

**MILWAUKIE CITY COUNCIL  
WORK SESSION  
MARCH 18, 2002**

The work session came to order at 5:30 p.m. in the City Hall Conference Room.

City Council present: Mayor Bernard and Councilors King and Newman.

Staff present: City Manager Swanson, Community Development/Public Works Director Rouyer, Police Chief Kanzler, Assistant Planner Nesbitt.

### **Information Sharing**

The group discussed board and commission applicant interviews and scheduling regular meetings with the advisory groups to review issues and work plans.

### **Open Public Forum**

Neighborhood District Association (NDA) Leadership representatives Dolly Macken-Hambright and Edie Kerbaugh, Linwood; David Aschenbrenner, Hector Campbell; Art Ball, Lewelling; Teresa Bresaw, Lake Road; and Ed Zumwalt, Historic Milwaukie, were in attendance. The Leadership wished to reaffirm its support for the Community Goal of acquiring the Milwaukie Middle School property. Zumwalt added this site is the heart of Milwaukie and urged the Council to find a way to purchase the property when it becomes available for a much-needed community center. Aschenbrenner commented that the NDAs had recently returned a portion of their grant funds to carry over to the next budget cycle. He suggested citizens get involved with the process and let the Budget Committee know their priorities. Ball added the Leadership might be willing to make another donation in the future as long as the neighborhood grant program is not cut.

Swanson referred to a letter from the NDA Leadership to the Clackamas County Board of Commissioners regarding future library funding. He understands from the Board that allocations to city libraries may be reduced because of general fund shortfalls. Library allocations, however, will not be tapped to make up law enforcement shortfalls if the May levy fails.

Councilor King asked for suggestions on how to keep the Middle School acquisition a goal while maintaining a good working relationship with the Waldorf School.

Aschenbrenner thought giving the City first right of refusal was a step in the right direction and added Waldorf agrees to make the property available for community use.

## **Board and Commission Interviews**

The City Council interviewed Jean Michel for the Budget Committee, Gary Klein for the Riverfront Board, Donald Hammang for the Planning Commission, and Ed Zumwalt for the Library Board.

## **Roadside Memorials**

Rouyer explained a team was assembled to evaluate roadside memorial issues and prepare a proposal for Council direction.

Susan Stone, Traffic Safety Board (TSB), said the appointed advisory group discussed roadside memorials at its last meeting. The main concern is memorial sign placement since there are many signs drawing drivers' attention. She felt the sign could serve both as a remembrance of a loved one and as a safety reminder to motorists. The Board recommends researching how other jurisdictions in the region are addressing this type of community request. It further suggests the City be responsible for making the signs so they will be uniform and charging the person ordering the sign a fee to recover expenses. The group also feels plantings would be a suitable memorial. The Board would like to review any refined proposal before the Council makes its final decision.

Mayor Bernard commented the Portland City Council has not considered roadside memorials.

Barbara Cartmill, Planning Commissioner, offered Ms. Magee-Gonzales her condolences and explained her comments were general and not related specifically to this incident. She said safety is the foremost issue, and spontaneous memorials with balloons and signs can cause pedestrians and drivers to stop and inadvertently disregard safety. If the right-of-way were changed in the future, these memorials could be displaced. Cartmill feels grieving is a very personal process, and the right-of-way may not be the appropriate place to display one's grief. As a resident, she has concerns with ongoing roadside memorials. She thinks the proposal could be more specific as to when memorials are appropriate and should address mutual consent in accidents involving more than one person. Cartmill believes 90-days is adequate for a temporary memorial.

Donna and Danielle Harris, owner and resident of the property at 45<sup>th</sup> Avenue and Railroad Avenue, spoke on the issue from the perspective of the adjacent property owner and resident. She urges that the adjacent property owner be considered in placement of a permanent memorial and that ongoing access and maintenance responsibilities be addressed. Others who have lost loved ones may not wish to be reminded on a daily basis of their own losses. If Magee-Gonzales decides on a permanent memorial, Harris suggests it be placed on the south side of Railroad Avenue. Personally, she is not against honoring a person and reminding others to drive safely, but she finds the current memorial distracting and difficult for the residents on the corner.

Denise Magee-Gonzales believes Railroad Avenue is unsafe and needs improvements.

Mayor Bernard asked Magee-Gonzales how she felt about Hector Campbell School's offer to plant a tree and put a memorial on the school grounds in her son's memory.

Magee-Gonzales said the corner of 45<sup>th</sup> Avenue and Railroad Avenue is the spot she lost her son. She does not feel a sign is a good alternative for this type of road. She showed photos of the types of flat, stone memorials allowed in Lake Oswego.

Councilor Newman said the City Council needs a solution that can be applied throughout the community. It is important to remember the needs of adjacent neighbors while memorializing a loss in either a temporary or permanent manner. He noted the ongoing maintenance obligation and felt the tree planting and memorial on the Hector Campbell School grounds would be appropriate.

Stone said the Traffic Safety Board had talked about marking a place of memory with simple plantings such as spring bulbs. She supported the idea of a tree and marker at the school.

Harris commented that the ground in the public right-of-way in that area is very uneven, so trimming the grass around the marker presents some problems for the property owner. She noted curfew violations related to the memorial.

Magee-Gonzales thought the tree at Hector Campbell sounded nice.

Rouyer added, when road improvements are made, some vegetation might be removed to make the road safe. She offered to work with Hector Campbell School on the tree planting and memorial. She also advised the neighbors to call the police department when they notice curfew violations.

Councilor Newman believed the temporary memorial policy should address pedestrian obstructions. Standards for permanent memorials should address Harris's comments on adjacent property owner's needs and Cartmill's comments on mutual consent.

Councilor King believed temporary memorials should be limited to 3 months and understood the Traffic Safety Board would review the final proposal as would the Planning Commission if it is a sign code amendment. She had some concerns with the use of religious symbols on permanent memorials.

Councilor Newman thought Stone's comments about sign uniformity and full cost recovery by the City were good.

Magee-Gonzales suggested lowering the speed limit on Railroad Avenue and increasing traffic enforcement.

Stone has concerns about drivers passing on Railroad Avenue and felt the road should be double-striped. The City would probably have to petition the state in order to lower the speed limit.

**Council Direction: finalize the proposal based on discussion and remove temporary memorial immediately.**

### **Intergovernmental Agreement with Clackamas County District Attorney**

Kanzler discussed an upcoming consent agenda item which proposed entering into an intergovernmental agreement with the District Attorney's office to provide legal services to seize assets derived from criminal enterprise. Last year's legislature enacted uniform statutory schemes to provide the procedural and logistical framework for all non-federally based civil and criminal forfeiture actions in the state.

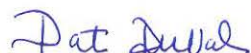
### **Proposed Parks District 2002 - 2003 Budget and Master Plan**

Mike Henley, North Clackamas Parks District (NCPRD) Director, discussed the upcoming budget and master plan process. The District budget looks extremely tight, so it will probably put a bond measure or local option levy for operations and maintenance on a future ballot. Each department is developing a 3% turn back budget, and the only new funding requests are for a park planner position and vandalism repair. Among other revenue enhancing strategies, the District is considering a parks system development charge increase. The ultimate impact of the state budget on the Milwaukie Center operations is, as yet, unknown.

Henley reviewed the District vision and desired outcomes which will drive future program and service recommendations. Discussion paper #5 provides an overview of current programs and services offered by the District and other public and private providers. The goal is to develop service strategies and plan on how to fund operations and improvements. Discussion paper #6 makes recommendations for future parks and facilities needs. He reviewed these elements and proposed implementation strategies in detail for the City Council and audience.

Discussion paper #7 should be ready for Citizen Advisory Committee (CAC) study on April 23. District budget meetings will begin in April.

Mayor Bernard adjourned the work session at 8:45 p.m.



Pat DuVal, Recorder



TO: Mayor and City Council  
FROM: Mike Swanson, City Manager  
DATE: March 11, 2002  
RE: City Council FYI Update

### **MARCH 18, 2002 WORK SESSION:**

The work session commences at 5:30 P.M. with information sharing. Two items that I will bring up are a short report on the Washington, D.C. trip that the Mayor and I made last week together with scheduling a date for a meeting at which Council can consider and set priorities.

- (1) **Open Public Forum-NDA Letter:** The NDAs have drafted a letter to Council regarding the reaffirmation of their fourteen points. They have requested a short session with Council to discuss this matter. A copy of their letter is attached.
- (2) **Roadside Memorials:** At a previous Council meeting a request to amend the City ROW provisions to permit roadside memorials was made during the Audience Participation portion of the agenda. The matter was continued to this date for consideration. Staff is recommending a process whereby an "ad hoc" memorial is permitted for six months. Certain standards are set forth, all of which are designed to enhance safety. After the permitted period, the family may provide for a permanent memorial in the form of a sign—much like those found in the City of Portland. In making this proposal, staff has been careful to balance two often conflicting interests—namely, the need of the family to grieve their loss and the safety of the travelling public.
- (3) **Intergovernmental Agreement (IGA) with Clackamas County District Attorney:** The 2001 legislature, in response to the debilitating effect of Ballot Measure 3 to fund expensive and long-term drug investigations, enacted Chapters 666 and 780 Oregon Laws (2001). These laws provide the procedural and logistical framework for all non-federally based civil and criminal forfeiture actions occurring in the State of Oregon. Council will consider a resolution in the following night's Consent Agenda which authorizes the Mayor to sign an IGA allowing the District Attorney to act as Milwaukie's forfeiture counsel to prosecute criminal asset forfeitures.

- (3) Proposed Parks District 2002-2003 Budget and Master Plan:** District Manager Mike Henley has requested time on your agenda to present the proposed budget and master plan.

### **MARCH 19, 2002 REGULAR SESSION:**

The regular session commences at 6:00 P.M.

- (1) Citizen Commendations:** City Council is asked to join Chief Kanzler in recognizing Bill Coy, Water Operations Utility Worker, and Kim Saul, a Milwaukie resident, for their contributions to the safety of our community.
- (2) Clackamas County Law Enforcement Levy:** The Sheriff and District Attorney are appearing to explain the levy that is before the voters at the May, 2002 primary election. I suspect that they will be requesting an endorsement of the levy. I recommend that you listen, ask questions, and ask that staff develop a recommendation for consideration at a future Council meeting. They will in all likelihood request a recommendation by a date that permits them to include an endorsement in the voters' pamphlet. We need not to be driven by their needs, but, rather, we need to ensure that our full study is completed.
- (3) Fire Suppression Fee:** The proposed resolution adopts a permit fee for one- and two-family fire suppression systems.
- (4) 2001/2002 Waterline Improvements -- Phase 1 Bid Award:** As part of ongoing improvements to the water system capacity and reliability, 2 sections of the existing system piping are being replaced with modern materials. The design project was put out to public bid, and 17 contractors responded. Staff recommends award to Landis and Landis Construction, the low bidder at \$179,933 plus a staff-monitored contingency of 10%.
- (5) Lava Drive Booster Pump Station Replacement Engineering Design:** During the Water Master Plan process, the consultant confirmed the need for a solution to pressure and supply problems in the northwest corner of the City. MSA was selected for a detailed pre-design of the possible solutions to this problem. The pre-design phase is complete and an alternative selected. Staff recommends going forward with MSA for the final design so construction may proceed as soon as possible.
- (6) IGA with Clackamas County District Attorney:** See summary under work session item #3.
- (7) Authorize Staff to Negotiate for Management Information Software:** The Budget Committee and subsequently Council approved \$305,000 to purchase management information system (MIS) software during the 2001 -

2002 fiscal year. After completing the many stages of the public contracting process, staff is asking Council to authorize negotiations with Incode of Lubbock, Texas, for MIS software. The cost, \$236,783, is within the amount budgeted in capital improvements, and staff is optimistic that essential financial modules will "go live" on July 1. It should be noted that the Planning, Engineering, and Building departments have opted for no software citing unknowns relating to each product selected for consideration. Funds earmarked for software to serve these departments will not roll over and will likely be applied to other projects in the 2002 - 2003 budget.

## **OTHER ITEMS OF INTEREST**

- (1) **Qwest:** On March 1, Judge John Jelderks ruled in the cities' favor in the Qwest lawsuit. The payment date, however, is uncertain at this time. JoAnn recommends reading the attached news story for a good summary of the case.
- (2) **Town Hall:** Congressman Earl Blumenauer and Representative Carolyn Tomei will co-host a Town Hall meeting Saturday, March 23rd, at the SMILE Center, 8210 SE 13<sup>th</sup> Avenue, Sellwood, at 10:00 am. Congressman Blumenauer will discuss the federal budget, and Rep. Tomei will report on the special legislative sessions that were convened to remedy the state budget shortfall. Tomei will also give an overview of the recent state redistricting.
- (3) **Waldorf School:** The land use application for Waldorf School is being delayed again to resolve staff concerns about their traffic study and the potential need for a Natural Resources Overlay application. The matter will not be heard by the Planning Commission on March 26, 2002, as previously reported. A tentative hearing date will be publicized when more is known.
- (4) **Planning Commission Meeting:** The following applications are tentatively scheduled for the Commission's April 9, 2002, public hearing: Centex Homes subdivision located on Lake Road; Community Service Overlay application by Tri-Met to site a 39-car commuter park-and-ride at the Northridge Church parking lot on Harrison Street between 28<sup>th</sup> and 29<sup>th</sup> avenues.
- (5) **Clackamas Education Service District, 4011 SE Lake Road:** The Council's decision on ESD's Community Service Overlay includes a requirement to study traffic impacts after the building is occupied for a period of time. Staff is working with ESD on this requirement. The matter is expected to be scheduled for a Council hearing within a month or so.
- (6) **North Industrial Area:** Vendor selection for the North Industrial Land Use grant project is underway. Staff is working with ODOT and expects to have a decision within a couple of weeks. Next steps include preparing an intergovernmental agreement with ODOT for Council approval.



To: Mayor and City Council

Through: Mike Swanson, City Manager; Michelle Gregory Neighborhood Services Manager

From: Milwaukie Neighborhood Leadership

Subject: Milwaukie Junior High School

Date: January 18<sup>th</sup>, 2002

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### Action Requested

This report is a conveyance of the NDA leadership position regarding the Milwaukie Junior High Site. It is also a staff assessment of the organizational impacts of their request. The Neighborhoods would like to reaffirm their support for the Council/Community Goal of acquiring this site in the long term and request that Council direct resources toward the development of a long term plan for public acquisition, rehabilitation and reuse of the site. They also suggest that this effort be planned with more aggressive outreach to cultivate broad community support over time.

### Background

The Neighborhood Leadership discussed the current status of the Junior High Site at their quarterly meeting of Dec. 5<sup>th</sup>, 2001 (The excerpt notes from this discussion are attached.) During the discussion the group decided that a letter of support and a reminder of this as a priority should come from the NDA leadership and be forwarded to the City Council. This report conveys the NDA's request and attempts to describe the impact to City resources. The group revisited the status of the Junior High at their March 6<sup>th</sup> quarterly meeting and reaffirmed an interest in conveying this message and discussing the matter with the City Council.

The leadership feels that it is important to remember that public acquisition and reuse of the junior high could fulfill many of the current and growing space needs

for the community. They note that the Library needs to expand if it is to meet service projections, that there is a need for more community meeting space, indoors and outdoors, for gatherings and events. The Milwaukie Museum is also in need of new space, and there has been a proposal to develop a Municipal Court function within the City. In addition, there are space constraints at the Johnson Creek Boulevard facility and City Hall. There has also been a variety of private and civic stakeholders who have expressed interest in the site over the years and the city is in a position to either sustain and pursue these interests or allow them to wane.

The neighborhoods would also like to reiterate that the acquisition of the Junior High for community use was and remains one of their most important 14 points. They feel that the City should dedicate resources toward the development of a plan for reuse of this facility, that involves the community. They also feel that the message about public space needs, should be shared more broadly with the community so that others see this priority as well. They have suggested that a viable proposal be developed and publicized in the PILOT. They are also willing to promote such a proposal through the NDAs.

#### Concurrence

Facility reuse and acquisition options were discussed at the department head level in the course of strategic planning efforts for the current Council/Community Goals in December. Through that discussion staff recognized the long term importance of this facility to the community as a historical and cultural landmark, a public recreation amenity and a place that can meet growing needs for community services, as the community develops over time. They also recognize that the issue has been complicated by recent property ownership changes. And while City's budgetary challenges present several competing priorities, it is possible that the site may be unique in its ability to address and compliment some of those competing needs, both locally and regionally.

Local board and commission feedback on this matter should be reassessed, there has been mixed feedback in the past from the Parks Board, the Library Board, and the Historic Resources Board. Other boards and commissions have not asserted a position. The MDDA has expressed support for public acquisition of the site in the past, though this has not been revisited since the school board's decision.

There is some potential for regional support of this effort. A needs assessment application, that presents a conceptual framework for Junior High Reuse, has been submitted to the Oregon Economic Development Department as a part of their statewide needs assessment process for fiscal year 2003-04. The process is the beginning step toward prioritizing projects for federal and state funding eligibility.

The North Clackamas Parks and Recreation District recently completed a needs assessment survey in which 73% of respondents indicated the need for a community center in our area.

The South Corridor Transportation Study continues to include study of the Junior High Site for a future transit location that would connect downtown Milwaukie with Portland via Light Rail along the Tillamook branch line. There is also support for connecting Milwaukie with suburbs to the west, via commuter rail over the "forgotten bridge" at some point in the future.

### Fiscal Impact

Planning for long term Junior High Facility Reuse would require staff time, volunteer time and probably some consultant services. Acquisition, rehabilitation and operation of the facility would be the appropriate subject of a feasibility study as the costs are likely to constitute a major capital investment. Outreach for such an effort that would both refine and further this long term community goal would also come with a cost, depending upon the level of effort exerted toward such a campaign.

Funding strategies could be explored that include local, regional and federal public support mechanisms and public/private partnerships. Past efforts to develop plans and funding for this effort should also be reviewed to ensure that a thorough effort has the best chance of success.

### Work Load Impacts

Devoting city resources to long term planning for this site could involve staff from the City Manager's office, Community Development, Planning, Neighborhood Services, the Finance Department, the Library, Municipal Court, the Facilities Department and the City's Parks and Recreation Function, at various stages.

### Alternatives

The Council can take this as information only, and provide no further direction.

The Council can provide staff with further direction to follow up on aspects of this communication.

The Council can issue correspondence directly to the NDA leadership on this matter.

**Jr. High Update - (excerpt from Dec. 5<sup>th</sup> Quarterly NDA meeting)**

Michelle provided an update on the property, explaining that the Waldorf school had been in to the planning department for a pre-application conference. She then outlined the process that would likely ensue for their application.

Michelle explained that because of the building's current zoning and its Historical Register status, and the natural features on the site, that there would be several elements to the review of their application and limitations on what they could and could not do. A natural resource overlay review would be required for any sort of work that would change the site plan and a community service overlay would be required because of an inherent change of use.

- According to Michelle, Council is still examining all potential avenues to acquire the site. But she also explained that the city would treat Waldorf as they would any other land use applicant, according to state land use laws. Since the project is in Ed's neighborhood, the Hist. Milwaukie Land Use Committee would receive notice.
- Teresa asked if it were still legally feasible to acquire the site.
- Michelle said condemnation is a feasible course of action and that success would be likely, but the primary obstacle is the cash to execute the condemnation, not the authority to exercise it
- Dave said he still wants the City to pursue the property and be ready to purchase the property in the event the Waldorf School is unable to make good on their promises to be community partners and good stewards of the site.
- The Leadership thought it would be wise to write a letter to Council maintaining their support for the Council goals and to show they're still standing behind Council's efforts to acquire the site.
- Ed said that he had read the YMCA was interested in starting a center in Happy Valley, and commented that such could have been Milwaukie's opportunity. He added that he had heard criticism about how Milwaukie didn't have a plan ready if they did obtain the school, and Ed took great exception to that. He says there is a plan in place and several stakeholders who were interested in filling the space.
- It was agreed that a letter of support would be drafted, and that it would be emphasized that acquiring the site was one of the Neighborhood's most important 14 Points.
- The letter would also reiterate the Community's envisioned uses for the site to further advance a plan for the site.
- Peter thought the proposal should be more widely publicized to show that the City has a need for additional space, and that the Jr. High would be an ideal solution for the City's space constraints.
- Michelle said the letter could potentially outline the City's recreation and community meeting space needs, the need for more library space, a spot for our Historical Museum and Municipal Court.

- The Leadership felt this information should be publicized in the Pilot.
- Peter thought the need for more space and the desire to make the Jr. High site the solution should not just be communicated to council, but to the entire community, as their support will be critical in actually obtaining the site.

The meeting adjourned at 9:30pm

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## **Judge Tells Qwest to Pay Up \$\$ Owed to Portland, Other Cities**

**March 1, 2002, 04:30 PM**

**By Abe Estimada and Doug Irving, kgw.com Staff**

The city of Portland and other municipalities in Oregon scored a victory against Qwest Communications International Inc. on Friday, as a judge said the company cannot use the 1996 Telecommunications Act to keep from paying franchise fees.

Judge John Jelderks in Portland ruled that the federal government cannot stop cities from collecting franchise fees from Qwest. Without providing details, Jelderks issued his advisory before a packed courtroom.

"My conclusion is under the facts of this case, federal law does not pre-empt the city to assess fees at issue in this case," Jelderks said.

The judge said he made his advisory with cities' budgetary questions in mind. He said he would issue a more detailed, written opinion by the end of the month.

The preliminary opinion could affect 88 towns and cities in Oregon, including Eugene and Salem.

Qwest had refused to pay city fees for using public spaces, claiming they are illegal under law. That threatened to cut between \$4.5 million and \$6 million that the city of Portland could not spare.

"It's \$4.5 million that they've withheld so far, and as you know, this is one third of the shortfall we're facing in this city," Mayor Vera Katz said late Friday.

Katz had previously threatened the shortfall could force cuts to police and fire services. She called the company's stance "unpatriotic" after Sept. 11.

"We expect Qwest to live to up its word and resume payments to cities throughout Oregon," Katz said following the Jelderks' ruling.

Qwest officials said they were "surprised and very disappointed" by the judge's decision. Qwest has argued the franchise fees will squelch competition.

"The Telecommunications Act basically ensures competition, and we believe these fees are non-competitive and prohibit healthy competition in the cities," said Mary Healy, a spokesperson for Qwest, outside the federal courthouse in downtown Portland.

Qwest will wait for the judge's written order to decide how the company will proceed.

Healy said it would not be clear whether all 88 cities are affected until they receive the written opinion.

"And then we'll work through the cities at that time," Healy said.

Lawyers representing the cities countered that Qwest had made statements in court and to the news media that it would pay the franchise fees if the federal court ruled against them.

"We expect Qwest to live up to their word," said lawyer Ken Wittenberg.

Qwest is expected to appeal to the 9th Circuit of Appeals, but city attorneys expect the company to pony up anyway.

"It's our position they owe the money now," said Pam Beery, a partner in the law firm representing the Oregon cities

Lawyers for the cities also charged that Qwest continued to collect franchise fees from its customers while not fulfilling its contractual obligations to the cities.

"There was no authority for Qwest to stop paying in the first place," Beery said. "They've withheld unilaterally."

Qwest had paid the city of Portland more than \$6 million each year for permission to work on city land and install pipelines, telephone poles and underground wires. Citing the Telecommunications Act of 1996, it cut off those payments last year.

Portland wasn't alone. Qwest has been withholding payments from 30 municipalities and sent letters to 58 more in January notifying them that payments would be withheld.

It based its decision largely on a federal ruling that found the act severely limits local governments from regulating telecommunications providers. That decision also said cities could not collect franchise fees unrelated to their costs of managing the public land.

Qwest notified the city of Portland that it would withhold some of its franchise payments shortly after that ruling. At the time, Katz responded with a strongly worded statement that called the decision "outrageous."

The city argued that the payments represent "fair rent" for public land that Qwest needs for its business. It pointed out that other utilities, such as gas and electric companies, pay similar fees.

"Qwest wouldn't even be in business," Katz complained then, "if we didn't let them use the city's streets and roads for their wires, poles and pipes."

The city of Portland last negotiated Qwest's franchise agreement in 1998, authorizing the company to operate in Portland for ten years.

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**CITY OF MILWAUKIE  
CITY COUNCIL WORK SESSION AGENDA  
MARCH 18, 2002**

**MILWAUKIE CITY HALL**

Second Floor Conference Room  
10722 SE Main Street

***WORK SESSION – 5:30 p.m.*****Discussion Items:**

	<u>Time</u>	<u>Topic</u>	<u>Presenter</u>
1.	5:30 p.m.	Dinner and Information Sharing	Group
2.	6:00 p.m.	Open Public Forum	
3.	6:30 p.m.	Board & Commission Interviews	
4.	7:00 p.m.	Roadside Memorials	Rouyer/Nesbitt
5.	7:45 p.m.	Intergovernmental Agreement with Clackamas County District Attorney	Kanzler
6.	8:15 p.m.	Proposed Parks District 2002 - 2003 Budget and Master Plan	Mike Henley
7.	8:45 p.m.	Adjourn	

***The Council may vote in work session on non-legislative issues.***

***The time listed for each discussion item is approximate. The actual time at which each item is considered may change due to the length of time devoted to the preceding items.***

*At the end of the work session, the Council may hold an Executive Session under the authority of Oregon Revised Statutes 192.660 as needed.*

*For assistance/service per the Americans with Disabilities Act (ADA)  
dial TDD 786-7555.*

***The Council requests that all pagers and cell phones be either set on silent mode or turned off during the meeting.***

**ADVISORY BOARD INTERVIEWS****Monday, March 18, 2002**

<u>Time</u>	<u>Applicant</u>	<u>Area of Interest</u>
6:30 p.m.	Jean Michel	Budget Committee
6:40 p.m.	Gary Klein	Riverfront Board
6:50 p.m.	Ed Zumwalt	Library Board

CITY OF MILWAUKIE  
APPOINTED ADVISORY BOARD APPLICATION

Name: Jean Michel Date: 2/19/02

Street address: 5630 SE Logus Rd.

Business Phone: \_\_\_\_\_ Home Phone: 503-654-8379

How long have you been a Milwaukie resident? 57 yrs

Are any members of your household currently serving on a City of Milwaukie Advisory Board or Commission? If so, which one. NO

Are you a registered voter in Milwaukie? YES

How did you hear about the position?  
ART BALL

Occupation: RETIRED Employer: \_\_\_\_\_

Employer's Address: \_\_\_\_\_ Phone: \_\_\_\_\_

Please list any prior civic or professional activities. \_\_\_\_\_  
Neighborhood Activist

Why have you applied for this position? would like to help  
in establishing and maintaining a budget  
to support city needs

What special training, skills, or experience have you had that would be pertinent to this application? 15 to 20 yrs senior manager  
in a multi-national mfg. company.

Board(s) or Commission(s) in which you are interested. Budget Com.

Please complete this form fully so City Council can evaluate your application. Thank you for the extra time and effort. Please return to City Recorder's Office, 10722 SE Main Street, Milwaukie, OR 97222, or fax to 653-2444. If you need additional information, please call 786-7502.

Received by City 2/19/02 PAD  
Interviewed \_\_\_\_\_  
Commission \_\_\_\_\_

Information Sent \_\_\_\_\_  
Appointed \_\_\_\_\_  
Term Expires \_\_\_\_\_

WS. 3 3

### CITY OF MILWAUKIE APPOINTED ADVISORY BOARD APPLICATION

Name: Gary E. Klein (Up-date to my application of fall 2000.) Date: February 12, 2002  
Street address: 10785 SE Riverway Lane, Milwaukie, Oregon 97222 But current N.E. Portland  
home is: 3115 NE 56<sup>th</sup> Avenue, Portland, Oregon 97213 that home phone # (503) 287-0047  
Business Phone: (503) 814-5986 Home Phone: Milwaukie home #(503) 654-1256

How long have you been a Milwaukie resident? Since 1948, but I have lived in N.E. Portland from 1970 to 2002, then I plan to move back into the Milwaukie family home in the summer of 2002 (after major remodeling is complete).

Are any members of your household currently serving on a City of Milwaukie Advisory Board of Commission? NO If so, which one. \_\_\_\_\_

Are you a registered voter in Milwaukie? No, but after the move this summer I plan to be.

How did you hear about the position? By attending River Front Board meetings and going to council meeting from time-to-time as a concerned citizen & property owner.

Occupation: Banker, with 31 years of experience. Employer: WELLS FARGO BANK, N. A.  
Employer's Address: 18700 NW Walker Road, Bldg. 92, Beaverton, Oregon 97002  
Business Phone is listed above.

Please list any prior civic or professional actives. Boy Scouts of America as: Chairman, Assistant Scout Master, High Adventure Coordinator & Member. Member of Oregon Bankers Association & American Institute of Banking. I have also worked on several personal land use issues with the City of Milwaukie.

Why have you applied for this position? I have a vested interest in the riverfront after being raised there, and now a concerned citizen & property owner of the 54 year old family home in Milwaukie, on the riverfront.

What special training, skills, or experience have you had that would be pertinent to this application? My 31 years of banking have help give me some good insight. I currently work as a Mortgage Underwriter III, the highest level in specialty underwriting (Partial Reconveyances; Lot Line Adjustments; Easements; Well & Water Rights; Sub Divisions; Plot Maps; Covenant, Conditions & Restrictions; and other lien modification issues) for all of Wells Fargo Bank's Home Equity products in over 26 states & 3/4 of a million accounts with values in excess of \$20 billion. I also am a small businessman with a 37 unit apartment complex in Oregon.

Board(s) or Commission(s) in which you are interested. River Front Board

Please complete this form fully so City Council can evaluate your application. Thank you for the extra time and effort. Please return to City Recorder's Office, 10722 SE Main St., Milwaukie, OR 97222. If you need addition information, please call (503) 786-7502.

Received at City Hall \_\_\_\_\_  
Interviewed \_\_\_\_\_  
Commission \_\_\_\_\_

Information Sent \_\_\_\_\_  
Appointed \_\_\_\_\_  
Term Expires \_\_\_\_\_





To: Mayor and City Council

Through: Mike Swanson, City Manager

From: Alice Rouyer, Director of Community Development and Public Works <sup>BY</sup> *Dominic J. Kelly*  
 Lindsey Nesbitt, Assistant Planner *Lindsey Nesbitt mit*

Subject: Roadside Memorials

Date: March 18, 2002

### **Action Requested**

Review and comment on a proposal allowing placement of roadside memorials in the public right-of-way.

### **Background**

Staff has drafted a proposal to amend the Municipal Code allowing for the placement of roadside memorials. The City is considering this in response to a recent request of a Milwaukie resident. Staff respects the feelings of loss and sadness that family and friends face when a loved one dies. The proposed policy attempts to address both feelings of grief and public safety in the right-of-way.

According to Dr. Elizabeth Kubler-Ross M.D., family members who have lost a loved one go through several stages of grief. The length of the grief process varies from situation to situation

With this in mind, staff proposes two types of memorials: a temporary memorial and a permanent memorial. In drafting this proposal, staff researched several state roadside memorial projects.

#### **Proposal for Temporary Memorials:**

A temporary memorial may be displayed along a roadside for up to 6 months from the date of the accident. In order to maintain safety for the public, a roadside memorial shall meet the following parameters:

1. Prior to placing a temporary memorial in the right-of-way, the applicant shall contact the City of Milwaukie Engineering Department to obtain information regarding placement, identification and safety considerations.
2. Lightweight ornaments and objects shall not exceed a combined surface dimension of 3 feet by 3 feet.
3. Lightweight flowers (cut or artificial) are permitted.
4. Any items associated with the temporary memorial cannot be placed in front of or alongside private property within the right-of-way without written permission from the adjacent property owner.
5. Items cannot be attached to trees, signals, signs, or utility poles.
6. Items cannot be placed in or on ditches, culverts, pipes, bridges, or other roadside features.
7. Municipal Code clear vision requirements must be maintained.
8. The temporary memorial shall not be hazardous to the motorizing public in any way including, but not limited to:
  - a. restricting driver's sight
  - b. having any light reflecting materials
  - c. having any balloons, flags, or other flying objects
  - d. having illumination
  - e. interfering with or obstructing any traffic control devices.

#### Proposal for Permanent Memorials:

A permanent memorial is a sign placed in the right-of-way in honor of the accident victim. The sign would have a public safety message saying "Please Drive Safely. In memory of name of person."

A permanent memorial can be placed in the right-of-way provided it meets the following criteria:

1. The applicant shall contact the City of Milwaukie Engineering Department to obtain information regarding placement, identification and for safety considerations.
2. The sign must be placed in the right-of-way as far from the travel lane as possible.
3. The face of the sign shall be no more than 24 inches in width by 18 inches in height.
4. Lettering shall be in black. Background shall be white. The size of letters on the sign will be dictated by the size of the sign.
5. Signs shall be fabricated using aluminum sign blanks.
6. The memorial shall meet Municipal Code clear vision standards, and not shall restrict driver's site.
7. Light or reflective material may not be placed on or around the sign.

8. Objects such as flowers, balloons, stuffed animals, or anything of the like may not be placed on or near the sign.
9. In order for the city to maintain record information such as location of signs and contact information, the applicant shall obtain a right-of-way permit (at no charge).
10. A sign fee of \$75.00 shall be paid to the City of Milwaukie (\$45.00 for labor during sign installation, \$15.00 for vehicle usage, and \$15.00 for processing and handling). This amount does not include the cost to the applicant of having the sign made or the provision of hardware to install them.
11. The applicant shall bear the cost to replace the sign should it be vandalized, damaged, or stolen. When the sign needs to be replaced for whatever reason, Milwaukie Streets Department will contact the applicant to confirm replacement of the sign. If the applicant desires replacement of the sign, the streets department will replace the sign and bill the applicant \$75.00 for the replacement sign installation, once the replacement sign is delivered to the Street Department by the applicant.

**Concurrence**

Involved departments include Engineering, Streets, Code Enforcement, and Planning.



To: Mayor and City Council

Through: Mike Swanson, City Manager

From: Larry Kanzler, Chief of Police

Subject: Proposed Intergovernmental Agreement

Date: March 8, 2002

#### Action Requested

Adopt a resolution authorizing the Mayor to sign an intergovernmental agreement (IGA) between the City of Milwaukie and the Clackamas County District Attorney to provide legal service to seize assets derived from criminal enterprise pursuant to ORS Chapter 190, and for the dispersal of assets and property subject to chapter 666, Oregon Laws (2001) relating to criminal forfeitures.

#### Background

In 2000 the voters of Oregon enacted Ballot Measure 3. The effects of this Measure mandated civil asset forfeiture derived from drug investigations be redirected to unspecified rehabilitation programs. Law enforcement and county prosecution teams no longer share any proceeds in excess of 25% of the gross amount identified for seizure under the civil forfeiture standard.

To provide remedy to the cost of investigating and prosecuting criminal enterprises previously incapacitated by the passage of Measure 3, the 2001 legislature enacted Chapters 666 and 780 Oregon Laws (2001). ORS Chapters 666 and 780 (2001) were enacted as uniform statutory schemes to provide the procedural and logistical framework for all non-federally based civil and criminal forfeiture actions occurring in the State of Oregon.

In essence, Oregon Laws Chapter 666 and 780 outline a process for the **post criminal conviction seizure of assets and property**. The criminal forfeiture process will be supervised and managed by the Clackamas County District

Attorney including all prosecutorial costs associated with the forfeiture action. At the conclusion of the proceedings any costs associated with the forfeiture action will be reimbursed to the supported police agency and the District Attorney with any remaining assets divided equally between the police agency who initiated the criminal action, in our case Milwaukie, and the Clackamas County District Attorney who prosecuted the forfeiture.

Implementation of this agreement will provide a lawful process to recover some of the costs associated with the investigation and prosecution of crime.

#### Concurrence

- All police agencies in Clackamas County
- Milwaukie Police Department staff
- City Attorney

#### Fiscal Impact

- All fiscal impacts are expected to be positive. Law enforcement in Clackamas County in partnership with the District Attorney will proceed slowly with the number of cases prosecuted under the criminal forfeiture statutes. Protocols and procedures will be designed and developed to help expedite future asset and property judgements.
- We estimate revenue from criminal forfeiture action on a case by case basis. Unfortunately, there is no way to predict when or to what extent revenue will exceed prosecutorial costs.
- We anticipate minimal direct costs associated with criminal forfeiture prosecution and predict that any direct costs will be limited to prosecution and thus, potentially recoverable.

#### Work Load Impacts

- Minimal and limited to prosecutorial activities.

#### Alternatives

- None – Failure to act to cause forfeiture of assets and property obtained through criminal activity only serves to reinforce future criminal activity.

#### Attachment

- Intergovernmental Agreement between the City of Milwaukie and the Clackamas County District Attorney.

RESOLUTION NO. \_\_\_\_\_

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF MILWAUKIE, OREGON, AUTHORIZING THE MAYOR TO SIGN AN INTERGOVERNMENTAL AGREEMENT (IGA) BETWEEN THE CITY OF MILWAUKIE AND THE CLACKAMAS COUNTY DISTRICT ATTORNEY TO PROVIDE LEGAL SERVICE TO SEIZE ASSETS DERIVED FROM CRIMINAL ENTERPRISE PURSUANT TO ORS CHAPTER 190, AND FOR THE DISPERSAL OF ASSETS AND PROPERTY SUBJECT TO CHAPTER 666, OREGON LAWS (2001) RELATING TO CRIMINAL FORFEITURES.**

**WHEREAS**, the Milwaukie City Council understands and recognizes the importance of collaborative intergovernmental partnerships and agreements to facilitate the detailed prosecution of criminal activity; and

**WHEREAS**, the Oregon Legislature enacted Oregon law Chapter 666 authorizing intergovernmental agreements to prosecute criminal forfeiture; and

**WHEREAS**, the Milwaukie City Council supports community livability through active and effective prosecution of criminal activity;

**NOW, THEREFORE, BE IT RESOLVED** that the City Council authorizes the Mayor to enter into an intergovernmental agreement with the Clackamas County District Attorney to act as forfeiture council for the City of Milwaukie pursuant to Oregon laws Chapter 666

Introduced and adopted by the City Council of the City of Milwaukie, Oregon, on March 19, 2002.

This resolution is effective March 19, 2002.

\_\_\_\_\_  
James Bernard, Mayor

ATTEST:

APPROVED AS TO FORM:  
Ramis, Crew, Corrigan & Bachrach, LLP

\_\_\_\_\_  
Pat DuVal, City Recorder

\_\_\_\_\_  
City Attorney

**INTERGOVERNMENTAL AGREEMENT  
BETWEEN CLACKAMAS COUNTY and  
THE CITY OF MILWAUKIE  
REGARDING CRIMINAL FORFEITURE**

**I. INTRODUCTION**

The undersigned agencies and units of local government hereby enter into this intergovernmental agreement ("Agreement"), pursuant to the authority granted in ORS Chapter 190, for the dispersal of assets and property subject to chapter 666, Oregon Laws (2001) relating to criminal forfeitures.

**II. PARTIES TO THE AGREEMENT**

1. The City of **Milwaukie** (City) is a municipal corporation and a political subdivision of the State of Oregon.
2. The **Milwaukie Police Department** (Department) is an agency of the City, and for purposes of this agreement, a "seizing agency" as defined in chapter 666, Oregon Laws (2001).
3. Clackamas County (County) is a political subdivision of the State of Oregon, organized and existing under the laws and constitution of the State of Oregon.
4. The Clackamas County District Attorney's Office (District Attorney) is a department of the County; and is for purposes of this agreement, both a "law enforcement agency" and "forfeiture counsel" as those terms are defined in, Chapter 666, Oregon Laws (2001).

**III. RECITALS**

WHEREAS, the 2001 Legislature enacted Chapters 666 and 780, Oregon Laws (2001) as uniform statutory schemes providing the procedural and logistical framework for all non-federally based civil and criminal forfeiture actions occurring in the State of Oregon;

WHEREAS, the City and the District Attorney wish to engage in a cooperative and mutually beneficial arrangement to prosecute criminal forfeitures only, under the terms of Chapter 666, Oregon Laws (2001) (hereinafter referred to as "Chapter 666");

WHEREAS, the City and the District Attorney recognize that under the terms of section 15, chapter 666, the parties may enter into an intergovernmental agreement for the dispersal of funds

received as a result of the prosecution of criminal forfeiture actions;

WHEREAS, the District Attorney has the requisite expertise and resources to prosecute forfeiture actions taken pursuant to Chapter 666;

WHEREAS, the Department has the requisite and necessary resources to act as the seizing agency for purposes of this Agreement.

#### **IV. AGREEMENT**

1. The District Attorney will act as forfeiture counsel for the City for forfeitures relating to criminal forfeiture under Chapter 666.

2. Notwithstanding the manner of service of notices of seizure for criminal forfeiture, the parties agree that in all criminal forfeiture actions which involve property seized by a member or agent of the Department, the Department shall be the "seizing agency" as that term is defined in section 1(13), chapter 666.

3. When a final judgment of criminal forfeiture is entered against the defendant and all claimants in a criminal forfeiture proceeding pursuant to Chapter 666, the Department and City shall distribute the property and/or proceeds in accordance with Chapter 666. The following subsections are intended to clarify distributions and costs under this paragraph:

a. The seizing agency's costs shall include the actual out-of-pocket expenses and costs incurred by the District Attorney in prosecuting the criminal forfeiture action through its final disposition, including related appeals involving the forfeiture action, and such expenses and costs shall be reimbursed at the time of the final distribution of proceeds and/or property by the City. The District Attorney's costs shall include, but not be limited to, the expenses of consultants and experts, transcription, and other litigation costs, publication, service of notices, towing, storage and servicing or maintaining the seized property under section 6, chapter 666, but shall not include reimbursement for District Attorney staff time spent on prosecution of the forfeiture.

b. In the event that the final proceeds are less than the total of the expenses and costs incurred by Department and the District Attorney, each shall be reimbursed its

proportionate amount for their costs incurred in section IV.3.a, supra, from the final proceeds received;

c. Of the balance available for official law enforcement use as set forth in section 16(3)(a), chapter 666, 50% shall be distributed to the District Attorney, and 50% to the Department. The parties reserve the right to seek recovery of their costs and expenses in contested cases as against third party claimants, whether individually or jointly sought.

d. At the conclusion of every County fiscal year (June 30<sup>th</sup>) that this Agreement is in effect, the District Attorney shall add up the District Attorney staff time spent prosecuting forfeiture cases (which estimated annual cost for the first year is approximately \$35,000), and shall add up the distributions received from all agencies and task forces pursuant to IV.3.c., supra, and the similar provisions of the District Attorney's agreements with other agencies and task forces. Fifteen percent of any excess of receipts over staff costs for prosecution shall be refunded to the contributing agencies and task forces in amounts proportionate to their respective contributions to the aforementioned distributions received by the District Attorney for that fiscal year.

4. In criminal forfeiture cases involving the storage of vehicles or other personal property at City or Department-owned storage facilities, the City and Department agree to cap storage expenses at \$1,000 per stored vehicle or property, and the District Attorney agrees to seek the timely disposition of criminal forfeiture actions. The parties further agree that the District Attorney shall not be liable for payments ordered as a result of damage occurring to items stored in City or Department-owned property during the pendency of a criminal forfeiture proceeding.

5. In the event the Department cooperates with other law enforcement agencies in specific criminal forfeiture cases prosecuted by the District Attorney as forfeiture counsel, the City and Department shall ensure that any agreements between the cooperating agencies regarding the distribution of proceeds shall include the distributions set forth in paragraph IV.3, supra.

6. In the event a court of competent jurisdiction orders forfeited property, proceeds, and/or related interest which was forfeited to the City or Department in a criminal forfeiture action returned to a claimant or transferred or otherwise conveyed to some third party, the District Attorney shall return its proportionate share of the property ordered returned, except

that the District Attorney shall not be liable for amounts ordered paid as a result of the Department's noncompliance with section 6, 6(a), chapter 666 unless such noncompliance was the result of an agreement between the Department and the District Attorney that the cash needed to be retained as evidence rather than being deposited in an interest-bearing account.

7. No party to this Agreement shall seek the criminal forfeiture of any "facility" which has been designated a "hazardous waste disposal site" or "hazardous waste storage site," as those terms are defined in ORS 466.005, or an "illegal drug manufacturing site" as that is defined in ORS 453.858 without first obtaining the prior written approval of the other parties.

8. The City or Department may elect not to liquidate any real or personal property subject to forfeiture under the terms of Chapter 666, provided written notice of said election is provided to the District Attorney no less than ten (10) days following the entry of a final judgment of criminal forfeiture. If the City or Department proceeds under this paragraph, it shall make the disbursements otherwise required by Chapter 666 and this Agreement from other City funds based on the fair market value, as agreed to by the parties to this Agreement, at the time of the entry of judgment of criminal forfeiture.

9. In cases in which the District Attorney is prosecuting a criminal case involving the seizure of assets, the Department may refer a related civil forfeiture case to U.S. Department of Treasury agencies for adoption only with the consent of the District Attorney. If a civil forfeiture case so referred is adopted by a U.S. Department of Treasury agency, upon receipt of the Department's equitable share of the proceeds, the Department shall pay to the District Attorney 20% of the net proceeds (i.e. forfeited cash or gross receipts from the sale of forfeited property less expenses, prior to distribution to federal or state agencies), which the District Attorney shall use for law enforcement purposes in accordance with the U.S. Department of Treasury's Guide to Equitable Sharing for Foreign Countries and Federal, State, and Local Law Enforcement Agencies, Guidelines for Seized and Forfeited Property, and the related Directives.

10. No criminal forfeiture action involving property seized by the Department which relates to a case criminally prosecuted by the District Attorney will be commenced by any party to this Agreement without the mutual agreement of the District Attorney and the Department, including referral of the forfeiture action to a federal agency.

12. This agreement may be amended or altered at any time provided the County, City, Department, and District Attorney agree to such change(s) in writing.

13. This agreement shall continue on indefinitely, but may be terminated by either party with at least sixty (60) days written notice to the other.

14. This agreement shall be effective as of the date of signing by all parties.

**For the City:**

\_\_\_\_\_  
James Bernard, Mayor/City  
Councilor

\_\_\_\_\_  
Date

  
\_\_\_\_\_  
Larry Kanzler, Chief of Police

\_\_\_\_\_  
3/7/02  
Date

Approved as to Form:


\_\_\_\_\_  
Timothy V. Ramis, City Attorney

\_\_\_\_\_  
Date

**For the County:**


\_\_\_\_\_  
Larry Sowa,  
Chair,  
Board of Clackamas County Commissioners

\_\_\_\_\_  
Date

  
\_\_\_\_\_  
John Foote,  
District Attorney

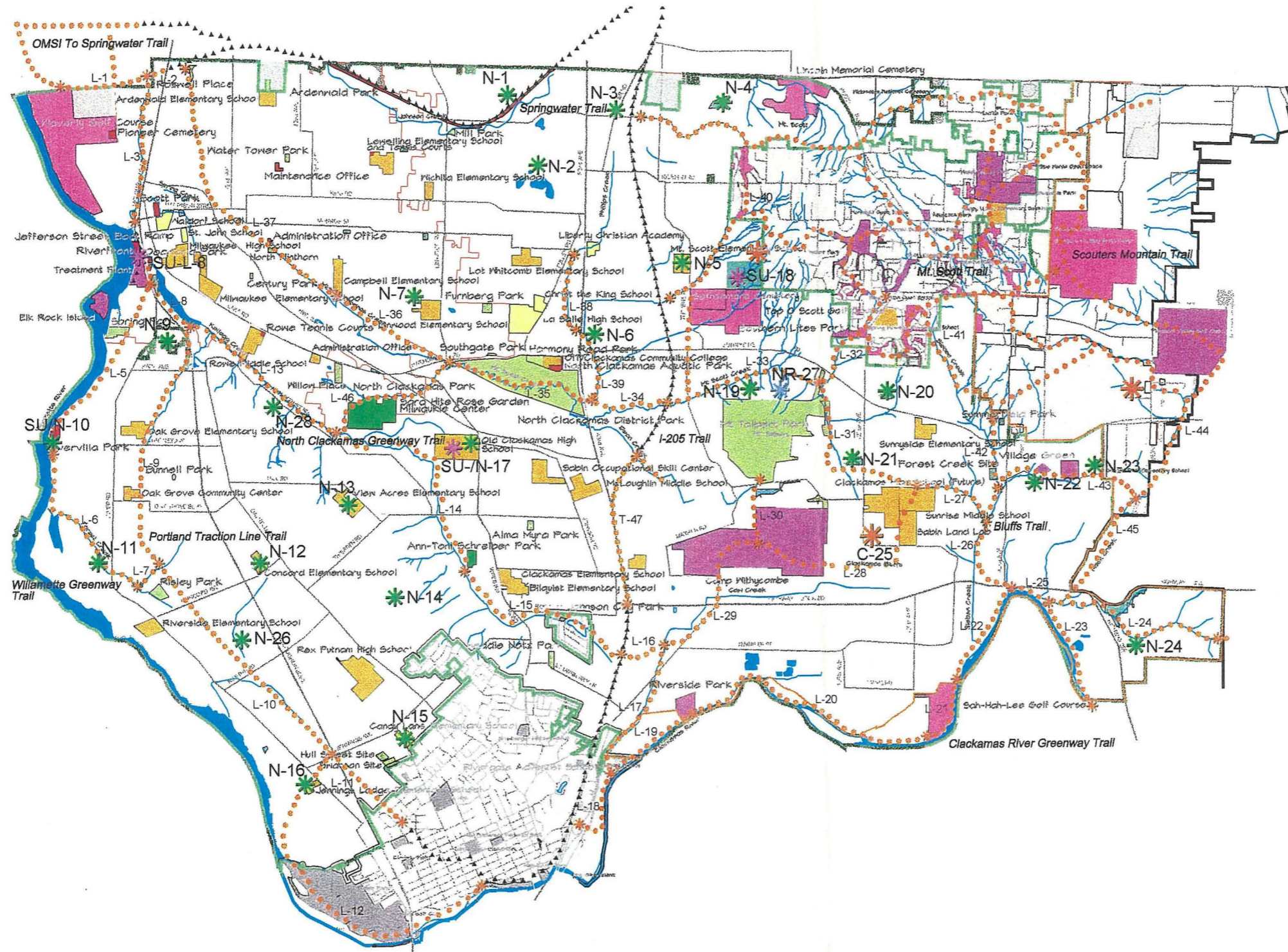
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4/15/02  
Date

Approved as to Form:

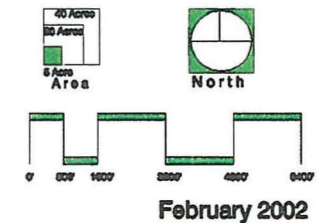
  
\_\_\_\_\_  
James Coleman,  
County Counsel

\_\_\_\_\_  
1-15-02  
Date

# North Clackamas Parks & Recreation District



- Legend:**
- Planning Area Boundary
  - Park District Boundary
  - Urban Growth Boundary
  - Neighborhood Parks
  - Community Parks
  - Special Use Areas
  - Natural Resource Area
  - Undeveloped Parkland
  - Miscellaneous Open Space
  - Other Public Land
  - Private Facilities
  - Public Schools
  - Private Schools
  - ▲▲▲ Existing Multi-Use Trails
  - Proposed Multi-Use Trails
  - Proposed Linear Park Segment
  - ★ C- Proposed Community Park
  - ★ N- Proposed Neighborhood Park
  - ★ SU- Proposed Special Use Facility
  - ★ NR- Proposed Natural Resource Area



Facilities Plan

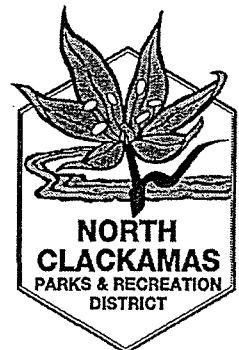
**DISCUSSION PAPER #5**

*January 4, 2002*

***Programs and Services Analysis***

- Primary Benefits
- Current Level of Service
- Aquatic Programs
- Recreation & Leisure Programs
- Milwaukie Center Programs and Services
- Special Events
- Access and Integration
- Facility Rentals
- Partnerships
- Program Evaluation
- Funding
- Summary
  
- Appendix: Programs and Services Matrix

*North Clackamas Parks & Recreation District*  
**Park and Recreation Master Plan**



## INTRODUCTION

This report reviews current programs and services offered by the North Clackamas Parks and Recreation District, and identifies potential strategies for improvements. These strategies will be refined through further staff and community input. The final product, including strategies and actions will be incorporated into the Parks and Recreation Master Plan. The Master Plan also includes a financing plan that will identify operations costs for implementing strategies for program and service improvements.

Data used in the development of this report included:

- Results of the Master Plan public involvement process;
- The Master Plan mail-out survey results;
- The Master Plan random household survey results;
- Workshops with staff; and
- Formal and informational staff interviews.

## PRIMARY BENEFITS

Based on the results of the staff and public involvement process, the three most important benefits recreation programs and older adult services should provide to the community are:

- Positive benefits for youth;
- Improved community livability; and
- Equal access to programs, services, and facilities for people of all ages, abilities, and income levels.

District residents recognize the importance of recreation and older adult services in creating a *livable community*. According to the random household survey, growth of current programs,

services and special events is one of the five park and recreation improvements that residents would be most willing to fund by an increase in property taxes.

Residents also are concerned about providing services equitably. They believe all residents should have the opportunity to participate in recreation regardless of age, ability, cultural identity, or income.

## POTENTIAL STRATEGIES

*Adopt the benefits identified as most important to the community as goals in program planning and evaluation efforts.*

- Use the most important benefits identified by the community to guide program planning and evaluation.
- Partner with other agencies focused on youth to provide a comprehensive approach for fostering healthy development.
- Increase funding for scholarships to ensure participation of low-income participants.
- Expand program access for individuals with disabilities and for those from diverse cultures.
- Expand program and service locations to provide geographic access to all residents.
- Evaluate effectiveness of marketing efforts.
- Increase marketing outreach to geographic areas with low participation.
- Foster community livability through programs and community-wide events.
- Evaluate program needs of growing diverse populations through focus group research.
- Increase programming and marketing outreach to underserved diverse populations.
- Evaluate participation records to determine the percentage of culturally diverse groups served in comparison to the District's population.

# PROGRAMS and Services Analysis

## LEVEL OF SERVICE

### TYPES OF PROGRAMS PROVIDED

The District provides programs and services throughout its parks, the Aquatic Park, the Milwaukie Center, at OIT, in public school facilities, and in private facilities. Partnerships have been formed with more than 40 public and private organizations to increase programs and services to District residents. Program areas include:

- Aquatic Programs;
- Recreation and Leisure Programs; and
- Milwaukie Center (Older Adult Programs & Services).

Appendix A provides an inventory of programs and services offered by the District and other agencies that serve District residents.

### POPULATION SERVED

The overall District population is expected to increase by 1.96% per year over the next 20 years - from 90,933 in 2001 to 125,897 in 2021. The demand for recreation programs and services will increase along with the population.

The District serves North Clackamas County and draws visitors from the Greater Portland region, particularly for its Aquatic Park. The District serves a growing ethnic population including Hispanics and Russians. The demographic shift will pose service, program, and marketing challenges to the District.

Lower than average household incomes also challenge the District to provide affordable programs. The average household income in the District (\$55,386) is lower than Clackamas County as a whole (\$74,748). In addition, the District has a higher percentage of households

below poverty level (8.16%) than the County as a whole (7.03%).

According to the random household survey, almost 35% of survey respondents have participated in District programs and services during the past year. This is higher than the average participation rate of approximately 25% reported in other communities.

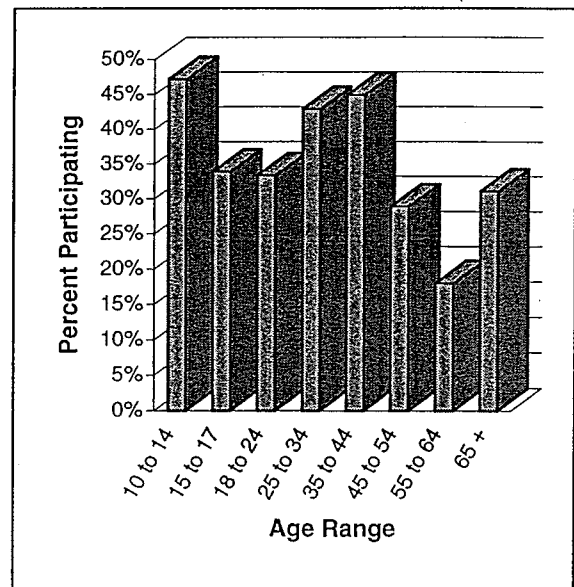
Milwaukie is the only planning area where more than half (53.5%) of the survey respondents participate in recreation programs or services. The participation rate reported in other planning areas is as follows:

- 38.1% Oak Lodge
- 29.1% Sunnyside
- 26.1% Oatfield
- 21.4% Southgate/Town Center

Age groups reporting the highest rate of participation in programs and services included (Figure 1):

- 47.2% 10 to 14
- 44.9% 35 to 44
- 42.9% 25 to 34

Figure 1  
Participation in Programs and Services  
By Age Range



## Programs and Services Analysis

These groups also reported higher levels of general recreation activity than other age groups. The age group reporting the lowest rate of participation was 55 to 64 years (18%).

### **CURRENT STAFFING LEVEL**

The District has 34.3 permanent full-time equivalent (FTE) positions. Despite the District's population growth, the number of employees has actually decreased over the past two years.

Currently, the ratio of FTE to population is 1:2,774 for overall District staffing. Based on the District's budget constraints, it is expected that this ratio will remain about the same for the immediate future.

In addition to its permanent employees, the District employs between 98 and 144 temporary or seasonal part-time employees at any one time. Aquatics and Recreation Services utilize the greatest number of temporary/seasonal part-time employees (83 to 134). These employees are used primarily as lifeguards and instructors for the Aquatic Park, and as recreation leaders.

The Milwaukie Center employs nine temporary part-time staff. In addition, more than 1000 volunteers annually assist staff in providing programs and services.

As with other park and recreation agencies, the large number of part-time and volunteer staff used in recreation programs presents a training challenge to the District.

### **COST OF SERVICE**

Because actual expenses by program were not available, expenses were assigned assuming a uniform cost per unit of service (e.g., one swimming lesson, one day of summer camp, one dance class, one meal, one bus ride). This methodology, while not ideal, was the best available. It points to the need for tracking costs by program area in

order to have accurate information on which to base decisions.

*Note: For purposes of this discussion, one unit of service is one person participating in an activity on one occasion. Retail transactions and equipment rentals are not considered to be units of service.*

In addition to direct program costs, each program must bear a portion of the cost of administration and debt service (overhead). Each program's share of overhead was calculated based on the direct program expense as a percentage of total expense.

The average revenue rate for all programs and services, when calculated with overhead costs, is 51.35% (see *Table 1*).

### **POTENTIAL STRATEGIES**

*Generate additional revenue to fund expanded programs and services.*

- Develop a system for tracking costs of specific programs within each cost center.
- Develop criteria to evaluate the effectiveness of each program and service area.
- Evaluate the effectiveness of marketing programs and services.
- Track participation in District programs and services carefully and consistently to improve the ability to further evaluate these services.
- Evaluate programs and services on an ongoing basis in relationship to the District's changing population; increase services to meet community needs.
- Increase the percentage of individuals aged 55 to 64 who participate in District programs and services to fill a growing need in the community and, at the same time, generate needed revenue for the District.
- Build grant-writing capability to improve access to state, federal, and private funding sources.
- Expand partnerships and sponsorships to provide additional programs and services.
- Establish a district-wide volunteer coordinator position.

## Programs and Services Analysis

---

- Establish a district-wide volunteer training program.
  - Expand part-time and volunteer staff training to ensure they understand their roles as District's "front line" ambassadors.
- Identify staff training needed for successful plan implementation.

*Table 1*  
**Revenue Rate by Program Area**  
**North Clackamas Parks & Recreation District**

	Direct Expense	Overhead Cost	Total Expense	Non-General Fund Revenue	Revenue Rate
<b>Aquatic Park</b>	\$ 1,649,553	\$ 540,351	\$ 2,189,904	\$ 1,490,243	68.05%
<b>Recreation &amp; Leisure</b>	\$ 266,837	\$ 87,409	\$ 354,246	\$ 173,983	49.11%
<b>Milwaukie Center</b>	\$ 670,366	\$ 219,595	\$ 889,961	\$ 279,907	31.45%
<b>MC Nutrition Program</b>	\$ 236,646	\$ 77,519	\$ 314,165	\$ 275,848	87.80%
<b>MC Transportation Program</b>	\$ 91,283	\$ 29,902	\$ 121,185	\$ 87,814	72.46%
<i>Park Services</i>	\$ 470,368	\$ 154,080	\$ 624,448	-	
<b>Totals</b>	<b>\$ 3,385,053</b>	<b>\$ 1,108,856</b>	<b>\$ 4,493,909</b>	<b>\$ 2,307,795</b>	<b>51.35%</b>

**Notes:**

Based on FY 2000-01 audited results, Clackamas County Financial Management System.

Overhead share is calculated by dividing total expense by direct expense for each program to find the percent expense for each program. Total overhead is multiplied by the percent share of expense for each program.

Park Services figures are included in order that Overhead and Expense costs are consistent with Audited Results.

Overhead Cost includes:

Administration	\$ 745,537
Debt service	\$ 363,324
Total overhead	\$ 1,108,861

Total Expense includes:

General fund expenditures (fund 113)	\$ 4,166,002
Nutrition and transportation expenditures (fund 270)	\$ 327,928
less total overhead	(\$ 1,108,861)
Total expense (funds 113 and 270)	\$ 3,385,069

## AQUATIC PROGRAMS

The Aquatic Park provides opportunities for open swim; swim lessons, aquatic exercise classes, and lap swimming. Some very popular special events, such as Dog Daze, have been offered at the Aquatic Park. It has rooms available to rent for birthdays and other events. The Aquatic Park functions as a regional facility that serves residents throughout the Portland region; approximately 78% of users come from outside the District.

### BENEFITS

Aquatic programs can provide all three priority benefits to community members in the District:

- Positive benefits for youth;
- Improved community livability; and
- Equal access to services, programs, and facilities for people of all ages, abilities, and income levels.

### COST OF SERVICE

Aquatic programs provided approximately 263,000 units of service in fiscal year 2000-01. The programs generated \$1.49 million in non-general fund revenue.

Since actual expenses by program were not available, expenses were assigned assuming a uniform cost per unit of service. For example, it was assumed that the cost of providing aquatic exercise to one person was equal to the cost of providing open swim to one person. Based on \$1.65 million in direct program costs, the net cost per unit of service was \$.61 (*Table 2*).

Based on direct costs only, it appears that the following programs are self-supporting:

- Aquatic Exercise
- Birthday Parties

The programs that are supported by General Fund revenue include:

- Open Swimming
- Swimming Lessons
- Facility Rentals

The Aquatic Park recovered slightly more than 68% of its full costs including overhead (see *Table 1*).

### SURVEY FINDINGS

Based on the results of the community involvement program and survey, there is strong support for and interest in aquatics. This was reflected in the demand for pool facilities as well as interest in programs.

As noted in the survey, swimming is one of the top 20 recreation activities in the District. It is also one of the 10 activities District residents would most like to participate in *if facilities were available*.

Indoor swimming is most popular among the 15 to 17 and the 35 to 44 age groups (*Table 3*). The following age groups reported low participation in indoor swimming when compared to the District average of 1.93 times per month (see *Table 4*):

- 10 to 14 (0.76)
- 55 to 64 (0.66)
- 65+ (0.70)

## Programs and Services Analysis

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**Table 2**  
**Net Direct Cost per Unit of Service**  
**Aquatic Programs**

Program Area	Enrollment/ Participants	Units of Service	Program Expense	Non-General Fund Revenue FY 2000/2001 Actual	Net Cost	Net Cost per Unit of Service
Open Swimming	138,682	138,682	\$ 870,842	\$ 640,337	\$ 230,505	\$ 1.66
Swimming Lessons	3,018	27,162	\$ 170,562	\$ 161,522	\$ 9,040	\$ 0.33
Aquatic Exercise	7,391	7,391	\$ 46,411	\$ 101,442	\$ (55,031)	\$ (7.45)
Birthday Parties	1,379	14,457	\$ 90,782	\$ 160,742	\$ (69,960)	\$ (4.84)
Spectators	8,335			\$ 8,336		
Facility Rentals	75,000	75,000	\$ 470,956	\$ 46,655	\$ 424,301	\$ 5.66
Tube Rentals	34,312			\$ 66,335		
Locker Rentals	8,000			\$ 66,335		
Concessions	21,047			\$ 175,390		
Pass Sales				\$ 33,474		
Retail Sales	1,200			\$ 32,106		
Contributions - Parks Foundation				\$ 1,150		
Misc Revenue less Bank & Merchant Discount Fees				\$ (3,581)		
<b>Total Aquatic Programs</b>	<b>298,364</b>	<b>262,692</b>	<b>\$ 1,649,553</b>	<b>\$ 1,490,243</b>	<b>\$ 159,310</b>	<b>\$ 0.61</b>

*Note: Direct costs do not include administrative costs or debt service.  
 Units of Service do not include retail transactions, equipment rentals, or spectator fees.*

Programs and Services Analysis

**Table 3**  
**Top Ten Recreation Activities by Age Group**

10-14	15-17	18-24	25-34
Play Instrument/Sing 10.71	Computers (Recreational) 11.15	Computers (Recreational) 5.83	Walking 5.13
Computers (Recreational) 7.21	Play Instrument/Sing 8.68	Play Instrument/Sing 5.57	Computers (Recreational) 4.91
Family Activities 5.88	Exercise/Weight Training 5.59	Jog/Run 5.40	Exercise Dog (On-Leash) 4.42
Bicycling (Pleasure) 4.47	Weightlifting 5.43	Walking 5.33	Family Activities 4.34
Playground (Visit) 4.24	Basketball 4.67	Skateboard 4.73	Exercise Dog (Off-Leash) 3.70
Bicycling (Exercise) 3.82	Swim (Indoors) 4.66	Exercise/Weight Training 4.57	Garden 3.11
Soccer (Play) 2.58	Walking 4.18	Handball/Racquetball 3.97	Swim (Outdoors) 2.60
Swim (Outdoors) 2.24	Exercise Dog (On-leash) 3.71	Sports Events (Attend) 3.93	Nature Walks 2.58
Arts and Crafts 2.12	Soccer (Play) 3.65	Exercise/Aerobics 3.70	Basketball 2.55
Skateboard 2.09	Swim (Outdoors) 3.64	Basketball 3.60	Playground (Visit) 2.29

35-44	45-54	55-64	65+
Walking 6.20	Walking 7.61	Computers (Recreational) 9.13	Walking 6.74
Computers (Recreational) 5.71	Garden 5.83	Garden 7.68	Exercise/Aerobics 3.14
Family Activities 3.97	Exercise Dog (On-Leash) 5.43	Walking 5.76	Garden 3.12
Garden 3.60	Family Activities 3.62	Exercise Dog (On-Leash) 3.32	Computers (Recreational) 2.30
Exercise Dog (Off-Leash) 3.46	Computers (Recreational) 3.35	Family Activities 3.46	Swim (Outdoors) 2.21
Swim Indoors 2.77	Exercise/Aerobics 2.38	Exercise/Aerobics 2.78	Golf 1.12
Exercise/Weight Training 2.70	Exercise/Weight Training 2.19	Bird Watching 2.71	Exercise/Weight Training 1.12
Exercise Dog (Off-Leash) 2.29	Swim (Outdoors) 2.07	Bicycling (Exercise) 1.59	Exercise Dog (On-Leash) 1.05
Playground (Visit) 2.25	Play Instrument/Sing 1.78	Nature Walks 1.32	Exercise/Outdoor Circuit 0.88
Arts and Crafts 1.91	Exercise Dog (Off-Leash) 1.57	Tours/Travel 1.27	Play Instrument/Sing 0.72

Note: Subgroup results of the random household survey are not statistically valid and should be given less weight than overall results.

**Table 4**

# Programs and Services Analysis

**Top 20 Recreation Activities**

	Average Monthly Participation	Northwest Average
Recreational computer use	<b>5.89</b>	5.28
Walking	5.68	5.91
Gardening	3.54	4.34
Exercising a dog on leash	3.52	3.52
Family activities	3.38	3.64
Playing instruments/singing	3.14	2.21
Exercise/weight training	<b>2.57</b>	1.94
Exercise/aerobics	2.39	3.32
Jogging/running	2.33	2.34
Swim, outdoors	2.11	2.46
Swim, indoors	1.93	2.39
Basketball	1.85	2.19
Exercise dog off leash	1.79	1.79
Sporting event – attend	1.67	2.50
Bicycling for pleasure	1.66	2.99
Playground – visit/use	1.57	2.81
Bicycling for exercise	1.56	1.56
Nature walks	1.54	2.71
Soccer	1.34	1.70
Arts & crafts	1.33	1.53

Note: Figure 3 shows the 20 recreational activities District residents engage in most frequently, and the average number of times they participate. Also shown for purposes of comparison is the average participation for that activity in the Northwest Activities with higher than average participation rates are indicated in bold.

## OTHER PUBLIC INPUT

Specific program suggestions from the staff and public involvement process included:

- Provide open swim times for specific age groups (family swim, adult swim, teen swim);
- Expand swimming lessons. (Note: Staff reports that, although the public has suggested additional swim classes, swim classes are currently under-enrolled.)
- Provide free passes as incentives, e.g., reward attendance and scholastic accomplishment with passes to the aquatic park.
- Some community members feel the Aquatic Park's high user fees prevent low-income people from using the facility.

## TRENDS

- Swimming has consistently been a very popular recreational activity.
- An increasing number of older adults are taking up swimming and water-based exercise given its excellent health benefits and low physical impacts.

## POTENTIAL STRATEGIES

Expand aquatic programs to better serve District residents.

- Expand and publicize reduced rates at the Aquatic Park for low-income individuals, youth, and District residents.
- Offer coupons for reduced admission.
- Establish differential pricing for off-peak and on-peak hours.
- Provide special events and open swim times for specific age groups.
- Provide additional open swim opportunities.
- Work with Milwaukie Center to increase participation of older adults in aquatic programs.
- Partner with North Clackamas School District to award attendance and scholastic accomplishment with passes to the Aquatic Park.

## Programs and Services ANALYSIS

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- Partner with organizations serving older adults to expand senior participation in swimming and aquatic exercise.
- Explore feasibility of partnering with healthcare provider(s) to offer warm water aquatic exercise and therapy to older adults and people with disabilities.
- Partner with North Clackamas School District to provide transportation and after-school swimming for youth 10 to 14 years of age.
- Explore options for providing childcare in partnership with other organizations to allow greater adult participation in programs.
- Target market in-District residents.
- Target market groups with high participation rates for indoor swimming (15 to 17 and 35 to 44 age groups) and those with low participation rates (10 to 14, 55 to 64, and 65+).
- Improve marketing for swim lessons.
- Expand selected aquatic programs for the purpose of generating additional revenue.
- Explore ways to effectively utilize volunteers.
- Expand aquatic special events as a revenue generating activity.
- Explore the feasibility of obtaining corporate sponsorships.
- Explore ways to fully utilize pools during open hours.
- Establish criteria for evaluating programs.
- Evaluate programs on an on-going basis.

## Programs and Services Analysis

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### RECREATION & LEISURE PROGRAMS

Children and adults participate in a wide variety of programs and activities each year. They include:

- Adult Programs
- Youth Sports
- Sports Camps (Youth)
- Summer Camps (Youth)
- Spring and Winter Camps (Youth)
- Special Events
- Facility and Scheduling
- Recreation and Education Classes (Adult and Youth)

#### **BENEFITS**

Recreation and Leisure programs can provide all three priority benefits to community members in the District:

- Positive benefits for youth;
- Improved community livability; and
- Equal access to services, programs, and facilities for people of all ages, abilities, and income levels.

#### **COST OF SERVICE**

Recreation and Leisure programs provided approximately 42,500 units of service in fiscal year 2000/01. The programs generated \$174,000 in non-general fund revenue.

Because actual expenses by program were not available, expenses were assigned assuming a uniform cost per unit of service. For example, it was assumed that the cost of providing youth sports to one person on one occasion was equal to the cost of providing adult programs to one person on one occasion. Based on \$267,000 in direct program costs, the net cost per unit of service was \$2.19 (see *Table 4*).

Based on direct costs only, it appears that the following programs are self-supporting:

- Spring and Winter Camps
- Sports Camps
- Summer Camps

The programs that are supported by General Fund revenue include:

- Youth Sports
- Adult Programs
- Special Events
- Recreation and Education Classes

Recreation and Leisure programs recovered slightly more than 49% of full costs including overhead (see *Table 1*).

Programs and Services Analysis

**Table 5**  
**Net Direct Cost per Unit of Service**  
**Recreation and Leisure Programs**

Program Area	Enrollment/Participants	Units of Service	Program Expense	Non-General Fund Revenue FY 2000/2001 Actual	Net Cost	Net Cost per Unit of Service
Youth Sports	221	13,944	\$ 87,570	\$ 47,018	\$ 40,552	\$ 2.91
Adult Programs	3,200	2,108	\$ 13,239	\$ 6,400	\$ 6,839	\$ 3.24
Sports Camps	411	2,595	\$ 16,297	\$ 41,463	\$ (25,166)	\$ (9.70)
Summer Camps	208	2,069	\$ 12,994	\$ 30,037	\$ (17,043)	\$ (8.24)
Special Events	1,200	1,168	\$ 7,335	\$ 4,500	\$ 2,835	\$ 2.43
Spring & Winter Camps	112	561	\$ 3,523	\$ 7,305	\$ (3,782)	\$ (6.74)
Recreation & Education Classes	2,500	6,044	\$ 37,957	\$ 26,902	\$ 11,055	\$ 1.83
Facility & Scheduling	14,000	14,000	\$ 87,922	\$ 9,030	\$ 78,892	\$ 5.64
Misc Revenue				\$ 328		
Contributions - Parks Foundation				\$ 1,000		
<b>Total Recreation &amp; Leisure Programs</b>	<b>21,852</b>	<b>42,489</b>	<b>\$ 266,837</b>	<b>\$ 173,983</b>	<b>\$ 92,854</b>	<b>\$ 2.19</b>

Note: Direct costs do not include administrative costs or debt service.

**PROGRAM AREAS**

The following sections evaluate specific program areas and make recommendations for improvements.

OSU Extension Services, and Clackamas Community College.

**Adult Programs**

Although adults can participate in programs at the Milwaukie Center, the District provides a limited number of adult programs at other locations. Individuals under 55 may be hesitant to participate in Milwaukie Center programs because of the perception that these programs are for seniors.

Other major providers of services for adults include the North Clackamas School District, parent-run sports organizations,

**Cost of Service**

Based on the net cost per unit of service, it appears that Adult Programs, and Recreation and Education Classes (which have some adult enrollment) are among the subsidized programs offered through Recreation and Leisure Programs (see Table 5). Adults were not identified by the community as a priority population in terms of benefits and future programs and services. Therefore, programs for adults could reasonably be expected to be self-supporting. Taking it one step further, adult programs have the potential to generate revenue to fund programs for age groups

## Programs and Services Analysis

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that were identified by the public as high priorities, such as children, youth, and seniors.

### Survey Findings

- Residents in the 35 to 44 and 25 to 34 age groups have the second and third highest rate of participation in programs and services.
- The age group reporting the lowest rate of participation was 55 to 64 year olds (18%), perhaps because they do not identify themselves as senior citizens and do not participate in programs and services for older adults.
- *Table 3* illustrates the top ten recreation activities by age group, and reports the average number of times each age group participates in these activities. These activities or interests could become new or expanded program areas. For example, since dog walking is a popular activity there may be interest in other dog-related activities, such as obedience training and pet health.
- *Table 6* shows the highest priorities for District programs and services. Many of these could become new or expanded programs for adults.
- Walking is the most popular recreation activity among all adult age groups between 25 and 65+, except the 55 to 64 age group. It is the third most popular activity among 55 to 64 year-olds.

### Other Public Comments

Specific suggestions and observations noted by community members and staff are listed below. *Note: Some of the programs suggested by the public are already offered. This may indicate problems in how the programs are offered and/or how they are marketed.*

- Expand adult programming to include social and education programs.
- Provide low-cost family recreation (picnics, bike rides, nature walks).
- Provide language classes (English-Spanish, Spanish-English, Russian).
- Provide square dancing.

**Table 6**  
**Highest Priority Programs and Services**

Percent Support	Program
15.5%	<i>Summer recreation programs</i>
15.1%	<i>After-school activities</i>
9.6%	<i>Organized sports</i>
8.4%	<i>Older adult services and programs</i>
8.2%	<i>Health and wellness programs</i>
8.1%	<i>Outdoor programs</i>
6.5%	<i>Aquatic programs</i>
6.1%	<i>Performing and cultural arts</i>
4.9%	<i>Special interest classes</i>
4.5%	<i>Volunteer opportunities</i>
4.3%	<i>Environmental education</i>
3.0%	<i>Facility rentals</i>
2.7%	<i>District-wide events</i>
2.2%	<i>Events that highlight other cultures</i>
0.9%	<i>Other</i>

- Develop new programs and events including foreign travel programs, multicultural music events, and outdoor adventure programs.
- Expand programming for adults (25 to 50 years) to include such things as singles activities, adventure groups, bird watching, guided nature hikes, and volunteer opportunities.
- Expand outdoor program offerings.
- Consider offering river sports such as canoeing and kayaking.
- Market outdoor recreation and bicycling as a part of a healthy personal fitness regime.

### Trends

- In general, adults typically pay a greater percentage of program costs than other market segments. Programs for this age group have the potential of generating significant revenue for the District.
- Health and wellness programs are a significant nationwide trend.
- Adult indoor and outdoor sports are popular revenue generating programs among recreation providers.

## Programs and Services Analysis

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- Walking and trail-related activities are the most popular recreation activity in Oregon, and could become the basis for expanded programs.
- Outdoor programs that enable community members to experience the natural environment through active or passive recreation are growing in popularity.
- Nationwide, adults ages 55 to 64 are looking for a different kind of aging experience focusing on active living and community volunteerism, and don't want to be identified as "senior citizens".

### **Potential Strategies**

- Evaluate fees schedule.
- Explore the feasibility of increasing fees charged for adult programs.
- Offer expanded adult programs as a revenue generating activity.
- Provide a mix of revenue-generating programs and low cost, drop-in activities to ensure program affordability.
- Expand the scholarship fund for low-income residents to provide improved access to programs.
- Refer to the top priorities for recreation programs identified in the random household survey and other public comments (*Table 6*), the top 10 activities (*Tables 3 and 4*) and reported trends as a guide to expanding programs.
- Target adult age groups with high participation rates (25 to 34 and 35 to 44).
- Target adults ages 55 to 64 to increase their lower rate of participation.
- Provide volunteer opportunities for adults.
- Explore consolidating recreation and leisure programming functions for all age groups.
- Expand and build closer partnerships with others adult program providers and publicize these offerings to the community.
- Explore establishing a clearinghouse for adult sports.
- Explore establishing an information and referral service.

### **Youth Programs**

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The District has focused on school break and summer programs, including the free Recmobile that reaches 350 young people every summer. The District also provides recreational sports and some recreational classes for youth. Nonprofit sports organizations are the primary provider of competitive youth sports. North Clackamas Community Education provides classes, and before and after school childcare for kindergarten to sixth grade. Preschool and teen programs are limited.

### **Cost of Service**

Sport camps, spring and winter break camps, and summer camps appear to be recovering more than 100% of their direct costs in fees and charges (see *Table 5*).

Youth Sports, on the other hand, appear to be operating at a net direct cost of over \$2.90 per unit of service.

### **Survey Findings**

- Youth ages 10 to 14 report the highest rate of participation in District programs and services (47%) of any age group (*Figure 1*).
- *Table 3* illustrates the top ten most popular recreation activities by age group and reports the average number of times each age group participants in these activities. These activities or interests could become new or expanded youth program topic areas.
- *Table 6* shows the highest priorities for District programs and services. These activities or interests could become new or expanded youth program topic areas. After school and summer programs are the top two priorities for District programs and services.
- Computers and playing an instrument/ singing were among the top two recreation activities of youth and young adults ages 10 to 14, 15 to 17 and 18 to 24.
- Individual and team sports and fitness activities were among the top 10 recreation activities for these age groups.

## Programs and Services Analysis

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### **Other Public Comment**

Specific suggestions and observations noted by community members and staff include the following:

- Expand programs for preschool children and teens.
  - Offer free programs and services for teens.
  - According to the mail-in survey, a teen activity area was supported most highly by respondents from Milwaukie and Southgate/Town Center.
  - Provide environmental programs, such as a children's ecology program.
  - Reward attendance and scholastic accomplishment with passes to the aquatic park.
  - Offer expanded indoor programs for teens, such as dances, basketball, ping-pong, and other workshops.
- reported trends as a guide to expanding programs.
  - Evaluate the need for expanded after-school and summer programming in the District.
  - Maintain District focus on recreational sports for youth, and continue to rely on partner agencies to provide youth competitive sports.
  - Provide volunteer opportunities for youth and teens.

### **Trends**

- There is increased teen interest in individual and extreme sports including skate boarding, blading, and rock climbing.
- There is increased demand for after school day care and childcare services.
- There is increased interest in designing programs specifically to foster positive youth development and to measure program success through performance measures.
- Schools and recreation agencies are increasing emphasis on community volunteerism for youth.

### **Potential Strategies**

- Partner with other agencies focused on youth to provide a comprehensive approach for fostering healthy development.
- Provide a mix of revenue generating programs and low cost, drop-in and family activities to ensure program affordability.
- Set revenue targets for youth program user fees at a level that reflects community values.
- Expand and publicize scholarships for low-income residents to improve access.
- Refer to the top priorities for recreation programs identified in the random household survey and other public comments (*Table 6*), the top 10 activities (*Tables 3 and 4*) and

## MILWAUKIE CENTER PROGRAMS AND SERVICES

The Milwaukie Center is a multi-purpose community center that offers a wide range of social, recreational, educational, and volunteer services aimed at the needs and interests of adults 55 years of age and older. The Center also provides services for individuals with disabilities.

Approximately 500 people come to the Milwaukie Center each weekday for programs and services. An additional 300 receive services in their homes daily.

Four main program areas provide a comprehensive program for supporting health, wellness, life-long learning, and independent living:

- Recreation and Education Programs;
- Social Services;
- Nutrition; and
- Transportation.

### BENEFITS

Milwaukie Center Programs and Services can provide two priority benefits to community members in the District:

- Improved community livability; and
- Equal access to programs and services and facilities for people of all ages, abilities, and income levels.

### SURVEY FINDINGS

- The primary reasons for non-participation were: not interested in programs and services offered; no time/too busy; and not aware of programs.
- Survey respondents ranked independent living assistance for older adults as the third priority for future program and service improvements in the mail-out survey.

- In the random household survey, older adult services and programs were ranked as the fourth top priority for program improvements (see *Table 6*).
- According to the random household survey, the age group reporting the lowest rate of participation in recreation programs and services was adults ages 55 to 64 (*Figure 1*).
- The age group reporting the lowest rate of participation was 55 to 64 year olds (18%), perhaps because they do not identify themselves as senior citizens and do not participate in programs and services for older adults.
- Seniors 65+ have the highest participation in exercise/aerobics after 18 to 24 year olds (*Table 3*).
- Walking is the most popular recreation activity among all adult age groups between 25 and 65+, except in the 55 to 64 age group. It is the third most popular activity among 55 to 64 year-olds.
- The planning area with the highest percentage of survey respondents who use older adult services provided by the Milwaukie Center is the Milwaukie area, where services are based. The next largest group is from Sunnyside, the neighborhood furthest from the Center.
- *Table 6* shows the highest priorities for District programs and services. Many of these activities or interests could become new or expanded senior program topic areas.
- *Table 3* illustrates the top ten most popular recreation activities by age group and reports the average number of times each age group participants in these activities. These activities or interests could become new or expanded program topic areas for senior adults.

## Programs and Services Analysis

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### **OTHER PUBLIC INPUT**

Specific suggestions and observations noted by community members and staff include the following:

- Provide satellite programs and services at locations other than the Milwaukie Center.
- Diversify senior programming to provide more low-impact fitness and water-based programs.

### **TRENDS**

- Nationwide, adults ages 55 to 64 are looking for a different kind of aging experience focusing on active living and community volunteerism. They don't want to be identified as "senior citizens".
- Active older adults are a growing population segment in need of a different targeted approach to recreation services and programs.
- The senior population will grow significantly over the next five years.
- Because our population is living longer, there is a growing group of older adults who may need support services
- Outdoor recreation, walking tours, and trips and travel continue to be popular with older adults.

### **PROGRAM AREAS**

The following sections evaluate specific program areas and make recommendations for improvements.

#### **Recreation and Education Programs**

##### **Cost of Service**

Milwaukie Center Recreation and Education programs provided approximately 59,000 units of service in fiscal year 2000/01. The programs generated \$85,750 in non-General Fund revenue.

Because actual expenses by program were not available, expenses were assigned assuming a uniform cost per unit of service.

For example, it was assumed that the cost of providing one interest group opportunity to one person was equal to the cost of providing one class session to one person. Based on \$404,212 in direct program costs, the net cost per unit of service was \$5.43 (see *Table 7*).

Based on direct costs only, it appears that the following program is self-supporting:

- Travel Program

The programs that are supported by General Fund revenue include:

- Classes
- Activity and Interest Groups
- Special Events

##### **Staff Comment**

Some staff suggested that all District recreation programmers work in the same location to schedule different activities for all ages all over the District.

##### **Potential Strategies**

- Explore consolidating recreation and leisure programming functions for all age groups.
- Target adults ages 55 to 64 to increase their lower rate of participation.
- Develop expanded recreation programs focusing on active lifestyles for older adults ages 55 to 64 to fill a growing need in the community and to generate needed revenue for the District.
- Expand active recreation opportunities for seniors ages 65 and older.
- Refer to the top priorities for recreation programs identified in the random household survey and other public comments (*Table 6*), the top 10 activities (*Tables 3 and 4*), and reported trends as a guide to expanding programs.
- Ensure program affordability for people on limited incomes.

Programs and Services

**Table 7**  
**Net Direct Cost per Unit of Service**  
**Milwaukie Center Programs and Services**

Program Area	Enrollment/Participants	Units of Service	Program Expense	Non-General Fund Revenue FY 2000/2001 Actual	Net Cost	Net Cost per Unit of Service
Classes	1,900	17,535	\$ 120,374	\$ 56,132	\$ 64,242	\$ 3.66
Activity and Interest Groups	740	38,033	\$ 261,088	\$ 4,720	\$ 256,368	\$ 6.74
Travel Program	800	1,086	\$ 7,455	\$ 19,979	\$ (12,524)	\$ (11.53)
Special Events	2,228	2,228	\$ 15,295	\$ 3,915	\$ 11,380	\$ 5.11
<b>Subtotal Recreation and Education Programs</b>	<b>5,668</b>	<b>58,882</b>	<b>\$ 404,212</b>	<b>\$ 84,746</b>	<b>\$ 319,466</b>	<b>\$ 5.43</b>
<b>Health Services</b>	<b>3,579</b>	<b>3,579</b>	<b>\$3,579</b>	<b>\$ 6,000</b>	<b>\$ (2,421)</b>	<b>\$ (0.68)</b>
<b>Support &amp; Respite Groups</b>	<b>1,824</b>	<b>1,824</b>	<b>\$1,824</b>	<b>\$ 13,705</b>	<b>\$ (11,881)</b>	<b>\$ (6.51)</b>
<b>Outreach Services</b>	<b>7,224</b>	<b>7,224</b>	<b>\$7,224</b>	<b>\$ -</b>	<b>\$ 7,224</b>	<b>\$ 1.00</b>
<b>On-Site Services</b>	<b>2,389</b>	<b>2,389</b>	<b>\$2,389</b>	<b>\$ 114,133</b>	<b>\$ (111,744)</b>	<b>\$ (46.77)</b>
<b>Subtotal Social Services</b>	<b>15,016</b>	<b>15,016</b>	<b>\$103,081</b>	<b>\$ 133,838</b>	<b>\$ (30,757)</b>	<b>\$ (2.05)</b>
<b>Contributions and Donations</b>				<b>\$ 1,222</b>		
<b>Friends of Milwaukie Center</b>				<b>\$ 10,000</b>		
<b>Misc Revenue less Bank &amp; Merchant Discount Fees</b>				<b>\$ (20)</b>		
<b>Rental/Reservation Fees</b>		<b>23,755</b>		<b>\$ 50,121</b>		
<b>Milwaukie Center Programs and Services</b>	<b>20,684</b>	<b>97,653</b>	<b>\$ 670,366</b>	<b>\$ 279,907</b>	<b>\$ 390,460</b>	<b>\$ 4.00</b>

Note: Direct costs do not include administrative costs or debt service.

**Social Service Programs**

**Cost of Service**

Milwaukie Center Social Service Programs provided approximately 15,000 units of service in fiscal year 2000/01. The programs generated \$134,000 in non-General Fund revenue.

Because actual expenses by program were not available, expenses were assigned assuming a uniform cost per unit of service. For example, it was assumed that the cost of providing one support group opportunity to one person was equal to the cost of providing one home visit assessment to one person. Based on \$103,081 in direct

## Programs and Services Analysis

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program costs, the average net *revenue* per unit of service was \$2.05 (see *Table 7*).

### **Potential Strategies**

- Continue to provide affordable services for seniors.
- Evaluate gaps in service.
- Expand social services for seniors age 60 years and older to meet the needs of a growing older population.
- Expand partnerships to provide community health programs.

## **Nutrition**

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### **Cost of Service**

The Nutrition Program provided approximately 94,131 units of service in fiscal year 2000/01. All direct program costs and overhead were funded by non-General Fund sources.

Because actual expenses by program were not available, expenses were assigned assuming a uniform cost per unit of service. For example, it was assumed that the cost of providing one on-site noon meal to one person was equal to the cost of delivering one in-home meal. Based on \$236,646 in direct program costs, the average net *revenue* per unit of service was \$0.42 (see *Table 8*).

### **Potential Strategies**

- Continue to provide affordable services for seniors.

- Evaluate gaps in service.
- Expand social services for seniors age 60 years and older to meet the needs of a growing older population.
- Expand partnerships to provide community health programs.

## **Transportation**

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### **Cost of Service**

The Transportation Program provided approximately 14,755 units of service in fiscal year 2000/01. The programs generated \$87,800 in non-General Fund revenue.

Because actual expenses by program were not available, expenses were assigned assuming a uniform cost per unit of service. Based on \$91,300 in direct program costs, the average net cost per unit of service was \$0.24 (see *Table 8*).

### **Potential Strategies**

- Continue to provide affordable services for seniors.
- Evaluate gaps in service.
- Expand social services for seniors age 60 years and older to meet the needs of a growing older population.
- Expand partnerships to provide community health programs.

Programs and Services Analysis

Table 8  
 Net Direct Cost per Unit of Service  
 Nutrition and Transportation Programs

Program Area	Enrollment/ Participants	Units of Service	Program Expense	Non-General Fund Revenue FY.2000/2001 Actual	Net Cost	Net Cost per Unit of Service
Noon On-Site Meal (Congregate)	10,127	10,127	\$ 25,378	\$ 13,612	\$ 11,766	\$ 1.16
Meals on Wheels	59,807	59,807	\$ 149,878	\$ 38,481	\$ 111,397	\$ 1.86
Bistro & Deli/Lite Lunch	21,697	21,697	\$ 54,373	\$ -	\$ 54,373	\$ 2.51
Special Events	2,800	2,800	\$ 7,017	\$ 41,706	\$ (34,689)	\$ (12.39)
Local & Other Gov Grants				\$ 175,661		
Friends of Milwaukie Center				\$ 2,000		
Misc Revenue				\$ 4,388		
<b>Nutrition Services</b>	<b>94,431</b>	<b>94,431</b>	<b>\$ 236,646</b>	<b>\$ 275,848</b>	<b>\$ (39,202)</b>	<b>\$ (0.42)</b>
Grocery Shopping, Medical Escort, and Bus Rides	13,755	13,755	\$ 85,096	\$ 78,062	\$ 7,034	\$ 0.51
Misc Revenue				\$ 2,174		
Friends of Milwaukie Center Special Events	1,000	1,000	\$ 6,187	\$ 4,983	\$ 1,204	\$ 1.20
<b>Transportation Services</b>	<b>15,755</b>	<b>14,755</b>	<b>\$ 91,283</b>	<b>\$ 87,814</b>	<b>\$ 3,469</b>	<b>\$ 0.24</b>

## Programs and Services Analysis

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### SPECIAL EVENTS

The District provides a number of highly popular special events, such as concerts in Ardenwald Park, the Underwater Egg Hunt at the Aquatic Park, the Quilt Show and Art Show at the Milwaukie Center, and the annual Cruise-In Classic Car Show.

### BENEFITS

Special events can provide all three priority benefits to community members in the District:

- Positive benefits for youth;
- Improved community livability; and
- Equal access to programs, services, and facilities for people of all ages, abilities, and income levels.

### COST OF SERVICE

Special events are provided by each of the three program areas. Recreation and Leisure Program reports 1168 units of service for 2000-01 special events (*Table 5*). Milwaukie Center reports 2228 units of service for Recreation and Education special events (*Table 7*), 2800 for Nutrition special events (*Table 8*), and 1000 for Transportation (*Table 8*). The Aquatic Park special events are not identified separately.

The net direct cost of providing special events appears to range between \$2.43 and \$5.11 per unit of service (*Tables 3, 7, and 8*).

### PUBLIC INPUT

During the community needs assessment process, support for expanding community events was noted. However, this support was not as strong as support for basic programs such as after school programs.

- According to the mail-in survey results, respondents ranked special events, such as

concerts, fairs, and festivals as the second top priority when asked to identify priority improvements.

- In the random household survey results, District-wide special events and events that highlight other cultures were one of the lowest ranked programs when participants were asked to identify the highest priority programs and services for the future.
- Many suggestions were received during the public involvement process for events, such as hot rod shows, 'dive-in' movies at the Aquatic Park, and multi-cultural music concerts.
- Other residents recommended that teens be involved in special event programming.

### TRENDS

- Increasingly, Park and Recreation Departments across America are providing more support for special events both as a community building and economic development activity.
- Fairs and festivals are most popular with 25 to 34 year olds.

### POTENTIAL STRATEGIES

*Develop additional special events as revenue generating and community building activities.*

- Consider suggestions from staff including: adult softball tournament, battle of the bands, corporate challenges, dive-in movies, flea markets, circus, food festival, golf tournament, ghouls in the pool, track and field event, mini-Olympics, picnics in the park, nature day seminars, skate jam.
- Develop seasonal "signature" District events in cooperation with service organizations, Friends organizations, Chamber of Commerce, City of Milwaukie, Clackamas County, and private business. Consider suggestions from staff including: Biathlon, Clackamas River Raft Challenge, Family Fun Fair, Hot Air Balloon Festival

## Programs and Services Analysis

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### **ACCESS AND INTEGRATION**

District services to people with disabilities include efforts to integrate recreation programs and some services at the Milwaukie Center.

#### ***PUBLIC INPUT***

Special educators identified the need for a recreational therapist to ensure that people with disabilities are accommodated in all recreation programs.

#### ***TRENDS***

The District is required to provide reasonable accommodation to people with disabilities in all recreation programs by the American's With Disabilities Act.

#### ***POTENTIAL STRATEGIES***

*Conduct a self-evaluation to determine how to improve programs and services for people with disabilities and others with special needs.*

### **FACILITY RENTALS**

The District has a limited number of facilities available for rental by community members. These include park shelters, rooms at the Milwaukie Center, rooms and pool at the Aquatic Park, and the OIT gymnasium. Exploring ways to expand rentals of existing facilities and developing additional facilities that would be suitable for rental (such as group picnic areas), could meet community recreation needs and provide additional revenue for the District.

#### ***POTENTIAL STRATEGIES***

*Explore ways to maximize existing rentals, and develop additional rental facilities to generate needed revenue for the District.*

## Programs and Services Analysis

### **MARKETING**

The District currently uses all common forms of marketing, such as flyers, program brochures, and ads. It recently developed a web page to provide additional means of communication with community members.

#### ***PUBLIC INPUT***

According to the random household survey, almost half of survey respondents reported that they were not aware of programs offered by the District, and cited this as the reason why they do not participate in recreation programs. Lack of awareness also may decrease participation by individuals from Hispanic and Russian cultures. In order to improve services to the community, the District must increase community awareness of programs and services and the benefits they provide.

The random household survey also indicated how each age group served by the District learns about recreation programs:

- Most adults (33%) learn about programs and services through friends or word-of-mouth.
- The majority of adults who did not participate in programs or services (49%) were not aware of the programs and services offered by the District.
- Most 10 to 14 year-olds learn about programs through flyers distributed at schools (37.5%).
- The District's high rate of computer use may increase the effectiveness of the District's web page in reaching potential customers.

### ***POTENTIAL STRATEGIES***

*Develop a marketing plan to increase community awareness of District programs and services.*

- Evaluate current marketing vehicles for effectiveness.
- Target District residents with a percentage of the marketing budget.
- Integrate on-line information with District-wide marketing efforts.
- Expand community outreach, focusing on the benefits provided by recreation programs and services.
- Use the communication methods most effective with each age group.
- Provide targeted outreach to the emerging and growing diverse populations through social service organizations serving these groups.
- Explore ways to educate the public about the cost of providing services and facilities.
- Integrate marketing with District-wide community relations efforts.
- Internally promote the concept of marketing.
- Work to develop improved internal District-wide communications.
- Update the marketing plan annually.

## Programs and Services ANALYSIS

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### PARTNERSHIPS

The District cannot meet all recreation needs acting independently. It must continue to forge partnerships to effectively respond to future community needs. It already has a wide range of strong partnerships in place that can become the basis for future expanded collaborations.

The District must continue to position itself to take advantage of its unique strengths, avoid duplication of services, and distinguish itself from other agencies. The desire for streamlined, coordinated services was strongly expressed during the Master Plan public involvement process.

Private businesses as well as nonprofit and other public agencies should be considered when the District focuses its efforts.

### POTENTIAL STRATEGIES

*Expand partnerships to deliver needed services and reduce duplication of effort.*

- Based on Master Plan recommendations, determine the roles and responsibilities of the District and those of partner agencies.

### PROGRAM EVALUATION

The District's program evaluation efforts have been limited to date. The District should expand these efforts so that it can more effectively demonstrate the results of its efforts in accomplishing the benefits most desired by the community:

- Positive benefits for youth;
- Improved community livability; and
- Equal access to, services, and facilities for people of all ages, abilities, and income levels.

This evaluation program should be phased in to document the effectiveness of programs and services while keeping data collection and measurement within the limits of available staff resources.

### POTENTIAL STRATEGIES

*Adopt performance standards to measure the District's success in achieving the benefits most desired by the community.*

- Conduct annual performance evaluations to assess progress on these measures.
- Refine performance targets annually to evaluate success.

Suggested targets include:

- *Youth Development:* Percent of youth who report improvements in developmental assets<sup>1</sup> as a result of participating in recreation programs (measured by post-program evaluation).
- *Community Livability:* Percent of District residents who indicate that recreation programs and services improve community livability (measured by responses to an annual customer satisfaction questionnaire).
- *Serving All Residents:* The extent to which the population served by the District reflects the overall District population (measured by participant statistics and compared to census data).

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<sup>1</sup> As defined by the Search Institute

## Programs and Services Analysis

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### FUNDING

#### *FEES AND CHARGES*

Many park and recreation agencies recover a significant amount of their costs through the collection of fees and charges for services rendered. *Table 1* compares 2000/01 expenditures with non-General Fund revenue for each cost center.

Based on its approved budget for FY 2001-02, the District will recover 47.9% of its cost through fees and charges (refer to *Discussion Paper 2*). For most communities, 50% or more is considered a good return. The District recovers a higher percentage of its costs than all but one of the park and recreation districts used for purposes of comparison.

#### *PUBLIC INPUT*

- The top choice for funding future facilities, programs and services was to have someone else pay (grants and donations)
- The next three choices (registration, rentals, and user fees) could be classified as "pay to play".
- Only 11% of respondents supported funding program and services development if the District were to receive additional funding through an increase in property tax.

#### *POTENTIAL STRATEGIES*

*Develop a financing plan to fund program and service improvements.*

### SUMMARY

*Figure 2* on the next page summarizes the vision for the future of recreation programs and services expressed during the public involvement process, the benefits or outcomes provided by those services, and potential strategies to improve services identified in this report.

Figure 2  
Strategic Planning Framework for Programs and Services

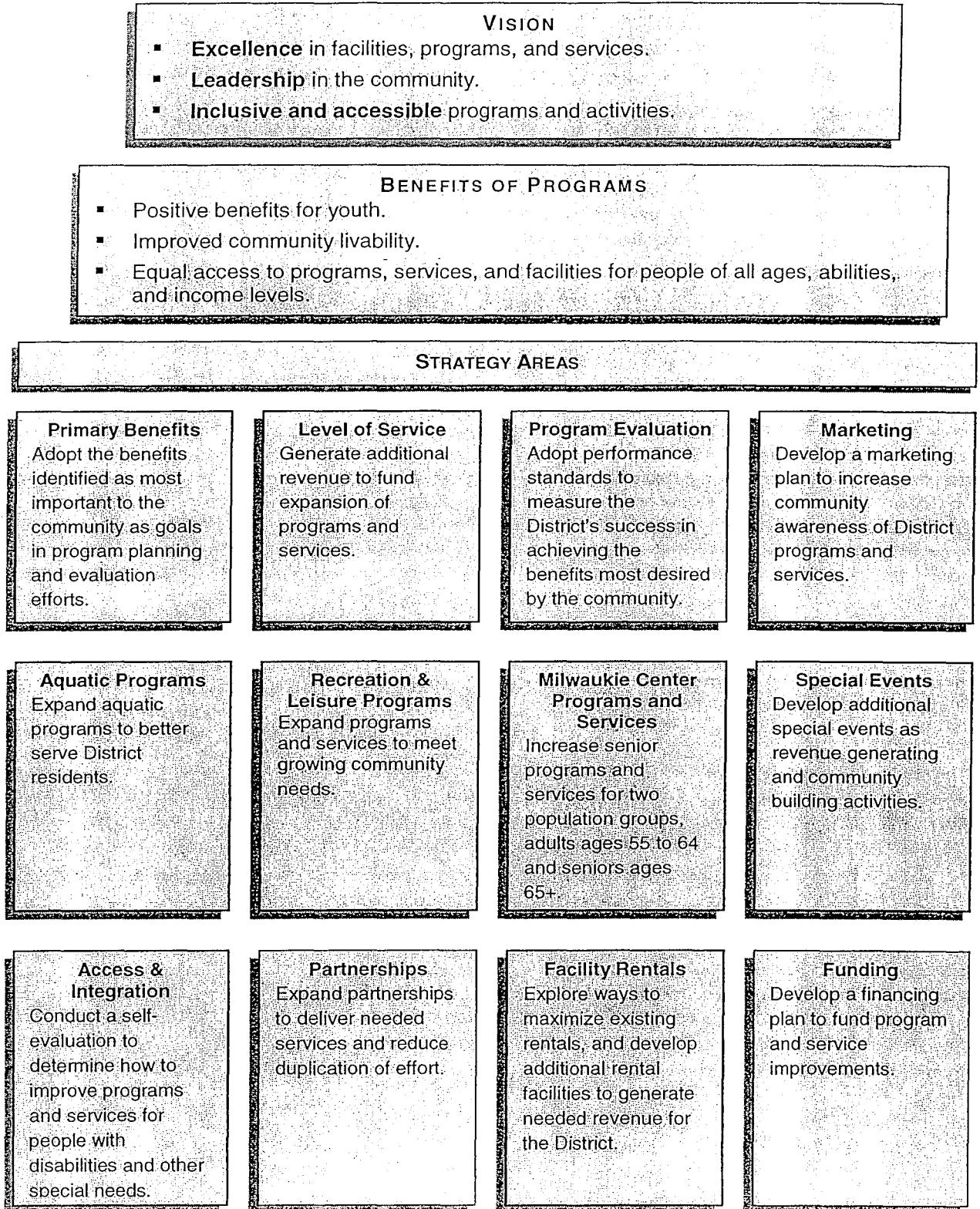


Figure A-1. Recreation Programs and Older Adult Services

North Clackamas Parks & Recreation District

	Program Duration		Ages and Abilities Served											Program/Funding Sources					Partners	
	Year-Round	Seasonal	All Ages	Families	Infant (8 to 35 months)	Preschool (3-4 years)	Children (5-9)	Youth (10-14)	Teens (15-17)	Young Adults (18-24)	Adults (25-54)	Older Adults (55+)	Disabled	Taxes	User Fees	Donations / Fundraisers	Grants	Bond Measures / Levies		Partnerships / Sponsors
Aquatics	■		■	■	■	■	■	■	■	■	■	■	■	■	■	■			■	Clackamas Community College American Red Cross Alder Creek Kayak Supply Adventure Dive Northwest North Clackamas Synchro Stars North Clackamas Master Swimmers
Arts, Crafts & Hobbies	■									■	■	■	■	■	■				■	
Respite Care	■													■	■	■	■			Providence Milwaukie Hospital
Community Service Projects / Volunteer Opportunities	■						■	■	■	■	■	■	■	■	■				■	Clackamas County Volunteer Connection
Computers	■								■	■	■	■		■	■				■	Clackamas County Library LaSalle High School
Counseling	■			■						■	■	■		■		■	■		■	Whitcomb Interagency Services Oregon Dept of Human Services Parrott Creek Child and Family Services Women's Crisis Center Clackamas County Mental Health
Dance & Music	■									■	■	■		■	■				■	Absolute Magic Clackamas Community College
Drama	■	■					■	■				■		■	■				■	Missoula Children's Theatre Northwest Senior Theatre
Drop-In Play / Open Gym	■					■	■	■	■	■	■			■	■				■	OIT
Fitness	■						■	■	■	■	■	■	■	■	■				■	Clackamas Community College

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Figure A-1. Recreation Programs and Older Adult Services

North Clackamas Parks & Recreation District

	Program Duration		Ages and Abilities Served											Program/Funding Sources					Partners	
	Year-Round	Seasonal	All Ages	Families	Infant (8 to 35 months)	Preschool (3-4 years)	Children (5-9)	Youth (10-14)	Teens (15-17)	Young Adults (18-24)	Adults (25-54)	Older Adults (55+)	Disabled	Taxes	User Fees	Donations / Fundraisers	Grants	Bond Measures / Levies		Partnerships / Sponsors
Health and Wellness	■						■	■	■	■	■	■	■	■	■	■			■	Providence Milwaukie Hospital Willamette Falls Hospital Legacy Good Samaritan Portland Adventist Hospital PSU Speech and Hearing Science Dept Hearing and Speech Institute Dever's Eye Clinic Senior Citizens Council
Independence Assistance	■															■			■	AARP Senior Citizens Council Blind Commission Clackamas County Social Services Parish Nurse Program HEART Choices for Life Adult Living Assn Stand by You Private Placement Agencies Senior Residential Sites
Intergenerational Projects	■		■	■			■	■	■	■	■	■		■	■				■	NC12 Schools
Language and Writing	■									■	■	■		■	■				■	Clackamas Community College
Legal Assistance	■												■	■		■			■	St Andrews Legal Clinic Legal Aid Services of Oregon
Low Income Services	■																		■	Clackamas County Social Services Clackamas Service Center Salvation Army Interfaith Council St. Vincent dePaul Housing Authority NW Housing Alternatives
Nutrition Services	■												■	■		■			■	OSU Extension Service Clackamas County Social Services

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Figure A-1. Recreation Programs and Older Adult Services

North Clackamas Parks & Recreation District

	Program Duration		Ages and Abilities Served											Program Funding Sources					Partners	
	Year-Round	Seasonal	All Ages	Families	Infant (8 to 35 months)	Preschool (3-4 years)	Children (5-9)	Youth (10-14)	Teens (15-17)	Young Adults (18-24)	Adults (25-54)	Older Adults (55+)	Disabled	Taxes	User Fees	Donations / Fundraisers	Grants	Bond Measures / Levies		Partnerships / Sponsors
Outdoor Recreation	■						■	■	■	■	■	■		■	■				■	Highland Stables Northwest Discoveries
Special Events	■		■	■	■		■	■	■	■	■	■	■	■	■	■	■			
Special Interest Classes	■					■	■	■	■	■	■	■		■	■				■	Mad Science OSU Master Gardeners of Clackamas County East Side Bridge Club
Sports		■					■	■	■	■	■	■		■	■	■			■	Oregon Soccer Center (OSC) On Target Archery Skyhawks Oregon Institute of Technology (OIT) Elks Club Rex Putnam High School Sah-Hah-Lee Golf Course
Spring & Winter Break Camps & Field Trips		■					■	■	■					■	■	■	■		■	Rex Putnam High School
Summer Day Camps		■					■	■												
Tax/Financial Services	■											■							■	AARP IRS Financial Advisors
Transportation Services	■											■		■		■			■	Providence Milwaukie Hospital Tri-Met Ride Connection Portland Adventist Hospital
Travel/Trips	■									■	■	■			■				■	Travel Vendors Clackamas Community College

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Figure A-2. Community Education Program  
North Clackamas School District

	Program Duration		Ages and Abilities Served										Partners	
	Year-Round	Seasonal	All Ages	Families	Infant (8 to 35 months)	Preschool (3-4 years)	Children (5-9)	Youth (10-14)	Teens (15-17)	Young Adults (18-24)	Adults (25-54)	Older Adults (55+)		Disabled
Animal Care										■	■	■	■	
Aquatics					■	■	■	■	■	■	■	■		North Clackamas Aquatic Park, Willamette View Manor, East Side Athletic Club
Arts, Crafts & Hobbies								■	■	■	■	■		
Childcare / Respite Care						■	■	■		■	■			Red Cross
Community Service Projects / Volunteer Opportunities														
Computers														
Counseling														
Court Sports						■	■	■	■	■	■			Ice Chalet
Dance & Music					■	■	■	■	■	■	■			Harmony Road Music Center
Drama														
Drop-In Play / Open Gym														
Education						■	■	■		■	■	■		
Field Sports														
Fitness										■	■	■		Eastside Athletic Club
Golf							■	■	■	■	■	■		The Children's Course
Gymnastics						■	■	■	■	■	■	■		Top Flyte Gymnastics
Health and Wellness										■	■	■		
Homework Assistance								■						

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Figure A-2. Community Education Program  
North Clackamas School District

	Program Duration		Ages and Abilities Served										Partners		
	Year-Round	Seasonal	All Ages	Families	Infant (8 to 35 months)	Preschool (3-4 years)	Children (5-9)	Youth (10-14)	Teens (15-17)	Young Adults (18-24)	Adults (25-54)	Older Adults (55+)		Disabled	
Independence Assistance															
Intergenerational Projects															
Language and Writing						■	■	■	■	■	■	■			
Legal Assistance															
Low Income Services															
Martial Arts						■	■	■	■	■	■	■			
Nutrition Services															
Outdoor Recreation															
Parenting Classes/Assistance							■	■	■	■	■				Red Cross
Safety															
Special Events															
Special Interest Classes										■	■	■			
Spring Break Camps & Field Trips															
Tax/Financial Services										■	■	■			
Transportation Services															
Travel/Trips															

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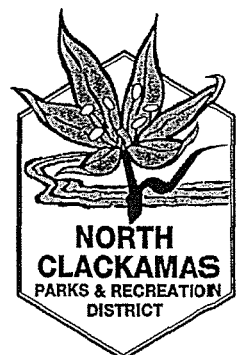
## **DISCUSSION PAPER #6**

*February 11, 2002*

### ***Facilities Recommendations***

- Introduction
- Preliminary Recommendations
  - *Parks*
  - *Recreation Facilities*
  - *Maintenance and Operations*
  - *Administration/Policies*

*North Clackamas Parks & Recreation District*  
**Park and Recreation Master Plan**



## INTRODUCTION

This document makes preliminary recommendations for District parks and facilities. The recommendations build upon the work completed up to this point in the process including an analysis of the current system of parks and facilities (see *Discussion Paper #2, District Analysis*) and an assessment of current and future need for additional parks and facilities (see *Discussion Paper #4, Needs Assessment*).

The proposed park system for North Clackamas Parks & Recreation District is designed to provide the benefits identified through the public involvement process:

- Positive benefits for youth.
- Improved community livability.
- Equal access to programs, services, and facilities for people of all ages, abilities, and income levels.

### COORDINATION WITH ADJACENT JURISDICTIONS

The District is separated from the cities of Portland, Happy Valley, Gladstone, and unincorporated Clackamas County residential areas only by political boundaries. The Willamette and Clackamas Rivers, which are recreation resources for the entire region, form its western and southern boundaries.

In order to provide the best possible recreation opportunities for District residents as well as for its neighbors, the *Facilities Plan* builds upon opportunities for cooperation, coordination, and partnership with other jurisdictions such as Metro, Clackamas County, City of Milwaukie, City of Happy Valley, and the City of Gladstone.

### CITY OF MILWAUKIE

The City of Milwaukie is both part of the District, and a partner in providing facilities.

### CITY OF HAPPY VALLEY

The City of Happy Valley occupies the northeast corner of the District. Although Happy Valley elected not to join the District when it formed, as a practical matter District residents use Happy Valley parks and facilities, and Happy Valley residents use District facilities.

To reflect this reality, the *Facilities Plan* contained in this document shows the location of proposed parks and trails that appear in the Happy Valley Draft Master Plan dated May 2001, including parks proposed for the Rock Creek area. New community parks within North Clackamas Parks & Recreation District are proposed to serve areas that will not be served by future Happy Valley parks.

### METRO AND CLACKAMAS COUNTY

There are many opportunities to develop linear parks and trails in cooperation with Metro and with Clackamas County. Linear parks shown on the *Facilities Plan* include trail corridors that are proposed on the Metro Regional Trails and Greenways Map (June 1996). They are:

- North Clackamas Greenway Trail
- Bluff Trail
- Mt. Scott Trail
- Scouter Mountain Trail
- Clackamas River Greenway Trail
- Willamette River Greenway Trail
- Springwater Trail
- OMSI to Springwater Trail

Trail corridors that appear in the Clackamas County Comprehensive Plan (April 2000) have also been incorporated.

*Facility Recommendations*

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**FACILITIES PLAN**

Specific recommendations for parks are illustrated on the *Facilities Plan*.

A letter of the alphabet and number (such as N-12) defines each site on the *Facilities Plan*. The number is for site identification only and corresponds to text in this section. The letter represents the type of proposed park as shown below:

- N Neighborhood Park
- C Community Park
- NR Natural Resource Area
- L Linear Park
- SU Special Use Facility

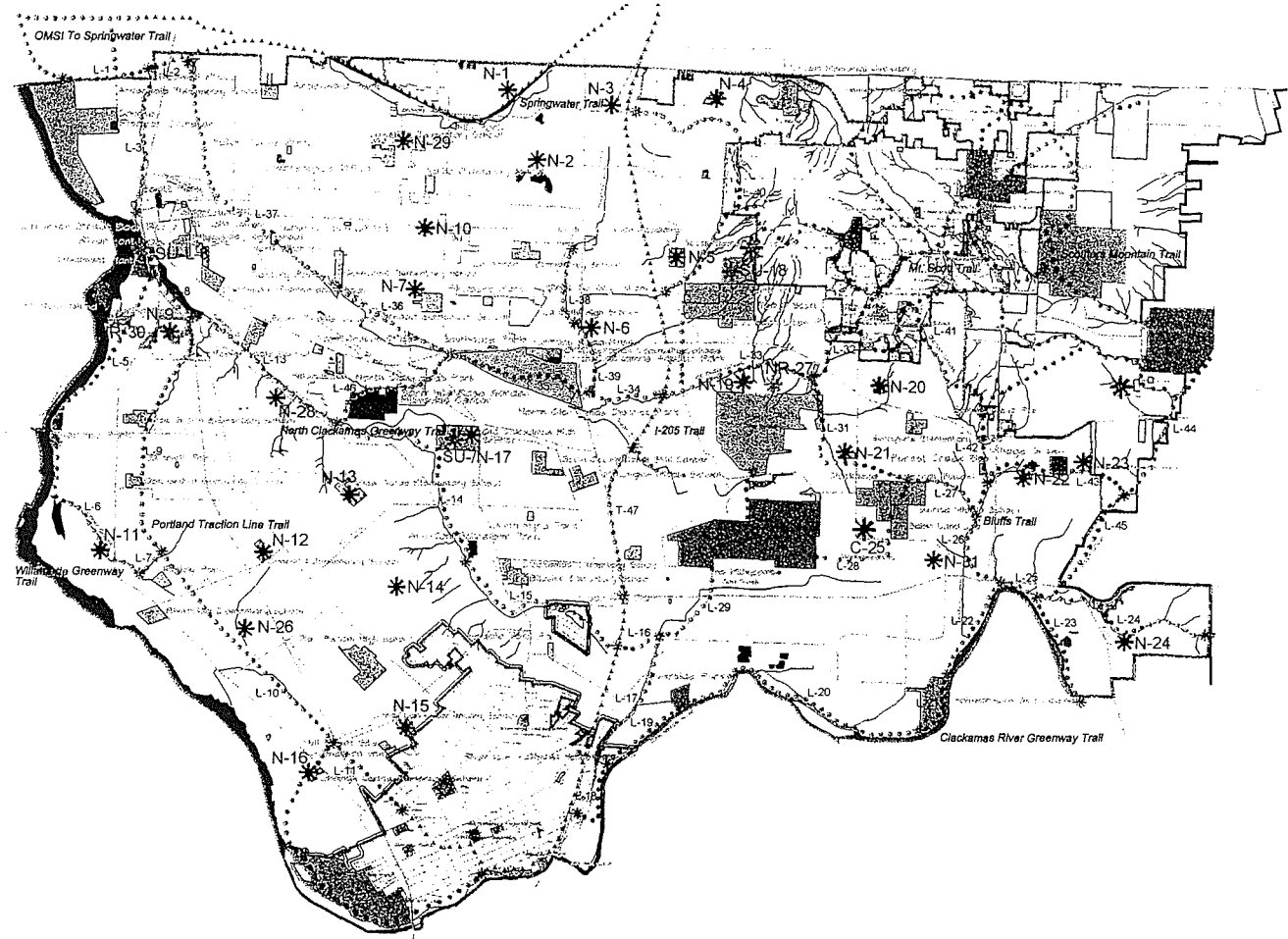
A description of each park type is included in *Discussion Paper #2, District Analysis*, in the section entitled "Park and Recreation Facilities".

A large asterisk illustrates each proposed site for neighborhood parks, community parks, natural resource areas, and special use facilities. Linear park segments are indicated with small asterisks at the beginning and end of each segment. The asterisks are intended to show a *general* location only. The actual location will be based on land availability, acquisition cost, and the owner's willingness to sell.

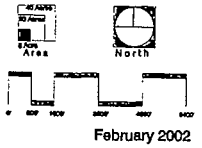
The potential exists for some parks to be developed in partnership with other public agencies. In these cases only, asterisks indicate specific properties that are publicly owned.

The proposed park system is designed to serve residents within the existing District boundaries. If annexations occur to the east, it will be necessary to adjust the *Facilities Plan*.

# North Clackamas Parks & Recreation District



- Legend:**
- Planning Area Boundary
  - Park District Boundary
  - Urban Growth Boundary
  - Neighborhood Parks
  - Community Parks
  - Special Use Areas
  - Natural Resource Area
  - Undeveloped Parkland
  - Miscellaneous Open Space
  - Other Public Land
  - Private Facilities
  - Public Schools
  - Private Schools
  - ▲▲▲ Existing Multi-Use Trails
  - Proposed Multi-Use Trails
  - Proposed Linear Park Segment
  - \* C- Proposed Community Park
  - \* N- Proposed Neighborhood Park
  - \* SU- Proposed Special Use Facility
  - \* NR- Proposed Natural Resource Area



**DRAFT**



Facilities Plan

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## RECOMMENDATIONS

### *PARKS*

Proposed standards for parks are summarized on *Table 1. Existing Parkland, Proposed Standard, and Anticipated Need*. For the underlying discussion regarding existing conditions, public input, trends, and maintenance impacts, please refer to *Discussion Paper #4, Needs Assessment*, and to the associated *Additional Standards*.

North Clackamas Parks & Recreation District

Table 1. Existing Parkland, Proposed Standard, and Anticipated Need

Facility	Total Existing Acres	Number of Sites	Existing Ratio Acres per 1000 Population	Proposed Service Area Standard	Proposed Size Standard	Proposed Standard in Acres per 1000 Population	Anticipated Need	
							Current Need (in addition to existing acres)	2021 Need (in addition to existing acres)
							Estimated Population 90,933	Projected Population 125,879
Neighborhood Parks	25.2	12	0.28	1/2 mile	1 to 5 acres	0.65	33.9	56.6
Community Parks	52.17	2	0.57	2	6 to 50 acres	0.65	6.9	29.7
Natural Resource Area	286.23		3.00	2 miles	large enough to protect resource	3.00	-13.4	91.4
*Other Parkland	79.45		0.87	-	-	4.20	302.5	449.2
Pocket Parks / Mini-Parks	0.75	1	0.01	-	1/4 to 3/4 acre	-	-	-
Regional Parks	0	0	0.00	District	-	-	-	-
Linear Parks	0	0	0.00	-	50 to 200 feet wide	-	-	-
Special Use Areas	16.65	8	0.18	District	large enough to accommodate special use	-	-	-
Undeveloped Parkland	56.49	12	0.62	-	-	-	-	-
Misc Open Space	5.56		0.06	-	-	-	-	-
<b>Total</b>	<b>443.05</b>		<b>5.60</b>			<b>8.50</b>	<b>329.9</b>	<b>626.9</b>

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\*The proposed standard for "other parkland" applies to pocket parks/mini-parks, regional parks, linear parks, special use areas, and undeveloped parkland.

- indicates no standard is proposed

**NEIGHBORHOOD PARKS**

Neighborhood parks are intended to provide access to basic recreation opportunities for nearby residents of all ages.

**Strategies**

Provide a neighborhood park within 1/2 mile of every resident.

- Renovate and add facilities to existing neighborhood parks to increase the recreation opportunities available.
- To increase the recreation value of small neighborhood parks, acquire land adjacent to existing parks when the opportunity arises.

- Develop 23 additional neighborhood parks (57 acres).
- Acquire land for neighborhood parks through developer dedication.
- Where vacant land is not available or not attainable, develop partnerships with school districts and other public agencies to provide neighborhood park facilities on public land.

**Preliminary Recommendations**

Table 2 lists the recommendations for neighborhood parks.

**Table 2  
Neighborhood Park Recommendations**

Letter #	Name	Recommendation	Acres to be Acquired	Acres to be Developed	Acres to be Re-developed
N-1	Proposed Neighborhood Park	Acquire land and develop a new neighborhood park	3.0	3.0	
N-2	Proposed Neighborhood Park	Acquire land and develop a new neighborhood park	3.0	3.0	
N-3	Proposed Neighborhood Park	Acquire land and develop a new neighborhood park	3.0	3.0	
N-4	Altamont Site	Develop a new neighborhood park in cooperation with North Clackamas School District on land-banked property	-	12.0	
N-5	Mt. Scott Elementary School	Provide neighborhood park facilities in partnership with North Clackamas School District	-	1.5	
N-6	Proposed Neighborhood Park	Acquire land and develop a new neighborhood park	3.0	3.0	
N-7	Stanley Property	Develop a new neighborhood park on City of Milwaukie land-banked property	3.0	3.0	
N-9	Proposed Neighborhood Park	Acquire land and develop a new neighborhood park	1.5	1.5	

*ndations*

Letter #	Name	Recommendation	Acres to be Acquired	Acres to be Developed	Acres to be Re-developed
N-10	Wichita Park	Work with Linwood Neighborhood District Association to implement the neighborhood park master plan		1.0	
N-11	Proposed Neighborhood Park	Acquire land and develop a new neighborhood park	3.0	3.0	
N-12	Concord Elementary School	Provide neighborhood park facilities in partnership with North Clackamas School District	-	1.0	
N-13	View Acres Elementary School	Provide neighborhood park facilities in partnership with North Clackamas School District	-	1.5	
N-14	Proposed Neighborhood Park	Acquire land and develop a new neighborhood park	3.0	3.0	
N-15	Candy Lane Elementary	Provide neighborhood park facilities in partnership with Oregon City School District	-	1.5	
N-16	Jennings Lodge Elementary	Provide neighborhood park facilities in partnership with Oregon City School District	-	1.5	
SU/N-17	Old Clackamas High School	Develop neighborhood park facilities on school district property	-	5.0	
N-19	Proposed Neighborhood Park	Acquire land and develop a new neighborhood park		3.0	
N-20	James Abele Property	Develop a new neighborhood park on District land-banked property	-	2.8	
N-21	Justice Property	Develop a new neighborhood park on District land-banked property	-	3.0	
N-22	Sieben Property	Develop a new neighborhood park in cooperation with WES on land-banked and other publicly owned property	-	8.6	
N-23	Not used				

Letter #	Name	Recommendation	Acres to be Acquired	Acres to be Developed	Acres to be Re-developed
N-24	Proposed Neighborhood Park	Acquire land and develop a new neighborhood park	3.0	3.0	
N-26	Proposed Neighborhood Park	Acquire land and develop a new neighborhood park; connect to Portland Traction Line Linear Park	3.0	3.0	
N-28	Proposed Neighborhood park	Acquire land and develop a new neighborhood park	3.0	3.0	
N-29	Lewelling Park	Implement the master plan for a neighborhood park in partnership with City of Milwaukie and Lewelling Neighborhood District Association		0.9	
<b>Existing Parks</b>					
	Ann-Toni Schreiber Park	Provide additional recreation facilities			
	Bunnell Park	Provide additional recreation facilities			0.8
	Century Park	Renovate			0.5
	Mill Park	Provide additional recreation facilities			1.0
	North Clackamas Neighborhood Park	Provide additional amenities			1.5
	Risley Park	Renovate			5.0
	Scott Park/Ledding Library	Complete Phases II and III of master plan			3.0
	Southern Lites Park	Restore banks of drainage way			0.5
	General	Acquire additional land adjacent to existing parks when the opportunity arises.	6.0	6.0	
	<b>Subtotal Neighborhood Parks</b>		<b>37.5</b>	<b>80.8</b>	<b>12.3</b>

**Design and Development Policies**

The following design and development policies are recommended for new neighborhood parks.

**SITE SELECTION CRITERIA**

- Ideally, neighborhood parks should be no smaller than three acres in size.
- At least 50% of the site should be flat and usable, and provide space for both active and passive uses. Where possible, at least two acres should be developed and maintained.
- The site should be reasonably central to the neighborhood it is intended to serve.
- Access routes within the half-mile service area radius should minimize physical barriers, and crossing of major roadways.
- Access to the site should be via a local residential street. If located on a busy street, incorporate buffers and/or barriers necessary to reduce hazards from passing vehicles.

- To encourage legitimate uses, the site should be visible from adjoining streets and have no less than 200 feet of street frontage.

**DESIGN AND DEVELOPMENT STANDARDS**

- Design should encourage access by foot or bicycle.
- Appropriate facilities include:
  - Children's play areas
  - Basketball half-court
  - Multi-purpose paved court
  - Tennis courts
  - Unstructured open play areas and practice sport fields
  - Picnic areas
  - Park shelter (small)
  - Trails and/or pathways
  - Natural open space
  - Site furnishings (picnic tables, benches, bike racks, drinking fountains, trash receptacles, etc.)
  - Restrooms (portable in permanent enclosure)
- Active and noise producing facilities, such as tennis and basketball courts, should be sited away from adjoining homes.

**COMMUNITY PARKS**

Community parks provide a variety of accessible recreation opportunities for all age groups. They serve recreation needs of families and provide opportunities for community social activities.

**Strategies**

Provide a community park within 2 miles of most residents.

**Preliminary Recommendations**

- Update and implement the master plan for North Clackamas Park.
- Explore the feasibility of developing a community park on existing publicly owned property or
- Explore the feasibility of developing a community park in partnership with North Clackamas School District.

*Table 3*  
**Community Park Recommendations**

<b>Letter#</b>	<b>Name</b>	<b>Recommendation</b>	<b>Acres to be Acquired</b>	<b>Acres to be Developed</b>	<b>Acres to be Re-developed</b>
C-25	Proposed Community Park	Develop a community park east of I-205	30.0	30.0	
	<b>Subtotal Community Parks</b>		<b>30.0</b>	<b>30.0</b>	

**Design and Development Policies**

The following design and development policies are recommended for new community parks.

**GENERAL LAND USE GUIDELINES**

- Because of their size, the acquisition of community parkland should occur far in advance of its need.
- A community park should be constructed when the area it will serve reaches about 50% development (measured by either acreage developed, or population accommodated).
- Wherever feasible, community parks should be developed adjacent to middle school or high school sites.

**SITE SELECTION CRITERIA**

- Minimum size should ideally be no less than 20 acres.
- At least two-thirds of the site should be available for active recreation use. Adequate open space buffers should be used to separate active use areas from nearby homes.
- The site should be visible from adjoining streets and have a minimum 300 to 400 feet of street frontage.
- Access should be via a collector or arterial street.

**DESIGN AND DEVELOPMENT STANDARDS**

- Appropriate facilities include:
  - Children's play areas
  - Basketball courts
  - Multi-purpose paved court
  - Tennis courts
  - Volleyball courts (sand or grass)
  - Sport fields
  - Open multi-use grass area / natural open space
  - Picnic area
  - Group picnic facilities
  - Picnic shelters (various sizes)
  - Restrooms (permanent)
  - Site amenities (picnic tables, benches, bike racks, drinking fountains, trash receptacles, etc.)
  - Trails/pathway systems
- Parking requirement is dependent upon facilities provided. Require 50 spaces per sport field plus 5 spaces per acre of active use area.
- Permanent restrooms are appropriate for this type of park but should be located in highly visible areas and near public streets.

**NATURAL RESOURCE AREAS**

Natural Resource Areas provide opportunities for rest and relaxation. They protect valuable natural resources, protect wildlife habitat, and contribute to the environmental health of the community.

**Strategies**

Partner with Metro, Water Environment Services, Clackamas County, and other agencies to preserve natural resource areas and provide opportunities for hiking, bird watching, watching wildlife,

environmental education, and other passive recreational activities.

Utilize volunteers in restoration and preservation efforts.

**Preliminary Recommendations**

Table 4 lists the recommendations for Natural Resource Areas (NR) and for Linear Parks that occur within Natural Resource Areas (NR/L).

**Table 4  
Natural Resource Area Recommendations**

Letter #	Name	Recommendation	Acres to be Acquired	Acres to be Developed	Acres to be Re-developed
NR-27	Mt Talbert	Acquire additional land through dedication to expand natural resource area	15.0	5.0	
<b>Existing Parks</b>					
	North Clackamas District Park	Complete a new master plan that reflects site conditions and current environmental regulations			83.5
	Spring Park	Complete a master plan in coordination with Elk Rock Island Natural Area Management Plan		6.9	
	<b>Subtotal Natural Resource Area</b>		<b>15.0</b>	<b>11.9</b>	<b>83.5</b>

*Facility Recommendations*

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**Design and Development Policies**

The following design and development policies are recommended for natural resource areas.

**SITE SELECTION CRITERIA**

- Emphasis in acquisition should be for those areas identified in adopted local or regional plans and have significant environmental value.
- A minimum 200' corridor is recommended near rivers, 100' corridor near intermittent streams, and a 60' minimum corridor in other cases.

**DESIGN AND DEVELOPMENT STANDARDS**

- Design and manage natural resource areas to protect the environment, and to accommodate passive recreation.
- Where feasible, encourage public access and use of natural resource areas. Protect environmentally sensitive areas from overuse. Prohibit recreation activities in very sensitive areas.
- Keep improvements to a minimum; emphasize interpretive and educational features. Improvements should typically be limited to the following, although other uses or sites may permit more intensive development.
  - Trails
  - Seating
  - Interpretive/directional signs
  - Viewing areas
- Trails should be designed and sited to minimize impacts on the ecological functions of stream corridors and to

minimize the impacts of unplanned access.

- Provide a vegetated buffer between stream corridors and trails.
- Review alignment and design details with regulatory agencies prior to construction.
- Limit parking to trailheads. Provide parking at a level the area can accommodate while preserving its natural character.
- Design facilities and utilize construction techniques to minimize erosion control.
- Avoid stream banks, significant plant populations, and other sensitive features in siting and constructing trails and other features.
- Develop policies to preserve and enhance a diverse native plant community, and enhance wildlife habitat.
- Minimize the amount of bare soil by using plant materials that will develop extensive root systems.
- Remove non-native species and re-introduce native species; prevent re-infestation of non-native species.
- For additions to the inventory of natural resource areas, develop management recommendations that are specific to the site. Forecast impact on overall management resources.
- Monitor and remedy potential problems such as tree-falls, invasive vegetation, or other liability issues.

**OTHER PARKLAND**

**LINEAR PARKS**

Multi-purpose trails provide recreational opportunities for walkers, bicyclists, and skaters. They can also serve as commuting routes for alternative modes, decreasing energy consumption and pollution.

**Strategies**

- Provide linear parks and trails to connect parks, schools, neighborhoods, and other trail systems.

- Work with regional partners to provide a continuous public greenway along the Willamette and Clackamas Rivers.
- Work with regional partners to acquire and maintain linear parks and trails throughout the District.

**Preliminary Recommendations**

Work with regional partners to acquire land and develop linear parks and trail corridors as shown on Table 5. Linear parks located in natural resource areas are indicated with L/NR.

**Table 5  
Linear Park Recommendations**

Letter #	Name	Linear Feet	Corridor Width	Acres to be Acquired
L-1	OMSI to Springwater Trail	3260	60	4.5
L-2	OMSI to Springwater Trail	1500	60	2.1
L-3	Portland Traction Line	5400	60	-
L-4	Not used			
L/NR-5	Willamette Greenway Trail	7400	200	34.0
L/NR-6	Willamette Greenway Trail	6400	200	29.4
L-7	Unnamed	1170	60	1.6
L/SU-8	Willamette Greenway Trail	2170	200	10.0
L-9	Portland Traction Line	9430	60	-

*Priority Recommendations*

Letter #	Name	Linear Feet	Corridor Width	Acres to be Acquired
L-10	Portland Traction Line	9500	60	-
L-11	Portland Traction Line	3600	60	-
L-12	Oregon Trail - Barlow Road	1300	60	1.8
L-13	North Clackamas Greenway Trail	6700	60	9.2
L/NR-14	Kellogg Creek Trail	8000	100	18.4
L/NR-15	Kellogg Creek Trail	7600	100	17.4
L-16	I-205 Trail to unnamed	1600	60	2.2
L-17	Unnamed	5400	60	7.4
L/NR-18	Clackamas River Greenway Trail	3000	200	13.8
L/NR-19	Clackamas River Greenway Trail	3800	200	17.4
L/NR-20	Clackamas River Greenway Trail	9900	200	45.5
L/NR-21	Clackamas River Greenway Trail	2600	200	11.9
L/NR-22	Clackamas River Greenway Trail	3900	200	17.9
L/NR-23	Clackamas River Greenway Trail	4200	200	19.3
L-24	Unnamed	6800	60	9.4
L/NR-25	Clackamas River Greenway Trail	1500	200	6.9
L-26	Bluffs Trail	3200	60	4.4
L-27	North Clackamas Greenway Trail	3200	60	4.4
L-28	Unnamed	8100	60	11.2
L-29	Unnamed	5900	60	8.1

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Letter #	Name	Linear Feet	Corridor Width	Acres to be Acquired
L-30	Unnamed	2390	60	3.3
L-31	North Clackamas Greenway Trail	6600	60	9.1
L-32	Mount Scott Trail	4100	60	5.6
L-33	North Clackamas Greenway Trail	5800	60	8.0
L-34	North Clackamas Greenway Trail	2900	60	4.0
L-35	North Clackamas Greenway Trail	5600	60	7.7
L-36	Springwater to North Clackamas Greenway Trail	4800	60	6.6
L-37	Springwater to North Clackamas Greenway Trail	10000	60	13.8
L/NR-38	Phillips Creek Trail	3000	100	6.9
L/NR-39	Phillips Creek Trail		100	-
L-40	Unnamed trail	10000	60	13.8
L/NR-41	Sieben Creek Trail	10000	100	23.0
L/NR-42	Sieben Creek Trail	2600	100	6.0
L-43	Sunnyside Village Trail	5500	60	7.6
L-44	Scouter's Mountain Trail	13000	60	17.9
L-45	Unnamed trail	5210	60	7.2
L-46	North Clackamas Greenway Trail	5500	60	7.6
T-47	I-205 Trail	5840	60	8.0
<b>Subtotal Linear Parks &amp; Trails</b>		<b>45.3 miles</b>		<b>464.1</b>

**Design and Development Policies**

Design and development policies for linear parks are discussed below. Most of the items refer to trail development since trails are the most important built feature in linear parks.

- Trails easements, dedications, and development ideally should occur prior to or at the time of development.
- Trails along stream corridors will require special design/construction techniques in order to protect water quality.
- The District should be sensitive to private owners when trails are proposed adjacent to private property.
- In developed areas, trails will be sited through purchase or easements from willing property owners. Alternative routing will be considered when necessary.
- Wherever possible, the District should utilize undeveloped street rights-of-way for trail corridors.

**SITE SELECTION CRITERIA**

- Wherever feasible, recreation pathways and trails should be located off-street. However, streets should be used in order to complete connection, whenever needed.
- Wherever possible, trails should encourage accessibility, particularly within loop or destination opportunities.
- Linear parks with trails should be developed throughout the community to provide linkages to schools, parks, and other destination points.
- Each proposed trail connection should be reviewed on a case-by-case basis to determine if it should be part of the District's trail system.
- A minimum 200' corridor is recommended near rivers, 100' corridor near intermittent streams, and a 60' minimum corridor in other cases.

**DESIGN AND DEVELOPMENT STANDARDS**

- Trail alignments should take into account soil conditions, steep slopes, surface drainage, and other physical limitations that could increase construction and/or maintenance costs.
- Off-street multi-purpose trails may vary in width from 8'-12', with 12' width being optimum to permit access for maintenance and security vehicles. Wider trails may be necessary to accommodate in-line skaters.
- Trails should be designed for access by people with and without disabilities.

**SPECIAL USE PARKS**

**Strategies**

Provide parkland to accommodate specialized outdoor recreation activities and indoor recreation facilities.

- Provide 6 acres of off-leash area for dogs. Provide one facility on each side of I-205.
- Additional recommendations for Special Use Facilities are shown on *Table 6*.

**Preliminary Recommendations**

- Acquire land and develop a multi-sport complex (approximately 30 acres) east of District boundaries.

**Design and Development Policies**

Design and development policies vary depending upon the type of facility.

- Multi-sport complex - Explore the feasibility of constructing a field surfaced with synthetic turf.

*Table 6*  
**Special Use Facility Recommendations**

Letter #	Name	Recommendation	Acres to be Acquired	Acres to be Developed	Acres to be Re- developed
SU/L-8	Milwaukie Riverfront	Participate with the City of Milwaukie in a review and refinement of the Riverfront Master Plan. Partner with City and regional partners to implement revised plan. (Includes Dogwood Park, Kellogg Creek Site, Jefferson Street Boat Ramp)	-		25.0
SU-18	Top O' Scott	Complete a master plan for a special use facility with community involvement.	-	33.0	
SU/N-17	Old Clackamas High School	Develop a multi-sport complex on grounds of Old Clackamas High School in partnership with North Clackamas School District	-		25.0
<b>Existing Parks</b>					
	Rivervilla Park	Complete master plan improvements	-		
<b>Subtotal Special Use Facilities</b>			-	33.0	50.0

*Facility Recommendations*

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**RECREATION FACILITIES**

Proposed standards for recreation facilities are summarized on *Table 7. Existing Recreation Facilities, Proposed Standards, and Anticipated Need*. For the underlying discussion regarding existing conditions, public input, trends, and maintenance impacts, please refer to *Discussion Paper #4, Needs Assessment*, and to the associated *Additional Standards*.

North Clackamas Parks & Recreation District

Table 7. Existing Recreation Facilities, Proposed Standards, and Anticipated Need

	Average Oregon Adopted Standard <sup>1</sup>	Providers		Existing Level of Service	Proposed Standards in Units per Population	Anticipated Need	
		NCPRD	Other Public Providers <sup>2</sup>			Current Need (In addition to existing)	2021 Need (In addition to Existing)
						Estimated Population	Projected Population
						90,933	125,879
<b>INDOOR FACILITIES</b>							
Community Centers (square feet)		-	-	-	526 sf/1,000	47,813	66,223
Gymnasium	-	1	25	1:3,660	1:3,100	3	15
Senior Center (square feet)	-	18,600 sf	-	195 sf/1,000	195 sf/1,000		24,551
Swimming Pool (Indoor) (square feet of water surface)	219 sf/1,000	3006 sf <sup>3</sup>	-	31.6 sf/1000	62.4 sf/1,000	2,666	4,850
<b>OUTDOOR FACILITIES</b>							
Boat Ramp	-	1	1	1:47,500	1:50,000		
Children's Play Areas	-	8	12	1:4,800	1:2,600	15	28
Courts / Basketball Half-Court (outdoor)	-	5	-	1:19,000	1:4,400	16	24
Courts / Basketball Full Court (outdoor)	1:2,000	-	-	-	1:20,600	4	29
Courts / Tennis outdoor)	1:1,700	7	10	1:5,600	1:3,000	13	25
Golf Course	-	-	-	-	1:100,000	1	1
Off-Leash Area for Dogs (acres)	-	1	-	1:95,000	1:20,000	5	6
Picnic Areas (Large Group Shelter)	-	2	-	1:47,000	1:10,000	7	11
Sport Fields	-	5	60	1:1,460	1:1,100	18	49
Swimming Pool (Outdoor) (square feet of water surface)	-	-	-	-	34.4 sf/1,000	3,127	4,331
Trail/Path (Multi-Purpose Paved) (miles)	0.45:1000	-	9.25	0.11:1000	0.20:1,000	8.9	15.9
Trail/Path (Soft Surface) (miles)	0.45:1000	-	-	-	0.13:1,000	11.8	16.4
Waterfront Access	-	-	-	-	.08 miles/1000		
X-Treme Sports Facility	-	-	-	-	1:100,000	1	1

<sup>1</sup> Average of 33 Oregon Cities listed in Discussion Paper #4

<sup>2</sup> Other Public Providers includes agencies such as North Clackamas School District, Oregon Institute of Technology, Metro, Clackamas County, Clackamas River Water District, and so on.

<sup>3</sup> The total water surface area provided by the District is reduced to reflect the fact that only 22% of the Aquatic Park users are District residents.

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*Facility Recommendations*

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**INDOOR FACILITIES**

**Strategies**

Provide access to indoor facilities for all District residents who wish to participate.

- Investigate a partnership with North Clackamas School District to build a community center and indoor swimming pool in conjunction with the new high school.

**SENIOR CENTERS**

**Preliminary Recommendations**

- Provide an additional 24,700 square feet of space devoted to providing services and programs to older adults east of I-205. Explore design options that will accommodate shared uses. (see also *Community/Recreation Centers*)

**GYMNASIUMS**

**Preliminary Recommendations**

- Partner with public and private organizations to provide 14 additional gymnasiums to District residents.
- Investigate a partnership with Waldorf School (formerly Milwaukie Middle School) for public access to gymnasium.

**SWIMMING POOL (INDOOR)**

**Preliminary Recommendations**

- Develop a partnership with health care provider(s) to provide a warm water therapy pool and programs at the Aquatic Park.
- Provide additional water activities at the Aquatic Park.
- Develop partnerships with public and private organizations to provide an additional indoor pool. (see also *Community/ Recreation Centers*)

**DESIGN AND DEVELOPMENT POLICIES**

**GENERAL LAND USE GUIDELINES**

- Prior to the development of any indoor facility, a detailed cost benefit analysis and maintenance impact statement should be prepared.
- Indoor facilities should be reasonably central to the community or the area they intend to serve.
- Indoor facilities that generate significant traffic should be located on collector or arterial roadways so as not to adversely impact residential areas (traffic and parking).
- The minimum size of the site will depend upon the function it serves. Because of their size, the site should be large enough to accommodate adequate setbacks and support facilities (i.e., parking and landscaping.)

**COMMUNITY/RECREATION CENTERS**

**Preliminary Recommendations**

- Explore acquisition of existing property for conversion to a community center west of I-205.
- Acquire property and develop a community center east of I-205. Include space for senior services.
- Explore acquiring the use of Sunnyside Village Center to operate as a community center. Explore partnering with private or non-profit corporation for operation and maintenance.

## OUTDOOR FACILITIES

Preliminary recommendations for a variety of outdoor facilities are listed below.

### CHILDREN'S PLAY AREAS

- Provide a children's play area with age appropriate activities for infants through pre-teens at each neighborhood and community park.
- Provide a children's play area with age appropriate activities for infants through pre-teens at special use facilities and in linear parks where appropriate

### COURTS (BASKETBALL)

- Provide a basketball half-court at each neighborhood park.
- Provide basketball full courts at each community park.

### COURTS (TENNIS)

- Partner with North Clackamas School District and Clackamas County to provide 24 additional tennis courts to District residents.

### GOLF COURSE

- Explore the feasibility of developing a daily fee pitch and putt golf course in partnership with Top O' Scott Golf Course.

### PICNIC FACILITIES

- Build a group picnic area with one or more shelters in each neighborhood planning area.
- Provide family picnic areas (single tables) in every neighborhood and community park.
- Provide picnic areas in linear parks and special use areas where appropriate.

### SPORT FIELDS

- Increase capacity of existing sport fields and develop new ones in partnership with North Clackamas School District equivalent to 49 additional fields.

- Develop a partnership with North Clackamas School District to upgrade, increase capacity, and maintain existing sport fields on school district property.
- Develop a partnership with North Clackamas School District to develop new sport fields on school district property.
- Investigate a partnership with Waldorf School (formerly Milwaukie Middle School) for public access to its sport field
- Develop a multi-sport complex with synthetic turf in partnership with North Clackamas School District at the old Clackamas High School site.

### SWIMMING POOL (OUTDOOR)

- Investigate a partnership with Waldorf School (formerly Milwaukie Middle School) and Friends of Milwaukie Pool for public access to outdoor swimming pool.

### TRAILS/PATHWAYS

Recommendations for specific trail segments are included under Linear Parks.

- Work with regional partners to develop a trail system within the District that links parks, schools, and other trail systems.
- Develop an additional 16 miles of paved multi-purpose trails for recreational bicycling and walking, and for bicycle commuting.
- Provide 16.4 miles of soft-surface trail for exercise and for passive recreational activities.
- Cooperate with neighboring jurisdictions (District of Portland, District of Happy Valley, District of Oregon District) to build trail connections across boundaries.
- Encourage developers to build pathways and trail amenities within developments that link to the District's overall trail system. (Note: Developers may apply for SDC credit provided the trail within their project is part of the proposed trail system. Local trails within a subdivision are not part of the overall system and will not be eligible for SDC credits.)

*Priority Recommendations*

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**X-TREME SPORTS FACILITIES**

- Develop an extreme sports facility near a community park or community center. Facilities may include such things as a climbing wall, a skate facility, bike jumps, and should be designed with user involvement.

## ***MAINTENANCE AND OPERATIONS***

The addition of new parks and other recreation facilities adds to the cost of operating and maintaining park and recreation services. These costs will be reflected in terms of additional staff, supplies, and new maintenance equipment. However, increased cost in maintenance and operations will not be in direct proportion to the amount of improvements due to economy of scale.

While the cost of park maintenance varies widely, a general rule of thumb is \$4,000 to \$5,000 per maintained acre for a park system. To keep maintenance costs to a minimum and yet maintain a quality park system, policies on funding and approaches to maintenance should be developed.

Listed below are some strategies for efficient park maintenance and management:

- Continue to utilize community service workers to the maximum extent possible.
  - Establish an Adopt-a-Park program.
  - Consider increasing the use of seasonal employees. Ideally, about one-third to one-half of the maintenance crew should be made up of seasonal employees. The District can hire seasonal employees for about a third the cost of full-time personnel. Seasonal employees are usually more available during the summer, which is also the time of greatest maintenance demand.
  - Continue using standard site furnishings, structures, and equipment for a consistent District park look, and to simplify repair and replacement.
- Reduce maintenance costs through high quality park design and construction:
    - Construct curbs and mow strips to reduce hand mowing
    - Minimize the use of high-maintenance plant materials
    - Design mowing areas to permit the use of larger mowers
    - Install automatic irrigation systems
    - Use concrete rather than asphalt for paved trails.
  - Complete a safety audit (by Certified Playground Safety Inspector) on all children's play areas; follow up with periodic inspections to make certain that play areas meet current safety standards.

*Facility Recommendations*

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**ADMINISTRATION / POLICIES**

**ACCESS**

- Develop an ADA Transition plan to ensure access to parks, facilities, and services for people with and without disabilities.

**IMAGE AND ORIENTATION**

- Approach Clackamas County and the City of Milwaukie about adding directional signs to all parks on District and County roadways.
- Rename the Milwaukie Center to define its role in the District more clearly. (North Clackamas Center for Older Adults, North Clackamas Senior Center)
- Rename North Clackamas District Park to eliminate confusion with North Clackamas Park (or North Clackamas Central Park).
- Rename either Spring Park or Spring Creek Park to eliminate confusion.
- Work to eliminate confusion about the correct name of North Clackamas Park by making park signs and map labels consistent.

**VOLUNTEERISM**

The use of volunteers should not be overlooked as a means of providing more service on a limited budget. In addition to expanding staff capabilities, the use of volunteers promotes good public relations and increases individual support for services.

- Establish a District-wide volunteer coordinator position.
- Establish an Adopt-a-Park Program. To gain more ownership, pride, and upkeep in local parks, it is recommended the District initiate an "Adopt-A-Park" Program. This is an informal agreement with a neighborhood or service club to assume certain responsibilities and duties. These may include limited maintenance tasks, such as litter pick-up, watching for and reporting vandalism or other inappropriate behavior, or hosting neighborhood activities.
- Develop a volunteer park patrol program in cooperation with City of Milwaukie and Clackamas County law enforcement authorities.
- Provide support and encouragement to existing Friends organizations, and promote the formation of additional Friends organizations.
- Provide opportunities for residents to be involved in natural area restoration. Where appropriate, coordinate efforts with Johnson Creek Watershed Council

**LAND ACQUISITION, DONATIONS, AND DEDICATIONS**

- Continue a program of acquiring land for future development as opportunities arise.
- Accept donations or dedications of land only when the land is adjacent to an existing park, when it contributes to the establishment of a planned trail or linear park, or when it fills the need for a planned park as described in this master plan.
- Seek conservations easements to complete trail connections.