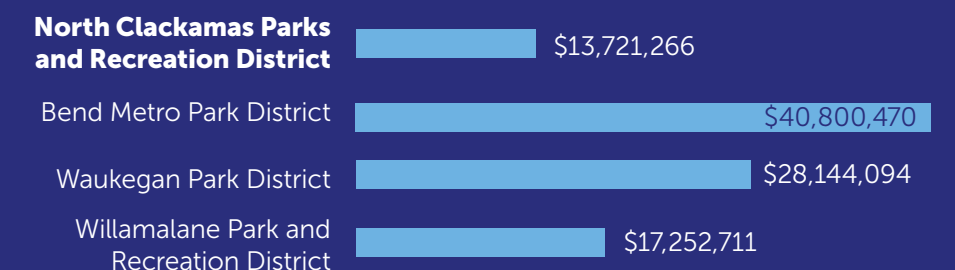
Staffing Levels By District (FTE Positions)



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

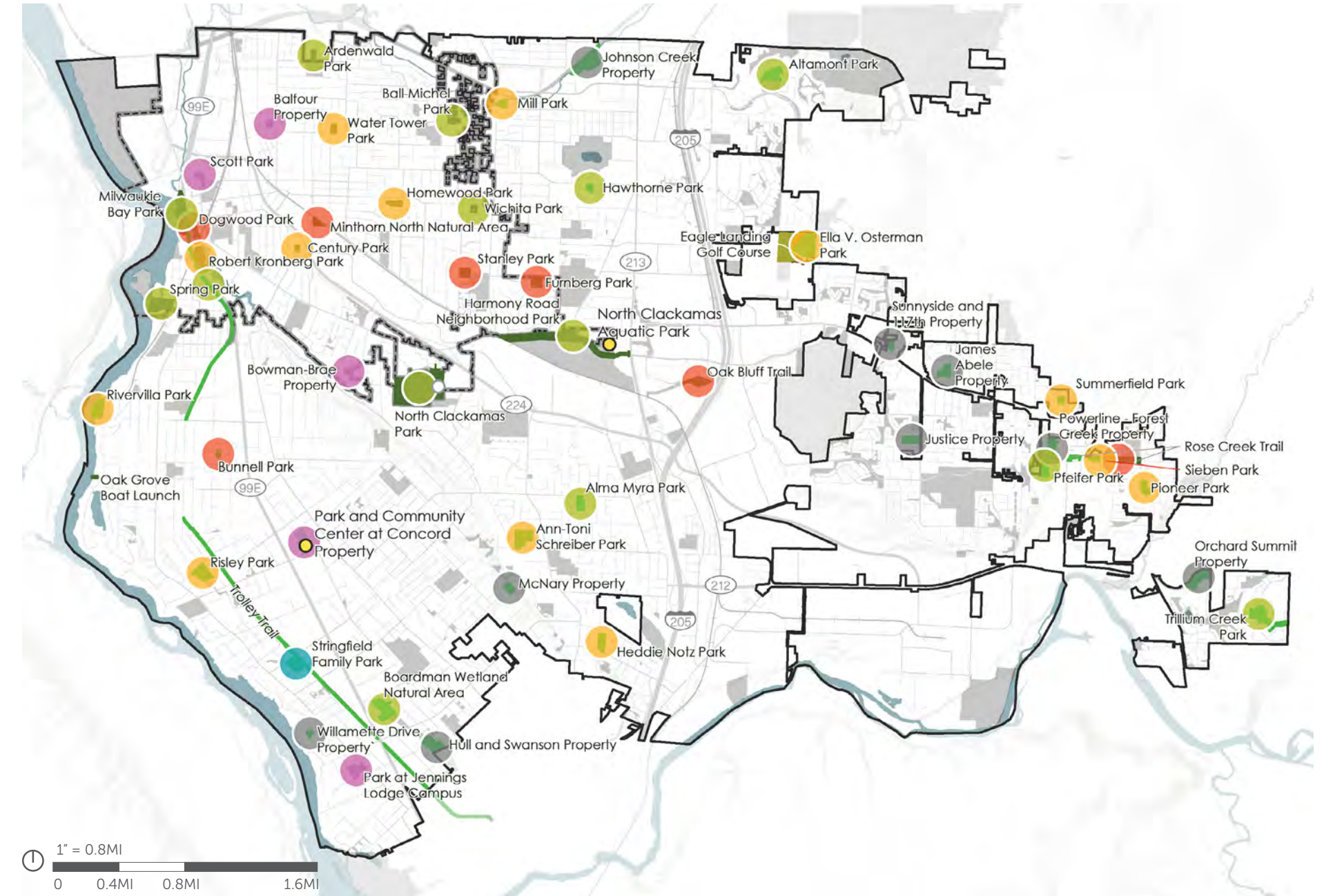
36% Fair

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

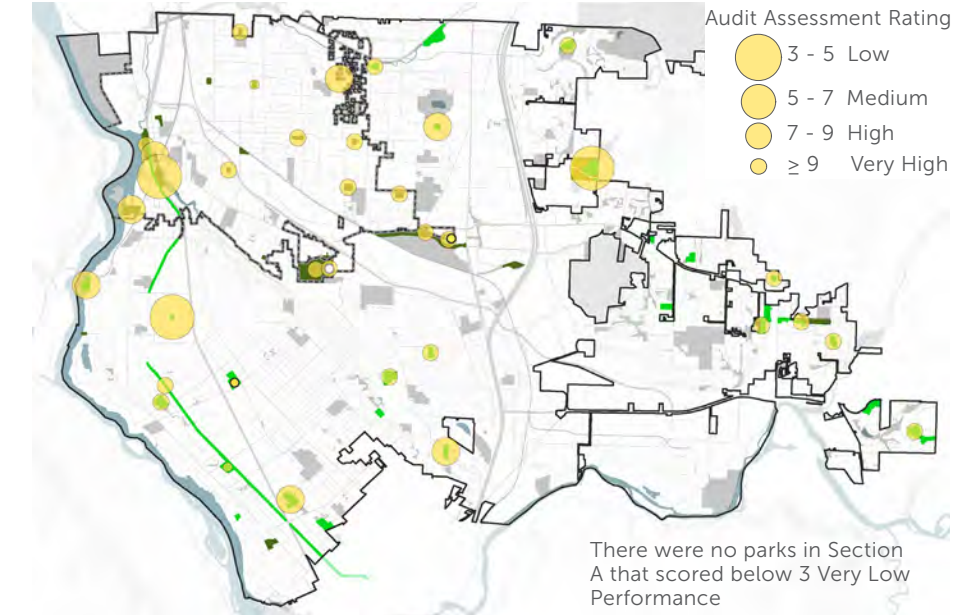


Figure 20: Activities and Interests

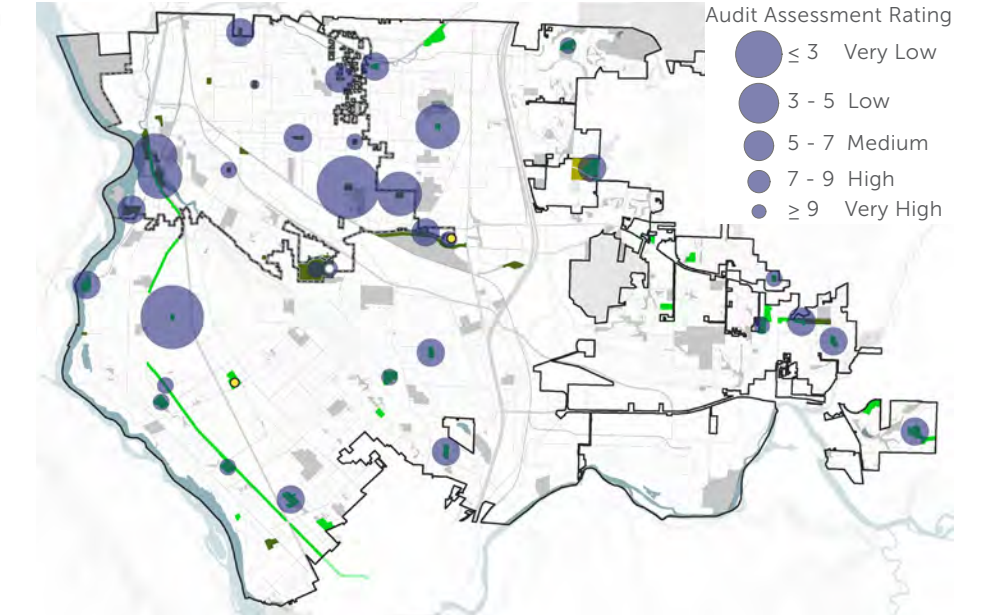


Figure 21: Comfort and Safety

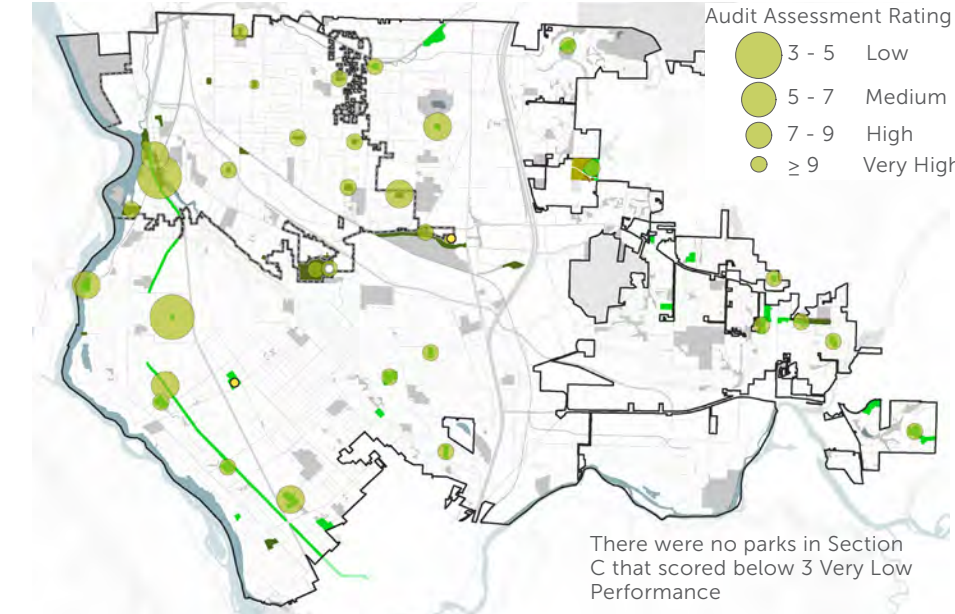
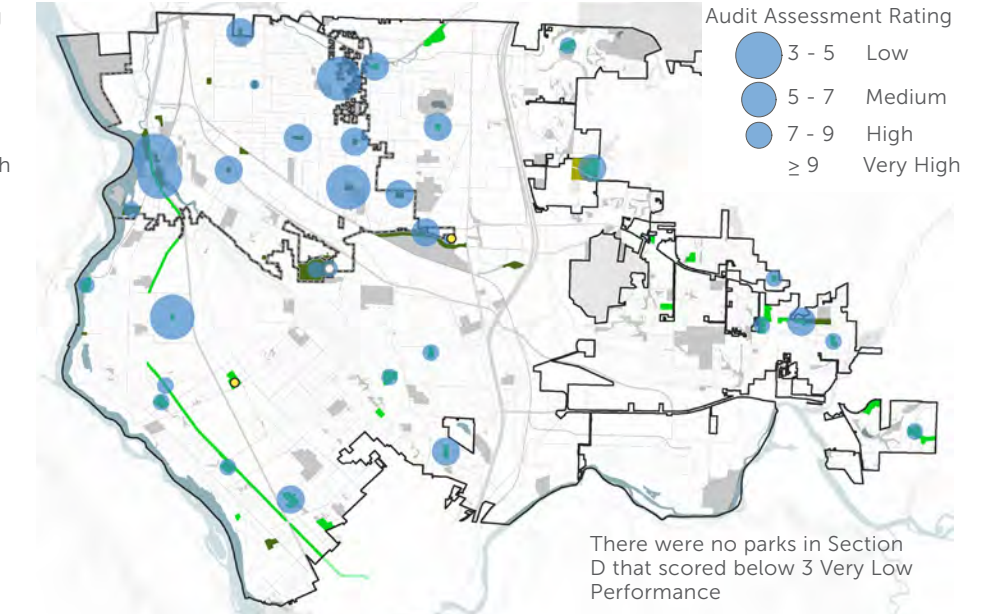


Figure 22: Use Levels



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.

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.

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.





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:

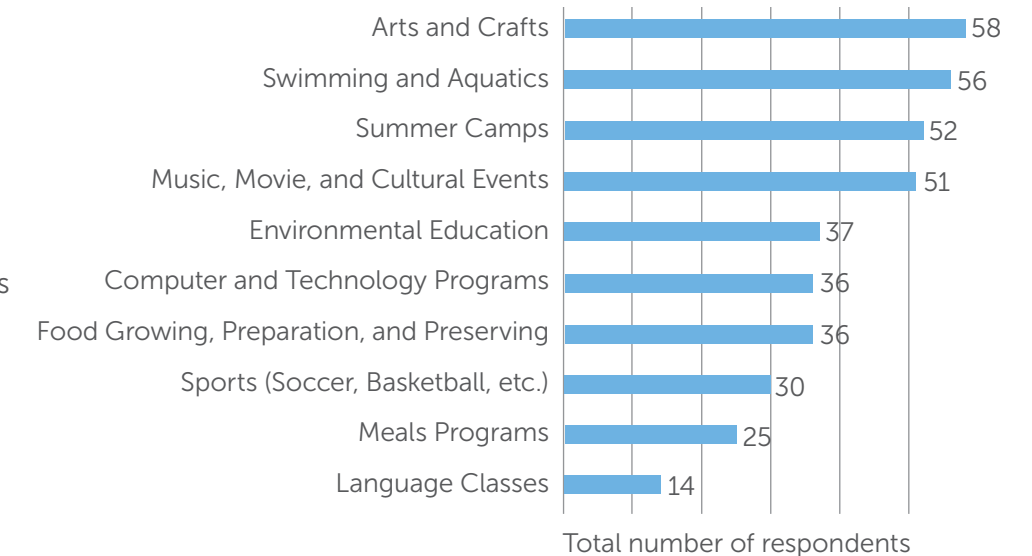
- Waterplay or splash pads
- Natural areas and nature-themed programs

Most desired facilities:

- Indoor-outdoor swimming and aquatics
- An indoor gymnasium



STICKER ACTIVITY, DESIRED PROGRAMMING



Source: Youth Engagement Sticker Results

COMMUNITY SURVEY

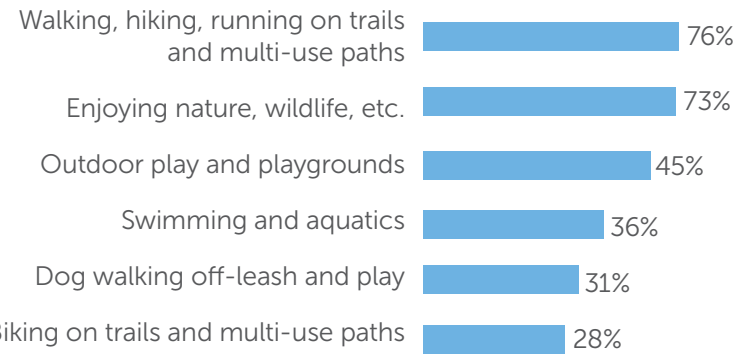
COMMUNITY SURVEY OVERVIEW

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

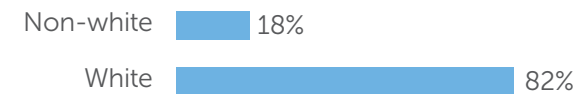
Length of Residency



Age of Respondents

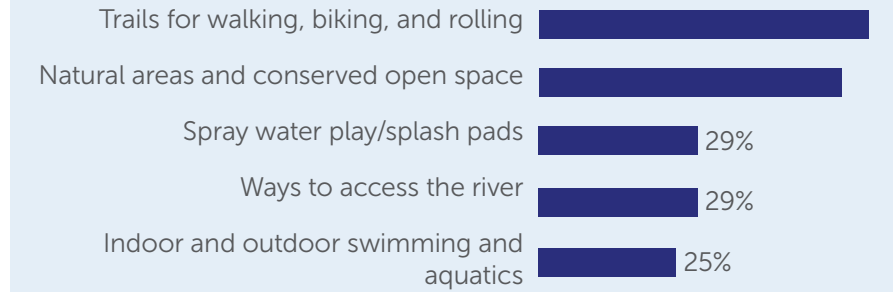


Respondent Cultural Identity



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

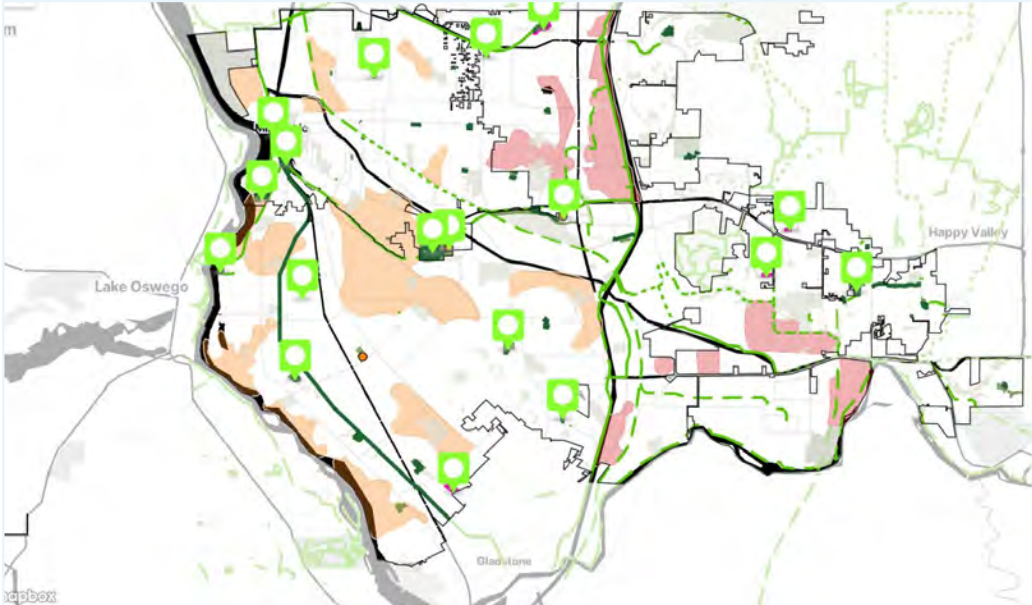
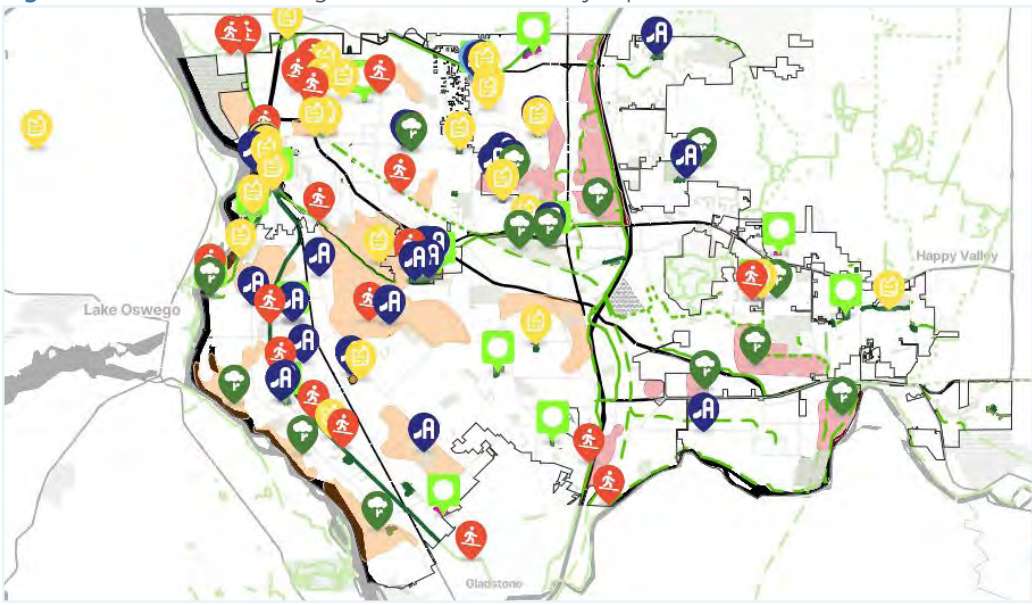


Figure 24: Vision Plan Diagram After Community Input



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

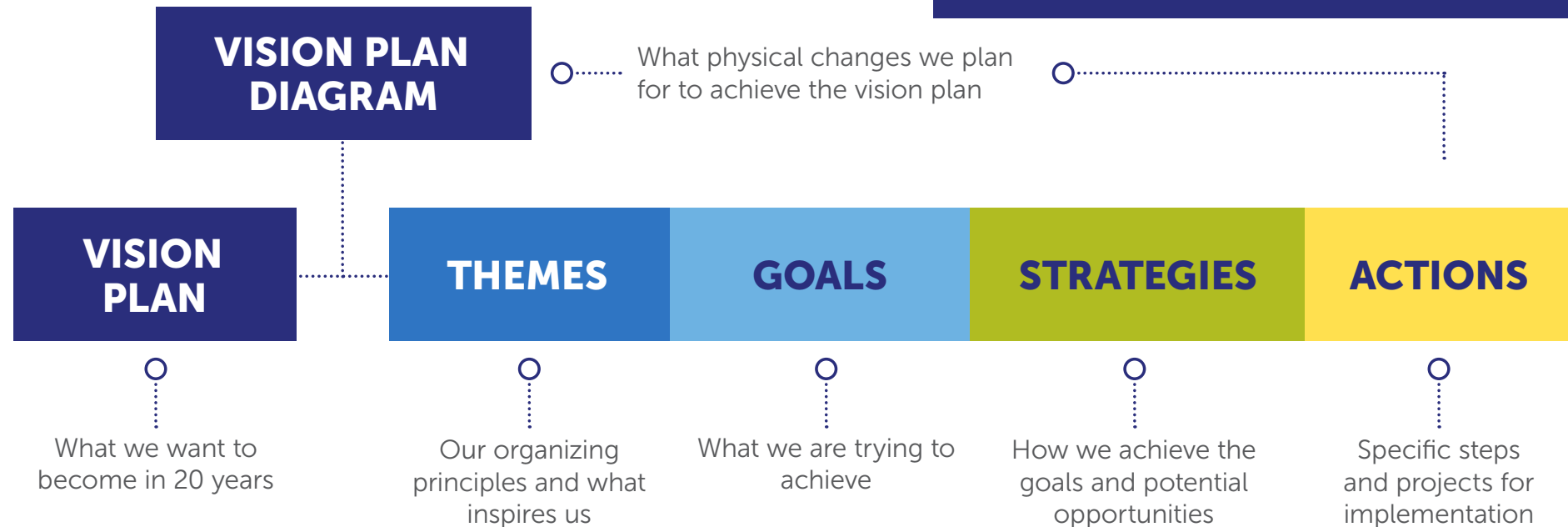
PLAN FRAMEWORK

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 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.

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.

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.

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

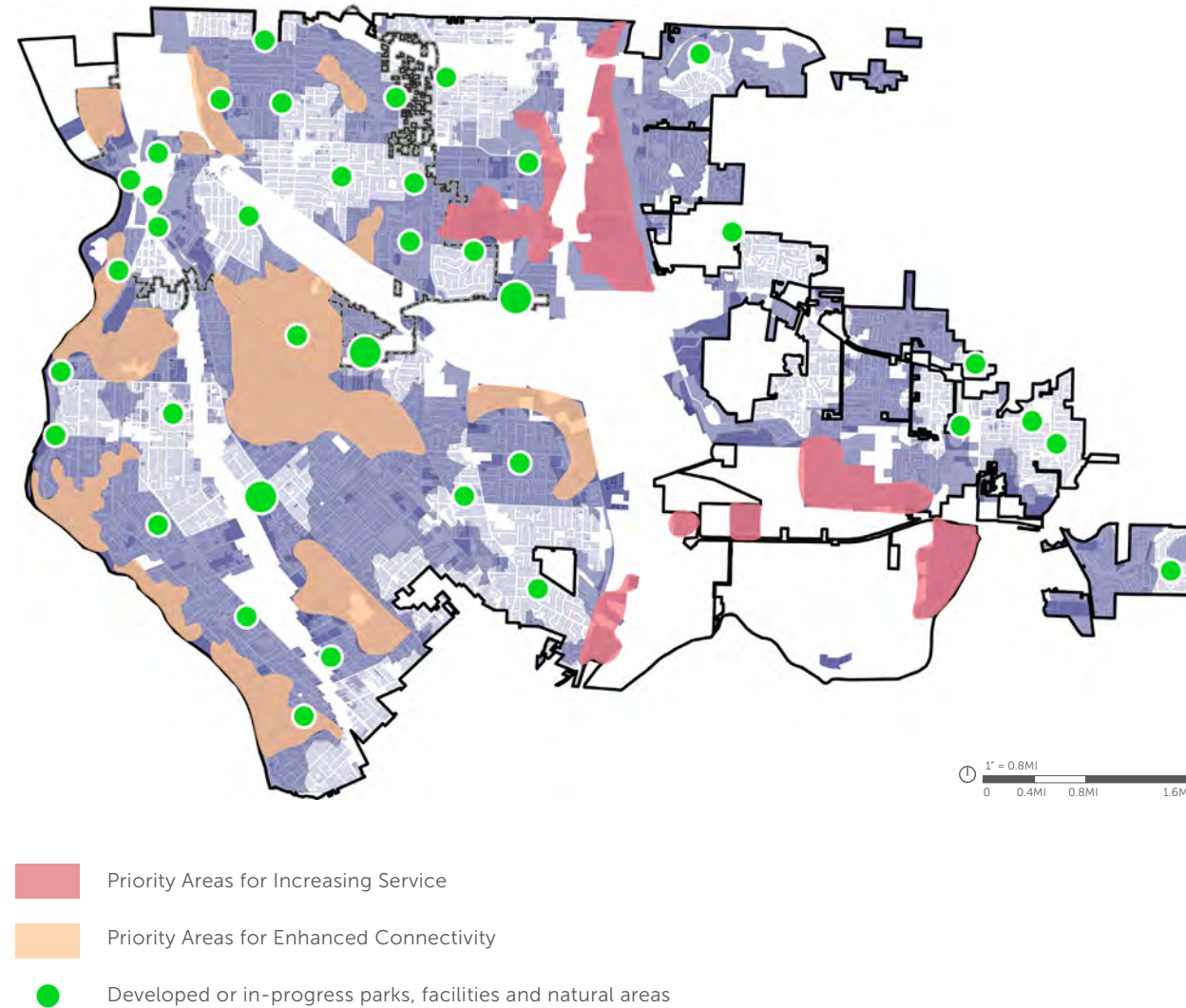
IDENTIFIED PRIORITY AREAS

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.

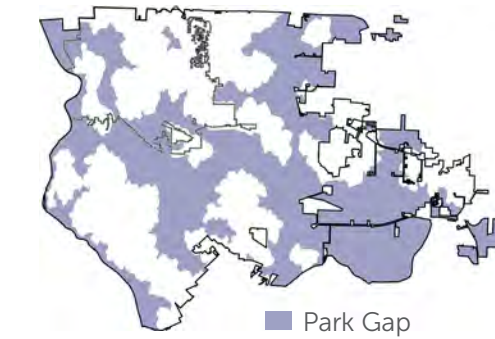
Figure 25: Priority Areas Map



ASSESSMENTS TO IDENTIFY GAPS IN SERVICE AREAS

Park Access Gaps

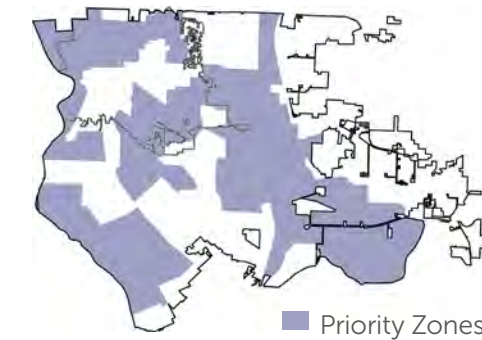
Areas outside of NCPRD's 10-minute Park Walkshed Analysis.



+

Environmental Justice Priority Zones

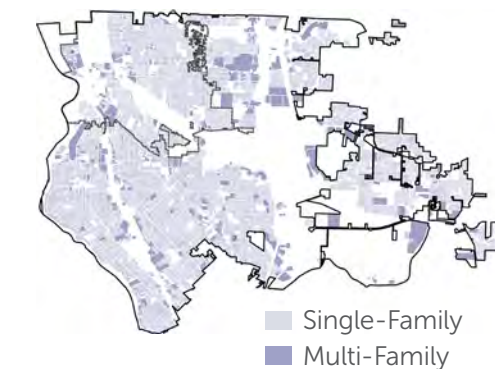
Areas with high and medium combined social, environmental, and health impacts identified through the CDC's Environmental Justice Index (EJI) Analysis.



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Residential Density

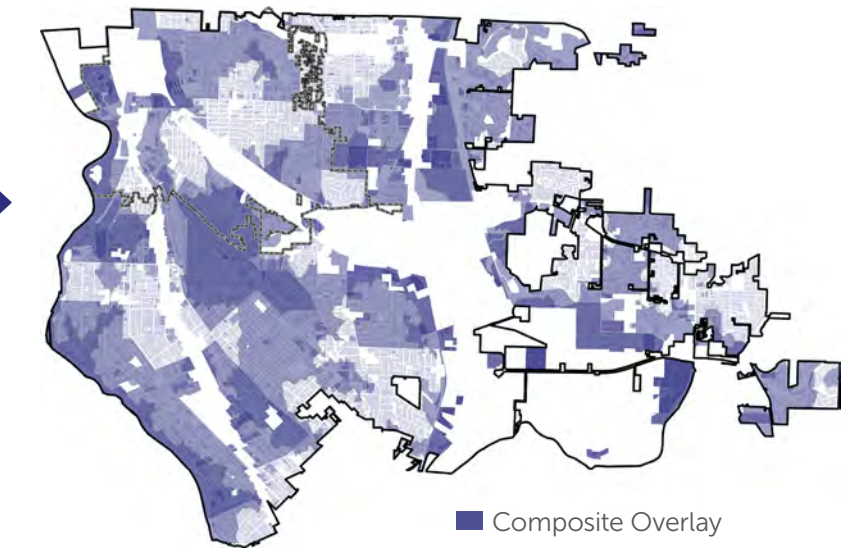
Single and multi-family residential parcels indicating areas of residential density.



→

High Needs Areas Overlay

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



■ Composite Overlay

(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.

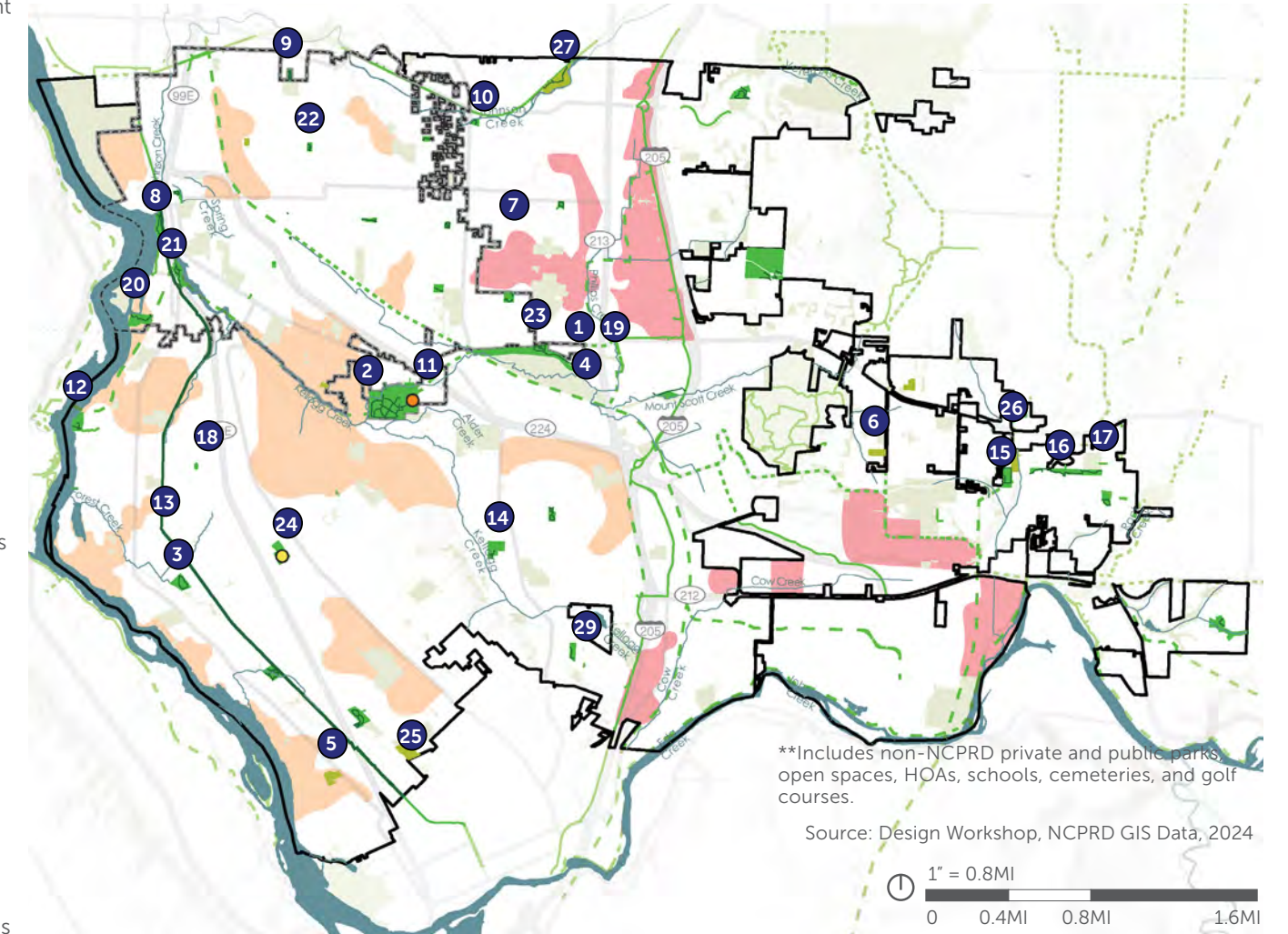
Refer to the project list and map on the following page to see how these future projects align with the Vision Plan and address the needs identified through community input and data analysis.

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

**Includes non-NCPRD private and public parks, open spaces, HOAs, schools, cemeteries, and golf courses.

Source: Design Workshop, NCPRD GIS Data, 2024

1" = 0.8MI
0 0.4MI 0.8MI 1.6MI

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
- Riskey 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.

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

Legend

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

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			
					1	2	3	4
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: <ul style="list-style-type: none"> 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		
<ul style="list-style-type: none"> 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
<ul style="list-style-type: none"> 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			
					1	2	3	4
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			
					1	2	3	4
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			
					1	2	3	4
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			
					1	2	3	4
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			
					1	2	3	4
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	

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		
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	
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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

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



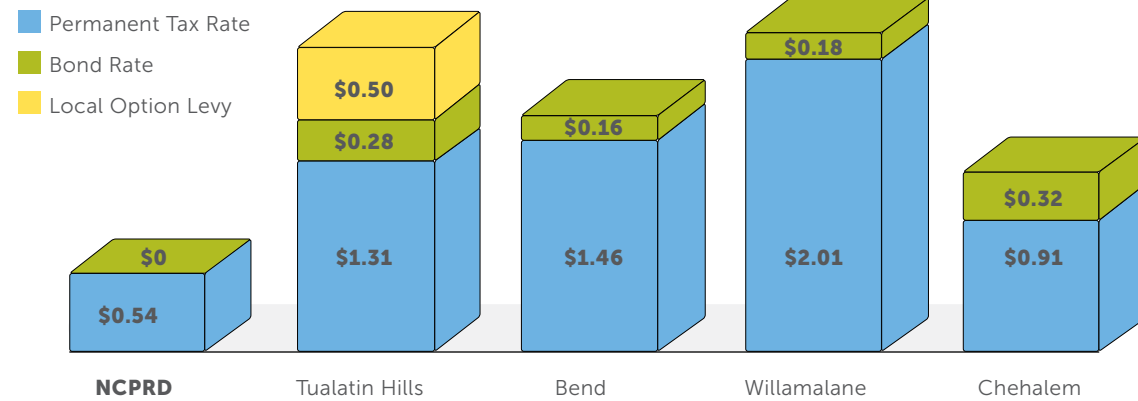
FUNDING MECHANISM

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.

Figure 27: Tax Rate Comparisons, 2024



Source: Design Workshop, NCPRD

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.

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](#)

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