



**ADOPTED OCTOBER, 2025
PLAN SUMMARY**



PLAN SUMMARY

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

INTRODUCTION

WHAT IS A SYSTEM PLAN?

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

WHY UPDATE THE SYSTEM PLAN?

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

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

HOW WAS THE SYSTEM PLAN CREATED?

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

HOW TO USE THIS DOCUMENT

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

Chapter 1: Introduction to NCPRD

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

Chapter 2: Parks and Recreation Evaluation

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

Chapter 3: Public Engagement

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

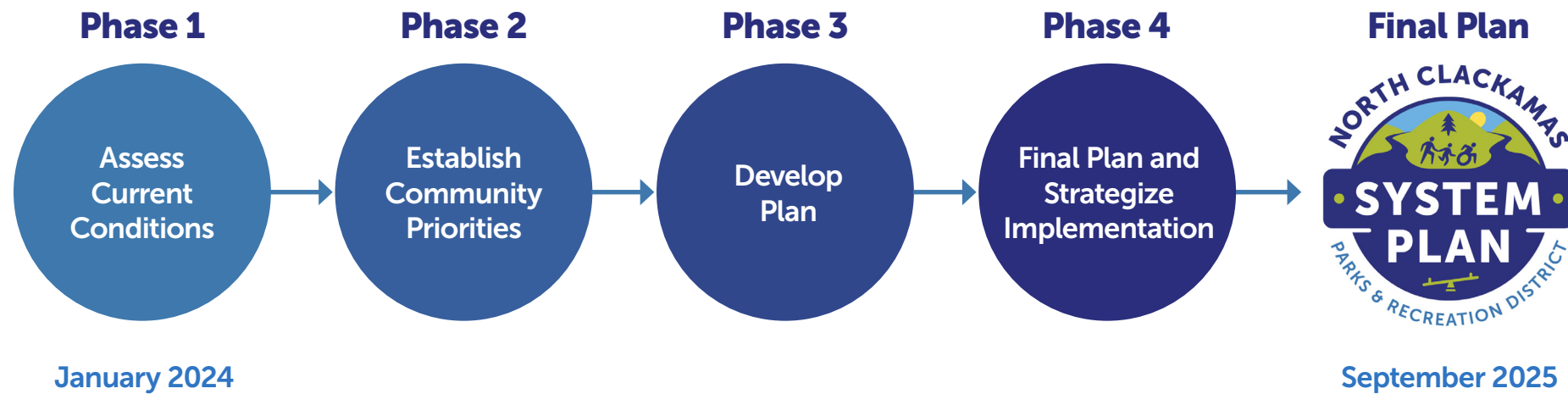
Chapter 4: Plan for the Future

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

Chapter 5: Implementation

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

Planning Process



NEEDS ASSESSMENT

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

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

SYSTEMWIDE ANALYSIS

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

COMMUNITY ENGAGEMENT

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

KEY COMMUNITY NEEDS IDENTIFIED THROUGH NEEDS ASSESSMENT

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

SYSTEMWIDE ANALYSIS KEY FINDINGS

Level of Service (LOS)

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

Park Distribution and Access

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

Benchmarking

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

Condition and Quality Assessment

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

Park Perception Assessment

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

Recreation Trends

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

Programming Assessment

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

Operations and Maintenance Assessment

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

Environmental Justice Index (EJI) Assessment

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

ENGAGEMENT SUMMARY

COMMUNITY AND STAKEHOLDER ENGAGEMENT



8 Focus Groups
70 Participants

22 Presentations to
Community Organizations

6 District Advisory
Committee (DAC) Meetings



2 Community Surveys

282 Random Sample Survey
Respondents

2,262 Open Participation
Survey Respondents



22 Pop-Up Tabling Events
13 Community Navigators



164 Online Engagement
Contributions

306 Online Engagement Votes

COMMUNITY INSIGHTS

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

1 CURRENT OFFERINGS

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

2 FUTURE OFFERINGS

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

3 DESIRED IMPROVEMENTS

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

4 PRIORITIZATION

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

5 FUNDING

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



CHALLENGES

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

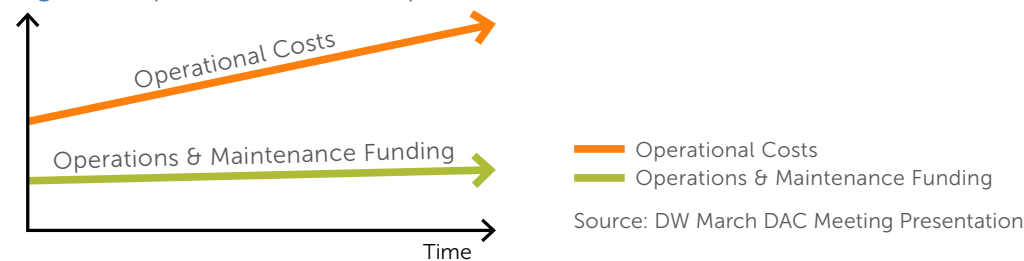
FUNDING DEFICIENCY

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

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

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

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



KEY BUDGET CHALLENGES



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

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

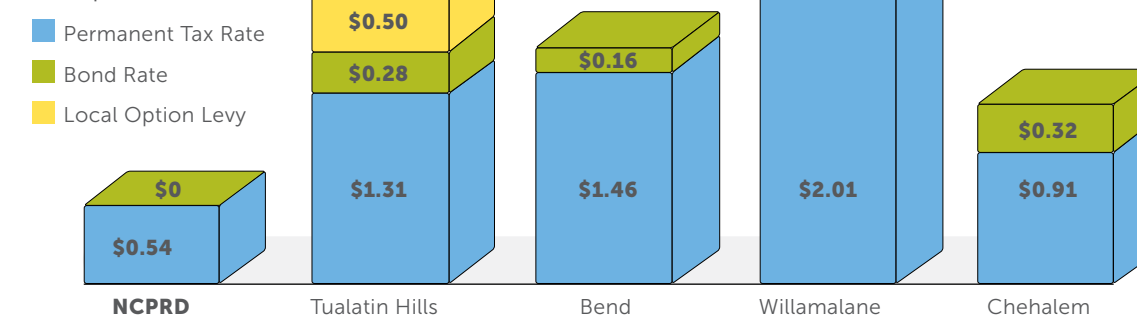
OBSERVATIONS AND CONSIDERATIONS

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

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

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

Figure 3: Tax Rate Comparisons, 2024



Staffing Limitations

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

Providing More with Less

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

Aging Infrastructure and assets

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

Meeting Expectations with limited Resources

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

NEXT 20 YEARS

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

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



MISSION STATEMENT

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

VISION STATEMENT

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

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

PLAN FRAMEWORK

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



THEMES AND GOALS



THEME 1

Care for and Invest in Parks and Recreation

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



THEME 2

Connect to Nature

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



THEME 3

Play for All

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



THEME 4

Enrich our Community

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

Goals

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

Goals

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

Goals

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

Goals

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

WHAT'S NEXT

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

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

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

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

PRIORITY ACTION ITEMS

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

SHORT TERM QUICK-WIN IMPROVEMENTS



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

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

LONG TERM IMPROVEMENTS



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

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



CAPITAL IMPROVEMENT PROJECTS SEQUENCING

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

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

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

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

SHORT TERM PROJECTS 0-5 YEARS

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

MID TERM PROJECTS 5-10 YEARS

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

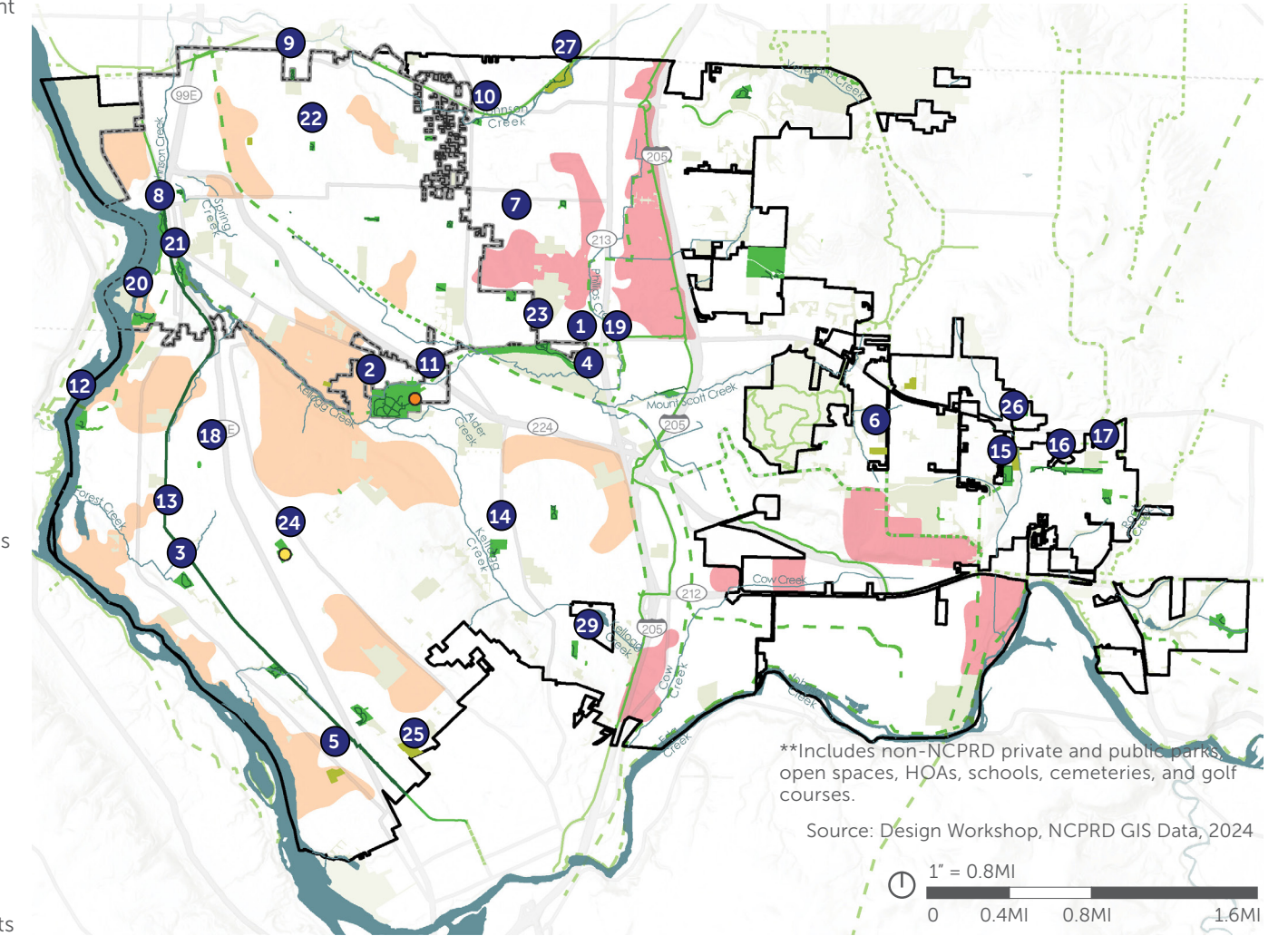
LONG TERM PROJECTS 10+ YEARS

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

VISION PLAN AND CAPITAL IMPROVEMENTS PROJECT LIST

Figure 4: Vision Plan and Capital Improvements Project List

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



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