

**ORDINANCE NO. 917**

**AN ORDINANCE ADOPTING THE 2024 SCAPPOOSE PARKS, TRAILS AND OPEN SPACE PLAN; AMENDING THE INVENTORIES SECTION OF THE SCAPPOOSE COMPREHENSIVE PLAN; UPDATING THE PARKS, TRAILS AND OPEN SPACE GOALS AND POLICIES OF THE SCAPPOOSE COMPREHENSIVE PLAN; AND REPLACING APPENDIX K OF THE SCAPPOOSE COMPREHENSIVE PLAN**

**WHEREAS**, the City of Scappoose last updated its Parks Master Plan in 2017; and

**WHEREAS**, the proposed 2024 Scappoose Parks, Trails and Open Space Plan will be the parks and recreation element of the city's Comprehensive Plan and prepares Scappoose for accommodating recreational needs within its urban growth boundary for the next 20 years; and

**WHEREAS**, the development of the 2024 Scappoose Parks, Trails and Open Space Plan included citizen involvement in the form of five meetings of the Scappoose Parks and Recreation Committee who served as the Advisory Committee for the Plan update, several pop-up events during the Fall of 2022, an interactive work session with community members at the 2023 Annual Town Meeting, a community wide survey, and two joint work sessions with City Council and Planning Commission; and

**WHEREAS**, appropriate legal and public notices have been provided as required by law; and

**WHEREAS**, the Planning Commission held a hearing on the application on February 8, 2024, and the City Council held a hearing on the application on February 20, 2024; now therefore,

**THE CITY OF SCAPPOOSE ORDAINS AS FOLLOWS:**

**Section 1.** The Scappoose Parks, Trails and Open Space Plan dated January 2024, a copy of which is on file with the City Recorder and included as Exhibit A to this ordinance, is hereby adopted as Appendix K of the Scappoose Comprehensive Plan.

**Section 2.** The Scappoose Comprehensive Plan text is hereby amended as indicated in Exhibit B, attached hereto and hereby incorporated by reference.

**Section 3.** The City of Scappoose adopts the findings and conclusions contained in the Planning Commission staff report dated February 1, 2024, attached to this ordinance as Exhibit C, and hereby incorporated by reference, as the basis in support of this ordinance.

**Section 4.** In the event that any provision of this ordinance is determined by a court of competent jurisdiction to be invalid, or unenforceable, such invalid provision shall be severed and the remaining provisions of the ordinance that have not been held invalid or unenforceable shall continue to be valid and enforceable to the fullest extent permitted by law.



**PASSED AND ADOPTED** by the City Council this 4<sup>th</sup> day of March 2024, and signed by me in authentication of its passage.

**CITY OF SCAPPOOSE, OREGON**



\_\_\_\_\_  
Mayor Joseph A. Backus

First Reading: February 20, 2024

Second Reading: March 4, 2024

Attest: 

\_\_\_\_\_  
City Recorder Susan M. Reeves, MMC





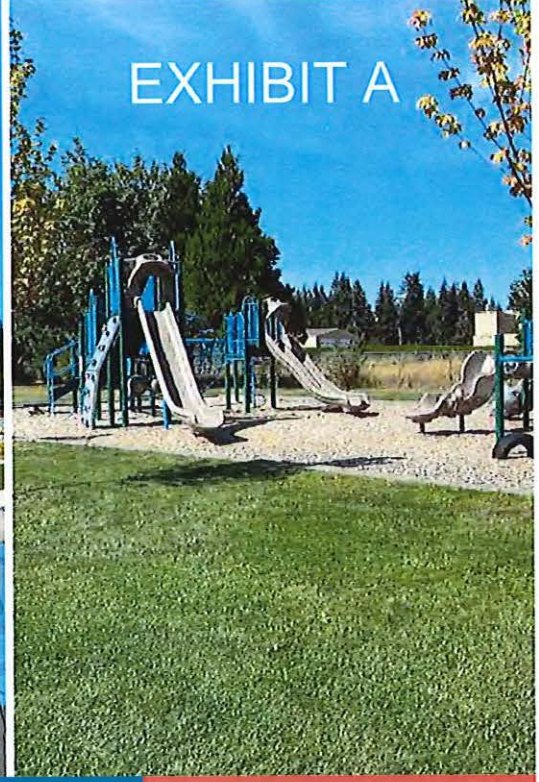


EXHIBIT A

CITY OF SCAPPOOSE

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# Parks, Trails, & Open Space Plan

Hearings Draft  
January 2024





# Acknowledgments

This Plan reflects the values and future vision of the Scappoose community. We appreciate the guidance and involvement of the Scappoose City Council, Planning Commission, Parks and Recreation Committee, Project Management Team and City staff, and all the involved and engaged community members who shared their time, energy, and ideas for this Plan.

## City Council

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Megan Greisen, Council President  
Peter McHugh, Councilor  
Tyler Miller, Councilor  
Jeannet Santiago, Councilor  
Kim Homes, Councilor  
Andrew LaFrenz, Councilor  
Marisa Jacobs, Councilor

## Planning Commission

Scott Jensen, Chair  
Bill Blank, Vice Chair  
Bruce Shoemaker, Member  
Rita Bernhard, Member  
Monica Ahlers, Member  
Ty Bailey, Member  
Harlow Vernwald, Alternate Member

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- Appendix B. Public Outreach Results
- Appendix C. Capital Improvement Plan
- Appendix D. Funding Opportunities
- Appendix E. Proposed Vision, Goals, Policies & Actions

# INTRODUCTION

This Parks, Trails, and Open Space Plan (the Plan) reaffirms the direction for the City of Scappoose’s system of parks, recreation facilities, and open space. The Plan provides a cohesive vision, with goals, strategies, and objectives based on community input and analysis. The Plan inventories existing parks and facilities, identifies community needs, and directs funding and investment over the next twenty years.

## Purpose of the Plan

The Parks, Trails, and Open Space Plan sets a renewed direction for the City of Scappoose’s parks and recreation system. This Plan presents the long-term vision and strategy for the future of parks, trails, open space, natural areas, recreation facilities, programs, and related services for the next 20 years.

The City last updated its Parks, Trails, and Open Space Plan in 2017. Since then, parkland acquisitions, shifts in funding and staffing levels, changing demographics, aging recreation amenities, and new emerging community priorities require focused attention and a guiding framework. Specifically, this plan update:

- Provides an updated inventory of parks and facilities, as well as a review of the existing strengths and weaknesses of the system.
- Describes the planning context, including a demographic profile and current levels of service.
- Identifies new or emerging park needs and opportunities for the park system, particularly those resulting from a growing community.
- Recommends projects and actions to meet community needs and create efficiencies across the system.
- Prioritizes a set of recommendations to guide future implementation.

## Planning Process

Over the past year, the City of Scappoose has developed an updated Plan based on community and stakeholder input and a technical analysis of the park system. The planning process consisted of five phases.

Figure 1-1: Planning Process



The Plan update kicked off in the summer of 2022 with an inventory and analysis of the existing park system. This included a strengths, opportunities, weaknesses, and challenges analysis and an update of the parks and

open space inventory to include acquisitions and developments that have been added since the last plan update. Phase two included an online community-wide survey to gain insights on the recreation opportunities and needs in Scappoose. This was combined with a technical analysis of the existing level of service and park access to document gaps in the system. Phase three work included identifying the vision, goals, and objectives that make up the framework of the Plan and drafting specific site recommendations based on community and decision-maker input. Recommendations for the City's park sites informed an action plan that includes a capital improvement plan along with a framework for prioritizing future improvement and strategies for funding and implementation. The final phase of the Plan process includes the development, review, and adoption of the Plan.

Scappoose residents were directly involved in identifying system-wide needs and suggesting ideas and priorities to carry out the Plan. The community engagement process involved a variety of activities designed to understand community preferences and needs. Outreach included several pop-up events during the Fall of 2022, a citywide online survey, and an interactive work session at the Spring 2023 Annual Town Meeting. The Scappoose Parks and Recreation Committee (SPRC), Planning Commission, and City Council also provided input throughout the planning process and guided development of the Plan.

### Related and Concurrent Plans

The Parks, Trails, and Open Space Plan is not a standalone document, but rather an effort to integrate park planning with many other Citywide visions. The Plan works in concert with both Citywide and site-specific efforts to achieve shared goals. Updating the Plan fulfills one of the City Council's main goals as the community works to establish a long-term vision for Scappoose. Planning for the parks system supports other Council goals, including promoting and supporting county-wide tourism and supporting public art. The Plan is intended to be complementary to achieve the goals and vision set forth in the following guiding plans and documents:

- City of Scappoose Comprehensive Plan (2018). The City of Scappoose Comprehensive Plan, adopted in 2018, is a guide for land use, transportation, infrastructure, and other investments within the City.
- Transportation System Plan (2016). As the transportation element of the adopted Comprehensive Plan, the TSP embodies the community's vision for an equitable and efficient transportation system. The TSP outlines strategies and projects that are important for protecting and enhancing the quality of life in Scappoose over the next 20 years.
- Housing Capacity Analysis (2023). Forecasts housing needs within the City of Scappoose over the next 20 years.
- The 50-Year Plan, the long-term community vision for how Scappoose will grow in the future. The analysis and outcomes of the Parks Plan were considered a part of this multi-phase project that is expected to conclude in Fall 2024.
- The Crown Zellerbach Trail Development Concept Plan (2007), which establishes that the Crown Zellerbach (Crown Z) Trail will be jointly development and managed in partnership between Columbia County and the cities and agencies that own and/or manage lands that the trail crosses.
- The Grabhorn Property site conceptual plan. The City's process for developing a site plan for this new park helped identify a final design for the future park site, which is now incorporated into the Parks Plan.
- Vista Park Conceptual Plan (2019) was developed with assistance from a National Parks Service Rivers, Trails & Conservation Assistance Program grant. This conceptual plan lays out steps to develop a "trail park" and informed discussions around desired improvements.



The City also collaborates with the Scappoose Bay Watershed Council (SBWC) on restoration projects on a five-mile stretch of South Scappoose Creek that flows through the City. This creek segment was identified as a priority for further assessment due to local concerns about erosion and flooding and the opportunities to enhance conditions for salmon and other organisms that rely on a high-quality aquatic habitat. Restoration projects are detailed in the 2009 South Scappoose Creek Assessment and Restoration Plan and include riparian plantings, fish passage projects, and controlled public access.

## Plan Overview

**Chapter 1. Introduction** outlines the purpose of the Plan, how it relates to other City efforts, the planning process, and Plan organization.

**Chapter 2. Scappoose's Park and Recreation Assets** provides an overview of the existing parks and recreation facilities managed by the City.

**Chapter 3. Needs Assessment** incorporates extensive community engagement, presents unique opportunities for system enhancements, and reviews the park and recreation system needs.

**Chapter 4. Recommendations** conveys the park system vision framework, goals, and policies established by the community and presents the future vision for existing and proposed parks and trails in Scappoose.

**Chapter 5. Implementation** discusses the 10-year capital improvement plan and a 5-year action plan for priority short term projects, as well as prioritization criteria, funding strategies, and other implementation considerations.

**Appendix A. Park and Facility Inventory** summarizes and classifies existing park and facility data.

**Appendix B. Public Outreach Results** presents the full results from community outreach activities.

**Appendix C. Capital Improvement Plan** introduces planning level cost estimates and phased implementation for identified projects.

**Appendix D. Funding Opportunities** provides options for implementing the desired system improvements.

**Appendix E. Proposed Vision, Goals, Policies & Actions** includes guiding policy language and related actions the City can take to achieve the desired future embodied in this Plan.





# COMMUNITY ASSETS

Scappoose's park system currently has a collection of trails, developed parks, and open space that provide basic recreational services to the community. Parks complement neighborhoods with places for people to connect with family, friends, and neighbors. They provide safe places for children to play and learn, they support healthy living, and they promote civic engagement and tourism.

This section of the Plan serves to identify and describe developed park spaces, and to identify property with the potential to become part of the Scappoose Park System. These properties could be used for a variety of uses based on their location, attributes, and size. Potential uses for the properties should be evaluated based on location and available amenities at other surrounding parks.

## Parks and Trails

Scappoose residents have access to several different types of parks and natural areas that contribute to community livability and identity, as well as a host of environmental and natural system benefits. All of these sites provide various types of recreational opportunities for the community with different types of amenities. Appendix A provides a complete inventory of the system.





## Park Classification

The City of Scappoose classifies parks to distinguish them by their function. A park's classification considers the purpose or intent of the site, factoring in characteristics such as size, use, service area, and available amenities and facilities. Categorization helps park planners make decisions about the right amount of development, types of facilities, and levels of park maintenance and programming based on the purpose for each park type. The City's previous classification system has been updated to divide Scappoose's parks into five classifications.



**Community Parks.** These are mid-size parks that support sports, specialized facilities, group gatherings, and programmable space for the entire community or a portion of the city.



**Neighborhood Parks.** Provide essential close-to-home recreation opportunities within walking and biking distance for nearby neighbors without crossing major thoroughfares.



**Linear Parks and Trails.** A linear park/trail is a trail corridor, trailhead, or greenway corridor that may parallel other linear features, such as rivers, streams, roads, highways, and utility corridors. These sites primarily support trail-related recreation, and secondarily may support other benefits such as supporting ecological functions and wildlife habitat.



**Special Use Sites.** These sites are stand-alone or single-purpose sites that support unique recreation opportunities or specialized recreation facilities serving all or most of the Scappoose community.



**Undeveloped Parkland.** Acquired land intended to be developed as a park in the future. These sites are not currently maintained to support park use.



## COMMUNITY PARKS

Facilities that provide a variety of both active and passive recreation opportunities such as group picnic areas and large shelters, sports fields and courts, children's play areas, pathways, green space, event space, restrooms, on-site parking, and similar support amenities for longer site visits. These sites often include unique recreation features such as skateparks, community gardens, splash pads, and dog parks. They may include specialized facilities such as community centers, swimming pools, or adjacent museums, libraries, and city offices.

Community parks serve multiple neighborhoods within approximately 15 minutes driving time and ideally should be easily accessible to the entire community. They typically accommodate large numbers of people and require additional facilities like off-street parking and restrooms. They may also meet neighborhood needs for residents that live within walking or biking distance.

*Typical Size:* 10+ acres

*Typical Service Area:* 2 miles

*Examples:* Veterans Park, Heritage Park

## NEIGHBORHOOD PARKS

Playground, sports court or other active use facility, multi-use open grass areas, picnic tables, neighborhood and family gathering space. Some sites may potentially include other small-footprint recreation features.

*Typical Size:* 2-3 acres

*Typical Service Area:* ¼ to ½ mile (5 to 10-minute walk)

*Examples:* Miller Park, Creekview Park, Chief Concomly Park

## LINEAR PARKS / TRAILS

Soft- or hard-surfaced paths, single-purpose or multi-use paths that support recreation, park access, connectivity, and active transportation. Trailheads may include restrooms, bike racks and repair stations, benches, picnic tables and parking but amenities and services will vary.

*Typical Size:* Varies depending on length of trail and width of corridor.

*Typical Service Area:* ½ mile or walking/biking distance from linear parks (trail corridors); 2 miles driving distance from trailheads.

*Examples:* Crown Z Trail, Trtek Trailhead



### SPECIAL USE SITES

Stand-alone major facilities and buildings, river access facilities, urban plazas, dog parks, etc. Amenities and services will vary across sites. These may be programmable sites. Some special use sites may also meet neighborhood needs for residents that live within walking or biking distance.

*Typical Size:* Varies depending on use.

*Typical Service Area:* 2+ miles to citywide

*Examples:* Chapman Landing



### UNDEVELOPED PARKLAND

These sites do not typically contain any facilities. Site may have natural features and facilities associated with non-park uses (e.g., water towers). These sites will be reclassified when developed based on their future park function.

*Typical Size:* Depends on purpose of acquisition.

*Typical Service Area:* Depends on purpose of acquisition.

*Examples:* Vista Property, Commerce Drive Property, Grabhorn Property



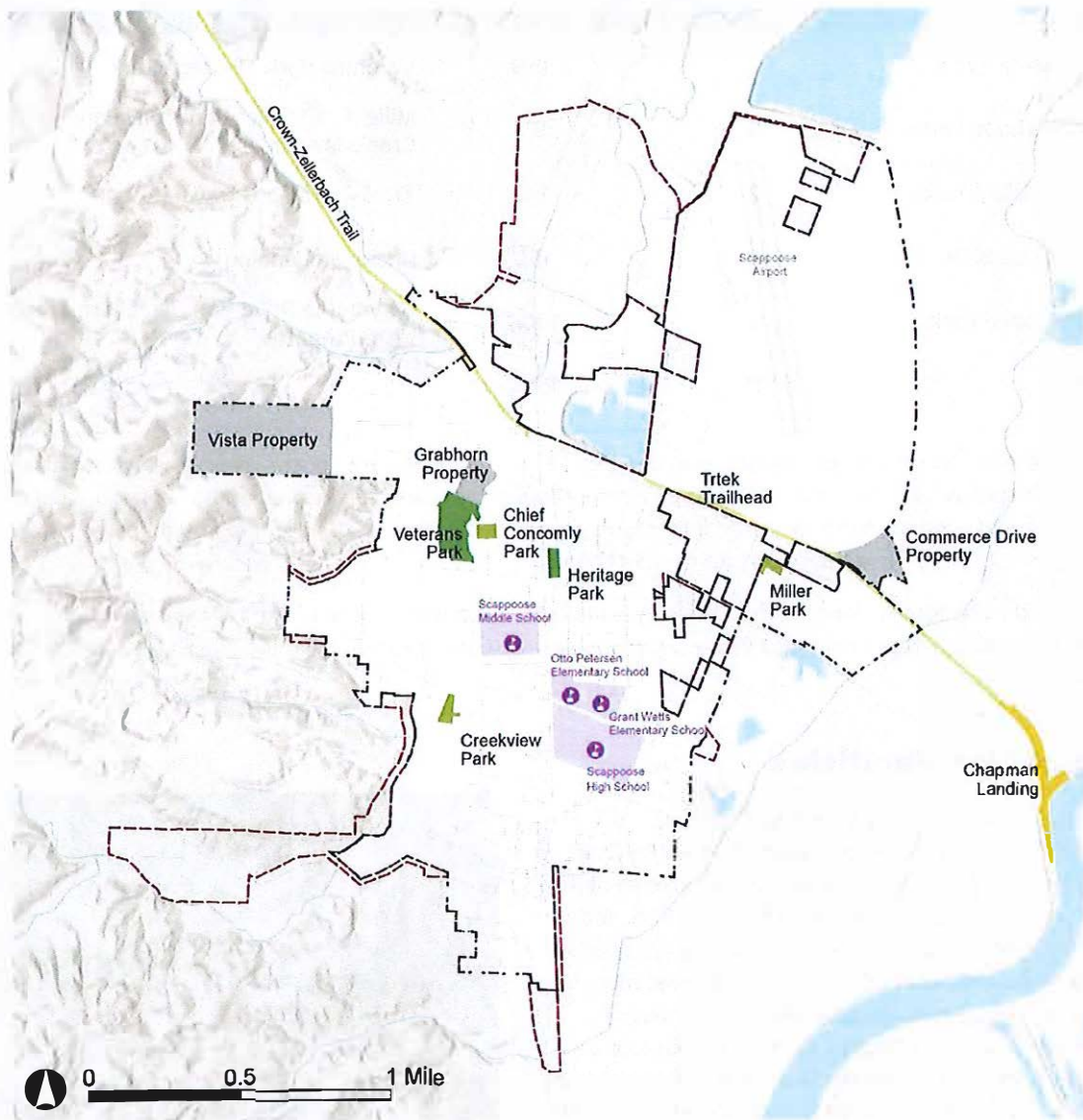
## Park and Trail Summary

The City of Scappoose owns approximately 144 acres of park land at 10 sites, including more than 1.3 miles of trails. The City categorizes existing parks as “developed” or “partially developed.” Additional land not yet developed for park use is categorized as “undeveloped.”

- **Developed or Partially Developed:** All or a portion of the site provides amenities, landscaping, and/or infrastructure to support some type of park use. This category includes minimally developed sites such as Creekview Park (grass and benches) and Chapman Landing (trailhead along with other natural features).
- **Undeveloped:** The entire site is not currently maintained or developed for park use.

Five of these parks, totaling close to 27 acres, are developed and provide places to play, gather, and experience nature. The City has over 100 acres in undeveloped parkland. Figure 2-1 shows the location of existing parks and trails. Table 1 presents the existing park inventory by classification.

Figure 2-1: Existing Park System



- | Park and Recreation Facilities | Base Map Features        |
|--------------------------------|--------------------------|
| Community Parks                | Streets                  |
| Neighborhood Parks             | School District Property |
| Linear Parks / Trails          | Water Bodies             |
| Special Use Sites              | City Boundary            |
| Undeveloped Parks              | Urban Growth Boundary    |



**Parks, Recreation & Open Space Plan**

Source: City of Scappoose, 2022



Table 2-1: Scappoose Park Lands by Classification

Classification	Number of Sites	Total Acreage	Parks
Community Parks	2	16.9	Veterans Park, Heritage Park
Neighborhood Parks	3	9.7	Miller Park, Chief Concomly Park, Creekview Park
Linear Parks / Trails	2	11.2	Trtek Trailhead, Crown Z Trail
Special Use Sites	1	15.9	Chapman Landing
Undeveloped Parks	3	100.7	Commerce Drive Park, Grabhorn Property, Vista Property
<b>Total</b>	<b>11</b>	<b>154.4</b>	

Developed park land in Scappoose ranges in size from 0.7 acres, an area that hosts Trtek Trailhead, to almost 16 acres at Chapman Landing. As illustrated in Figure 2-1, community parks are located in the central area of the City and provide opportunities for outdoor recreation and athletic activities. Smaller neighborhood parks add more open spaces to serve their adjacent neighborhoods.

Crown Z Trail provides walking, hiking, or biking experience along with access to natural areas starting at Chapman Landing. Trtek Trailhead offers parking, public restrooms, picnic tables, and a bicycle repair station for visitors.

## Recreation Facilities

The community can enjoy a variety of recreational experiences and opportunities offered within the City's existing park types. The facilities provided in each of the City's parks are captured in Appendix A, the Park and Facility Inventory; the number of facilities by type is shown in Table 2-2. Community Parks are represented more than other types of parks in the City, offering a variety of recreational facilities and opportunities for outdoor recreation and sport activities. Despite a lack of athletic facilities, Neighborhood Parks provide places for outdoor recreation and community gatherings. Due to their nature, Linear Parks / Trails and Special Use sites do not offer as much in terms of amenities, but they add unique values such as educational experiences and access to natural landscapes.

Notably missing in the inventory are pickleball and tennis courts, soccer fields, and disc golf courses. Assessing how facilities in this inventory meet the identified community needs, including those informed by survey responses and public outreach feedback, provides insights on addressing unmet park and recreation needs.



Table 2-2: Existing Recreation Facilities Inventory (by numbers or by sites where present)

Recreation Facilities		Community Parks	Neighborhood Parks	Linear Parks / Trails	Special Use Sites	Total
Athletic Facilities	Baseball Field	2	0	0	0	2
	Bocceball Court	2	0	0	0	2
	Basketball Court	1	2	0	0	3
Outdoor Recreation	Playground	3	3	0	0	6
	Off-Leash Dog Area	1	0	0	0	1
	Hard Surface Trail	0	0	2	0	2
	Skate Park	1	0	0	0	1
	Open Turf	2	3	0	0	5
	Spray Fountain	1	0	0	0	1
	Water View	1	1	0	1	5
Amenities	Picnic Shelter	3	2	0	0	5
	Picnic Table	2	2	1	1	6
	Bench	2	2	2	1	7
	Trash Receptacles	2	3	1	1	7
	Drinking Fountain	2	1	1	0	4
	Restroom (Permanent)	5	3	2	0	10
	Restroom (Portable)	0	0	0	1	1
	Dog Waste Station	1	2	2	0	5
	Bike Rack	0	1	1	0	2
	Off Street Parking (Spot)	61	35	22	0	118
	Community Library Box	0	2	0	0	2
	Interpretive Signage	2	0	0	0	2
	Public Art	1	0	0	0	1

\* For shaded rows, the figure(s) listed indicate the number of sites where the item exists, not how many exist in each park





## Recreation Programs and Events

The City does not currently manage any recreation programs. However, it provides the facilities that other providers, such as local sport clubs, sport leagues and non-profits to provide league play, classes, events, and activities. Historically the City has hosted several community events including:

- **Scappoose Adventure Festival (Veterans Park):** The free community festival held in the fall celebrates the outdoors and brings the community together through performances and activities. The festival includes a fundraiser run, musical performances, movie night, nighttime beer garden, and all-day-long kids' zone.
- **Earth Day (Heritage Park):** The Parks and Recreation Committee hosts an Earth Day celebration with activities promoting the community's connection to nature. Activities include scavenger hunt, trash pickup, guided nature walk and kids Earth Day activities with the Scappoose Library.
- **Annual Lighting Event (Heritage Park/Watts House):** The Scappoose Historical Society and Scappoose Community Club host holiday lighting and events at the Watts House including tree decorating, Santa clause visiting, and Holiday Market.

## Operations, Management, and Funding

Scappoose's Parks Department is overseen by the Public Works Director with administrative support from several City staff members and Utility/Park workers who are responsible for maintaining City parks and trails. Scappoose's parks and recreation system is funded through the following sources:

- **General Fund.** Park and recreation services are funded within the City's General Fund, which receives its revenue primarily from property taxes, but also includes grants, fees, and charges. The General Fund is the primary source of funding for ongoing parks maintenance and operations.
- **System Development Charges (SDCs).** SDCs are fees collected when new development occurs in the City and are used to fund growth-related park improvements. These fees are vital to providing adequate levels of service for City parks and recreation services. Current SDC rates are calculated by the number of dwelling units in a new development.
- **Grants.** Grant programs existing for various capital related projects through the Oregon Parks and Recreation Department. The City has historically used grant funding for improvements to some park sites.





## Other Parks, Open Space, and Recreation Resources

Scappoose residents also have access to some recreational areas and sites that are either not maintained or owned by the City or are outside city limits. In addition to City parks, the following providers own and manage additional recreation space and facilities.

### School District Facilities

The athletic facilities located on Scappoose High School and the Scappoose Middle School and the playgrounds at the Grant Watts and Otto Petersen Elementary Schools provide additional recreation resources that help address the community's recreational needs. The Scappoose High School campus includes two diamond baseball fields and a track with an inner artificial turf field for soccer or football; the Middle School has two diamond baseball fields, two tennis courts, and a track with an inner field for soccer or football. The High School's large open space is frequently used by local sport leagues for soccer. School campuses and facilities are open and available for very limited public use.

### Nearby Communities

Scappoose is located near the City of St. Helens which provides a variety of parks and recreation facilities including an aquatics center and an assortment of recreation programs. Scappoose Bay Marine Park, just south of St. Helens and operated by the Port of Columbia County, offers a public boat launch with access to the Columbia River and a separate dock for launching kayaks, canoes, and stand-up paddle boards. Scappoose residents are able to use these parks, programs, and special recreation facilities. Sauvie Island, located to the southeast of Scappoose in the Columbia River, includes a popular wildlife refuge, recreational beaches, and opportunities for bicycling and water sports.

### County and State

Columbia County operates several parks near Scappoose including JJ Collins Marine Park, which offers nature trails, wildlife viewing, picnic areas and campsites for boaters, as well as the Scappoose RV Park, which offers six RV spots, as well as tent and bicycle camp sites. Just north of Scappoose is Fisher Park, an undeveloped site that includes a segment of Scappoose Creek. Less than 7 miles from Scappoose is Wapato Access, a 170-acre day-use park on the western edge of Sauvie Island that is part of the Willamette River Greenway system of parks owned and operated by the State of Oregon.

## System Observations

Several observations emerged early in the planning process based on a review of the inventory, a park tour, and meetings with SPRC and staff.

- **Well maintained.** Parks and recreation facilities in the City are clean and well maintained.
- **Unique features.** Many sites have unique characteristics and features. The trail corridor also supports recreation and non-motorized transportation, with connections all the way to Vernonia.
- **Enhanced by Partnerships.** Several partnerships enhance aesthetics and/or recreation opportunities. However, many recreation opportunities are only available through school facilities which have limited access.
- **Limited or Aging Amenities.** Most parks lack shade and there are some functional issues at several sites.
- **Lack of Opportunities.** There is a lack of diversity in recreation options and experiences offered in Scappoose parks. This includes challenge opportunities (e.g., outdoor exercise equipment, climbing walls, zip lines, obstacle courses) or other recreational facilities for teens and adults.
- **Gaps in the System.** There are few recreational facilities in the south of the City and no parks in the southeast. While the existing trail corridors are assets to the system, Scappoose lacks an interconnected bike and pedestrian network.
- **Opportunities to Expand.** Some sites have the potential to offer space for new facilities while undeveloped park properties present opportunities to expand the system.





# NEEDS ASSESSMENT

The Scappoose community believes that great parks, connected trail network, and variety of indoor and outdoor facilities and programs are important to their quality of life. This chapter highlights community needs for parks and recreation, as well as opportunities for future enhancements as identified during the planning process.

## Scappoose Community

Socio-demographic characteristics impact parks and recreation needs and preferences. Understanding these characteristics provides a solid foundation for developing a responsive parks and recreation plan. The following information comes from U.S. Census Bureau and American Community Survey (ACS) data, and a demographic analysis conducted by Johnson Economics for the City's Housing Capacity Analysis in Spring 2022.



Estimated Population of 8,878 in 2023



69% of total households are family households with an average size of 3.3 people



Non-white share of the population increased from 9% to 16% in the last decade



Estimated median household income of \$79,375 as of the 2020 Census was 27% higher than the Columbia County median of \$62,300

## Growing Population

Recent estimates show a population of 8,878 residents within the Urban Growth Boundary (UGB) by 2023. Scappoose has experienced steady growth in population within the UGB, growing an estimated 66% since 2000. In contrast, Columbia County and the State of Oregon experienced population growth of 22% and 25% respectively during that same period. While residential development is expected throughout the City on vacant or partially vacant lots, areas west of Highway 30, particularly in the southwest, have greater potential for future residential development.

## More Households

The Scappoose UGB will be home to an estimated 3,491 households in 2023. Scappoose's average household size of 2.54 people, with 69% family households, is roughly equivalent to the Columbia County average of 2.6 and the statewide average of 2.5. Household sizes have declined as birth rates have fallen, more people have chosen to live alone, and the Baby Boomers have become "empty nesters." These new households are also expected to have incomes that are higher than those in Columbia County or the state as a whole. Scappoose's estimated median household income also grew between 2000 and 2020 which is not the case in many other regions or nationally, where income growth has not kept pace with inflation.



## Younger Population

Overall, Scappoose has a younger population than Columbia County, with a greater share of young and middle-aged cohorts, and a smaller share of those aged 55 to 64 years. Compared to state and national averages, Scappoose also has a slightly higher share of households with children.

## Growing Diversity

The community grew more diverse between the 2010 and 2020 Census, with the white share of the population falling from 91% to 84%. In comparison, the share of the non-white population is a lower 7% in Columbia County as a whole but is roughly equivalent at 17% statewide.

## Community and Advisory Group Outreach

Throughout the initial phases of the planning process, community members and stakeholders provided their input and ideas for the future of parks and recreation in Scappoose. Comments about the existing system, desires for improvements, and funding options were shared through a variety of methods, including a community survey, two “pop-up” events, a series of stakeholder and small group interviews, and an interactive work session at the Annual Town Meeting. A summary of these events and conversations are in Appendix B, Public Outreach Results.

The process was guided by the Scappoose Parks and Recreation Committee (SPRC), who served as a technical advisory board and met at key points in the development of the Plan. The project team also presented to the Planning Commission and City Council at three work sessions during the planning process. The City promoted community engagement opportunities through its established media channels including emails, newsletters, and social media posts. Engagement activities were also promoted on the City’s website. These efforts resulted in a robust set of public engagement results that provide insights into the needs and priorities for specific facilities, activities, programs, and improvements.

Scappoose residents indicated they are appreciative of the City’s unique natural attributes and the access they have to nature through the Crown Z Trail and existing parks. The overarching themes captured here were derived from gathered responses and survey data and describe aspirations, priorities, and needs from the perspective of Scappoose residents and stakeholders.

### Outreach Snapshot

- 2 in person Pop Up events
- 1 online survey with 903 respondents
- 1 interactive work session at the Annual Town Meeting
- 2 joint work sessions with City Council and Planning Commission
- 5 presentations and work sessions with SPRC

- **Access to nature.** Scappoose residents value the City's unique natural assets and would like more opportunities to connect with nature in parks.
- **Connected trails for walking, biking, and running.** People are interested in more trails and pathways, including ones that can link parks and can connect Scappoose to the rest of the region.
- **Plan for growth.** Residents see the need for improving existing parks – both developed and undeveloped park land – and enhancing access to parks for a growing population.
- **More facilities for active use.** Community members would like to enjoy more activities in Scappoose Parks, including pickleball and tennis, as well as have City facilities for soccer, baseball, and softball. They are also interested in having indoor space to gather and recreate, such as a community or events center.
- **Expanded programming.** Community members are interested in additional recreation and educational programs, including more opportunities for children and youth.
- **Building community with events.** People in Scappoose recognize the community-building that can take place in parks and would like to have more community-wide events to bring people together.

### Survey Results

- 900+ people interacted with the survey
- 63% indicated relaxing or enjoying nature is important close to home
- Trails and trail activities topped the lists in multiple question responses
- The City should focus on Teens and Young Children (49% and 48% of respondents) through more community-wide events (56% support)

Along with aspirations for new and additional park amenities and programs, the issue of funding has been prevalent in community conversations. Many have commented on the City's limited funding for parks, the need for additional staffing, and a desire to focus limited resources on maintaining existing parkland (rather than on the acquisition of additional land). Community members are also concerned about equity and accessibility, citing a need to ensure that everyone feels included and safe in parks and that those with disabilities or mobility challenges can enjoy these public spaces.

From community conversations and survey findings, it is clear there is a desire to add more nature trails and areas to enjoy nature, as well as to develop courts and fields to accommodate sports. The findings indicate there should be an emphasis on outdoor activities, trails, and nature-based recreation features. Most of the identified needs can potentially be addressed through site renovation and new site and trail development. Beyond that, the updated Parks Plan should factor in needs for universal play,<sup>1</sup> dog parks, community gardens, and larger pavilions for group use.

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<sup>1</sup> Universally designed parks or playgrounds provide facilities that engage every child, regardless of ability. Universal design refers to creating environments applicable to the needs of all people, regardless of age, size, ability, or disability.



## Park Access

A spatial analysis of park and recreational assets shows how accessible parks are to residents across the City. The level of service analysis describes the amount and quality of park and recreation facilities that are needed to serve the community. Both provide information on existing conditions and inform current and future parkland needs.

### Park Access and Gap Analysis

In addition to the number of parks and amount of park acreage, cities aim to distribute parks throughout their jurisdictions to ensure access for all residents. Research shows that residents that live within walking distance of a park are more likely to visit parks. Where parks are located is a key determining factor of park access.

#### 10-MINUTE WALK

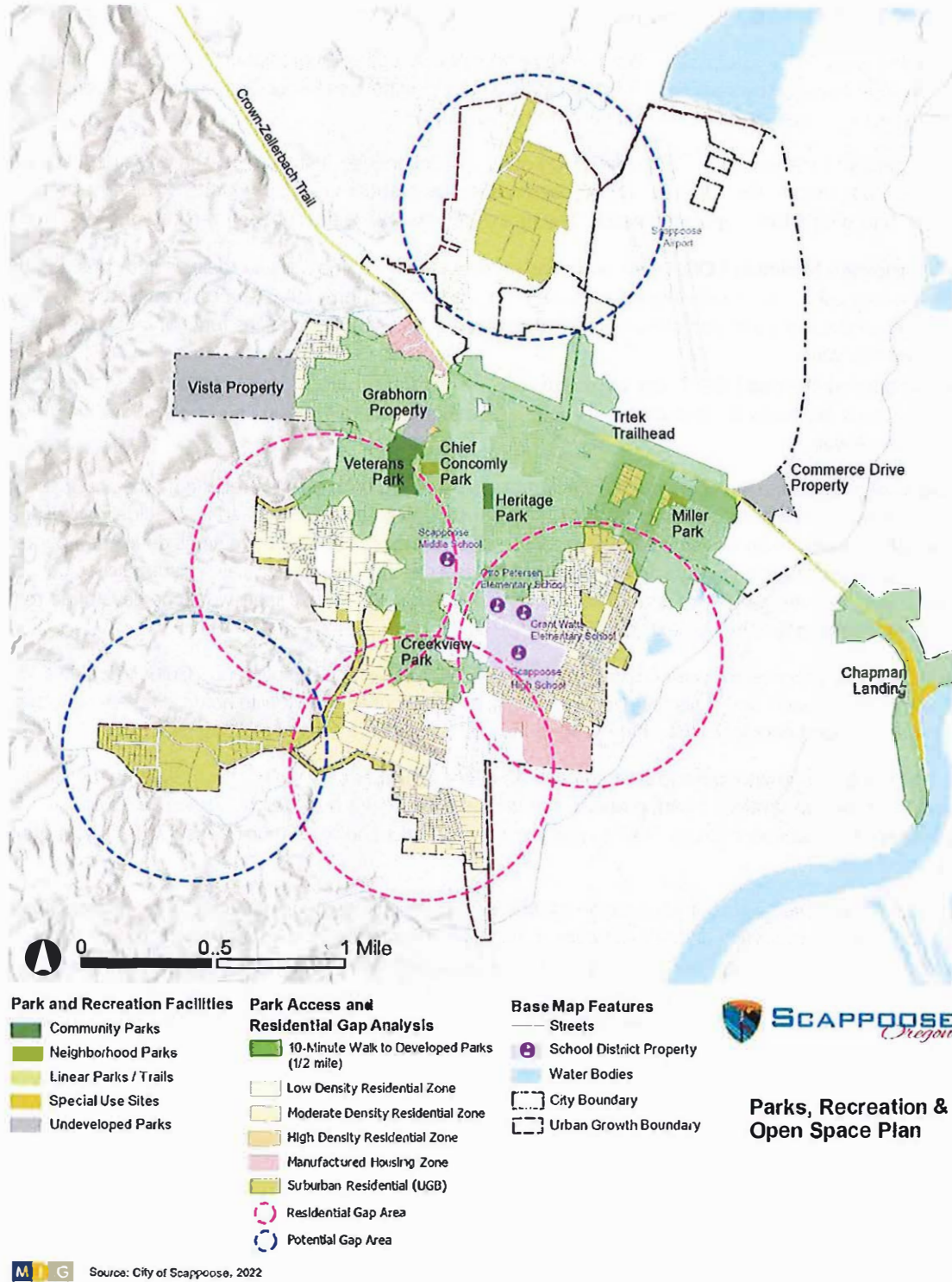
The 10-minute Walk refers to an industry standard established to ensure that everyone in the United States lives within a ten-minute walk to a high-quality park or green space. The concept has been supported by several community-based nonprofit organizations including the Trust for Public Land, the National Recreation and Park Association (NRPA), and the Urban Land Institute. A ten-minute walk is commonly considered to be half a mile, which is the distance that most people are willing to walk to reach a destination, as defined by the Center for Disease Control (CDC). Actual park access points, locations where pedestrian and bicyclists can enter a park, and walkable streets in the City were used to calculate maximum reachable areas within a 10-minute walk.

Figure 3-1 evaluates all developed City parks in Scappoose to determine which residential areas are located within a 10-minute walk. It shows that existing parks serve the City's central areas, but not the southern portion.

There are three identified areas within city limits that do not have close access to parks and recreation opportunities. These include residential areas along SW Keys Road; southern areas of the City, south of SW Sequoia St to the southern city limit; and areas east of Scappoose High School and Grant Watts Elementary School. There are two additional residential areas within the UGB where future residential developments are expected that do not have walkable access to parks - the residential areas along Dutch Canyon Rd and areas north of the current city limits.

The residential gap analysis also indicates that the Grabhorn property, once developed, will provide enhanced park access to residents in the northwest corner of the City. The two other undeveloped park properties, Vista and Commerce Drive, are not well connected with residential areas within a 10-minute walk due to their locations and lack of proper street connections to the properties. While these sites are not well positioned to meet residential needs, their development should be considered in the context of meeting other park land and facility needs.

Figure 3-1: Parks Access and Residential Gap Analysis



## Level of Service

Park Level of Service (LOS), typically expressed as a ratio of acres per 1,000 residents, is frequently cited as a key metric in measuring the sufficiency of park land. The 2017 Scappoose Parks Recreation and Open Space Plan adopted a park LOS standard of 5.4 acres per 1,000 residents.

Table 3-1 evaluates the existing LOS for each type of park in Scappoose. It shows how the City's park system performs as compared to the adopted LOS standard, as well as proposes new 20-year LOS guidelines for discussion based on future population needs. The proposed new LOS is described in two categories:

- **Proposed Minimum LOS:** These proposed numbers are based on funding realities and considerations of what parks may be developed in the next 20 years. It recognizes that several proposed new sites, as well as the Vista and Commerce Drive Properties, may not be developed as functioning parks within the next 20 years.
- **Proposed Desired LOS:** These proposed numbers are based on the desired level of service expressed by some residents and community leaders. It factors in the neighborhood parks needed within a 10-minute walk.

Net future need for parks (minimum and desired) subtracts existing park acreage to identify the acreage deficiency, the current and future need in each park category, based on the proposed LOS guideline. For the purposes of this calculation, the analysis counts Creekview Park and Chapman Landing as developed parks, even though a significant investment in facility development is still needed. The analysis also distinguishes between developed and undeveloped parks. It identifies which undeveloped properties likely would be developed to meet identified recreation needs in the next 20 years.

Currently, the City provides a lower LOS in all park classifications than the adopted LOS Guideline. However, the City provides linear parks and trails that were not taken into account in 2017. It also holds in reserve another 94.6 acres of undeveloped park land that - if developed - would more than triple the existing park LOS.

Given the population growth expected within the UGB over the next twenty years, the analysis supports improving selected undeveloped park properties as well as planning for new Neighborhood Parks and implementing the Scappoose Creek Trail<sup>2</sup> to meet increasing parks and recreation needs as the City's population continues to grow.

Over the last several years, the City has explored different options to develop undeveloped properties to meet needs. This includes reviewing and refining conceptual plans for the Grabhorn property, which is anticipated to be developed as a Community Park. The Vista Park Conceptual Plan articulated options for trails and improvements on the Vista property since a project summary for a Regional Park/Nature Park was included in the 2017 Parks Plan. The City has not yet undertaken a formal planning or design process for the Commerce Drive Property.

<sup>2</sup> A conceptual alignment of the Scappoose Creek Trail, proposed as a paved shared-use path, is included in the 2016 Transportation System Plan.



Table 3-1: Park LOS Guidelines and Needs in Scappoose (2023-2043)

Park type	Existing Park Acres	Adopted LOS Guideline (acres per 1,000)**	Existing LOS (acres per 1,000)	Proposed Minimum LOS (acres per 1,000)	Minimum Future Net Need (acres) in 2043 (11,329)	Recommended Acquisition or New Site Development in 20 Years Site (acres)	Desired LOS (acres per 1,000)	Desired Future Net Need (acres) in 2043 11,329	Recommended Acquisition or New Site Development Beyond 20 Years Site (acres)
Community Parks	16.9	2.00	1.9	2.3	9.5	Grabhorn (9.5 acres)	2.3	9.5	
Neighborhood Parks*	9.7	1.25	1.1	0.9			2.2	15.5	5 new Neighborhood Parks (approx. 3 acres each) & PUD Property (0.4 acres)
Linear Parks / Trails	11.2	-	1.3	1.0			1.0		
Special Use Sites*	15.9	2.10	1.8	1.4			9.5	91.7	Commerce Property (14.14 acres) & Vista Property (77 acres)
<b>Developed Parks Subtotal</b>	<b>53.7</b>	<b>5.35</b>	<b>6.0</b>	<b>5.6</b>	<b>9.5</b>		<b>15.0</b>	<b>116.7</b>	
Undeveloped Parks	100.7		11.3	8.1		Grabhorn will be developed			All undeveloped sites will be developed

Note: Acquisition needs are highlighted in green.

\* Creekview Park (a Neighborhood Park) and Chapman Landing (a Special Use Site) are counted as existing City parks, even though they are only partially developed.

\*\* Parks have been reclassified since standards were last adopted. The adopted standards for Neighborhood Parks combine the standards for both neighborhood and pocket parts from the 2017 plan. Special use parks standards combine urban plaza parks and nature parks.

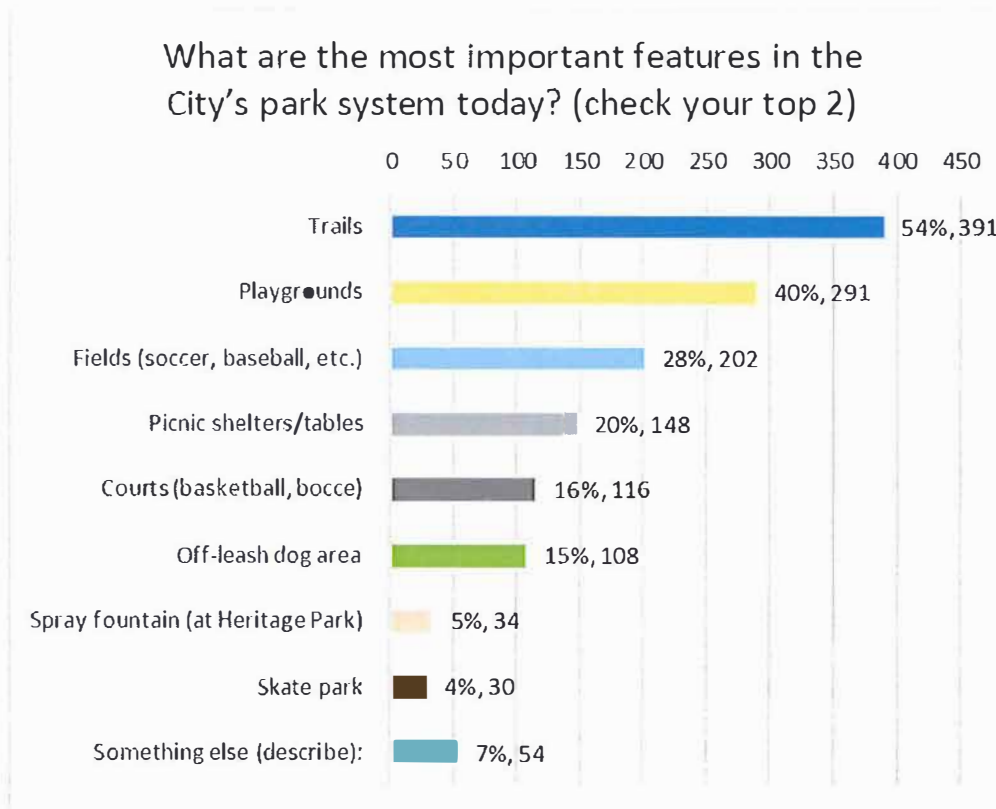
## Recreational Needs and Opportunities

Community needs for parks, recreation facilities, trails, events, programs, and services are driven by a variety of factors. Some of these factors include evolving community expectations, changing recreation trends, residential and business growth, the availability of funding/resources, existing deficiencies in the park and recreation system, condition of existing assets, the demographic diversity of the community, and even the role that partners play in providing parks and recreation opportunities.

Needs in Scappoose's parks and recreation system were analyzed based on available information regarding the number and distribution of parks and trails in the City. The park land and facility analyses draw on relevant public input findings and recreation trends.

Community survey results indicate that trails and playgrounds are the two most important features in the City's park system. From community conversations and survey findings, it is clear there is a desire to add more nature trails and areas to enjoy nature, as well as to develop courts and fields to accommodate sports. The findings indicate there should be an emphasis on outdoor activities, trails, and nature-based recreation features. Most of the key additional features noted in Figure 3-2 can be addressed through existing park site enhancements and new trail development. Beyond that, the City should consider opportunities for activities attractive to youth (bike skills, climbing), needs for universal (accessible) play, dog parks, and indoor recreation.

Figure 3-2: Important Park Systems Features - 2022 Survey Response





## Trail Needs

Trails for non-motorized transportation and recreation continue to grow in popularity. Nationally, trail-related activities such as trail running, hiking, and mountain biking) are among the most popular outdoor recreation pursuits and are the top-rated recreational activities across all socio-economic and cultural groups. Oregonians in particular spend more recreation time participating in these activities than the national average. This creates a greater demand for safe and interesting trails in park systems.

During the 2017 Parks Plan process, the community identified the need to create a well-connected community, both in terms of connections to parks and regional trails and connections to schools and community centers.

The 2016 Scappoose Transportation System Plan includes a conceptual Scappoose Creek Trail alignment that connects Creekview, Veterans, and Chief Concomly parks. Through this update process, there has been an emphasis on both access to parks and natural areas, as well as a desire to better connect neighborhoods, parks, and natural assets through a more expansive trail network. Particularly in parks that are underdeveloped or not yet improved, there is also an opportunity to create loop trails within parks to better facilitate walking, running, rolling (mobility devices, roller skating/blading) and cycling.

Scappoose provides access to the regional trail network through the Crown Z Trail and is well-situated to extend connections to the Rocky Point area and, further south, to Portland's Forest Park, and west to the Banks-Vernonia trail.

### Key Opportunities

- Create safer walking connections to access parks and trailheads.
- Connect key sites in the City including school sites and Downtown Scappoose.
- Continue to coordinate with neighboring jurisdictions on regional trail connections.
- Develop trails through or near natural areas.
- Add signage, interpretive maps, and wayfinding features.





## Park Land Needs

As the City grows, new parks will be needed to serve new residential areas and additional residents in existing neighborhoods to provide greenspace and recreation space. Future decisions can make progress towards a walkable park system, where every resident has access to a park within a 10-minute walk. All three undeveloped park properties are located in the northern part of the City, while most currently unserved residential areas are to the south. New residential development opportunities are largely in the southwestern and northernmost areas of the current UGB. Those areas, which are expected to urbanize over the next 20 years, as well as existing residential neighborhoods in the southern part of the City, have limited access to parks and there is no current plan to provide parks in those areas. Of the City's undeveloped park land, the Grabhorn property is particularly well positioned to support access from residential areas. Strategically locating parks in areas that are underserved will help the City address the current accessibility imbalance and prepare for the expected population growth.

School District properties provide some recreational opportunities in proximity to southern parts of town. While school age children have access to school facilities, these facilities are managed by the School District and are not always available to the general public.

The type of park land needed should also be a consideration in future land acquisition and park improvements. The level of service indicates that the need for additional Community Parks, Special Use Parks, and trails can be accommodated by developing park lands currently in the City's inventory. It also clearly shows that the City will need additional Neighborhood Parks to serve expected population growth.

## Key Opportunities

- Acquire land in the north and southern areas of Scappoose to ensure underserved neighborhoods have access to parks.
- Consider existing gap areas at the edges of Scappoose city limits when locating or developing parks in growth areas.
- Consider incorporating small-scale neighborhood park amenities in City-owned natural areas in conjunction with trails, in areas that lack 10-minute walk access.
- Explore establishing joint use agreements and possible implementation of school park improvements in areas that lack 10-minute walk access.



## Facility Needs

The City of Scappoose provides a mix of facilities to support outdoor recreation, sports play, access to nature, and community activities. Appendix A shows this diversity, but also documents that the City currently does not have some key facilities, such as tennis or pickleball courts, or soccer fields.

### TRAILS

Besides the Crown Z Trail, there is a notable lack of improved trails in the City. Community feedback indicates that nature trails or areas to enjoy nature are the most important features to add to Scappoose's park system.

### SPORTS FACILITIES

Scappoose residents value organized team sports and the availability of athletic fields and courts when recreating. City parks and School District facilities are heavily used by local community sports leagues and school sports programs. Most sports fields and courts are located at School District sites. Notably, soccer leagues need to use School District or private, church-owned facilities, as there are no City-owned soccer fields.

Community conversations and survey responses also emphasize the need for more youth sports facilities, in particular soccer fields and ballfields for baseball and softball. Survey responses indicate that the City could be better serving young children (12 and under) and teens, which also supports City investment in more sports-focused facilities. As the City grows, additional sports fields and courts will be needed and may need to be located within City parks.

### INDOOR RECREATION

The City currently lacks public indoor recreation and gathering spaces. This type of facility could be a large, multi-purpose community or recreation center or a specialty recreation facility, a space designed to serve a specific program area or age group. Some specialty facilities are targeted to serve specific age groups, such as preschoolers, teens, or older adults. Others are targeted to support a specific program area that requires specialized facilities, such as an arts center, a botanical garden, a stand-alone aquatics center, or a nature center. These types of recreation facilities can be city- or privately owned, or owned by a non-profit organization, such as the YMCA.

## Key Opportunities

- Improve access to / develop Chapman Landing.
- Add facilities and amenities to minimally developed neighborhood park sites, like Creekview Park.
- Enhance access to nature by establishing trails in undeveloped (Grabhorn, Commerce) or underdeveloped (Creekview) parks.
- Develop the Scappoose Creek Trail and explore trail alignments that can create a connected parks system.
- Determine the optimal mix of facilities and recreational opportunities at Grabhorn Park.
- Consider incorporating outdoor facilities and accommodating activities not currently available into new Neighborhood Parks.
- Prioritize facility needs to establish near-term and longer-term improvements and property acquisition.



Based on community input there continues to be interest in an indoor recreational facility for programs and community gatherings. Survey responses show an interest in better serving older adults, a demographic that can derive health benefits from indoor recreation. The City will need to consider pursuing an indoor facility, weighed against other parks and recreation priorities, and given the public expenditures needed for even a smaller specialty facility.

### CONNECTIONS TO NATURE

Across the country, there is a movement to reconnect children and adults with nature and the outdoor environment. Since close-to-home access is critical, providers are protecting nearby natural areas, integrating natural elements into developed parks, and providing programs to introduce people of all ages to nature and wildlife. Some agencies are introducing “naturehood parks” in lieu of the traditionally manicured neighborhood parks.

Maintaining natural ecosystems and Scappoose’s natural assets is a notable community value inextricably linked to the parks system. Many of Scappoose’s parks have natural areas within them and Scappoose’s creeks, streams, wetlands, and natural areas offer the potential for interaction with nature. The desire for more natural parks and areas was apparent in the development of the 2017 Parks, Trails, and Open Space Plan which resulted in recommendations to develop nature parks at the Vista Property, Creekview Park, and the County-owned Fisher Park. Community input for this Parks Plan update process has continued to highlight the need for recreation in, and access to, natural areas. Community feedback indicates that nature trails or areas to enjoy nature are the most important features to add to the park system.

### Key Opportunities

- Preserve and enhance sensitive habitat in partnership with the Oregon Watershed Enhancement Board and Scappoose Bay Watershed Council.
- Plan for specialized maintenance for natural areas.
- Formalize trails through, and to provide access to, natural areas.
- Highlight natural features within parks.
- Offer spaces for interpretation and environmental education.
- Offer natural play areas.



## Staffing Needs

The Parks Department is overseen by the Public Works Director with administrative support from several City staff members and seven Utility/Park workers. The budget funds a total of two (2) Full-Time Equivalent (FTE) positions. However, 1.6 FTEs are responsible for all parks and utility work. The number of FTE positions has not increased over the past five years.

New parks, enhanced facilities, and any recreation services offered will require more staff when brought online or developed to support operations, park and facility reservations, cleaning of reservable facilities, year-round maintenance, and management. As indicated in current designs, it is anticipated that Grabhorn Park will be developed for more active use, further emphasizing the heightened need for maintenance.

## Funding Needs

All cities need sufficient funding to maintain, operate, sustain, and expand parks, facilities, and recreation services. Funding for parks and recreation is typically broken into two categories:

- Operational expenditures address the ongoing costs associated with staffing, labor, materials, utilities, and minor expenses associated with preventative and routine maintenance, building janitorial care, programming and services, administration and management, communications, technology, and facility operations.
- Capital expenditures represent one-time costs to acquire, develop, build, substantially repair, renovate, or purchase park infrastructure, landscaping, equipment, and features.

It is important to acknowledge these different types of funding, because funding sources may be restricted in use for operations or capital projects.

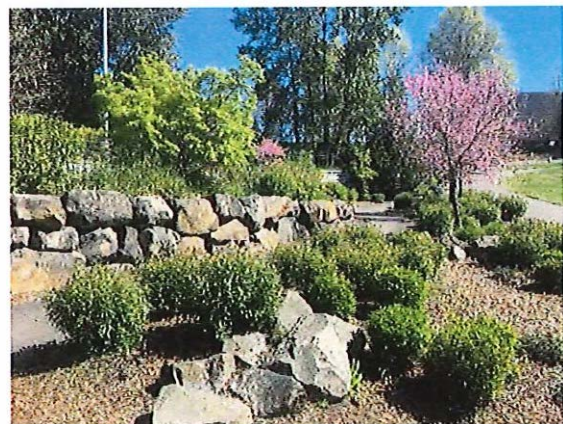
The City of Scappoose derives most of its Parks Department budget from the City's General Fund, which also supports other City services and needs. The General Fund consists of revenue collected from property taxes, franchise fees, license and permit fees, intergovernmental revenue, charges for services, interest income, transfers, and other miscellaneous income sources. The City relies on these General Fund dollars to support both operations and capital projects, including the maintenance,

## Key Opportunities

- Add staff to support park maintenance and operations.
- Before developing new parks and facilities, ensure that the City has sufficient maintenance staff for the caretaking and stewardship of existing and new assets.

## Key Opportunities

- Increase existing funding for parks and recreation where feasible.
- Identify new funding sources for capital projects and ongoing operations.
- Balance the community's desired level of service with funding realities.





administration, planning, improvements, and development of City parks and recreation facilities. Funding for Park Maintenance comes solely from the General Fund and competes with other needed services.

For fiscal year 2023-24, the Parks Department budget totaled \$652,797 (Table 3-2). This figure represents all annual expenditures, including personnel services, material and services, and funds transferred to the Administration Department. It also includes \$172,000 to support capital expenditures, such as the Peace Candle restoration, the purchase of asset management software, purchase of Parks Department vehicle, and park enhancement projects identified by City Council and Staff. This budget is substantially lower than the operations budget alone for most jurisdictions with less than 20,000 residents, according to NRPA Park Metrics data. As shown in Table 3-2, this total budget has fluctuated substantially over the last four years. General Fund dollars clearly are insufficient to support the level of service described in this document—including new parks, new facility development, existing facility repair and replacement, and the ongoing stewardship of these assets.

**Table 3-2: Scappoose Park Operations and Maintenance Budget**

	Actual FY 19-20	Actual FY 20-21	Actual FY 21-22	Budget FY 22-23	Estimated FY 22-23	Budget FY 23-24
Personnel services	\$241,858	\$242,866	\$251,137	\$278,094	\$259,725	\$289,630
Materials & services	\$58,822	\$54,305	\$84,120	\$145,760	\$114,420	\$174,655
Capital outlay	\$115,519	\$97,493	\$73,075	\$250,000	\$169,000	\$172,000
Transfers	\$23,782	\$31,490	\$22,422	\$21,539	\$21,539	\$16,512
<b>Total Expenditures</b>	<b>\$439,981</b>	<b>\$426,154</b>	<b>\$430,754</b>	<b>\$695,393</b>	<b>\$564,684</b>	<b>\$652,797</b>

The City also relies on System Development Charges (SDC's) to help fund new park and facility development. In general, SDCs are a one-time fee imposed on new development or the expansion of existing development and assessed at the time of development approval or increased usage of the system. SDC's are intended to offset the impacts of new residential growth and are restricted to supporting capacity enhancement projects (e.g., new parks and facilities) to serve new residential areas. SDC's may not be used to repair, replace, or maintain existing facilities. The City's SDC's also are insufficient to support all the new parks and facilities needed in Scappoose.



## Partnerships

Meeting the needs of a growing population will require multiple strategies and cannot solely rely on buying and developing park land. The City will want to look for ways to serve more people and new development by using existing park sites. This will be particularly important at Community Parks and the facilities that serve the larger City population. The City should also think creatively about the locations for new types of facilities, including considering sites shared with other community partners where facilities would be publicly accessible, but not the City's sole responsibility.

The School District properties play an important recreational role in the community. There may be an opportunity to coordinate the City's recreation needs with the School District's objectives and projects in line with the District's long-range facility planning efforts.

County-owned park land and public utility land (e.g., substations) may also present opportunities to meet community park land needs. Columbia County is also a key partner, implementing regional goals and objectives

around parks and recreation as guided by the Columbia County Parks Advisory Committee. Implementing shared objectives for the Crown Z Trail, including access, improvements, and signage, is an example of successful City/County cooperation. County-owned property within the City UGB includes Fisher Park – an undeveloped 8.76 acres, located near West Lane Road/Columbia River Highway. Scappoose Creek runs through the park, and it is used by residents for primitive camping and swimming. There is an opportunity to coordinate with the County to improve access to this park and better serve recreational needs in the northern part of the City. In addition, the demonstrated partnership with projects such as the Crown Z Trail, as well as coordinated new opportunities and long-range parks planning, will improve chances for future State grant awards.

Staff time is needed to develop community support, coordinate with partners and volunteers, and to write grant applications and cultivate sponsorships to support the park and recreation system. While the City does not need to take the leadership role in all partnerships and in all these efforts, being a good partner will require relationship management time and attention to articulating and implementing the priorities of each partnership. The City has a committed core of volunteers in the Scappoose Parks and Recreation Committee but coordinating and facilitating this group and other volunteer activities also requires City funding and staff support.

### Key Opportunities

- Engage with the School District to explore formalizing community use of school properties and potential partnering opportunities.
- Continue to coordinate with the County to enhance park and recreation opportunities, particularly in urbanizing areas.
- Ensure staff support and capacity to pursue new and maintain ongoing agency collaboration and partnerships.

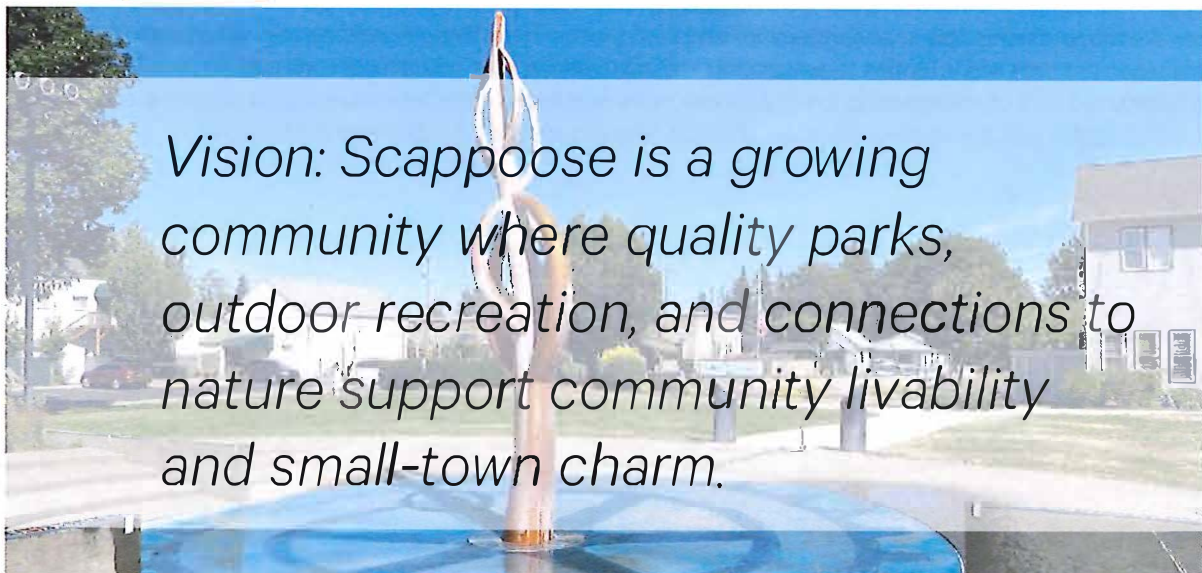
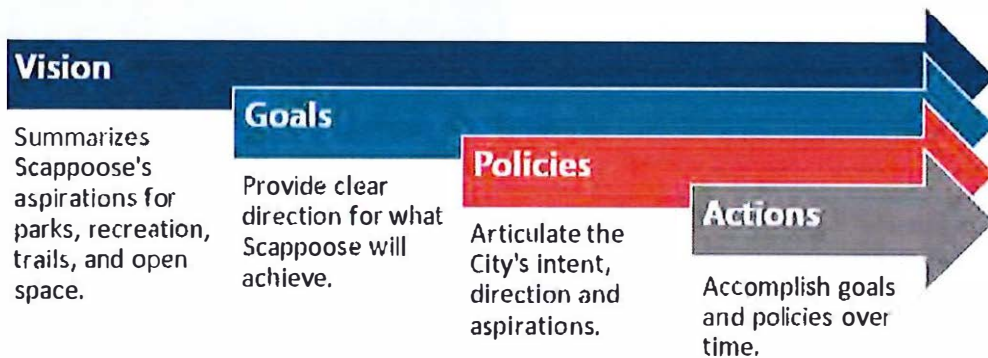
# RECOMMENDATIONS

This chapter reflects the insights of residents, stakeholders, elected officials, advisory groups, and staff and defines the City's vision, goals, and policies for parks, recreation facilities, trails, programs, open space, and related services. The community's vision and goals serve as the foundation for the City's Parks, Trails, and Open Space Plan. They guide decisions as the City of Scappoose continues to enhance park and recreation experiences over the next twenty years and are the framework for systemwide recommendations.

## Plan Framework

The framework is organized by one overarching vision, six goals, and subsequent policies that provide the community, stakeholders, and decisionmakers with a clear picture of the desired Scappoose park and recreation system. Appendix E includes proposed actions under each policy that describe how the City will accomplish goals and policies. Figure 4.1 illustrates the relationship between the City's vision statement and the goals, policies, and actions that can make it a reality.

Figure 4-1: Policy Framework





## Goals and Policies

The City of Scappoose strives to achieve this vision through the following goals for parks, recreation, trails, and open space:

**1 Provide quality parks.** Provide well-distributed, well-developed parks for all Scappoose residents.

**2 Take care of what we have.** Manage, maintain, and create parks, facilities, and open space that support safe, attractive, and engaging recreation and green space.

**3 Serve all ages and abilities.** Diversify recreation opportunities by providing a variety of inclusive, accessible park facilities and experiences.

**4 Connect residents to the natural environment.** Strive to protect and enhance natural areas, understanding the health and wellness benefits to the community when connected to nature.

**5 Create a connected system.** Prioritize trail connections that support active transportation and recreation, connecting key parks and City destinations.

**6 Support and expand local collaboration.** Leverage resources through strategic and deliberate partnerships to provide community supported facilities, programs, events, and services.



## 1 Provide Quality Parks

- 1.1 Strive to identify, acquire, and develop new Neighborhood Parks within a 10-minute walk of all residents.
- 1.2 Provide a variety of park types throughout the City.
- 1.3 Design and develop quality park facilities and amenities.
- 1.4 Balance the need for new parks, facilities, and improvements with investments in existing parks and facilities.

## 2 Take Care of What We Have

- 2.1 Develop and apply consistent design standards and maintenance practices for the parks system.
- 2.2 Actively address deferred maintenance needs.
- 2.3 Develop a stronger volunteer system that builds ownership and support for Scappoose's parks, facilities, trails, open space, and programs.
- 2.4 Dedicate funds to maintain current parks, trails, and open space and anticipate funding needed for the expanded system.

## 3 Serve All Ages and Abilities

- 3.1 Engage park users of different ages, genders, income levels, cultural backgrounds, abilities, and interests.
- 3.2 Work to meet the community needs for high-quality athletic and fitness facilities.
- 3.3 Increase accessibility and inclusivity of Scappoose parks, facilities, trails, public open space, and other amenities.

## 4 Connect Residents to the Natural Environment

- 4.1 Steward and manage passive recreation areas, open space, and natural areas for the enjoyment and health of community members.
- 4.2 Enhance access to and use of open spaces and natural areas while balancing resource management needs.
- 4.3 Promote the development of park and recreation facilities that minimize impacts to natural areas and habitats, especially those that are environmentally sensitive.

## 5 Create a Connected System

- 5.1 Promote and provide multi-use trail connections to parks and recreation facilities.
- 5.2 Provide a variety of trails and trail amenities within parks and open space to support trail-related recreation and connectivity.

## 6 Support and Expand Local Collaboration

- 6.1 Coordinate with other public and private organizations, and private developers, to provide a wider range of facilities and programming within Scappoose to avoid the duplication of services.

## Site Recommendations

This section describes existing conditions and a vision of the future for each of the City's parks, along with desired amenities consistent with this vision. Described improvements are aspirational; while the recommendations are intended to guide development for each site consistent with community desires, full implementation is not expected within the planning horizon based on existing City resources.

### Park Visions

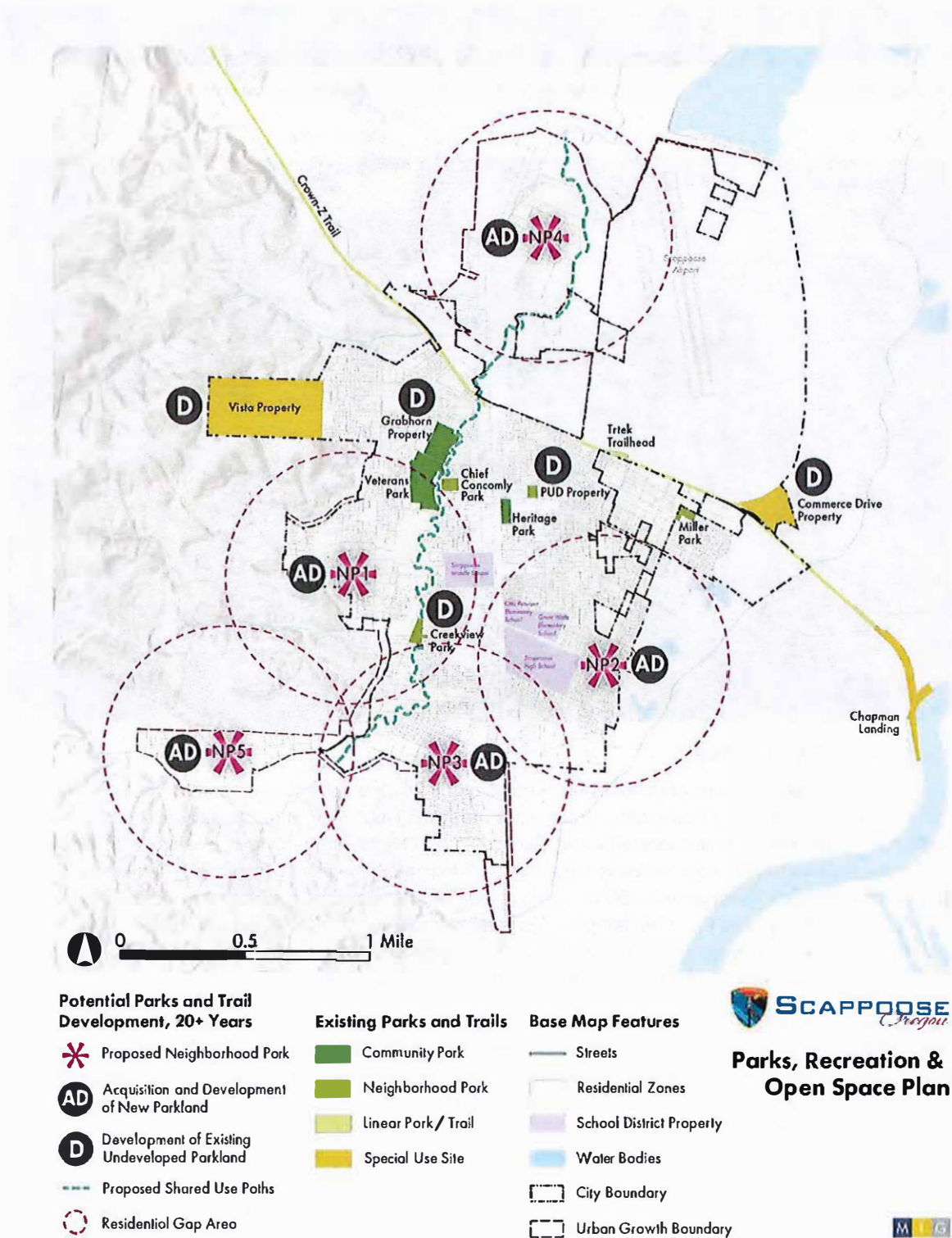
The future vision for each site was developed based on:

- Results from the Park Tour and Condition Assessment (2022), which were reviewed and discussed with City staff;
- Community engagement findings, including an online survey (2020-21), pop-up events, and stakeholder interviews;
- The technical analysis of citywide community needs (2021), which identified ways that individual parks sites and trail corridors contribute to overarching park and recreation needs based on their locations and unique characteristics;
- Scappoose Parks and Recreation Committee member comments and direction; and
- The foundation provided by the 2017 Scappoose Parks, Trails & Open Space Plan.

The vision for each park is presented by park classification for existing and proposed parks and trails. Following some general information about each park, the descriptions are divided by existing site character and future vision. Figure 4-2 illustrates the proposed park system, including existing and proposed parks and trails by classification. Proposed parks are numbered for reference only. The numbers do not indicate priorities for acquisition or development.



Figure 4-2: Recommended Parks System Map



## Community Parks

### HERITAGE PARK

Park Classification	Size (acres)	Development Status
Community Park	2.5	Developed



#### EXISTING SITE CHARACTER

Heritage Park in Scappoose is one of the unifying features of the Scappoose civic center, which includes Scappoose City Hall, Scappoose Public Library, as well as the Watts House Museum. The park is accessible via sidewalks and pedestrian paths. It is located within the Downtown Overlay planning area, close to both historic residential neighborhoods and local businesses that are both located in the immediate vicinity of the park. Off-site parking along SE 2nd Street includes EV charging stations and is available to visitors arriving by car. There is also a parking lot at Scappoose City Hall that provides parking for 25 vehicles, including two ADA-compliant spaces. The Scappoose City Hall parking lot also hosts the Scappoose Farmers Market vendor booths during summer months. Parking facilities for bicycles are not available at this location.

Among the many unique features of this park are the Scappoose Veterans Memorial, a gazebo, and a fountain that was designed by world-renowned local artist, Michael Curry. In addition to the skate park located in the northwest corner of the park, there is also a playground and picnic tables near the public library which are both popular attractions in the park. ADA accessible paving and tables are included in the park, as is a gender-neutral ADA accessible restroom.

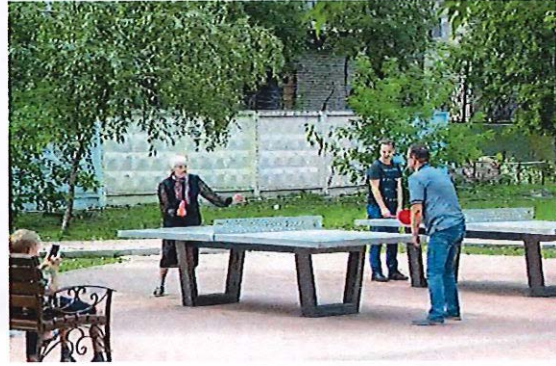
#### FUTURE VISION

Heritage Park will continue to serve as a "city square," a central gathering place for active play, enjoyment of open space, and outdoor programming. Capitalizing on the activation of the existing skate park, this site will become an active hub for tweens, teens, and young adults with additional amenities for these age groups. Public art and enhanced landscape elements will welcome people to this space and encourage them to stay and stroll



the grounds. Heritage Park will act as the City's front-facing yard where it formally presents itself to the public. It will also continue to provide close-to-home recreation opportunities for neighbors within a 10-minute walking distance.

- Continue to program creative park uses, including bringing in pop-up events that include food and beverage vendors during lunch times and on weekends.
- Seek opportunities to enhance programming in cooperation with the Scappoose Library, City Hall, and the Watts House.
- Provide more active and passive elements for tweens, teens, and young adults. Consider game tables, ping pong, small group stadium seating, foosball, and chess tables.
- Introduce public art and lush, formal plantings to create interest, encourage strolling, provide shade and comfort, and enhance habitat diversity.
- Provide more picnic and seating areas in proximity to the Electric Vehicle (EV) charging stations.





## VETERANS PARK

Park Classification	Size (acres)	Development Status
Community Park	14.4	Developed



### EXISTING SITE CHARACTER

Veterans Park is a popular multi-use park located along South Scappoose Creek with access from Southwest JP West Road. The park has a parking lot at the rear and there is a large, unmarked field on the west side of the park that is occasionally used for overflow parking. There are no bicycle racks available.

The park offers a range of amenities that appeal to a wide variety of park users of all ages. A number of recreational facilities are available at this park, including two baseball fields, two bocce courts, two covered picnic tables, and a playground. At the north end of the park is a fenced off-leash dog park. There is a central building with amenities for the convenience of users, including drinking fountains, two gender-segregated restrooms, and a vending area for drinks and food. At the south entrance of the park, there is a large, unmarked field that is frequently used for soccer games.

Veterans Park shares its eastern boundary with Chief Concomly Park and its northern boundary with the undeveloped Grabhorn property. There is a creek running along the eastern boundary of the site, known as the South Scappoose Creek. This section of the creek has been improved by the City, in partnership with the Scappoose Bay Watershed Council, in order to reduce flooding and erosion and restore critical salmon habitat.

### FUTURE VISION

With its large, open spaces and variety of facilities, Veterans Park will be part of the "Crown Jewel" of Scappoose's Park system. Coordinating this park's features with those at the Grabhorn Property and Chief Concomly Park will create a triecta of outdoor spaces that act as the central park in Scappoose. With expanded opportunities for



sports, games, walking, picnicking, play, and large community gatherings, Veterans Park will continue to be one of the most popular community parks in the City.

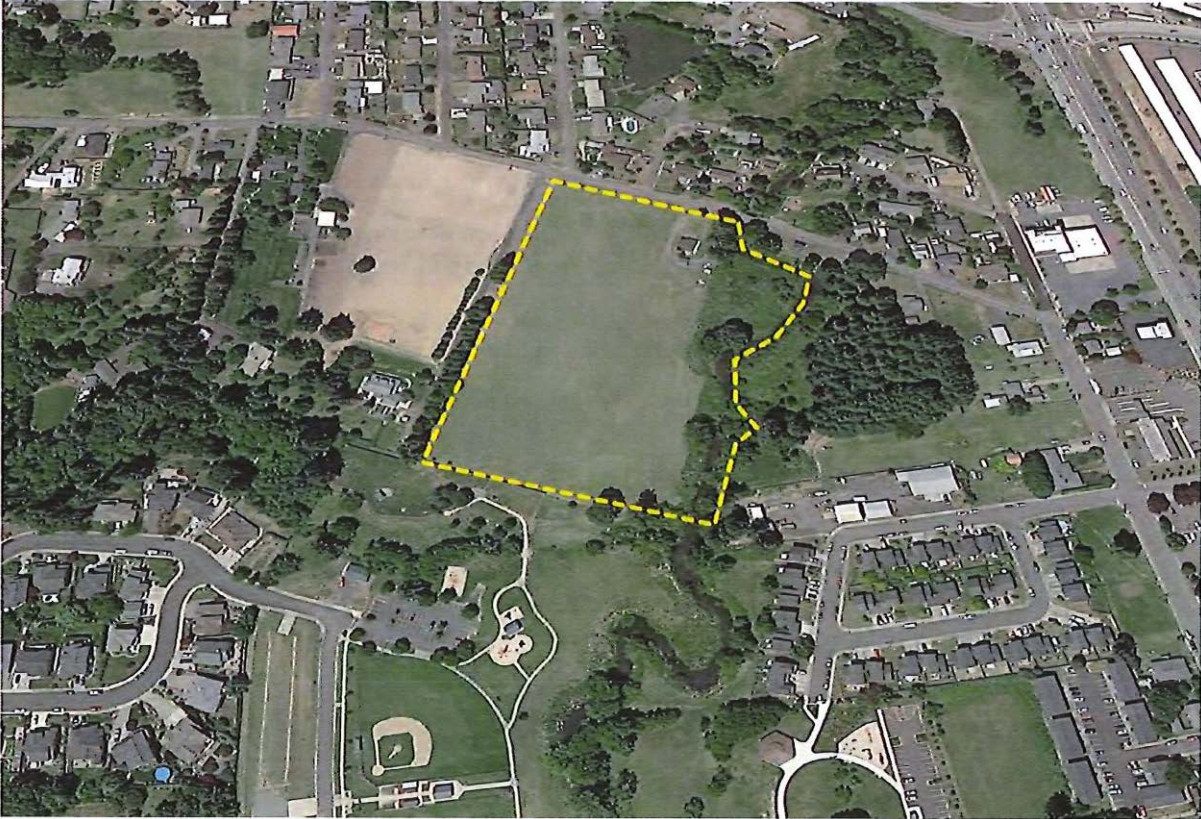
- Develop a site plan design that leverages the unique aspects of Veterans Park, the Grabhorn property, and Chief Concomly Park while providing a seamless, connected experience between the three sites.
- Provide additional sports game experiences for various group sizes by adding facilities such as pickleball and, if planned with the Grabhorn property, a practice or 9-hole disc golf course.
- Enhance the play experience by increasing the size and complexity of the existing play area and make it accessible to users of all abilities. Consider nature play as a driving play type to provide open-ended play experiences that connect people to the park and the creek.
- Provide new paths along the creek as an amenity and connection to Chief Concomly Park. Landscape with a variety of trees and plants to enhance park users' experiences.
- Enhance the park's comfort features with additional amenities such as seating options, picnic tables, shade trees, shade structures, rain cover, drinking fountains, etc.
- Collaborate with local artists, vendors, and event planners to offer regular community gatherings and cultural experiences to residents.
- Construct a sidewalk on SW JP West Road to connect Veterans Park to the pedestrian network and provide access to the neighborhoods east of Scappoose Creek.
- Pave and stripe the existing informal parking area and provide signage and pedestrian crossing markings to improve vehicular flow and secure pedestrian safety during peak seasons and events.
- As one of the City's most visible parks, ensure that there are funds on hand to maintain or replace picnic tables, benches, and amenities as they age and wear.





## GRABHORN PROPERTY

Park Classification	Size (acres)	Development Status
Community Park	9.5	Planned for Development



### EXISTING SITE CHARACTER

The Grabhorn property abuts Veterans Park and South Scappoose Creek. The site was purchased and added to the City's park inventory in 2020. With its spacious size of 9.5 acres and adjacency to nearby parks and the creek, this park land has the potential for various recreational opportunities and facilities.

### FUTURE VISION

Grabhorn is a vibrant and active community park for sports, games, play, and creek-related activities. Together with Veterans and Chief Concomly parks, the Grabhorn property will become a third of Scappoose's "central park" – a large, contiguous green space that encourages community gathering, active living, and a connection to nature.

- Incorporate sports fields/courts to expand the available activities at Veterans Park and fill gaps in the overall system. Provide additional sports game experiences for various group sizes by adding facilities such as pickleball and a disc golf course.
- Consider planning for a paved pump track and covered basketball courts to provide activities for youth.
- Create a walking loop around the perimeter of the site and a creek-side trail that connects Grabhorn to Veterans and Chief Concomly parks.



## Chapter 4 Recommendations

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- Open views and access to the creek.
- Add shade, trees, and landscaping across the site for comfort, aesthetics, increased habitat.
- Develop a disc golf course that spans both the Grabhorn property and Veterans Park.



## Neighborhood Parks

### CHIEF CONCOMLY PARK

Park Classification	Size (acres)	Development Status
Neighborhood Park	5.0	Developed



#### EXISTING SITE CHARACTER

Near 4th Street, Chief Concomly Park is accessible from SW Seely Lane, off SW JP West Road. It is located directly east of Veterans Park; South Scappoose Creek separates the two parks. Parking for vehicles is provided in a 24-space lot, which includes 2 ADA-accessible spots. Bicycle parking is also provided near the parking lot with a bike staple. In honor of the rich Native American history of the Scappoose area, the park is named for the Chief of the Chinook Tribe during the time of the pioneer settlement, who is estimated to have lived from 1765 to 1830.

A central feature of Chief Concomly Park is the covered pavilion. A prime location and its amenities - including electricity, nearby bathrooms, and a drinking fountain - make this an ideal location for reunions and other large group gatherings. Additionally, the park features a half basketball court, a playground with swings, a slide, and a climbing wall.

#### FUTURE VISION

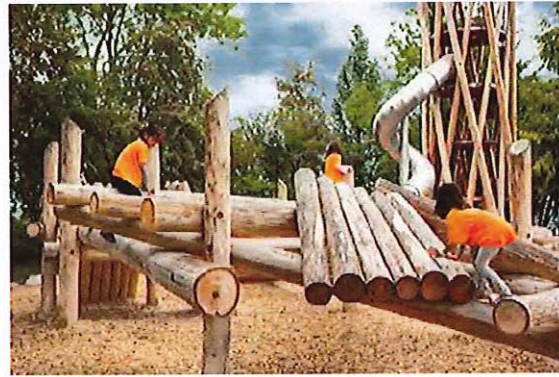
Chief Concomly Park continues to provide recreational opportunities in its beautiful setting characterized by heritage trees and South Scappoose Creek. The site's interpretive signage tells the story of the area's Native American inhabitants and describes the site's trees and creek, which give people a better understanding of the site and more appreciation for its unique qualities. New pedestrian connections to Veterans Park and the Grabhorn property enhance access to the creek and link this site to additional park amenities.



## Chapter 4 Recommendations

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- Provide seamless pedestrian connections to Veterans Park and the Grabhorn property, including a footbridge over South Scappoose Creek.
- Enhance play opportunities and increase variety of play experiences, including more nature and open-ended play opportunities.
- Explore the suitability of existing open areas near the creek for a horseshoe pit and a volleyball court.
- Tell the story of the oak and apple trees using interpretive signs and other artful approaches.
- Consider a community garden or neighborhood orchard for harvesting, learning, and seasonal happenings.





## MILLER PARK

Park Classification	Size (acres)	Development Status
Neighborhood Park	2.0	Developed



### EXISTING SITE CHARACTER

In addition to vehicular access, Miller Park is also accessible by foot or by bicycle via the Crown Z Trail, which is nearby and connects to Miller Road. A limited number of off-site parking spaces are available along Miller Road. A total of eight parking spaces are provided on-site, including one ADA-accessible space. Bicycle parking facilities are not available.

Among the amenities offered by Miller Park are a full basketball court, playground equipment, a picnic area with a shelter, a drinking fountain, and a gender-neutral restroom. In the rear half of the park there is an unmarked grass field that is ideal for informal sports games and is suitable for sports practices.

### FUTURE VISION

A true neighborhood space, Miller Park will act as the collective, outdoor living room for nearby neighbors. With a variety of amenities for active and passive use, this park welcomes neighbors of all ages to gather and regularly participate in public, neighborhood life together.

- Resurface the existing basketball court and make it covered.
- Enhance the existing play area by increasing the variety of play experiences, adding more accessible features, and providing opportunities for less structured, more open-ended play.
- Install a larger restroom.
- Add trees and plantings in the park to provide shade and seasonal interest.

- Provide more covered spaces for potluck meals, outdoor projects, after-school homework sessions, and an outdoor workspace for those who work from home. Consider providing one or more long, oversized community table(s).
- Provide more seating, more shade, and more comfort opportunities across all seasons.
- Use the open field as informal space for picnicking, pick-up games, and neighborhood gatherings.
- Create a connection to the airplanes flying by overhead (e.g., a playground theme or ground plane surface design).
- Explore need for informational signage to Trtek Trailhead parking.
- Consider adding parking spaces to meet the needs of visitors to enhanced/added facilities.





## CREEKVIEW PARK

Park Classification	Size (acres)	Development Status
Neighborhood Park	2.7	Minimally developed



### EXISTING SITE CHARACTER

Creekview Park is located along South Scappoose Creek and is accessible through SW Creekview Place. The park entrance is located on an undeveloped lot between two residential properties, and it leads down a hill to a grassy field in the South Scappoose Creek floodplain. A limited amount of off-site parking is available along SW Creekview Place and there are no parking facilities for bicycles. Although Creekview Park is counted as a developed park, it still needs significant investment in facility development.

The site is largely unimproved and contains only a landfill receptacle and a pet waste disposal station. Currently, this park is used informally for picnics and open space by the neighboring property owners. When it snows, the park is a popular sledding location. The location along the creek provides valuable greenway space but is limited by seasonal flooding. The bank slopes steeply away from the roadway and may make it difficult to access the water; erosion along the slopes is also a concern. Improvements to creekside areas may be restricted or subject to balanced cut and fill requirements.

### FUTURE VISION

Creekview Park is a calm space where residents come to walk, picnic, play, and explore. Developed as a low-key site, this park acts as a natural counterpart to some of the other more developed sites in Scappoose's system. Here, people are invited to stroll the looping pathways, sit under the trees, and picnic on the open lawn spaces.

- Create a neighborhood park with a natural character that encourages outdoor activities and access to the creek.
- Provide a nature play area for tactile, free play across all ages.
- Enhance trees and plantings within the park.

## Chapter 4 Recommendations

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- Develop looping trails that circulate beneath trees, around native plantings, and through open spaces.
- Enhance the creek's edge to encourage wildlife viewing and interaction with the water.
- Provide more seating, more picnic tables, more shade, and more comfort opportunities such as a restroom.

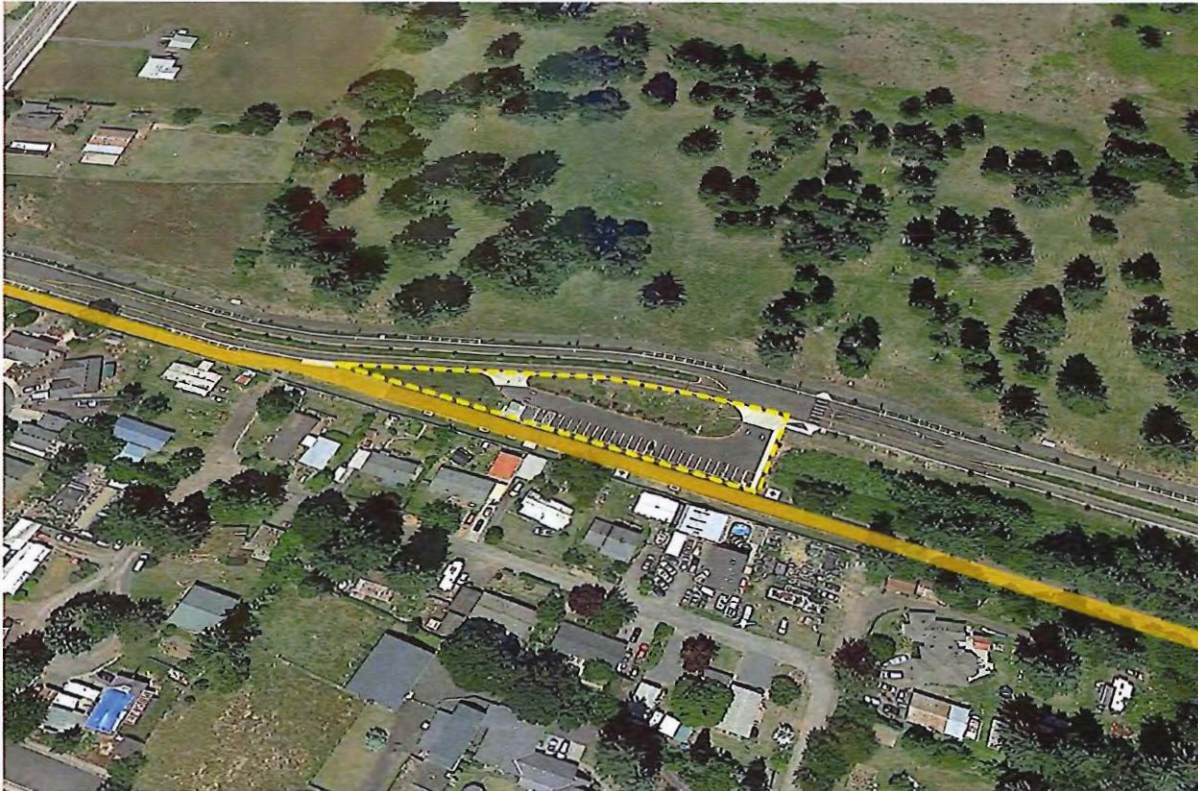




## Linear Parks and Trails

### TRTEK TRAILHEAD/CROWN Z TRAIL

Park Classification	Size (acres)	Development Status
Linear Park / Trail	0.7 (Trtek Trailhead)/10.5 Crown Z	Developed



#### EXISTING SITE CHARACTER

The Crown Z Trail follows the route of a historic railroad once used by the logging industry. The City owns approximately 1.25 miles of trail within the city limits on the north side of Scappoose, from Highway 30 to East Columbia Avenue and Dike Road. In order to make way for a two-way arterial street, the section between Highway 30 and West Lane Road has been removed.

The Trail provides access to scenic open spaces in Columbia County. In the western portion of the trail, which begins at the intersection of Highway 30 and the Scappoose Vernonia Highway, the North Scappoose Creek winds through heavily forested hillsides to Vernonia. The majority of this trail is surfaced with gravel, and it is suitable for mountain bikes. In the eastern section of the trail, there are wetlands and open agricultural fields, with easy views of Mount Saint Helens, Mount Adams, and Mount Hood. The trail through Scappoose has an asphalt surface that is suitable for a variety of recreational travel modes, including rollerblading and cycling. Trtek Trailhead offers parking, public restrooms, picnic tables, and a bicycle repair station for visitors.

#### FUTURE VISION

The Crown Z Trail and Trtek Trailhead will remain an integral part of Scappoose's park system, providing a wide range of opportunities for walking, hiking, and biking. Development of the Proposed Scappoose Creek Trail and

Commerce Drive Property will enhance the connectivity of the Crown Z trail and provide more integrated park recreation opportunities for residents and visitors.

- Provide interpretive signage along trail describing history of the area and natural features.
- Add activity stations, parcours or outdoor fitness equipment along trail.
- Add viewpoints and waysides (activity or seating areas) along the trail and look for opportunities to provide covered shelter(s).
- Ensure that future development includes a sidewalk frontage along West Lane Road (at the intersection of the new road) to establish a better pedestrian connection to the west.





## Special Use Sites

### CHAPMAN LANDING

Park Classification	Size (acres)	Development Status
Special Use Site	15.9	Minimally developed



#### EXISTING SITE CHARACTER

Chapman Landing is located on E Columbia Road and Dike Road, east of Scappoose city limits in Columbia County. A significant resource for the community, the site provides one of the few access points to the Multnomah Channel, as well as marking the end of the popular Crown Z Trail. There is a limited amount of parking available in a parking lot that is connected to the park by a walking trail. Bicycle and pedestrian access is via the Crown Z Trail. Site amenities include benches, picnic tables, and portable toilets. Acquired from Columbia County in 2019, the City is exploring the possibility of developing this park in consultation with the County.

#### FUTURE VISION

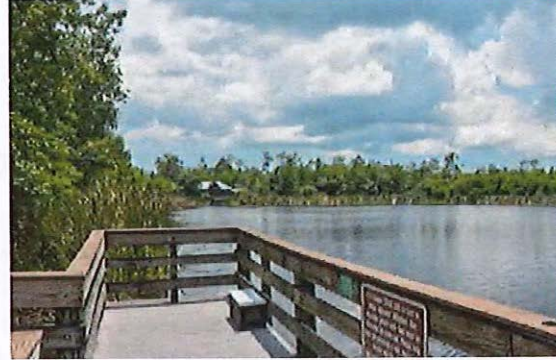
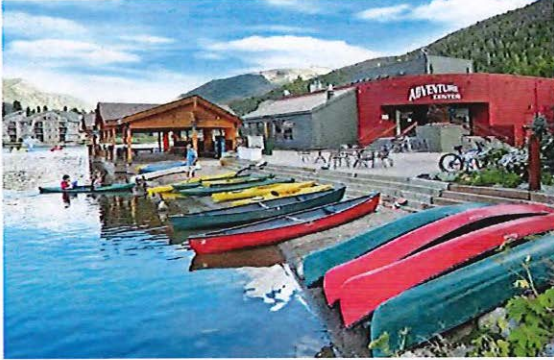
The unique location of Chapman Landing and its natural features will make it a destination for all types of park users. With the Multnomah Channel as its backbone, the site offers a multitude of recreational activities from relaxation to water activities and educational nature experiences throughout the year.

- Improve the site as a trailhead at the endpoint of the Crown Z Trail.
- Enhance safe access to the water.
- Add a non-motorized boat ramp/kayak launch.
- Consider adding boat lockers for kayak storage.

## Chapter 4 Recommendations

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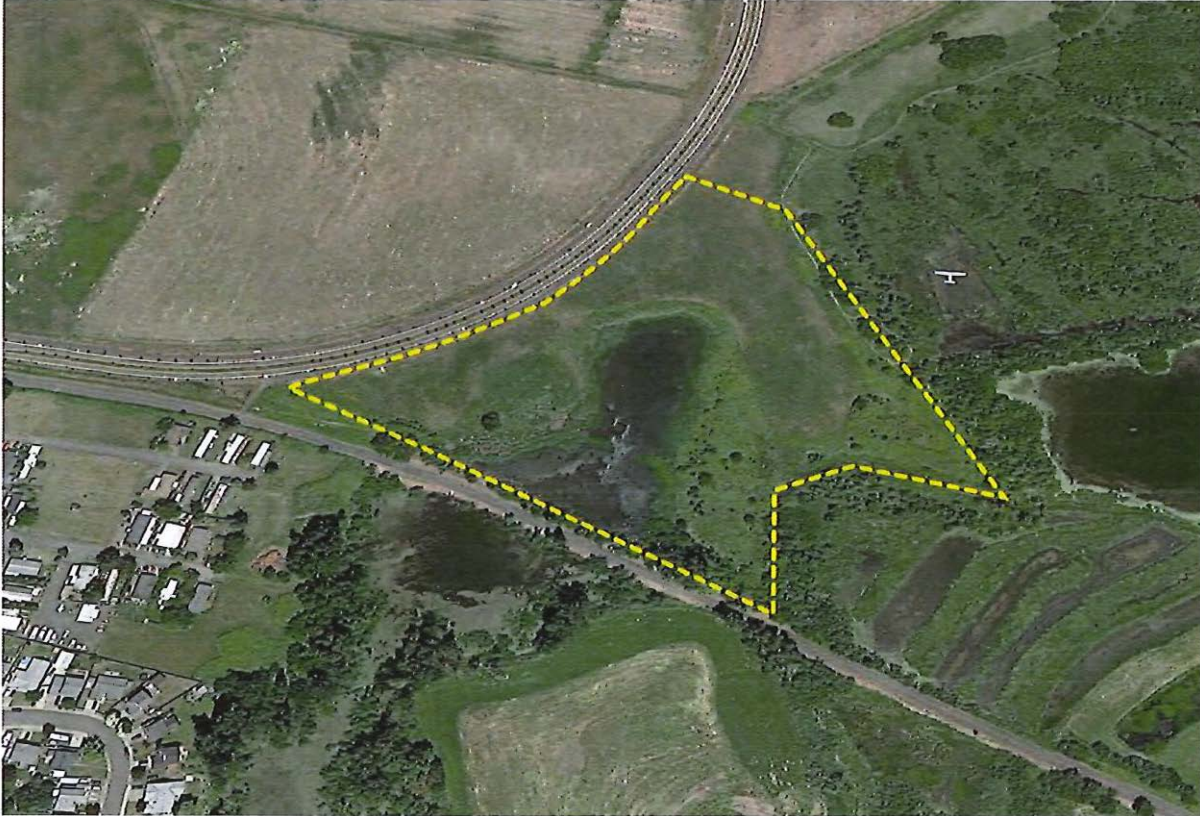
- Provide amenities such as a restroom and a bicycle repair station adjacent to parking lot.
- Increase seating, viewing, and picnicking opportunities across the site.
- Provide an accessible fishing platform.
- Improve the parking area to maximize the number of spaces.
- Add restrooms at the parking area.
- Provide interpretive signage that showcases the site's historical context and viewpoints.





## COMMERCE DRIVE PROPERTY

Park Classification	Size (acres)	Development Status
Special Use Site	14.1	Undeveloped; Proposed for Development



### EXISTING SITE CHARACTER

This property was annexed into the City in 2017 and is located along the Crown Z Trail, close to the Trtek Trailhead. Due to the presence of a large wetland area on the site, less than half of the 14.5 acres can be utilized or developed with recreational amenities.

### FUTURE VISION

The Commerce Drive Property will become a vibrant, unique site in Scappoose's park system – one that combines wetlands and wildlife viewing with active outdoor recreation. Visitors will be invited to walk along trails and boardwalks; observe seasonal wildlife; learn through interpretive signage; play disc golf; and walk dogs in designated off-leash areas. This park will benefit from a shared parking area with its industrial-use neighbors and extend opportunities to walkers and hikers enjoying the Crown Z Trail.

- Protect the site's open space and natural areas.
- Add nature trails and boardwalks that meander along the wetland boundary and enable self-directed nature walks.
- Incorporate local, natural art into the park experience.
- Enhance wildlife viewing, such as incorporating covered areas like duck blinds.

## Chapter 4 Recommendations

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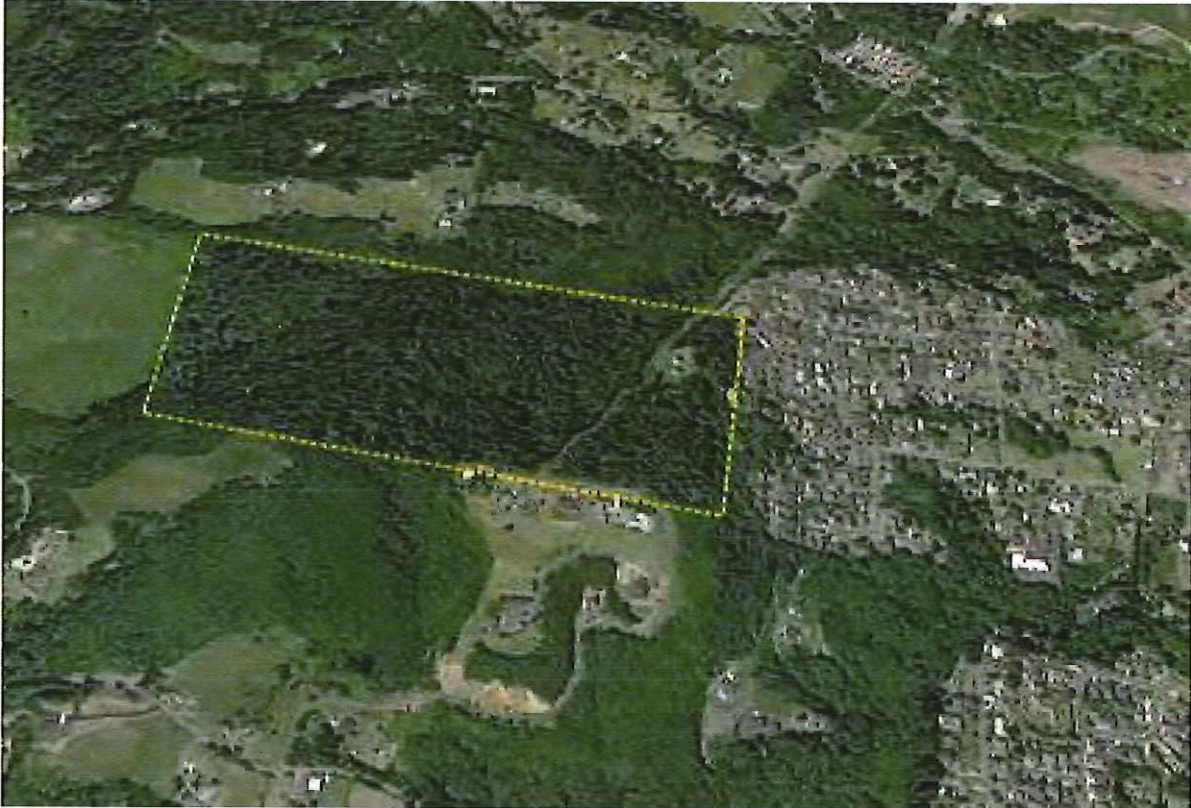
- Provide interpretive signage.
- Create seating and picnic opportunities.
- Consider providing a rustic shelter for outdoor learning, gathering, and picnicking.
- Incorporate native habitat restoration in planning and implementing park improvements.





## VISTA PROPERTY

Park Classification	Size (acres)	Development Status
Special Use Site	77.0	Undeveloped; Proposed for Development



### EXISTING SITE CHARACTER

The Vista property is located at the western edge of the City on a hill overlooking Scappoose and the Columbia River Valley. This large, wooded parcel is characterized by steep terrain and second-growth forest. Access is gained via NW Bella Vista Drive, but the drive onto the property is gated and vehicular access is currently restricted. The site currently has some unofficial trails used by people and wildlife.

### FUTURE VISION

Vista Park will provide formal trails for pedestrians, mountain bikes, and horses.

- Develop trails to enhance recreational opportunities and incorporate viewpoints.
- Provide a trailhead with parking and restrooms.
- Explore the possibility of designing a challenging disc golf course on the site.

## New Parks for Future Development

The City has discussed the long-term potential development of additional park properties. These projects likely would not be implemented within the 20-year timeframe for this plan. If the City has additional funding, and zoning and land use obstacles can be addressed, this Plan recommends implementing these projects sooner to provide a higher level of service. Some of these sites would have to be acquired. Others are located on land not owned by the City. Recommendations for these potential new parks are described below. Three additional opportunities are briefly discussed for future consideration.

### NP-1: Proposed Neighborhood Park #1

Park Classification	Size (acres)	Development Status
Neighborhood Park	3 acres	Proposed

#### EXISTING SITE CHARACTER

The area identified for Proposed Neighborhood Park #1 is inside City limits and is zoned mostly for medium density housing, with some areas zoned for high density housing. It includes a mix of vacant, developed, and potentially redevelopable properties. The current housing in the area west of the proposed shared use path, the Scappoose Creek Trail, is mostly low-density single-family housing. East of the Scappoose Creek Trail, the housing is predominantly low-density single-family housing, but also includes some moderate density housing such as a garden apartment complex on SW Maple Street.

Most of the vacant and redevelopable properties are located adjacent to the South Scappoose Creek on the west side. Land in this area is impacted by flood hazard or floodway constraints. In addition, portions of these areas between Veterans Park and Creekview Park are identified as being susceptible to landslides according to DOGAMI data. Despite the environmental constraints in the area, there is still a moderate amount of land available to support new residential uses. The degree of development potential for additional housing in this area depends in part on the ability to provide access and extend utilities while maintaining or mitigating for the presence of environmental constraints. Any future residential development in the area would also need to conform to current zoning regulations, which would likely result in low density housing such as single-family homes or duplexes.

#### FUTURE VISION

This neighborhood park is intended to serve nearby neighbors with play areas for younger children, a sports court or open playfield for teens and adults, and a variety of amenities for visitors such as benches and picnic tables.

- Acquire parkland, targeting a site that is a minimum of 3 acres in size to meet the needs of nearby neighbors. Ensure the park has a contiguous, regular shape and relatively level topography suitable for active and passive park development.
- Where feasible, centralize the park within the neighborhood to maximize pedestrian and bicycle access from surrounding neighborhoods and serve residents within a 10-minute walking distance (1/2 mile).
- Consider a larger site (e.g., 3.5-4 acres) that integrates natural features to contribute to the character of the site.
- Involve nearby residents and/or stakeholders in the design or site master planning of this park. Integrate maintenance and operations efficiencies in the park design.



- Develop the park according to guidelines for neighborhood parks. Provide at a minimum a play area (for ages 2-5 and 5-12), gathering area (e.g., grouped seating, varied tables, small shelter or gazebo), active use facility (e.g., sports court, open turf playfield, and suitable support amenities (e.g., signage, benches, bike racks, dog waste stations, trash receptacles).
- Incorporate unique features and design elements that reflect the site's character.
- Consider adding additional amenities and facilities to diversify recreation options.
- Depending on park size, consider needs for adjacent on-street or angle-in parking. (For smaller sites, no parking is needed.)

## NP-2: Proposed Neighborhood Park #2 (or Pocket Park)

Park Classification	Size (acres)	Development Status
Neighborhood Park	3 acres (min. 1-2 acres)	Proposed

### EXISTING SITE CHARACTER

The areas east of Highway 30 and in the vicinity of Scappoose High School feature a mix of low- and medium-density residential neighborhoods. Current development consists mostly of low-density single-family housing. A variety of medium density housing types are also present in the area, including fourplexes located on Bernet Drive and duplex housing on Rolling Hills Drive. Some housing developments on larger lots are present at the intersection of SE 2<sup>nd</sup> Street and Frederick Street, as well as adjacent to SE 6<sup>th</sup> Street.

Environmental constraints present in the area are limited to wetlands associated with the unnamed stream that extends northward from Johnson Creek outside of the UGB. Most of the area is currently developed with housing. Any future housing in the area will likely be through redevelopment of the larger lots located at the intersection of 2<sup>nd</sup> Street and Frederick Street, or adjacent to SE 6<sup>th</sup> Street.

### FUTURE VISION

This neighborhood park would provide play areas for younger children and a variety of amenities for visitors such as benches and picnic tables. As with other City neighborhood parks, this park would meet the needs of surrounding residents and neighborhoods, fulfilling recreational needs distinct from the activities engaged in on the Scappoose School District properties in this area.

- Acquire parkland, striving for a site that is a minimum of 3 acres in size to meet the needs of nearby neighbors. Since this area is largely built out, consider a smaller pocket park of 1-2 acres in size if a larger site cannot be acquired.
- Ensure the park has a contiguous, regular shape and relatively level topography suitable for active and passive park development.
- Involve nearby residents and/or stakeholders, such as representatives from all three nearby schools, in the design or site master planning of this park. Integrate maintenance and operations efficiencies in the park design.
- Develop the park according to guidelines for neighborhood parks, scaling features according to the size of the park. Provide at a minimum a play area (for ages 2-5 and 5-12), gathering area (e.g., grouped seating, varied tables), and suitable support amenities (e.g., signage, benches, bike racks, dog waste stations, trash receptacles).
- Incorporate unique features and design elements that reflect the site's character.

### NP-3: Proposed Neighborhood Park #3 (or Pocket Park)

Park Classification	Size (acres)	Development Status
Neighborhood Park	3 acres (minimum of 1-2 acres)	Proposed

#### EXISTING SITE CHARACTER

Neighborhood Park #3 ideally will be located in the southernmost part of the City to serve existing residents who live inside the current city limits. The residential areas in this location are mostly developed with single-family housing subdivisions. The area is characterized by newer housing construction, with lot sizes consistent with medium-density residential zoning (R-4). There is single-family housing located on larger lots between SW Dutch Canyon Road and Havlik Drive. Given the underlying zoning, these properties have the potential to redevelop with additional housing.

The South Scappoose Creek traverses the northwestern part of this area that is underserved by City parks. The creek has associated flood hazard and floodway areas according to FEMA data. Other environmental constraints are generally not present in the area.

#### FUTURE VISION

This neighborhood park is intended to serve nearby neighbors with play areas for younger children, a sports court or open playfield for teens and adults, and a variety of amenities for visitors such as benches and picnic tables.

- Acquire parkland, striving for a site that is a minimum of 3 acres in size to meet the needs of nearby neighbors. Since this area is largely built out, consider a smaller pocket park of 1-2 acres in size if a larger site cannot be acquired. Ensure the park has a contiguous, regular shape and relatively level topography suitable for active and passive park development.
- Where feasible, centralize the park within the neighborhood to maximize pedestrian and bicycle access from surrounding neighborhoods and serve residents within a 10-minute walking distance (1/2 mile).
- Involve nearby residents and/or stakeholders in the design or site master planning of this park. Integrate maintenance and operations efficiencies in the park design.
- Develop the park according to guidelines for neighborhood parks, scaling features according to the size of the park. Provide at a minimum a play area (for ages 2-5 and 5-12), gathering area (e.g., grouped seating, varied tables), active use facility (e.g., sports court), open turf playfield, and suitable support amenities (e.g., signage, benches, bike racks, dog waste stations, trash receptacles).
- Incorporate unique features and design elements that reflect the site's character.



## NP-4: Proposed Neighborhood Park #4

Park Classification	Size (acres)	Development Status
Neighborhood Park	Minimum 3 acres (more with natural area)	Proposed

### EXISTING SITE CHARACTER

This area where Neighborhood Park #4 would be located is currently outside city limits, but within the City's UGB and is expected to develop within the 20-year planning horizon. Under current land use designations, it will have a mix of commercial, industrial, and residential uses. Most of the area east of Highway 30 has a low-density residential designation and will likely be developed with single-family residences after annexation.

Current residential development in this area is predominantly single-family homes on large lots. Some small businesses exist in this area, but land is generally characterized by large yards, natural landscaping, and agricultural uses. There are mapped environmental constraints present in the area, with most of the residential area located east of Highway 30 lying within a flood hazard zone. A smaller portion located close to the proposed Scappoose Creek Trail is designated as a floodway. Given the presence of flood hazards and floodway constraints, this area is anticipated to have limited new residential development.

### FUTURE VISION

This vibrant, nature-themed neighborhood park, potentially located along the Scappoose Creek Trail, is intended to serve nearby neighbors as well as other pedestrians and bicyclists using the trail. The site will have a desirable mix of developed park uses and natural areas.

- Coordinate with future developer(s) to identify and acquire parkland when residential area is platted. Target a site that is a minimum of 3 acres in size to meet the needs of nearby neighbors.
- Ensure the park has a contiguous, regular shape and relatively level topography suitable for active and passive park development.
- Where feasible, centralize the park within the neighborhood to maximize pedestrian and bicycle access from surrounding neighborhoods and serve residents within a 10-minute walking distance (1/2 mile). For this site, consider a location along the proposed Scappoose Creek Trail to maximize access and connectivity to other parks.
- Encourage a larger site (e.g., 3.5-5+ acres) that protects natural areas, slopes, swales, wetlands, creeks, habitat, and similar landscapes that support ecological functions and contribute to the character of the site.
- Involve nearby residents and/or stakeholders in the design or site master planning of this park. Integrate maintenance and operations efficiencies in the park design.
- Develop the park according to guidelines for neighborhood parks. Provide at a minimum a play area (for ages 2-5 and 5-12), gathering area (e.g., grouped seating, varied tables, small shelter or gazebo), active use facility (e.g., sports court, tricycle track/walking loop), open turf playfield, and suitable support amenities (e.g., signage, benches, bike racks, dog waste stations, trash receptacles).
- Incorporate unique features and design elements that reflect the site's character. For example, consider a nature-themed play area, interpretive signage along the creek, and a trail wayside or fitness stations along the trail if co-located with the proposed Scappoose Creek Trail.
- Consider adding additional amenities and facilities to diversify recreation options.

- Depending on park size, consider needs for adjacent on-street or angle-in parking. (For smaller sites, no parking is needed.)

### NP-5: Proposed Neighborhood Park #5

Park Classification	Size (acres)	Development Status
Neighborhood Park	3 acres	Proposed

#### EXISTING SITE CHARACTER

The identified area for Proposed Neighborhood Park #5 is within the City's UGB but outside the current Scappoose city limits. The entire area has a Suburban Residential designation under the City's Comprehensive Plan. Existing development in the area is generally oriented around Dutch Canyon Road. There is a mix of large vacant or redevelopable properties as well as several smaller properties currently developed with low-density housing. Most of the larger vacant or redevelopable properties are centrally located within the area while the smaller properties generally exist at the eastern and western extents of the area.

The areas between Dutch Canyon Road and Adams Road/Mountain View Road have a mix of environmental constraints. Most of this area is susceptible to landslides according to DOGAMI data. There are also moderate amounts of steep slopes and wetlands. South Scappoose Creek generally runs adjacent to the southern UGB boundary and is considered a FEMA flood hazard area and floodway.

There is moderate development potential despite environmental constraints in the area. Portions of many of the parcels in the area are located outside flood hazard/floodway areas or landslide susceptible areas. The degree of development potential in the area depends in part on the ability to provide access and extend utilities while protecting or mitigating impacts in environmentally sensitive areas.

#### FUTURE VISION

- In an area that is distant from other City recreational opportunities, this park is an important neighborhood asset and is strongly identified with the residential area it serves. It provides a key, accessible gathering place for its immediate community, with play areas for younger children, a sports court or open playfield for teens and adults, and a variety of amenities for visitors such as benches and picnic tables.
- Coordinate with future developer(s) to identify and acquire parkland when residential area is platted. Target a site that is a minimum of 3 acres in size to meet the needs of nearby neighbors. Ensure park has a contiguous, regular shape and relatively level topography suitable for active and passive park development.
- Where feasible, centralize the park within the neighborhood to maximize pedestrian and bicycle access from surrounding neighborhoods and serve residents within a 10-minute walking distance (1/2 mile).
- Consider a larger site (e.g., 3.5-4 acres) that integrates natural features to contribute to the character of the site.
- Involve nearby residents and/or stakeholders in the design or site master planning of this park. Integrate maintenance and operations efficiencies in the park design.
- Develop the park according to guidelines for neighborhood parks. Provide at a minimum a play area (for ages 2-5 and 5-12), gathering area (e.g., grouped seating, varied tables, small shelter or gazebo),

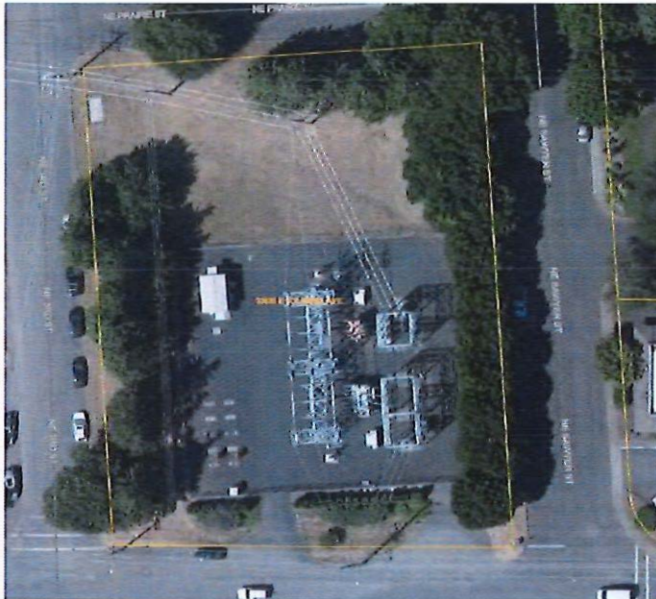


active use facility (e.g., sports court, tricycle track/walking loop), open turf playfield, and suitable support amenities (e.g., signage, benches, bike racks, dog waste stations, trash receptacles).

- Incorporate unique features and design elements that reflect the site's character.
- Consider adding additional amenities and facilities to diversify recreation options.
- Depending on park size, consider needs for adjacent on-street or angle-in parking. (For smaller sites, no parking is needed.)

## PUD Property

Park Classification	Size (acres)	Development Status
Neighborhood Park	0.4 acres	Proposed



### EXISTING SITE CHARACTER

On a parcel adjacent to E. Columbia Ave and between NE 3rd Street and NE Sawyer Street there is approximately .42 acres of vacant land adjacent to a Columbia River PUD electrical substation. Based on current zoning, park use is not allowed on the site. In part because of its proximity to densely populated residential neighborhoods, this green, treed space has been discussed for use as a small park.

### FUTURE VISION

- Long-term, explore options to rezone the site as park land for recreation use through a public, legislative adoption process.
- Add a play area with a design inspired by the adjacent electrical substation.
- Add or enhance amenities such as picnic tables, benches, and trash receptacles.

## Sites for Additional Long-Term Consideration

### SCAPPOOSE CREEK TRAIL

The 2016 Scappoose Transportation System Plan includes a paved, shared-use path that connects Creekview, Veterans, and Chief Concomly parks. Scappoose Creek is a valuable asset to the City, as it is the only significant wildlife habitat within its borders. Both sides of the creek are surrounded by native and riparian vegetation, which provides wildlife habitat. Lands along the creek and several areas extending from it are designated riparian zones or wetlands. During the year, the creek area experiences seasonal water flow and erosion of its banks. The creek borders Creekview Park, Veterans Park, Chief Concomly Park, and the Grabhorn property, presenting opportunities for an integrated feature through the majority of the City's developed or soon to be developed park land. A future Scappoose Creek trail could provide pedestrians and cyclists with a safe off-street active transportation and trail-related recreation opportunities between north and south city limits, as well as internal connections between key sites including parks, school sites and Downtown Scappoose.



### FIRE DISTRICT SITE

The site is located north of the Scappoose Fire District, adjacent to the intersection of the Scappoose-Vernonia Highway and Highway 30. This site has the potential to serve as a future park due to its size (1.77 acres), high accessibility via major roads, and proximity to residential areas. It is important to note, however, that easements and natural constraints such as floodplains and floodways pose a number of limitations.

The Fire District has expressed interest in partnering with the City to develop this site as a 'Fireman's Park.' The property could be used as Crown Z trailhead parking area, providing it with easy access to the north, across Scappoose-Vernonia Road.



# IMPLEMENTATION

The recommendations in this Plan are comprehensive and will take more than 20 years to be implemented. The importance of a plan is to support incremental implementation, avoiding new projects that would interfere with future ones and bundling efforts for efficiency. The total cost to implement this plan is significantly more than the City has historically spent on its park system and would require a substantial investment in operations and maintenance.

The City's current reality is a limited annual contribution to capital projects in parks, an even more constrained operational budget, and limited willingness to increase taxes for this City service. All these factors emphasize the importance of understanding the costs of specific projects, creating a process to decide which should be implemented first, and taking advantage of grant opportunities.

## Planning Level Capital Costs

Over the past five years, construction costs have increased dramatically. Inflation has made it difficult to identify accurate costs for long-term planning. However, to move forward with implementing this plan, the City needs to understand the magnitude of costs involved.

All projects recommended in this plan will require both capital and operational funding to build, improve, maintain, and program park facilities. Because capital funding and operations funding may come from different funding sources, their cost estimates are identified separately. For long-range planning, these "planning level" costs are intentionally rounded and are less specific than actual construction costs, since additional master planning may be needed to determine specifics related to site constraints, design, facility size and scale, materials, permitting, and bidding for contractors. The cost estimates noted here are "planning-level" costs<sup>3</sup> that are intended to cover all of the above in current dollars. These costs are included with the understanding that both inflation and the specifics of design will cause them to change over time.

## Capital Cost Model

The costs for each park and the entire system are calculated using a flexible spreadsheet model that allows for adjustments to the categories of features planned for each park as well as the cost for each feature. This spreadsheet, and an explanation of cost categories, are presented in Appendix C. This allows City staff to adjust the expectations during the implementation of the plan.

As shown in Appendix C, the total capital costs needed to acquire, develop, and improve parks, facilities, and trails is \$20.4 million. This is far more than the City has available to spend over the next 20 years. Figure 5-1 summarizes how these projects break down across three categories.

### Capital Funding

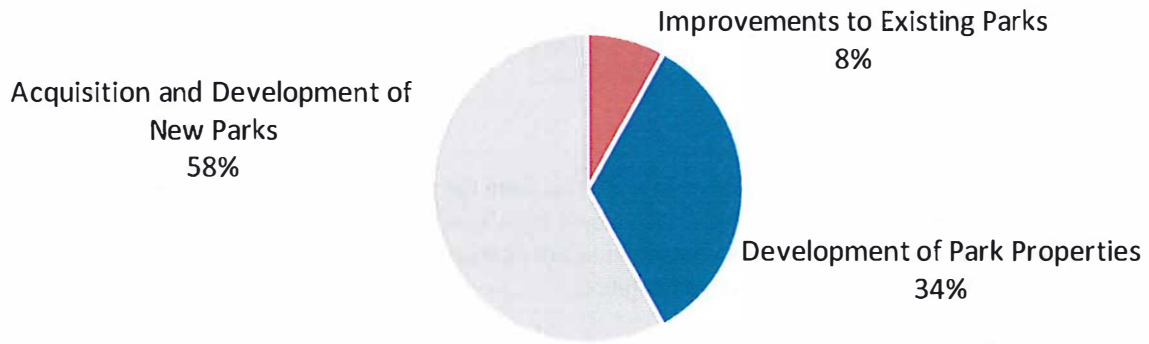
- The one-time cost to buy, build or replace park land and features.

### Operational Funding

- The ongoing, and increasing, annual cost to maintain, repair, clean and program parks.

<sup>3</sup> Initial costs provided by City of Scappoose, these can be updated in the spreadsheet version of Appendix C.

Figure 5-1: Breakdown of Recommended Improvements by % of Total Cost



### Operational Costs

The City of Scappoose currently budgets<sup>4</sup> a total of \$ 464,285 annually for personnel, materials, services, and administrative costs associated with maintaining and programming the park system. These funds pay for the workers who perform maintenance, the supervision of contracts, oversight, administration, and coordination of events, sports, and activities in parks that keep the parks system running. Not all of this budget goes to the maintenance of park land in this inventory. The City estimates that approximately 7% of the budget (equivalent to approximately 10.5 acres maintained similarly to partially developed parks) is spent on the mowing and maintenance of City rights-of-way (ROW) including planting strips and medians.

Operations cost per fully developed acre: \$10,500  
 Operations cost per partially developed acre: \$3,300  
 Operations cost per undeveloped acre: \$470

With this clarification, a general estimate of the costs on a per-acre basis can be calculated that will be useful for tracking over time and for considering when adding new parks to the system. Three, per-acre costs are important to understand. The first cost includes the parks that are fully developed. The total developed park acreage is 24.6 acres. The resulting cost per acre for park system operations is approximately \$10,500. The next cost is the portion of the system that is partially developed, which is maintained at a lower overall cost, because only a portion is actively used. Currently there are 39 acres (four sites - Grabhorn, Creekview, Crown-Z Trail, and Chapman Landing) in this category. The final per acre cost is for the undeveloped and natural area acres which still require some ongoing resources, but much lower on a per acre basis due to their condition. This totals a little over 91 acres and includes the Vista and the Commerce Drive properties.

At the completion of plan implementation, all three partially developed parks and the Commerce Drive Property are anticipated to be in in the developed park maintenance tier and the Vista Property will be in the partially developed category, as much of this site is likely to remain natural. In addition, six new parks will add 15.4 acres of land to the inventory; however, this is expected to occur beyond the 20 year planning horizon. At the current costs, this increase in maintenance need will require roughly three times the budget currently spent on park maintenance. This calculation does not include the increasing cost of labor and supplies or the operation of new types of features and programming.

<sup>4</sup> 2023-24 Budget Breakdown provided by City Staff



## Decision-Making Criteria

To assist with making the difficult choices about moving projects forward, the following two-step filter ensures that projects (both identified in this plan and new project ideas) align with the goals of the community and the realities the City faces in managing parks and recreation.

### Interaction with Goals

This Parks Plan update includes six proposed goals that form the foundation for updated parks system policies. These six goals are the initial filter that the City should apply to any action before it becomes part of the Capital Improvement Planning process. Any one project may not address all goals but projects that advance more goals should be prioritized for funding and implementation.

### Park System Realities

As a second filter for any new project in Scappoose, the following realities help sequence projects. These realities may prompt the community to address larger projects in stages, or delay implementation until opportunities emerge or conditions are right. Each of the listed criterion asks a question about the project under consideration at the time.

#### STEP 1: HOW DOES THE PROJECT ADVANCE THE GOALS OF THE PARK SYSTEM?

**Goal 1: Provide Quality Parks.** Provide well-distributed, well-developed parks for all Scappoose residents.

**Goal 2: Take Care of What We Have.** Manage, maintain, and create parks, facilities, and open space that support safe, attractive, and engaging recreation and green space.

**Goal 3: Serve All Ages and Abilities.** Diversify recreation opportunities by providing a variety of inclusive, accessible park facilities and experiences.

**Goal 4: Connect Residents to the Natural Environment.** Strive to protect and enhance natural areas, understanding the health and wellness benefits to the community when connected to nature.

**Goal 5: Create A Connected System.** Prioritize trail connections that support active transportation and recreation, connecting key parks and City destinations.

**Goal 6: Support and Expand Local Collaboration.** Leverage resources through strategic and deliberate partnerships to provide community-supported facilities, programs, events, and services.

#### STEP 2: DOES THIS PROJECT ADVANCE THE STATED GOALS OF THE COMMUNITY AND CITY COUNCIL?

**Fits Within Land Uses.** Does the project require a zoning change or other land use process?

**Capital Funding and Staff Capacity.** Is there money available to build the project? Is there staff capacity to manage construction?

**Maintenance Capacity or Resources.** Once the project is built are there additional funds available to maintain new land and features?

**Activation and Programming Opportunity.** Will this project increase the use of a park through events or programs?

**Timely Opportunity.** Is there a time-sensitive funding or partnership prospect that could substantially increase the potential to build or maintain a new park or feature?

**Increase the Usability of an Existing Park.** Can the project make an existing site more visible, attractive, or user-friendly?

**Increase Access to Existing Park, Park Land or Trails.** Can the project create better access (entryway, connection, facilities, or awareness) to an existing park or trail; increase value of that property?



### Applying Criteria

The process is designed as a series of questions to ask about each project, particularly when comparing projects against each other. If the discussion of these goals and realities does not come to a clear decision, a scoring system can be applied to them to clarify the results.

None of the answers are intended to be fatal flaws for a project. The idea is to allow for the flexibility to act on unique opportunities that the City cannot anticipate while also ensuring that the important questions have been addressed during decision making.

### Phased Implementation

Using what the City has learned through this process, about the community's priorities as well as the relative impact of improvements to different parks, an initial phasing is proposed below. This phasing will form the starting point for including park projects in the City's Capital Improvement Plan (CIP) process. Phasing for implementation is defined as follows:

- Short term: 0-5 years
- Medium term: 6-20 years
- Long term: 21+ years

Short-term projects should be proposed for inclusion immediately in the City's five-year Capital Improvement Plan, with the medium-term projects prioritized (using the criteria above) as short-term projects are completed. Long-term projects reflect ideas and needs for projects that are beyond the timeframe or resources anticipated for the next 20 years. However, it is important that these projects are noted in the plan to take advantage of future funding and grant opportunities.



Table 5-1: Project Cost Estimates and Phasing by Site

	Short-Term	Medium-Term	Long-Term	Total Planning Level Cost
<b>Community Parks</b>				
Heritage Park		X		\$343,500
Veterans Park		X		\$736,500
Grabhorn Property	X			\$3,258,000
<b>Neighborhood Parks</b>				
Chief Concomly Park		X		\$155,500
Miller Park		X		\$514,000
Creekview Park			X	\$503,000
<b>Linear Parks / Trail</b>				
Crown Z Trail		X		\$97,000
Trtek Trailhead			X	\$0
<b>Special Use Sites</b>				
Chapman Landing		X		\$1,838,000
Commerce Drive Property			X	\$621,000
Vista Property			X	\$904,000
<b>New Parks</b>				
PUD Property			X	\$139,000
New Neighborhood Park (Site TBD)			X	\$2,450,000
New Neighborhood Park (Site TBD)			X	\$2,450,000
New Neighborhood Park (Site TBD)			X	\$2,450,000
New Neighborhood Park (Site TBD)			X	\$2,450,000
New Neighborhood Park (Site TBD)			X	\$2,450,000
New Neighborhood Park (Site TBD)			X	\$2,450,000
<b>Total Per Phase</b>	<b>\$3,258,000</b>	<b>\$3,684,500</b>	<b>\$14,417,000</b>	<b>\$21,359,500</b>

Note: The City has discussed two additional long-term projects that are not included in this CIP: the Scappoose Creek Trail and the Fire District Site.

## Funding Strategies and Sources

The community will ultimately need to commit to additional resources to achieve the vision of this plan. The new facilities will require capital to build, as well as operational funding to maintain and program new facilities. However, at the current time, the City is best served by moving forward with the resources available, primarily general fund contributions, and a possible grant backed by the purchase of the Grabhorn property.

The approach of this Plan is to focus investments on a small number of highly visible improvements while building support for the necessary capital and operational costs to continue building out the system.

The first step in this process is to commit, with the adoption of this plan, to an initial focus on one park. Based on the entirety of the community engagement during this planning process, there is one park for this focus: Grabhorn Community Park. With a central location, connections to other key park sites, and the momentum of recent community conversations, a first phase of this park could add new and exciting features to the system. The initial focus project will need to move forward as quickly as possible, to take advantage of the timely opportunity to use the purchase price of this site as a match for grant applications.

The adoption of this Plan and the forward progress on Scappoose's newest park will continue to generate excitement about further development of the park system. As the community moves forward, additional funding options will be needed for both capital and operational purposes.

## Looking Ahead

The City's Parks plan is an element of the City of Scappoose Comprehensive Plan. The City's long-range planning for future growth is informed by the findings of this plan. It provides the vision and planning framework for the parks system, an integral part of the City's identity as a community, with strong connections and access to natural areas and recreational opportunities. The Parks plan provides updated policies, detailed information, and decision-making criteria for future park development and enhancements. Given existing funding, the City will remain challenged to provide the envisioned system and will need to continue to evaluate funding options and to seek out public and private funding and resource opportunities when prioritizing community needs for parks and recreation and programming specific development and enhancements.





Parks, Trails, & Open Space Plan

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# Appendix A: Park & Facility Inventory



Appendix A: Park & Facility Inventory

	Development Status	Acreage	Trail Miles	Athletic/Sports Facilities							Outdoor Recreation						Major Amenities			Supporting Amenities					Total							
				Baseball Field	Volleyball Court	Basketball Court (covered)	Pickleball Court	Soccer Field	Natural Play Area	ADA Compliant Play Area	Disc Golf	Walking Trail	Nature Trail	Sidewalk Allowance	Exercise Station	Bike Skills/Pump Track	Permanent Games	Picnic Shelter	Restroom (Dual)	Restroom (Single)	Boat ramp/non-motorized launch	Picnic Table	Bench	Trash Receptacles		Interpretive Signage	Public Art Facility	Parking	Community Garden			
<b>Community Parks</b>																																
Veterans Park	Developed	14.4					1			1	1							1							6	6	5				21	
Heritage Park	Developed	2.5																2	1	1					3	3	3		1		14	
Total Community Parks		16.9	0.0	0	0	0	1	0	0	1	1	0	0	0	0	0	2	2	1	0	0			9	9	8	0	1	0	0	35	
<b>Neighborhood Parks</b>																																
Miller Park	Developed	2.0												10				1	1						5	6	4		1		28	
Creekview Park	Partially developed	2.7						1			1	1	12					1		1					4	4	4		2		31	
Chief Concomly Park	Developed	5.0			1					1								2							4	4	4	1		1	18	
Total Neighborhood Parks		9.7	0.0	0	1	0	0	0	1	0	1	1	22	0	0	2	2	1	1	0				13	14	12	1	0	3	1	77	
<b>Linear Parks / Trail Corridors</b>																																
Crown-Zellerbach Trail	Developed	10.5	1.5											6											6	6	6	4			28	
Trtek Trailhead	Developed	0.7																													0	
Total Linear Parks / Trails		11.2	1.5	0	0	0	0	0	0	0	0	0	0	6	0	0	0	0	0	0	0	0	0	0	6	6	6	4	0	0	0	28
<b>Special Use Sites</b>																																
Chapman Landing	Partially developed	15.9																2	1			1	1	6	6	8	2		1		27	
Total Special Use Sites		15.9	0.0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2	1	0	1	1	6	6	8	2	0	1	0		27	
<b>Total Developed Parks</b>		<b>53.7</b>	<b>1.5</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>1</b>	<b>2</b>	<b>1</b>	<b>1</b>	<b>22</b>	<b>6</b>	<b>0</b>	<b>4</b>	<b>6</b>	<b>3</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>34</b>	<b>35</b>	<b>34</b>	<b>7</b>	<b>1</b>	<b>4</b>	<b>1</b>	<b>167</b>		
<b>Undeveloped Parks</b>																																
Commerce Drive Property	Undeveloped	14.1										1						1	1					3	6	6	2		1		21	
Grabhorn Property	Undeveloped	9.5		1		1	1	1		1	1				1			2	1					8	6	10			1		35	
Vista Property	Undeveloped	77.0								1	2							1						3	5	6			1		19	
<b>Total Undeveloped Parks</b>		<b>100.7</b>	<b>0.0</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>1</b>	<b>3</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>3</b>	<b>3</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>14</b>	<b>17</b>	<b>22</b>	<b>2</b>	<b>0</b>	<b>3</b>	<b>0</b>	<b>75</b>		
<b>Total Parks and Recreation Facilities</b>		<b>154.4</b>	<b>1.5</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>2</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>4</b>	<b>2</b>	<b>4</b>	<b>22</b>	<b>6</b>	<b>1</b>	<b>4</b>	<b>9</b>	<b>6</b>	<b>1</b>	<b>1</b>	<b>48</b>	<b>52</b>	<b>56</b>	<b>9</b>	<b>1</b>	<b>7</b>	<b>1</b>	<b>242</b>			

\* Facility access paths in parks are not counted as trails. Trails are multi-use paths intended to support recreation and connectivity.



Appendix A: Park Facility Inventory

**Existing open space inside and outside Scappoose's UGB owned by private entities**

<b>Open Spaces - Public Lands</b>		
	<b>Acreage</b>	<b>Additional Information</b>
Fisher Park	8.8	Suitable for low-impact recreation facilities such as playgrounds and picnic areas
Seely Lane	3.0	Opportunities for wildlife viewing picnicking, and play equipment
Dutch Canyon Road Well Site	3.0	Large enough to accommodate a small pocket park to serve Dutch Canyon Estates and other surrounding homes.
E Columbia Ave / Wastewater Treatment Plant	46.3	Could provide wildlife viewing due to its proximity to wetlands.
Day Street	0.3	Suitable for a Pocket Park and limited recreational uses, such as playground equipment and picnicking.
Keys Road Water Treatment Plant	0.5	Has potential for a Pocket Park with picnic and playground equipment
EM Watts Rd	2.0	Has potential for wildlife viewing and passive recreation
Meadowbrook Dr.	2.0	Provides useful open space, and could serve as a greenway if connected to nearby sites with a trail.
Columbia Airpark East	14.5	A new softball diamond, or soccer field could also fit at this site.
<b>Total Public Open Spaces</b>		<b>80.3</b>
<b>Open Spaces - Private Lands</b>		
West Scappoose Timberlands	149.5	Forested lands with very little development.
Seely Lane	2.2	These sites are suitable for a variety of active recreational uses, such as sport courts and fields.
Miller Road	2.0	Could be developed in combination to form one continuous park with direct access to the Crown Zellerbach Trail.
North Road	0.9	Could be developed as a small park for the surrounding neighborhood.
South Scappoose creek:SW JP West Road	17.1	This site is large enough to provide many additional passive and active recreational uses, including trails, picnicking, sport courts and fields.
SE Maple Street	1.6	Could be developed as a Neighborhood Park for the surrounding neighborhood.
S1936 SW EM Watts Road	4.9	This site has potential for wildlife viewing and passive recreation.
South Scappoose Creek: Creekview Park to Meadowbrook Drive	7.3	The proximity of the creek provides opportunities for passive recreational activities such as walking, biking, and wildlife viewing.
South Scappoose Creek: Meadowbrook Drive to Dutch Canyon	23.4	Multiple properties along South Scappoose Creek provide useful open space and natural habitat.
<b>Total Private Open Spaces</b>		<b>209.0</b>





Parks, Trails, & Open Space Plan

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# Appendix B: Public Outreach Results



# Appendix B: Public Outreach Results

## Introduction

Included in this appendix are results from several outreach events and an online survey. They include results from the following:

- Pop-Up events that were planned in coordination with Scappoose Parks and Recreation Committee (SPRC) members to collect community input about priorities and preferences for parks and recreation in Scappoose in the fall and winter of 2022.
- A survey of residents and park users. The survey was available online and in paper form on October 24, 2022 and results were collected through the end of that year. Survey results helped identify community needs and priorities.
- Stakeholder meetings during November and December 2022 where participants represented a diverse spectrum of park users, planners, and activists and included people who represented Columbia County, youth sports, City agencies, the Scappoose School District, and park neighbors.
- The 2023 Annual Town Meeting where residents provided input on where funding should go and what scale of investments should be made.

# Pop-Up Event Summary

## Introduction

The City of Scappoose is updating its Parks, Trails, and Open Space Plan to ensure the parks and recreation system meets the needs of the community, including those who live in Scappoose today and future residents. As part of the update planning process, “pop-up” events were planned in coordination with Scappoose Parks and Recreation Committee (SPRC) members to collect community input about priorities and preferences for parks and recreation in Scappoose.

In addition to online and paper surveys, two pop-up events were held to hear directly from residents. The pop-up activity presented interactive display boards with a series of questions. Through collaboration with the organizers of large community events, booths were set up and people were encouraged to share their opinions using dot stickers. The questions on the display boards mirrored those asked in the online and paper surveys. The pop-ups provided an opportunity for people who might not otherwise participate in a planning process to be involved. The pop-ups also gave the planning team opportunities to talk with community members and hear about their experiences and ideas. Community input provided at the pop-up events and through the online questionnaire will inform the updated Parks Plan.

The first pop-up event took place at the Watt’s House on October 28, 2022. The Scappoose Historical Society hosted a whiskey and gin tasting which was attended by local residents and out of town visitors. Approximately 25 people interacted with the display boards and talked to the project team member and SPRC volunteer.

The second pop-up event took place at a basketball game night, December 7, 2022 at the Scappoose High School Gym. Students of various ages voted on the presentation boards, as well as parents who visited the gym for the Junior and Varsity Boys/Girls basketball games. Approximately 40 people interacted with the project team member and SPRC volunteer. While taking part in the survey, participants expressed satisfaction with the way the City of Scappoose gathered opinions, adding that it was a good opportunity to see what other residents thought and preferred.

Note that respondents did not identify their residency and the results summarized here should not be considered statistically representative of the entire community.

## Total Results

Responses from the questions on the display boards are tallied in the following tables. Percentages in each table are based on the number of respondents to that question. Any partial results that included answers are also included in the summary below.

## Overview

- School sites with indoor and outdoor recreation facilities are most frequently used.
- Veterans Park and Crown-Zellerbach Trail were the most popular parks, followed by Chapman Landing.



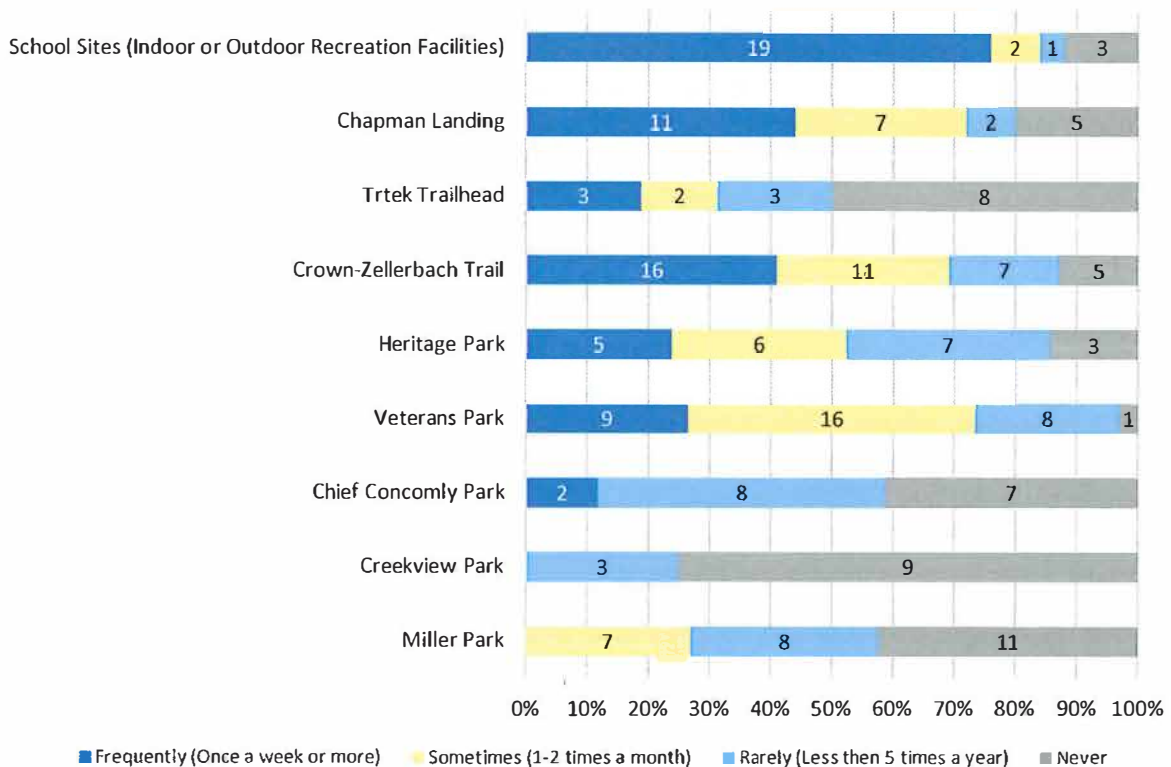
- 38% of respondents answered they drive to their closest park; fewer than 10 percent said they live within a 5-minute walk from the closest park.
- Reasons for not visiting their closest park included it was too far (31%) or the way to the park was unsafe (26%).

**Priorities**

- Bike skills courses and pump tracks (26%) was the most popular feature, followed by Indoor space for gathering (16%), Nature trails (15%), and Courts for new activities (14%).
- In addition to adding major new facilities (27%), respondents wanted to enhance existing parks (17%) and see more community events and programs (17%).

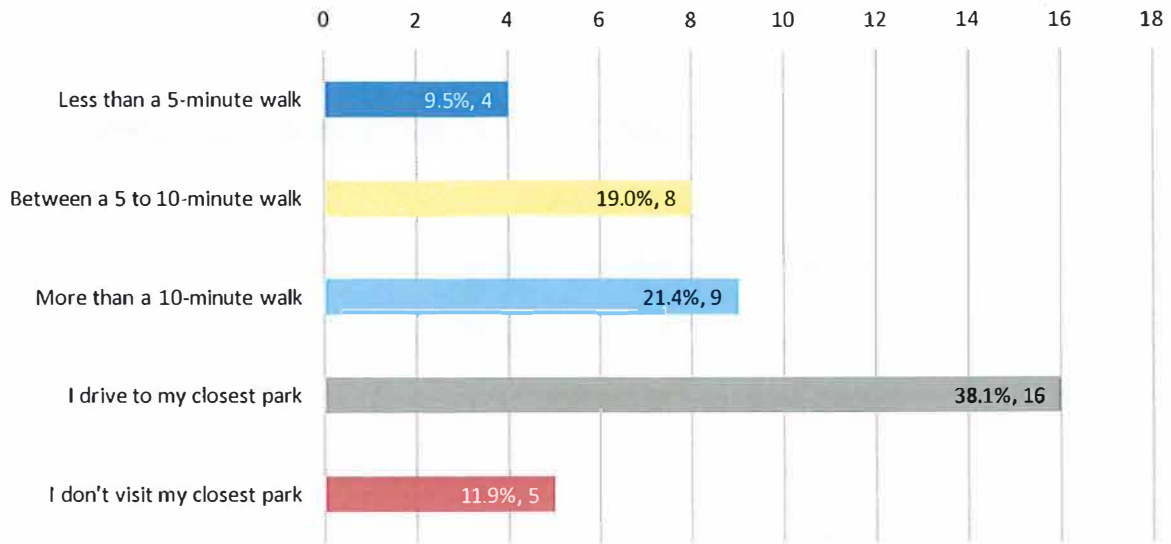
The following are the responses to each question.

**How frequently do you or your family visit the following parks and recreation facilities?**



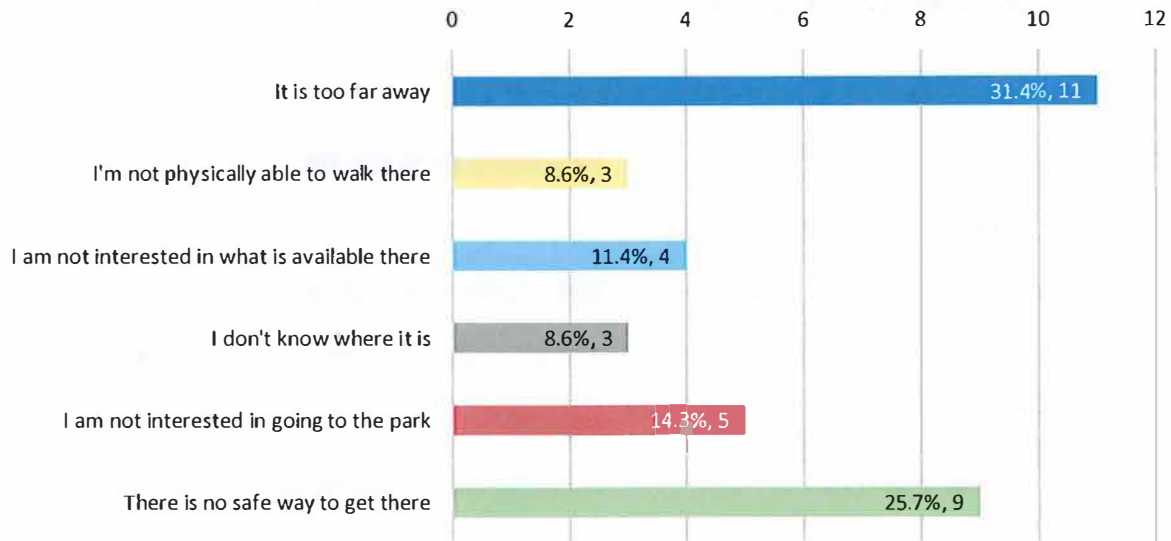
*n (number of respondents) varied between 12-39*

How far away is the closest park to your home? Choose one.



n=42

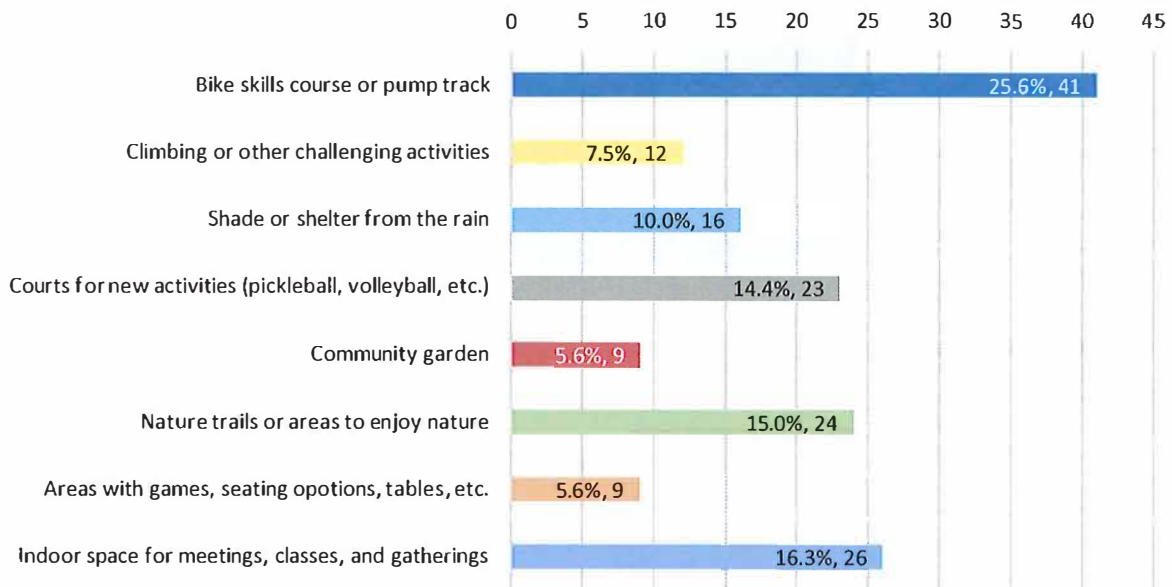
I don't walk to my closest park because: (Choose all that apply)



n=35

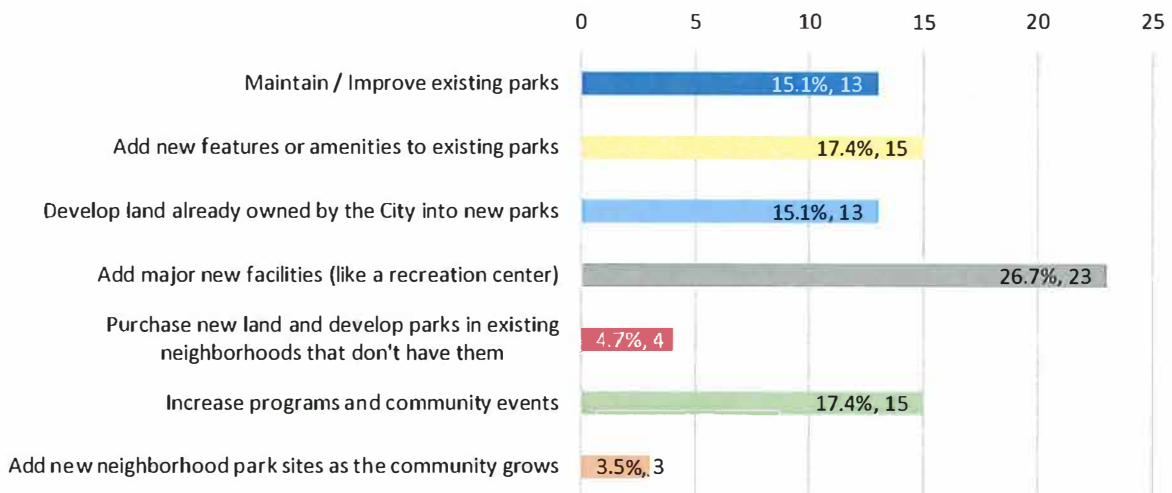


### What are the most important features to add to Scappoose's park system? (Check your top two)

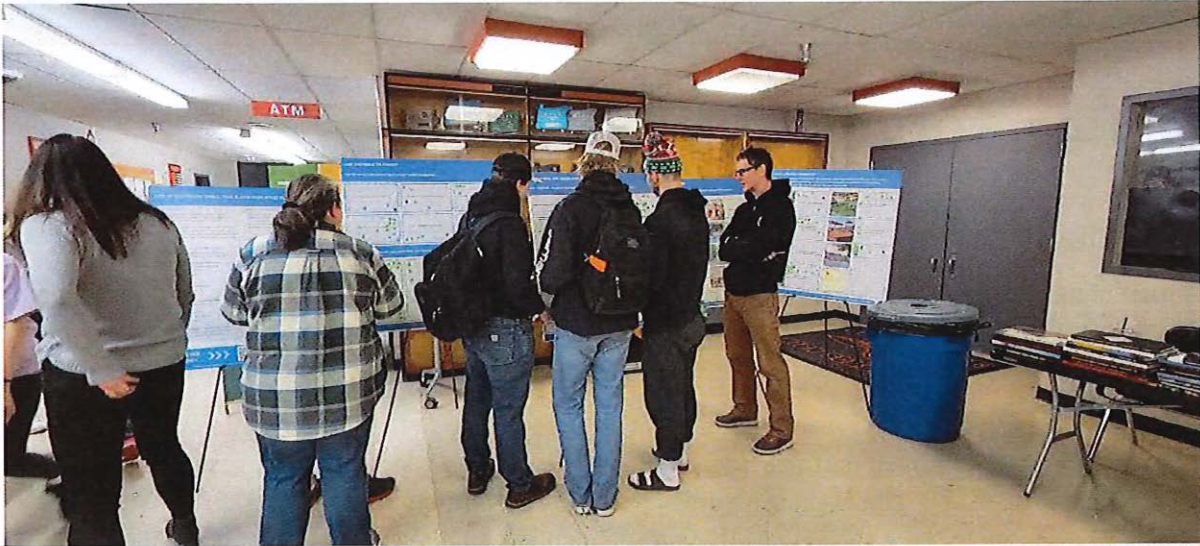


n=160

### What are your top priorities for the City to advance? (Choose your top two)



n=86



*Photo: December 7, 2022 , Pop-up Event at Scappoose High School*



# Online Survey Summary

## Introduction

As part of the outreach informing the needs assessment for Scappoose’s updated Parks, Trails and Open Space Plan, the planning team designed and launched a survey of residents and park users. The survey was available online and in a paper form on October 24, 2022 and results were collected through the end of that year.<sup>1</sup>

This survey is an important opportunity for community input, and while it has the largest volume of responses, the open and self-selecting nature of the effort means that the responses only represent the people who choose to share their input. These respondents are not randomly distributed in the community and therefore the results should not be considered statistically representative of the entire community.

### Total Results:

Complete Results	715
Partial Results	188
<b>Total</b>	<b>903</b>

Any partial results that included answers are included in the summary below. Percentages in each table are based on the number of respondents to that question. In many cases, multiple responses were allowed and the percentages will then add up to more than 100%.

## Overview

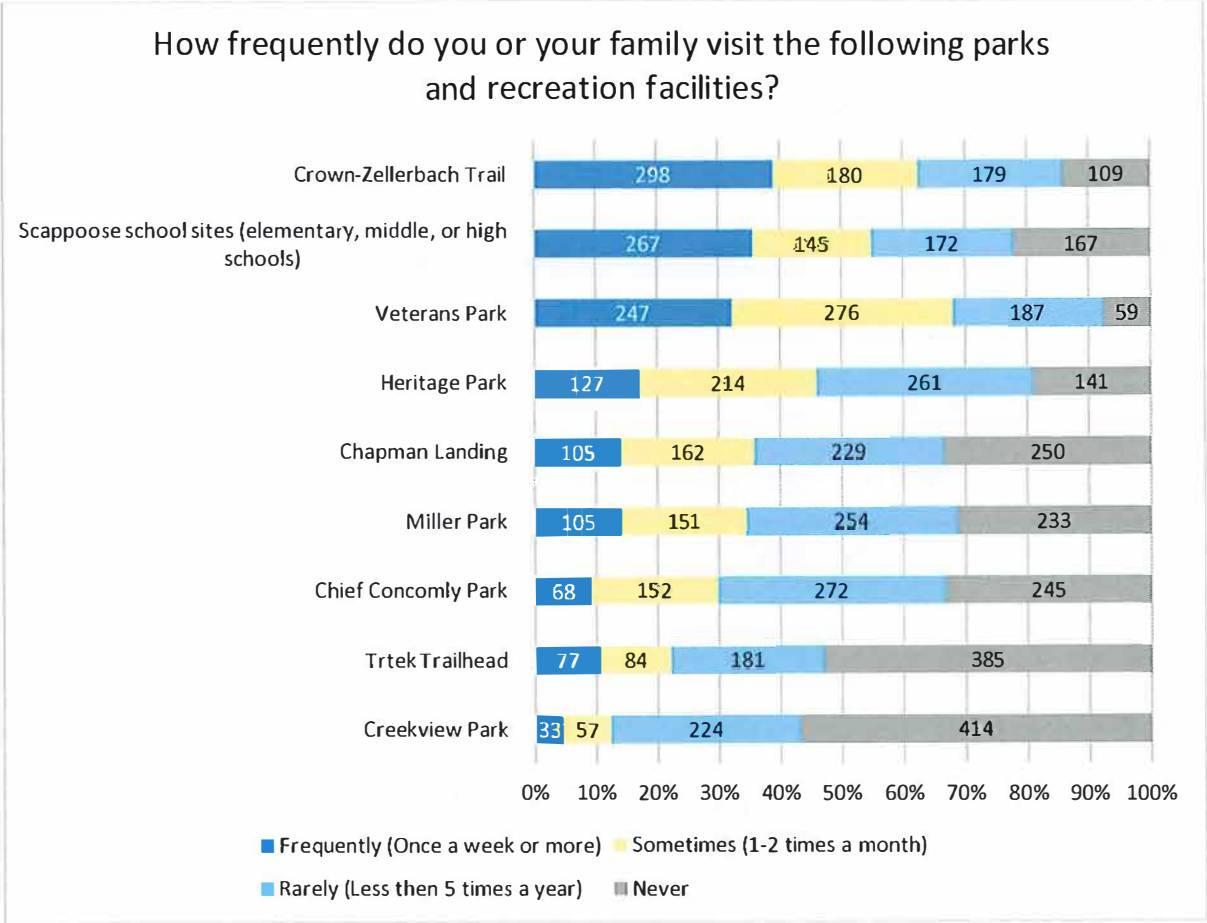
- The most frequently visited City parks are Veterans Park and the Crown-Zellerbach Trail.
- 22% of respondents live further than a 10 minute walk from their nearest park; another 29% don’t walk or visit their closest park, mostly because it is too far away.
- Activities that trails accommodate topped the list of opportunities respondents would like close to home with 76% indicating Walking/biking/jogging as an important close to home activity and 54% indicating trails as the most important feature in the park system today.

## Priorities

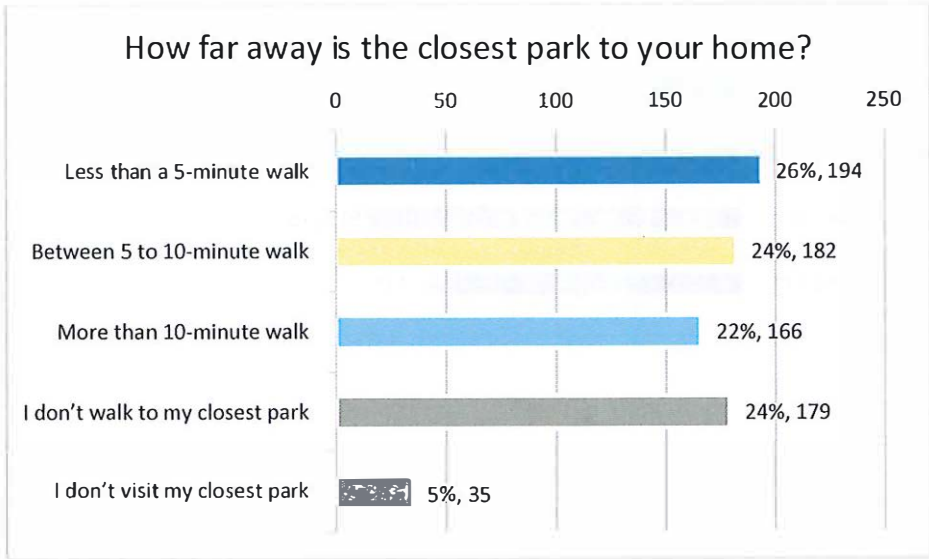
- Serving young children and teens with more community-wide events
- Adding natural areas/trails (42%) as well as courts for new activities (30%)
- Use limited resources to (in order of importance): maintain/improve existing parks (49%); add major new facilities (32%); and add new features to existing parks (31%)

The following pages include tables of responses to each question. Additional information provided in open ended responses is appended to this summary.

<sup>1</sup> Paper survey responses that were received by January 11, 2023, were tabulated and are included in this summary.

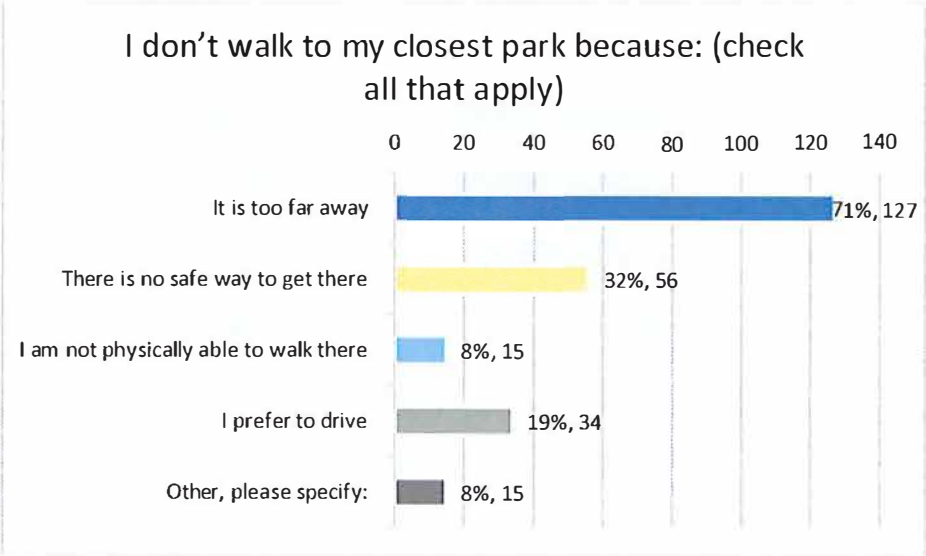


*n (number of respondents) varied between 727-769*

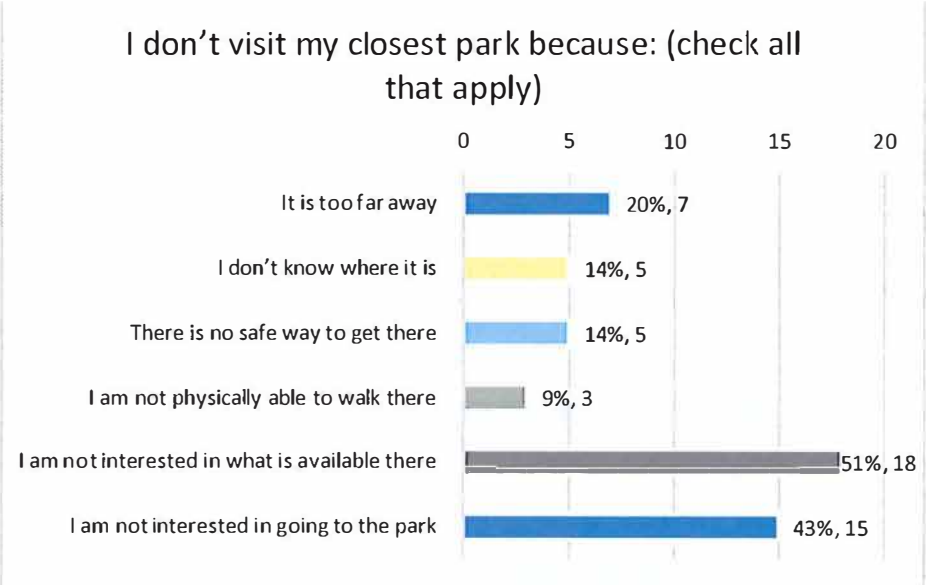


*n=756*

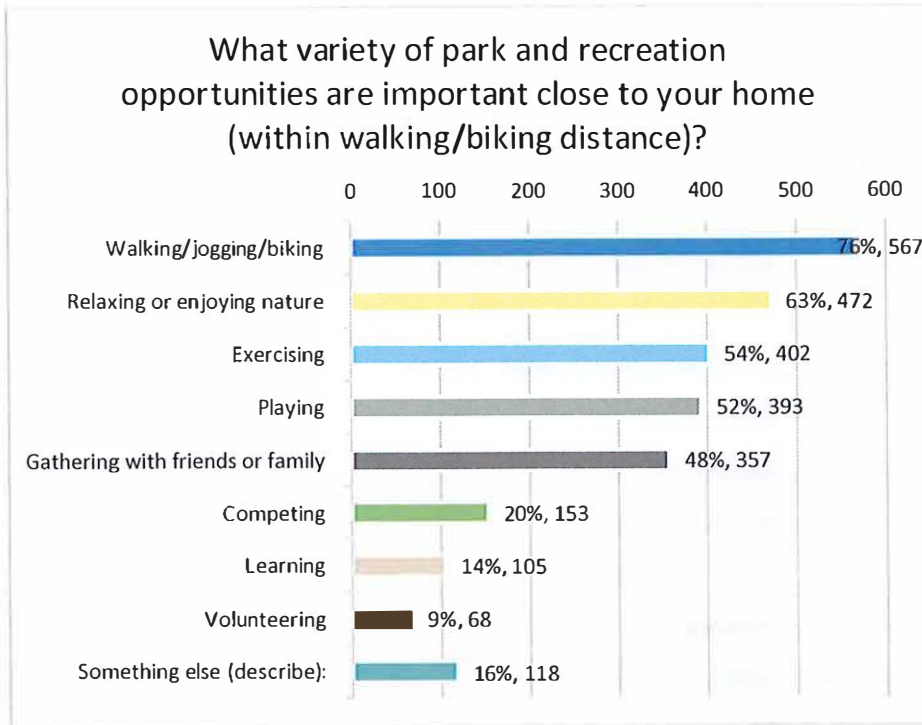




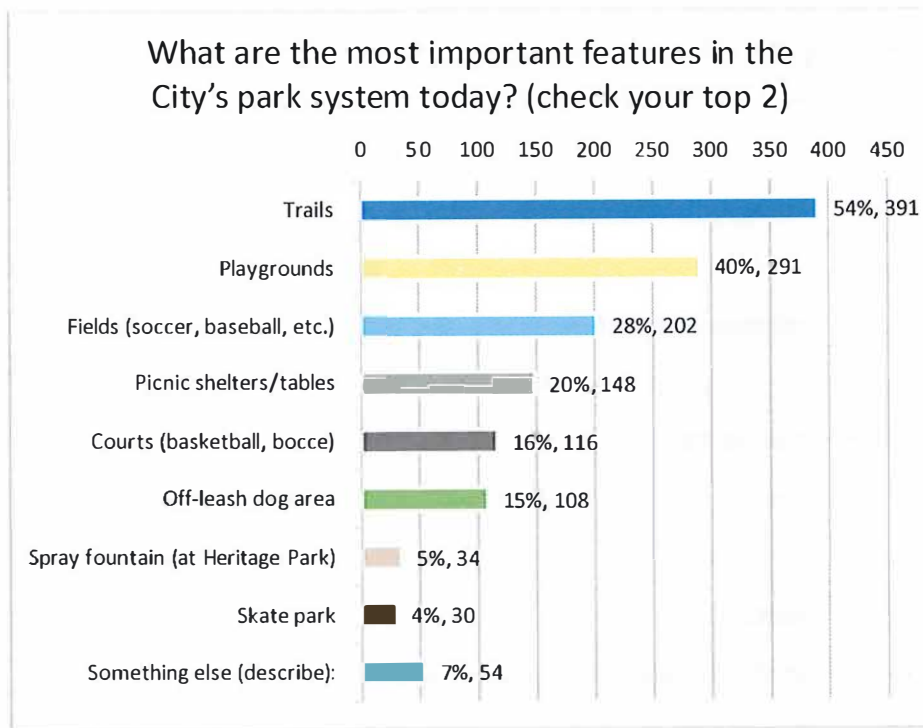
n=178



n=35

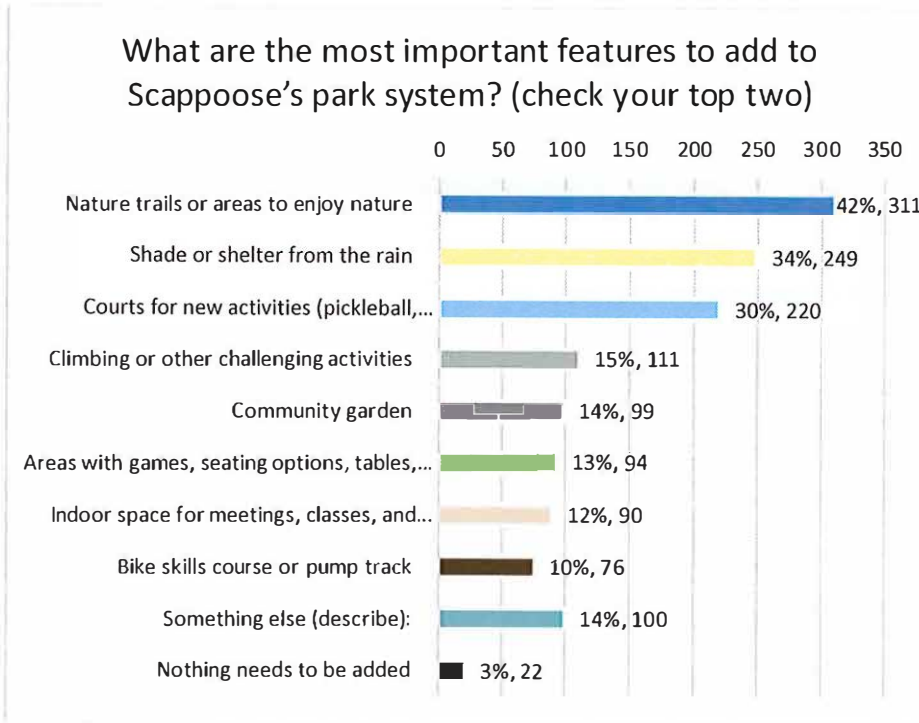


n=750

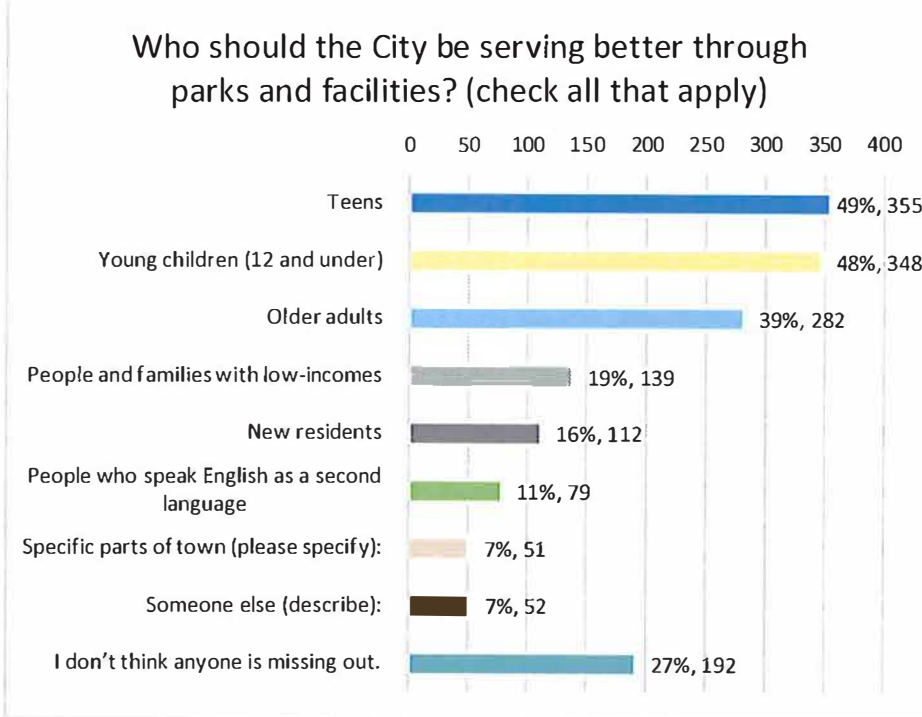


n=727

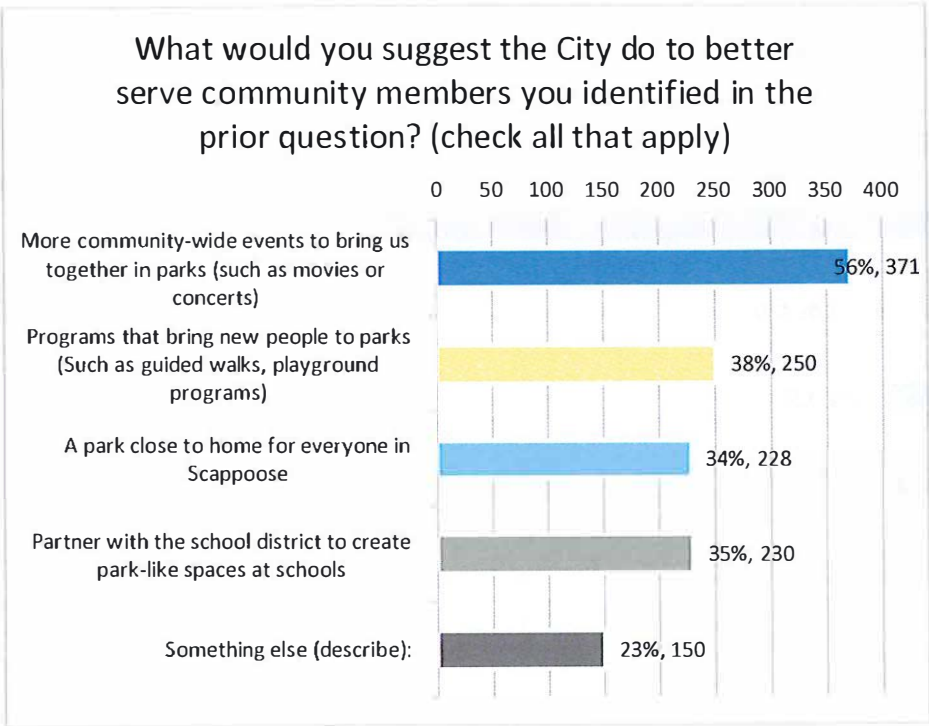




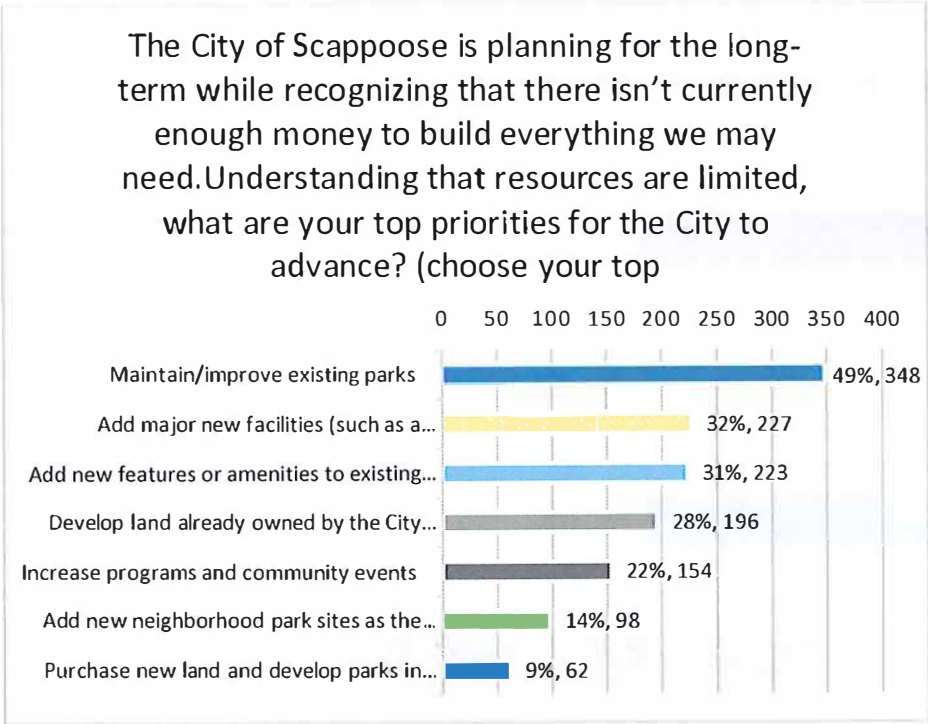
n=733



n=723



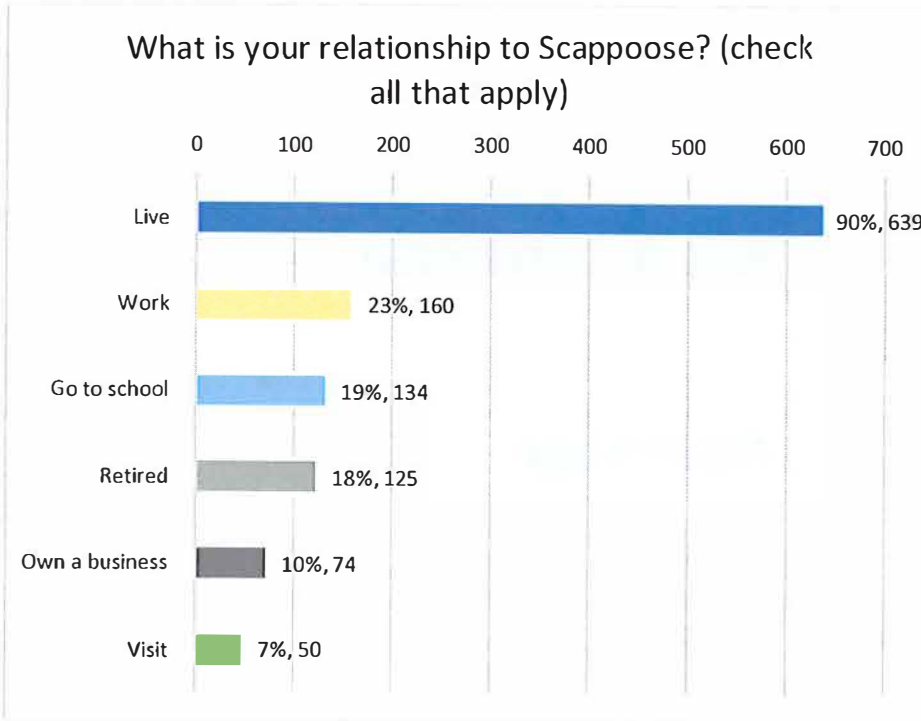
n=665



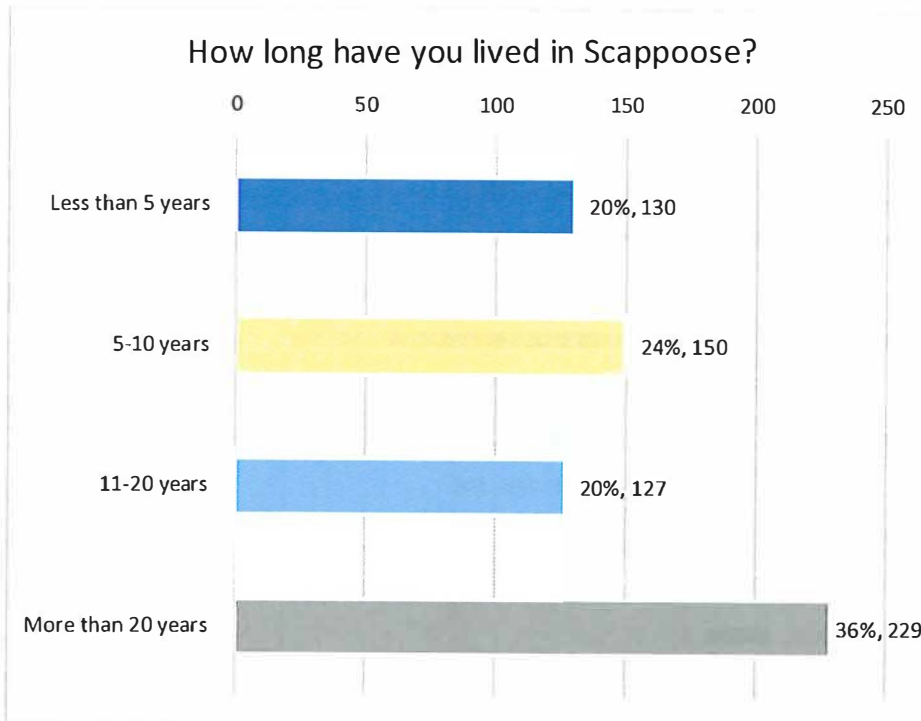
n=710



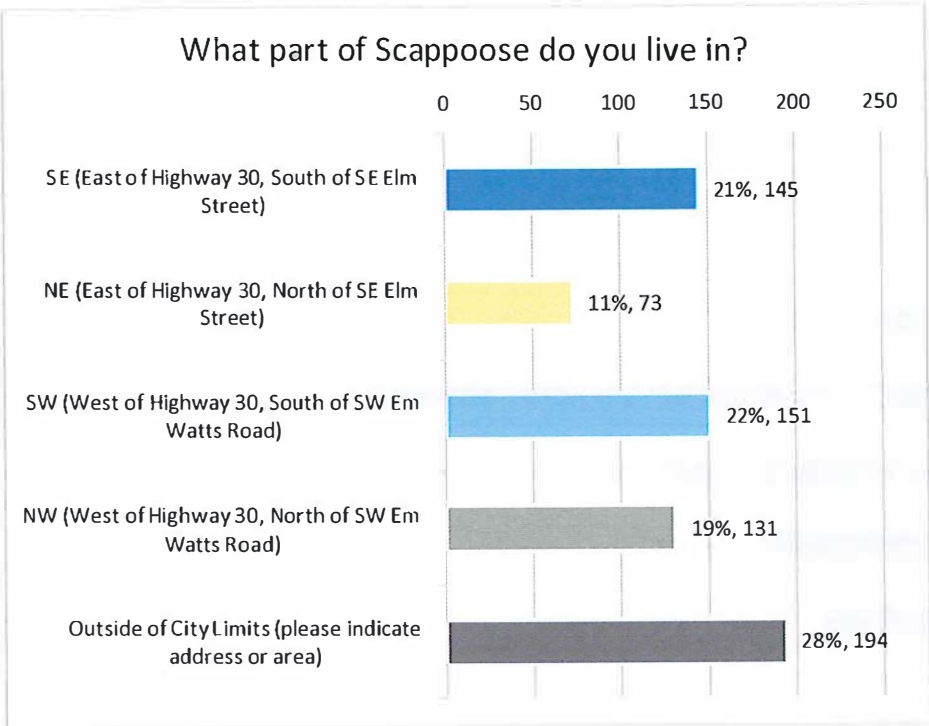
**Respondent Profile**



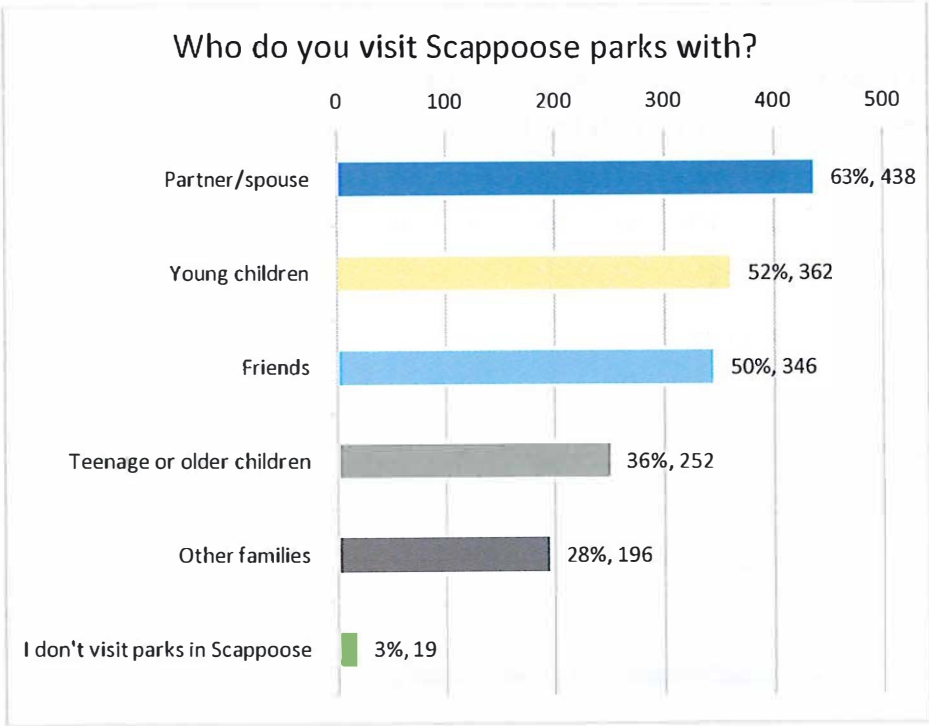
*n=712*



n=636

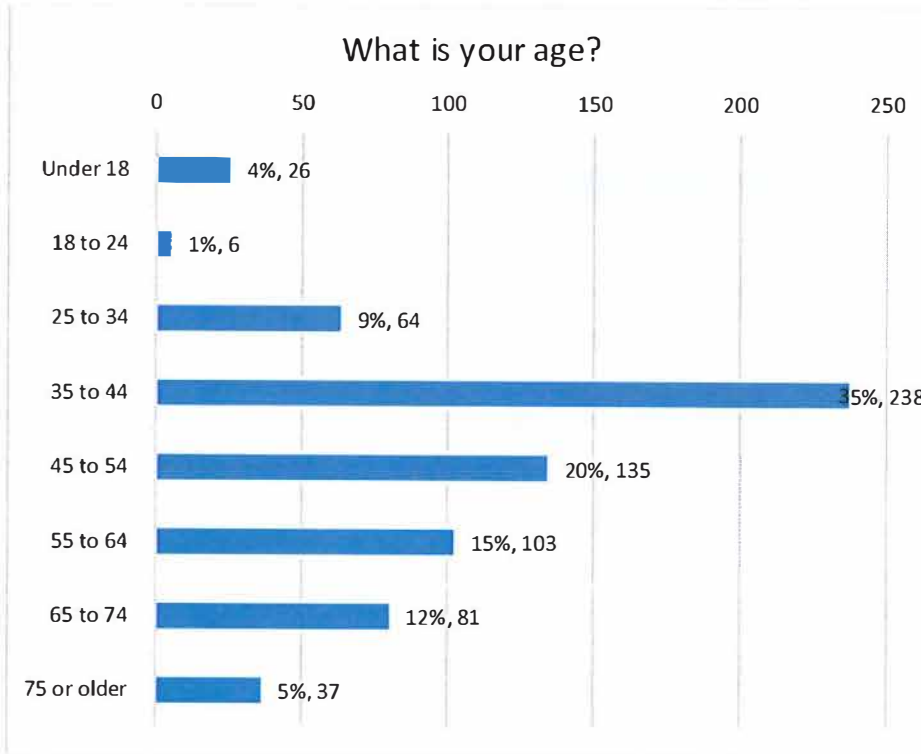


n=694

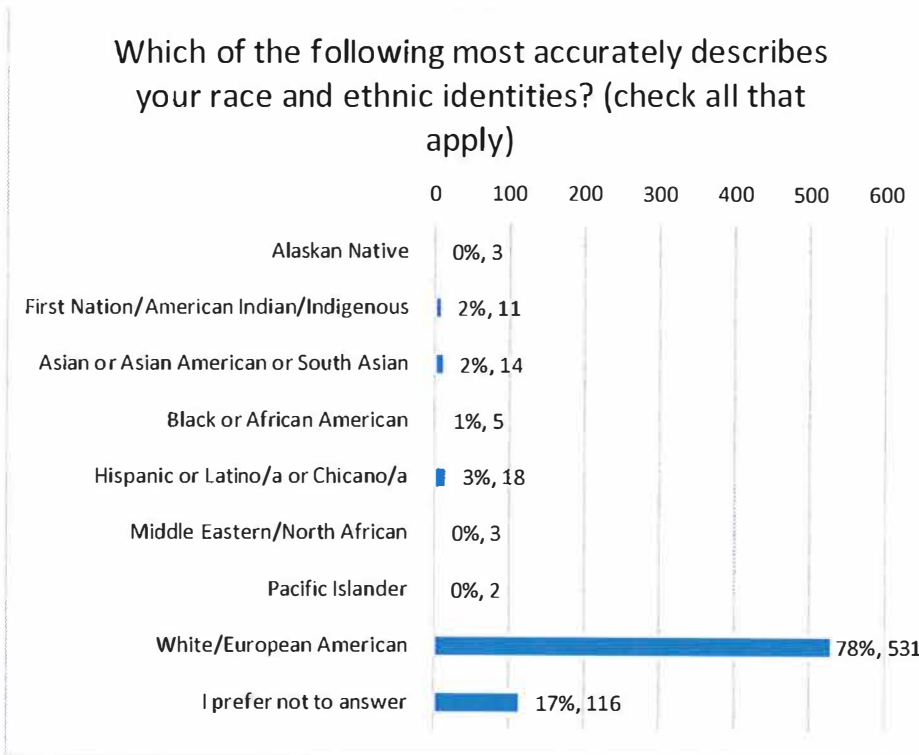


n=696

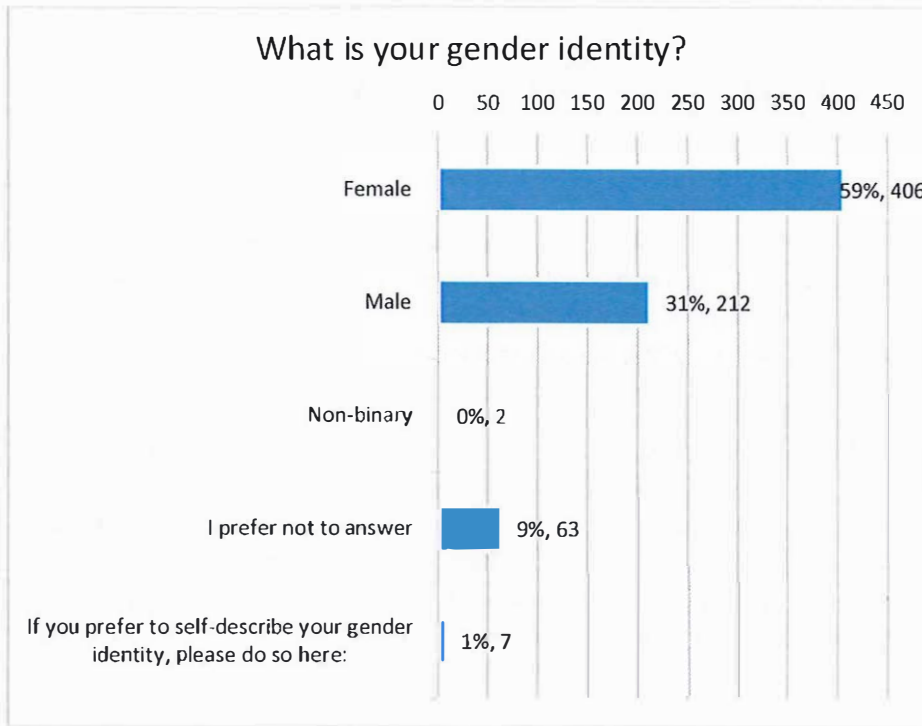




n=690



n=677



n=690



# Stakeholder Interview Summary

## Introduction

During November and December 2022, the project team (consultant and City Staff) interviewed members of the community and interested parties to gain additional insight into the opportunities and challenges planning for the City's parks and trails system. Along with two "pop-up" events and a community-wide survey, also held in November and December 2022, the stakeholder interviews help identify priorities and interests for the update of the Scappoose Parks, Trails & Open Space Plan.

Thirteen stakeholders participated in the interviews. Participants represented a diverse spectrum of park users, planners, and activists including individuals representing Columbia County, youth sports, City agencies, the Scappoose School District, and parkland neighbors. Participants joined an online meeting, either individually or as part of a small group, to discuss issues that they felt were important. The conversations were generally guided by sample questions provided in advance that thematically fit under the topic headings below. Some key themes that were voiced by one or more participants are included below.

### In general,...

- We should leave a legacy for our successors.
- Parks should be developed in harmony around the City's natural assets. They City should incorporate nature in parks, consider geographical constraints and changing climate, and preserve and enhance natural resource areas.
- Parks should be more inclusive; if you plan for people with disabilities, you make room for everyone. Inclusivity should be the new lens for anything that we create.
- Park properties are pretty well developed, but a little generic. There needs to be differentiation between the parks and more variety.
- The 26-mile Crown Z Trail is one of the best things that the City and County have created for the community.
- It's less of a parks system and more a greenspace system, i.e., the City's park properties seem geared towards greenspace vs. built-out spaces.
- Parks build community and relationships; some of the parks have dedicated gathering spaces, entertainment for families, and opportunity for activities.

### Opportunities

- The Commerce Road property would be ideal for a nature trail or a boardwalk that allows year-round wildlife viewing. A trail through this area would be a wonderful addition to the Crown Z trail.
- A more developed athletic facility with a swimming pool would be good for all ages, including older people and those rehabilitating injuries and could serve the larger region.

- Providing a community, event, or recreation center, potentially near the Community and Senior Center or in a redeveloped Middle School.
- Adding a basketball court near the Skatepark. The skate park is a central congregating space for middle and high school aged kids.
- Adding tennis and/or pickleball courts – a cross-generational activity for all ages.
- Development on the Grabhorn property should include active soccer and ball fields.
- Development on the Grabhorn property should cater to its natural setting and passive recreating, like walking. The plan update process is an opportunity to look at other areas for active play fields.
- Strengthening relationships with Columbia County and the city of St. Helens. Coordination could enable a pooling of resources to create one big recreation district and serve the region.
- Increased and continued City collaboration with Columbia County’s economic team, focusing on tourism.
- More collaboration between parks and recreation (planned active uses) and restoration.
- Enhancing economic development. Building parks as a service keeps money in the City and provides a reason for people to stay here.
- Capitalizing on what we have that others don’t, such as proximity to water, trails, and a major population center (Portland Metro area).
- Trail extension opportunities, connecting to the Portland System - south to Rocky Point area, Forest Park, and Banks/Vernonia trails – and the larger regional system.
- Working with Columbia County (and with County SDC funding) to improve access to Fisher Park – an undeveloped 8.76 acres, located near West Lane Road/Columbia River Highway, with Scappoose Creek running through the middle - used by residents for primitive camping and swimming.
- Exploring a taxing district (Columbia County, St. Helens, Scappoose).
- Engagement opportunities at parks, such as educational programming.
- Space for food carts.

## Issues

- Growth is a challenge; the community is underfunded (such as low permanent tax rates – which is not adequate) for what is occurring.
- Retaining the City’s character in the face of growth.
- As Scappoose becomes more developed, the ability to conveniently access an open area where the kids (and dogs) can play is important.
- Development pressures are intense. The City needs to preserve areas for salmon and habitat restoration, stormwater retention (flooding), and mitigating heat/thermal issues.
- More thought should be given to how parks are planned, made accessible, and how people use them. Who is the “public” that a public park serves?
- Large amount of housing development is coming. How should the City be branded and the community marketed? – i.e. is it a bedroom community or something else?
- Developing parks with what money is available.
- Affording the long-term upkeep costs, including maintenance/operations, equipment, and adequate staffing levels.

## Stakeholder Interviews Summary

- Ensure that City codes and ordinances are in alignment with City values; requirements should enforce infrastructure improvements for parks and protect City lands, including requiring more tree canopy and enforcing tree preservation.
- To address challenges around financing, we need to be creative and leverage federal dollars for restoration and land acquisition.
- There is a question of equity, whether people feel included and safe in these spaces. Groups like farm and nursery workers and indigenous communities should be more intentionally involved.
- There isn't anywhere now for kids to play if they have a disability, or for people who use wheels to get around.
- Regarding a regional sports field complex, considering the cost to develop and maintain fields, County residents enjoy comparatively low taxes and historically there hasn't been much interest to increase them.
- Consider the Warren area for a regional sport field complex.
- The Grabhorn property is not extremely accessible - it has limitations regarding traffic, available parking area, and getting people in and out of the site.
- Pedestrian connectivity issues are critical – are there safe ways for kids to get to parks? Walkability is what long-time and new Scappoose residents are looking for.
- Summertime and after school programming is a challenge; engage school clubs – particularly tech and sciences.
- Physical barriers, such as the highway and railroad.
- Lack of parks in the southern half of the City.

## Priorities

- Expanding the Dog Park. There is a need for at least an additional acre, ideally 1-2 acres.
- Getting Grabhorn functional should be a priority. The direction to pursue the new Grabhorn plans based on what has been discussed - adding soccer, baseball and softball, creek, interpretive trail – will result in a huge asset.
- Collaborate with the County on the final design for Chapman Landing and emphasize the cohesiveness with the rest of the Crown Z trail through signage, interpretive maps, and wayfinding.
- Creating a decent way to access CZ Trail from US 26 (in Washington County, western Columbia County)
- The choices for park improvements should be coordinated with the City's 50-Year Plan.
- Inclusivity needs to be a priority; parks should have amenities that are accessible. Creekview Park example - people don't even know it is there. Could be designed to be accessible and adaptable for everyone.
- Staffing, maintenance, and operations funding.
- Add a City staff position to manage parks, one that is dedicated to outreach programming, and funding/grant writing.
- Make parks accessible 360 days a year (but also support events that activate the spaces and get people out to visit).



- Children’s recreational programming – leagues, summer camp opportunities, etc.
- Expand on what we have (additions to the existing system) rather than acquiring new properties

### Other

- Just because the City has available property doesn’t mean it should be developed for active use.
- The City has ample existing park and open space opportunities – we don’t have to acquire more land we have to be smart going forward on how these are used, developed and/or preserved.
- There is a lot of investment in Veteran’s Park and planning for the Grabhorn property, but less attention paid to City’s more peripheral parks.



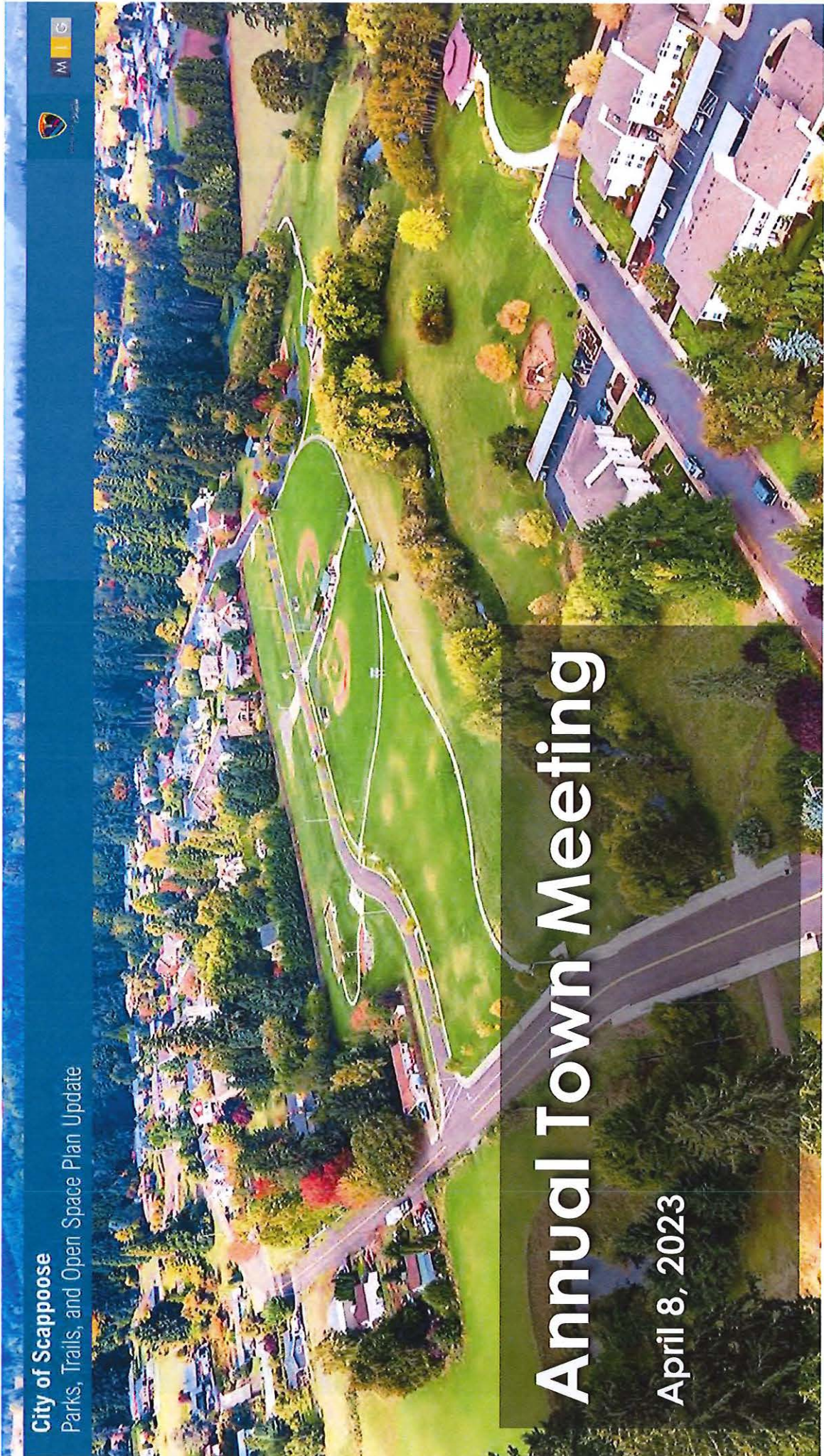
# City of Scappoose

Parks, Trails, and Open Space Plan Update



# Annual Town Meeting

April 8, 2023





# Welcome to the Interactive Portion!

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- We are going to ask questions here on the presentation
- Answer with your response card
- Each answer choice will have a number
- Your last button pressed will be your final answer



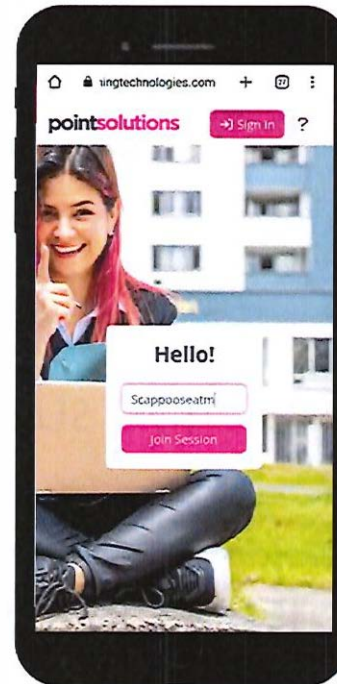


# Welcome to the Interactive Portion!

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If you prefer, you can use your own device:

- [ttpoll.com](http://ttpoll.com)
- Session ID: scappooseatm
- No need to sign in



Scan QR code to connect



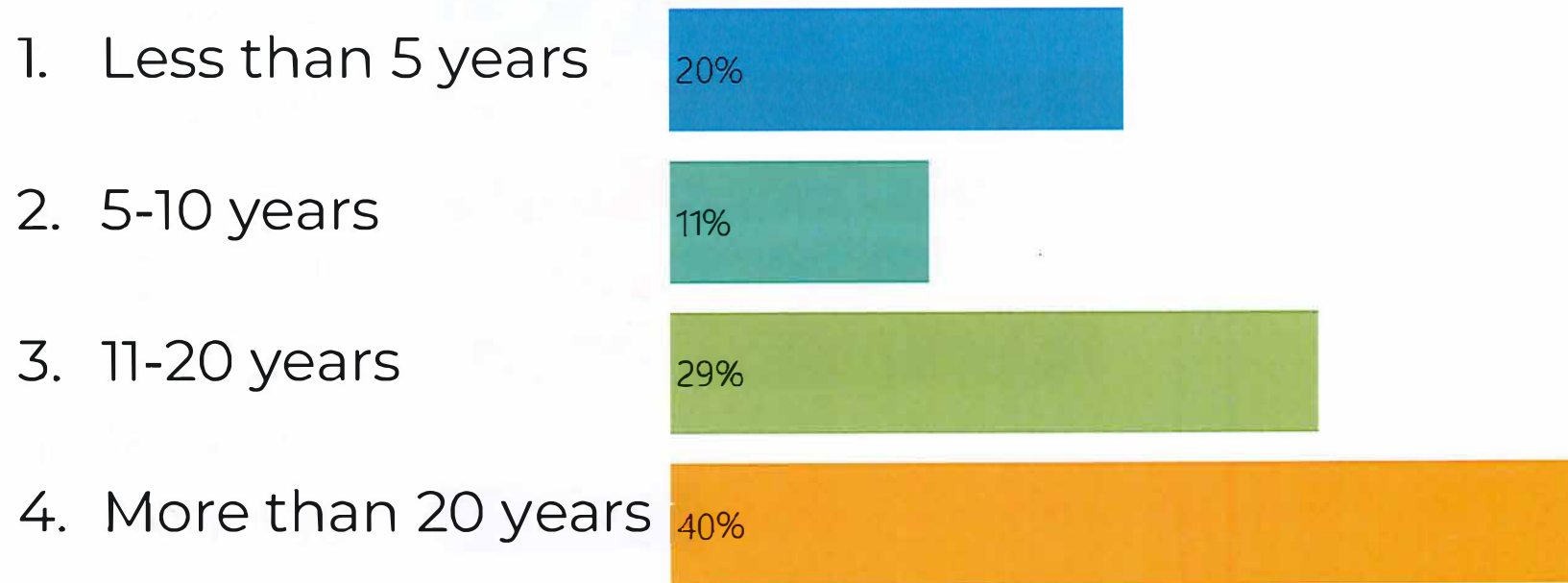
# Let's try some questions

# I Live:

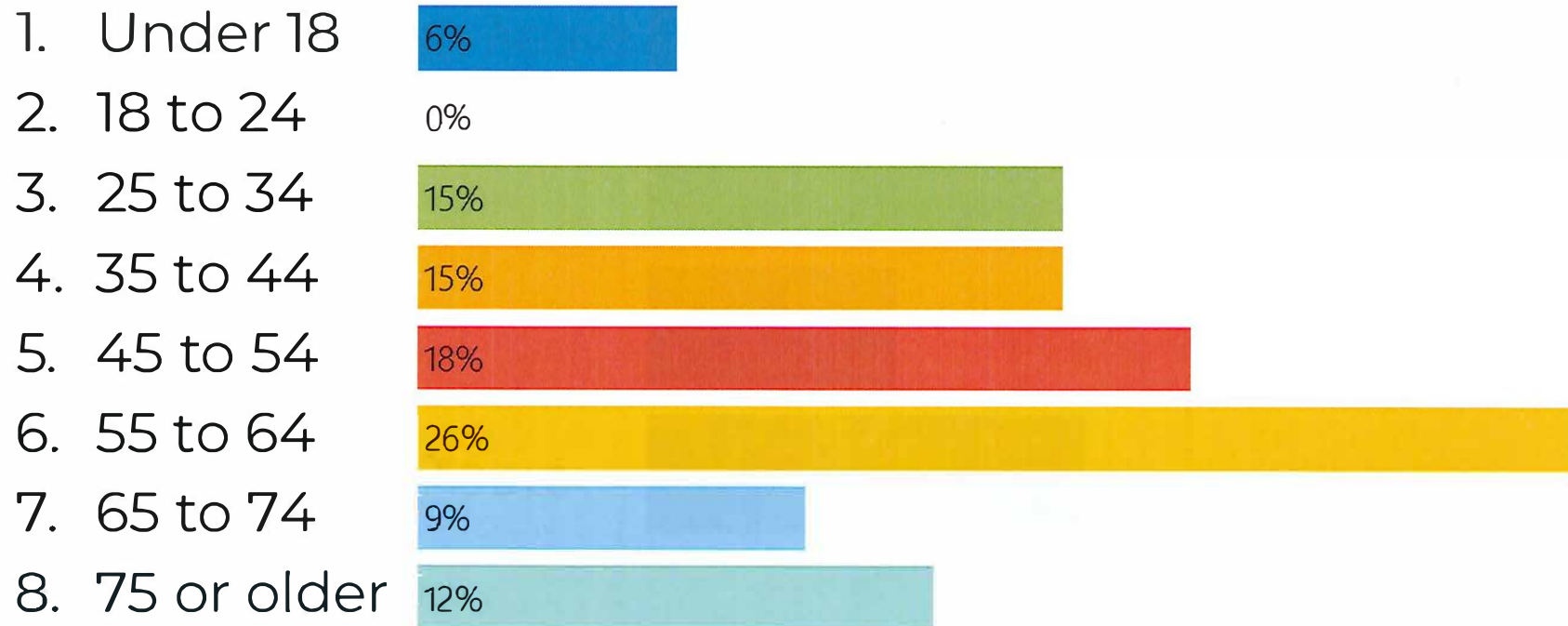




# How long have you lived in Scappoose?



# Your Age (category)?





# Now for the Main Event



# In general, would you rather the City:

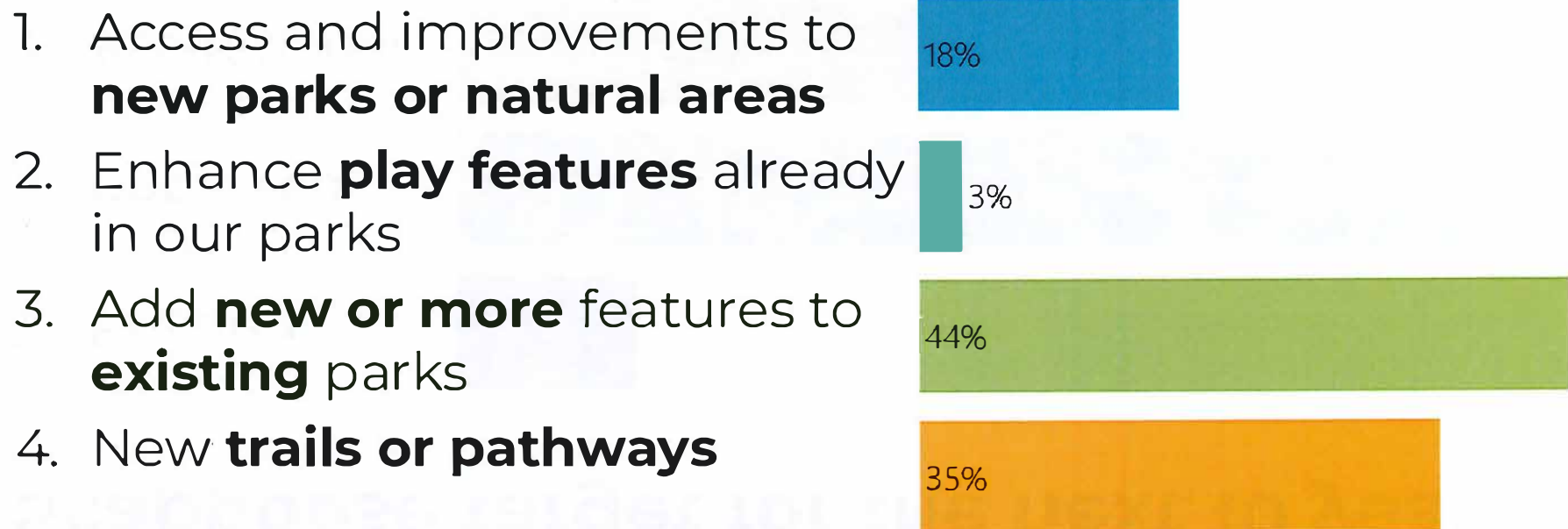
1. Focus investment to make one site (at a time) great



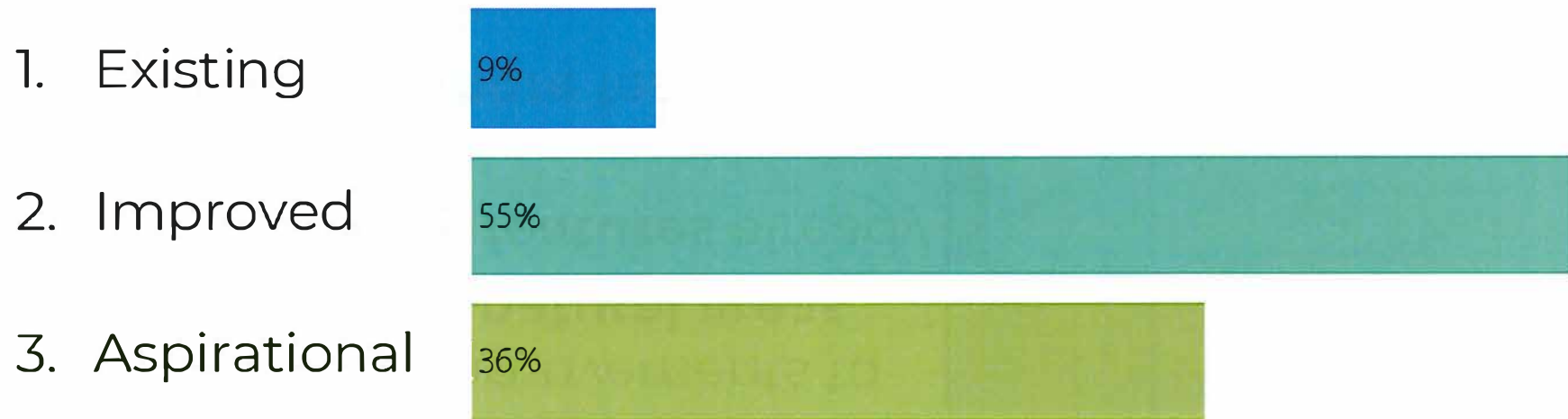
2. Spread investment to do more smaller things across the community



# What kind of improvement is most important for the City to build?

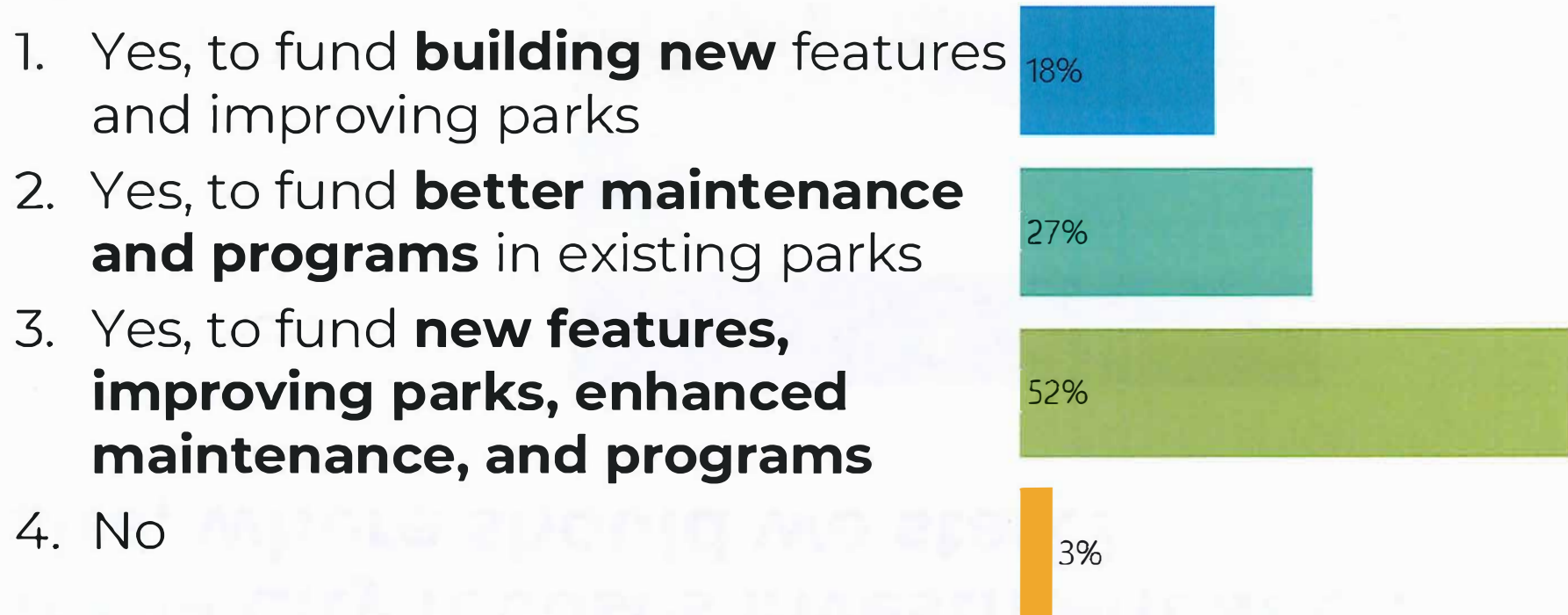


# What level of investment should Scappoose target for the next 10 years?

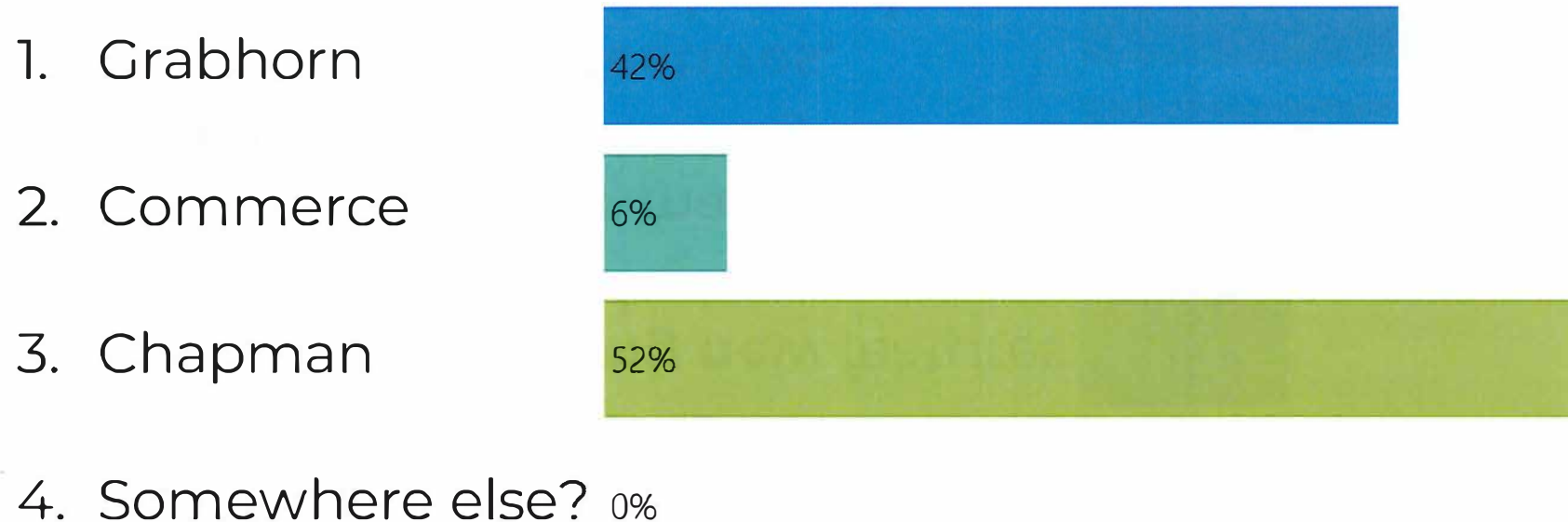




# Would you be willing to pay more (in taxes) to expand and support our park system?



# If the City focuses investment at one site, where should we start?







Parks, Trails, & Open Space Plan

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# Appendix C: Capital Improvement Plan



Capital Cost Model

	Acreage	Trail Miles	Baseball Field	Volleyball Court	Basketball Court (covered)	Archery Court	Soccer Field	Natural Play Area	ADA Compliant Play Area	Standard Playstructure	Disc Golf	Walking Trail	Nature Trail	Sidewalk Allowance	Event Station	Bike Skills/Pump Track	Permanent Games	Picnic Shelter	Restroom (Duff)	Restroom (Single)	Boat ramp/non-motorized launch	Picnic Table	Bench	Trash Receptacle	Interpretive Signage	Public Art Facility	Parking	Community Garden	Park development	Land Acquisition	Other Unique Cost	Unique Cost Includes:		
<b>Community Parks</b>																																		
Heritage Park	2.5																2	1	1			3	3	3		1					\$85,000	Landscaping upgrades, ADA Playground upgrades		
Veterans Park	14.4				1			1		1								1				6	6	5							\$375,000	Bridge to Concomiv (\$100k), Additional Paved Parking (\$250k), Landscaping upgrades (\$25k)		
Grabhorn Property	9.54		1.0	1	1	1				1	1				1		2	1				8	6	10			1		\$2,000,000					
<b>Total Community Parks</b>	<b>26.4</b>	<b>0.0</b>	<b>1</b>	<b>1</b>	<b>2</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>2</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>2</b>	<b>4</b>	<b>2</b>	<b>1</b>	<b>1</b>	<b>17</b>	<b>15</b>	<b>18</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>2</b>			
<b>Neighborhood Parks</b>																																		
Chief Concomiv Park	5		1							0.5						2						4	4	4	1						\$100,000	Bridge to Veterans (\$100k)		
Miller Park	2												10				1	1				5	6	4			1				\$165,000	Basketball Court Upgrades (\$50k), ADA Playground Upgrades (\$100k), Landscaping Upgrades (\$15k)		
Creekview Park	2.7						1				1	1	12				1		1			4	4	4			2				\$60,000	Creek frontage enhancements (\$50k), Landscaping upgrades (\$10k)		
<b>Total Neighborhood Parks</b>	<b>9.7</b>	<b>0.0</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>22</b>	<b>1</b>	<b>1</b>	<b>2</b>	<b>2</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>13</b>	<b>14</b>	<b>12</b>	<b>1</b>	<b>1</b>	<b>3</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>1</b>	<b>3</b>			
<b>Linear Parks/Trail</b>																																		
Crown-Zellerbach Trail	10.5	1.5													6							6	6	6	4						\$20,000	Bench shelter x2 (\$20k)		
Tytek Trailhead	0.7																																	
<b>Total Linear Parks/Trails</b>	<b>11.2</b>	<b>1.5</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>22</b>	<b>1</b>	<b>1</b>	<b>2</b>	<b>2</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>6</b>	<b>6</b>	<b>6</b>	<b>4</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>		
<b>Special Use Sites</b>																																		
Chapman Landing	15.91																2	1		1	6	6	8	2			1		\$1,250,000		\$240,000	Event Parking Lot Improvements (\$200k), Bike Repair Station (\$5k), Kayak Lockers (\$10k), Fishing Platform (\$25k)		
Commerce Drive Property	14.14											1					1	1			3	6	6	2			1		\$250,000		\$15,000	Wildlife Viewing Shelter (\$15k)		
Vista Property	7.7									1		2							1			3	5	6			1		\$500,000		\$25,000	Viewpoint (\$20k), Signage (\$5k)		
<b>Total Special Use Sites</b>	<b>37.75</b>	<b>0.0</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>22</b>	<b>1</b>	<b>1</b>	<b>2</b>	<b>2</b>	<b>1</b>	<b>1</b>	<b>10</b>	<b>12</b>	<b>12</b>	<b>20</b>	<b>4</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>3</b>	<b>3</b>	
<b>Total Developed Parks</b>																																		
<b>New Parks</b>																																		
PUD Property	0.42							1														2	3	8										
New Neighborhood Park (Prototype)	3																														\$1,500,000.00	\$480,000.00	\$470,000	Allowance for features (includes new dog park)
New Neighborhood Park (Prototype)	3																														\$1,500,000.00	\$480,000.00	\$470,000	Allowance for features
New Neighborhood Park (Prototype)	3																														\$1,500,000.00	\$480,000.00	\$470,000	Allowance for features
New Neighborhood Park (Prototype)	3																														\$1,500,000.00	\$480,000.00	\$470,000	Allowance for features
New Neighborhood Park (Prototype)	3																														\$1,500,000.00	\$480,000.00	\$470,000	Allowance for features
<b>Total New Parks</b>	<b>15.4</b>	<b>0.0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>3</b>	<b>8</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	
<b>Total Parks and Recreation Facilities</b>	<b>169.8</b>	<b>1.5</b>	<b>1</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>4</b>	<b>2</b>	<b>4</b>	<b>27</b>	<b>6</b>	<b>1</b>	<b>4</b>	<b>9</b>	<b>6</b>	<b>1</b>	<b>1</b>	<b>50</b>	<b>55</b>	<b>64</b>	<b>9</b>	<b>7</b>	<b>1</b>	<b>9</b>	<b>5</b>	<b>2,930,000.00</b>				

\* Facility access paths in parks are not counted as trails. Trails are multi-use paths intended to support recreation and connectivity.  
 \*\*Note: The City has discussed long-term three additional projects that are not included in this CIP: the Scuppernon Creek Trail, the Fire District Site and Community Recreation Center.

Appendix C: Capital Improvement Plan

Park	Amenity	Quantity	Price (each)	Total
<b>Heritage</b>	Picnic Table	3	\$2,000	\$6,000
	Bench	3	\$2,000	\$6,000
	Trash Can	3	\$500	\$1,500
	Game Table / Facility	2	\$5,000	\$10,000
	Covered Shelter	1	\$25,000	\$25,000
	Public Art / Facility	1	\$10,000	\$10,000
	Landscape/ upgrades	1	\$10,000	\$10,000
	ADA Playground Upgrades	1	\$75,000	\$75,000
	Dual Facility Restroom	1	\$200,000	\$200,000
				<b>\$343,500</b>
<b>Veterans</b>	Picnic Table	6	\$2,000	\$12,000
	Bench	6	\$2,000	\$12,000
	Trash Can	5	\$500	\$2,500
	Covered Shelter	1	\$25,000	\$25,000
	Landscape/ upgrades	1	\$25,000	\$25,000
	New ADA compliant playground	1	\$225,000	\$225,000
	Pickleball Court	1	\$75,000	\$75,000
	Disc Golf Course	1	\$10,000	\$10,000
	Bridle to Concomly	1	\$100,000	\$100,000
	Additional Paved Parking	1	\$250,000	\$250,000
			<b>\$786,500</b>	
<b>Grabhorn</b>	Park Development (parking, restroom, etc.)	1	\$1,250,000	\$1,250,000
	Soccer Field (non turf)	1	\$150,000	\$150,000
	Ball Field (non turf)	1	\$300,000	\$300,000
	Covered Basketball Courts	1	\$300,000	\$300,000
	Pickleball Court	1	\$75,000	\$75,000
	Pump Track (paved)	1	\$50,000	\$50,000
	Walking Trail	1	\$40,000	\$40,000
	Disc Golf	1	\$10,000	\$10,000
	Picnic Shelter	2	\$25,000	\$50,000
	Picnic Table	8	\$3,000	\$24,000
Bench	6	\$2,000	\$12,000	
Trash Can	10	\$500	\$5,000	
			<b>\$2,258,000</b>	
<b>Concomly</b>	Bridle to Veterans	1	\$100,000	\$100,000
	Horseshoe / Cornhole	2	\$5,000	\$10,000
	Volleyball Court	1	\$10,000	\$10,000
	Disc Golf Course	1	\$5,000	\$5,000
	Community Garden	1	\$7,500	\$7,500
	Interpretive Signage	1	\$5,000	\$5,000
	Picnic Table	4	\$2,000	\$8,000
	Bench	4	\$2,000	\$8,000
	Trash Can	4	\$500	\$2,000
				<b>\$155,500</b>
<b>Miller</b>	Basketball Court upgrades	1	\$50,000	\$50,000
	ADA Playground upgrades	1	\$100,000	\$100,000
	Dual Facility Restroom	1	\$200,000	\$200,000
	Picnic Shelter	1	\$25,000	\$25,000
	Sidewalks	1	\$50,000	\$50,000
	Additional Parking	1	\$50,000	\$50,000
	Landscape/ upgrades	1	\$15,000	\$15,000
	Picnic Table	5	\$2,000	\$10,000
	Bench	6	\$2,000	\$12,000
	Trash Can	4	\$500	\$2,000
			<b>\$534,000</b>	

<b>Creekview</b>	Parking Lot	1	\$100,000	\$100,000
	Restroom	1	\$100,000	\$100,000
	Sidewalks & Paths	1	\$150,000	\$150,000
	Picnic Shelter	1	\$25,000	\$25,000
	Natural Play Area	1	\$50,000	\$50,000
	Creek frontage enhancements	1	\$50,000	\$50,000
	Landscape upgrades	1	\$10,000	\$10,000
	Picnic Table	4	\$2,000	\$8,000
	Bench	4	\$2,000	\$8,000
	Trash Can	4	\$500	\$2,000
			<b>\$903,000</b>	
<b>Crown Z Trail</b>	Bench Shelter	2	\$10,000	\$20,000
	Exercise Station	6	\$5,000	\$30,000
	Bench	6	\$2,000	\$12,000
	Trash Can	6	\$500	\$3,000
	Interpretive Signage	1	\$20,000	\$20,000
	Bench	6	\$2,000	\$12,000
			<b>\$97,000</b>	
<b>Chapman Landing</b>	Park Development (parking, restrooms, & grading)	1	\$1,500,000	\$1,500,000
	Parking Improvements @ Existing Lot	1	\$200,000	\$200,000
	Picnic Shelter	2	\$25,000	\$50,000
	Bike Repair Station	1	\$5,000	\$5,000
	Non-motorized boat launch	1	\$10,000	\$10,000
	Kayak lockers	1	\$10,000	\$10,000
	Fishing Platform	1	\$25,000	\$25,000
	Interpretive Signage	1	\$10,000	\$10,000
	Picnic Table	6	\$2,000	\$12,000
	Bench	6	\$2,000	\$12,000
Trash Can	8	\$500	\$4,000	
			<b>\$1,838,000</b>	
<b>Commerce Park</b>	Park Development (Parking & Restrooms)	1	\$500,000	\$500,000
	Picnic Shelter	1	\$25,000	\$25,000
	Wildlife Viewing Shelter	1	\$15,000	\$15,000
	Picnic Table	3	\$2,000	\$6,000
	Bench	6	\$2,000	\$12,000
	Trash Can	6	\$500	\$3,000
	Interpretive Signage	1	\$10,000	\$10,000
	Nature Trails	1	\$50,000	\$50,000
			<b>\$621,000</b>	
<b>Vista Property</b>	Park Development (Parking & Restrooms)	1	\$750,000	\$750,000
	Trail Development	1	\$100,000	\$100,000
	Viewpoint	1	\$20,000	\$20,000
	Signage	1	\$5,000	\$5,000
	Disc Golf	1	\$10,000	\$10,000
	Picnic Table	3	\$2,000	\$6,000
	Bench	5	\$2,000	\$10,000
	Trash Can	6	\$500	\$3,000
			<b>\$904,000</b>	
<b>CRPUD Park</b>	Playstructure	1	\$100,000	\$100,000
	Sidewalks	1	\$25,000	\$25,000
	Picnic Table	2	\$2,000	\$4,000
	Bench	3	\$2,000	\$6,000
	Trash Can	4	\$500	\$2,000
			<b>\$139,000</b>	

Park	Price
Heritage	\$343,500
Veterans	\$786,500
Grabhorn	\$2,258,000
Concomly	\$155,500
Miller	\$534,000
Creekview	\$903,000
CZ Trail	\$97,000
Chapman Landing	\$1,838,000
Commerce Park	\$621,000
Vista Property	\$904,000
CRPUD Park	\$139,000
	<b>\$8,109,500</b>

Neighborhood Park #1 ***	\$2,450,000
Neighborhood Park #2	\$2,450,000
Neighborhood Park #3	\$2,450,000
Neighborhood Park #4	\$2,450,000
Neighborhood Park #5	\$2,450,000
	<b>\$12,250,000</b>

Total \$20,359,500

Note \*\*\* Indicates need for new Dog Park



A photograph of a forest path with tall evergreen trees and a clear sky. The path is made of dirt and gravel, leading into the distance. The trees are tall and thin, with dense green foliage. The sky is a clear, pale blue.

Parks, Trails, & Open Space Plan

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# Appendix D: Funding Opportunities



# Appendix D: Funding Opportunities

Funding for parks and recreation falls into two general categories with a limited set of sources in each. The following funding opportunities were presented and discussed during the planning process, during meetings with the City's project management team, at the Annual Town Meeting, and in a joint City Council and Planning Commission work session. The City currently relies on general fund allocations for parks maintenance and improvements to existing parks and system development charges to develop new park land in developing areas of town. The City also has the option of pursuing grant dollars, as is the recommended approach for developing Grabhorn Park. Beyond these three current sources, at this time there is no specific direction to pursue additional funding for parks as described here.

## Capital Funding Opportunities

Capital funding is used to buy, build, or replace park land and features. This is generally a one-time cost but may be spread over a period of time.

### General Fund

General fund resources are the collection point for taxes and fees charged by the City to fund the full variety of services. Scappoose has generally contributed a small amount of these dollars to the capital projects in the Capital Improvement Plan based on Council priorities. General Fund resources have the fewest limitations but are also competitive across the services provided by the City.

### System Development Charges

System Development Charges (SDCs) are charged to new residential development (and in some cases commercial or industrial, depending on City policy) at the time a building permit is issued. The purpose of this charge is to offset the impact of the new development, specifically the new people using City facilities. The use of SDC funds is limited to projects that expand the capacity of the system and can only be used for capital projects.

### Bond Measure

These are voter-approved bonds with the assessment placed on real property. The money can only be used for capital improvements and not maintenance. This property tax is levied for a specified period of time (usually 15-20 years). Passage requires a simple majority approval in a May or November election or a "double majority" (majority of registered voters participating and a majority of those approving) in a March or September election.

### Grants

Typically, grants are competitive processes that fund only capital costs and require a City to commit to the maintenance and operation of the resulting facilities. Some resources will also need to be identified

## Funding Opportunities

for matching funds. To be effective at competing for grant funding, the City will need at least one staff member focusing some time on the process, application timing, and positioning of projects with various agencies.

### Donations

The donations of labor, land, or cash by service agencies, private groups or individuals are a popular way to raise small amounts of money for specific projects. Such service agencies as Lions and Rotary often fund small projects such as playground improvements. Donations can also be a useful match for some grant programs.

## Operational Funding Opportunities

Operational funds pay for the ongoing, and increasing, annual cost to maintain, repair, clean, and program parks. The variety of sources for operational funding is even more limited, and the need generally grows in perpetuity. Each of the funding opportunities below requires the approval of the voters in the community (either directly or through their elected representatives on City Council).

### General Fund

General Funds are the primary source of operational funding in Scappoose. These funds are applied at the direction of the City Council based on their priorities. The steadily increasing cost of employees, along with competition from other City services for a relatively fixed amount of funding, makes increasing the available general funds to parks and recreation challenging.

### Local Option Levy

The City can propose a local option levy as a way to temporarily (up to five years at a time) increase the property tax rate to fund operational expenses. These levies are subject to the same voter approval requirements as a bond but have the added constraint of the time limitation.

### Special Tax District

Communities in Oregon can petition to form a special park and recreation district under ORS chapter 266. When approved by voters these districts can levy taxes up to one half of one percent of property value (0.005) and have bonding authority. With a three- or five-member board of directors, elected from within the boundaries of the district, Park and Recreation Districts operate autonomously from the City.

### Utility Fee

The City Council has the authority to add a flat, per household fee to the utility bills of residents in Scappoose to fund operational expenses at parks and facilities.





Parks, Trails, & Open Space Plan

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# Appendix E: Proposed Vision, Goals, Policies, & Actions

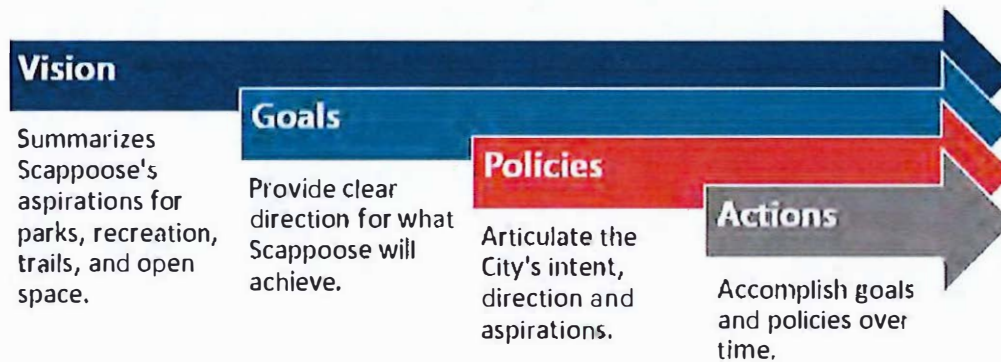


# Appendix E: Proposed Vision, Goals, Policies, & Actions

The 2017 Scappoose Parks, Trails, and Open Space Plan (Parks Plan) defines the City's vision, mission, goals, and strategies for parks, recreation facilities, and trails. This Parks Plan update proposes changes to the existing policy framework to reflect current conditions and community priorities. This planning process also involves an update to the City's Parks, Trails, and Open Space Element in the Scappoose Comprehensive Plan to be consistent with Parks Plan recommendations. The proposed framework improves consistency between these long-range plans and will provide a strong foundation and clear direction to guide future decisions.

## Proposed Framework

The framework is organized by one overarching vision, six goals, and subsequent policies that give the community, stakeholders, and decision makers a clear picture of the desired Scappoose park and recreation system. Draft actions are also listed under each policy which will be refined as the planning process moves forward.



These elements are numbered for ease of reference; they do not appear in priority order. They are structured in the following format:

Goal X:

X.1. Policy

a. Action

## Vision

Based on an evaluation of the existing park system and community feedback, a new vision is proposed under the Plan update. The existing vision statement focuses on attracting outside visitors, rather than providing for the needs of the community.

Existing: Scappoose is a destination for outdoor recreation and adventure.

Proposed: *Scappoose is a growing community where quality parks, outdoor recreation, and connections to nature support community livability and small-town charm.*

## **Mission**

A new mission is also being proposed to better reflect the City's role in maintaining park land and recreational facilities.

Existing: Scappoose provides complete and diverse park and recreation opportunities for all residents.

Proposed: *Scappoose manages and maintains parks, outdoor recreation facilities, and trails to provide a diversity of recreational opportunities and facilitate community events, sports, and play for all residents.*

## **Goals**

Chapter 4 of the existing Parks Plan contains several goal statements organized under each of the seven categories listed in the plan (e.g., Parks, Trails, Open Space, Maintenance, etc.). This Parks Plan update proposes six goals that would create the highest-level policy foundation for the City's parks system policies. Note that these would also serve as the City's Parks, Trails, and Open Space Comprehensive Plan Element goals. The Policy Crosswalk Attachment shows how adopted goals are represented or carried forward in the proposed goals.

### **GOAL 1: PROVIDE QUALITY PARKS**

Provide well-distributed, well-developed parks for all Scappoose residents.

### **GOAL 2: TAKE CARE OF WHAT WE HAVE**

Manage, maintain, and create parks, facilities, and open space that support safe, attractive, and engaging recreation and green space.

### **GOAL 3: SERVE ALL AGES AND ABILITIES**

Diversify recreation opportunities by providing a variety of inclusive, accessible park facilities and experiences.

### **GOAL 4: CONNECT RESIDENTS TO THE NATURAL ENVIRONMENT**

Strive to protect and enhance natural areas, understanding the health and wellness benefits to the community when connected to nature.

### **GOAL 5: CREATE A CONNECTED SYSTEM**

Prioritize trail connections that support active transportation and recreation, connecting key parks and City destinations.

### **GOAL 6: SUPPORT AND EXPAND LOCAL COLLABORATION**

Leverage resources through strategic and deliberate partnerships to provide community supported facilities, programs, events, and services.

## **Policies**

The City's Comprehensive Plan Parks, Trails, and Open Space Element includes 17 general policies. The proposed policy statements are organized and updated under the six proposed Goals. The Policy Crosswalk Attachment shows how adopted policies are represented or carried forward in the proposed policies below.

## GOAL 1: PROVIDE QUALITY PARKS

Provide well-distributed, well-developed parks for all Scappoose residents.

Policy 1.1 Strive to identify, acquire, and develop new Neighborhood Parks within a 10-minute walk of all residents.

- a. Prioritize land acquisition in existing and planned neighborhoods that are currently underserved by parks and recreational facilities.
- b. Continue to work with developers to dedicate and acquire parkland and increase park acreage to achieve the recommended level of service for developed parks and facilities, open space, and trails.
- c. Where new neighborhood parks may not be feasible to accommodate recreational needs within an identified underserved neighborhood, look for opportunities to incorporate small-scale park amenities, such as in City-owned natural areas in conjunction with trails or in “pocket parks” associated with existing or planned residential development.
- d. Explore neighborhood park locations and plan for land acquisition within Urban Growth Boundary expansion areas, considering projected timing and location of future growth and existing underserved areas at the edges of Scappoose city limits when locating or developing parks.

Policy 1.2. Provide a variety of park types throughout the City.

- a. Strive to meet adopted level of service standards for different park types.
- b. Provide and maintain Community Parks in centralized locations to provide community access to sports, community gatherings and events, creek views, and a wide variety of recreation opportunities.
- c. Engage with landowners and developers to explore opportunities for dedication and improvement of neighborhood parkland as part of new development.

Policy 1.3. Design and develop quality park facilities and amenities.

- a. Create a premier parks complex in the heart of the City, connecting the three existing community parks through the creek system, planning new facilities that enhance existing recreational experiences, and updating existing playgrounds to meet the City's growing needs.
- b. Improve appreciation of natural amenities in parks through enhanced access, such as boardwalks, ADA-accessible pathways, and interpretive signage.
- c. Add sports fields, courts, and other active, challenging facilities to better meet the needs of youth and adult fitness.
- d. Enhance minimally developed park sites to support quality recreation opportunities and improved park access.

Policy 1.4. Balance the need for new parks, facilities, and improvements with investments in existing parks and facilities.

- a. Utilize minimum level of service guidelines presented in the Parks Plan as a guide for future recreational facility investments.
- b. Identify separate funding mechanisms to ensure that existing underserved areas receive investment along with the capacity-enhancement projects for new residential areas.
- c. Update the City's SDC methodology to ensure that funds are available to provide parks, trails, and recreation facilities in infill and new residential areas.



## GOAL 2: TAKE CARE OF WHAT WE HAVE

Manage, maintain, and create parks, facilities, and open space that support safe, attractive, and engaging recreation and green space.

Policy 2.1. Develop and apply uniform design policies and maintenance practices for the parks system.

- a. Refine maintenance standards to uphold quality user experience, maximize existing resources, and promote fiscal sustainability.

Policy 2.2. Actively address deferred maintenance needs.

- a. Develop and implement an asset management plan to guide the regular evaluation, repair, and replacement of aging or worn park facilities, amenities, and equipment.
- b. Fund and implement a Capital Improvement Plan (CIP) to include the replacement and improvement of current facilities and amenities.

Policy 2.3. Develop a stronger volunteer system that builds ownership and support for Scappoose's parks, facilities, trails, open space, and programs.

- a. Continue to engage volunteers and non-profit groups to assist in maintaining parks, trails, and open spaces, as appropriate.
- b. Track volunteer hours and projects completed to gauge effectiveness, plan for future opportunities, and leverage grant funds.

Policy 2.4. Dedicate funds to maintain current parks, trails, and open space and anticipate funding needed for the expanded system.

- a. Ensure adequate staffing for administration, maintenance, and programming to meet demand and ensure service quality.
- b. Before developing new parks and facilities, ensure that the City has sufficient maintenance staff and resources for the caretaking and stewardship of existing and new assets.
- c. Build community support aimed at increasing financing for operations and maintenance to ensure sufficient resources are available to support a high-quality parks and recreation system.
- d. Identify new funding sources for capital projects and ongoing operations.

## GOAL 3: SERVE ALL AGES AND ABILITIES

Diversify recreation opportunities by providing a variety of inclusive, accessible park facilities and experiences.

Policy 3.1. Engage park users of different ages, genders, income levels, cultural backgrounds, abilities, and interests.

- a. Activate parks by concentrating program activities and amenities that have intergenerational appeal for children, teens, adults and seniors and that support multiple interests and encourage families to enjoy park amenities together.
- b. Create large and small social gathering and event spaces system-wide when determining optimal features in new parks.
- c. Develop and maintain multi-purpose park facilities where practical to accommodate changes in community needs over time.
- d. Support long-term park use by continuing to reinvest in existing facilities and support amenities to provide quality recreation opportunities and adapt park offerings to appeal to a range of users.

- e. Accommodate the physical activity and health needs of seniors, people with special needs, and all residents by addressing the comfort, safety, and accessibility of all park features.
- f. Consider incorporating multigenerational play facilities and outdoor fitness equipment to address senior recreation needs.
- g. Consider incorporating outdoor facilities and accommodating activities not currently available into new Neighborhood Parks.
- h. Ensure information about parks, facilities, events, and programs are publicly available and consistently promoted.

Policy 3.2. Work to meet the community needs for high-quality athletic and fitness facilities.

- a. Determine the optimal type, size, and location of sport fields and courts during the master plan process for the new Community Park.
- b. Integrate smaller-footprint facilities that support fitness and play, such as outdoor fitness equipment, sports courts, climbing features, and challenge elements.

Policy 3.3. Increase accessibility and inclusivity of Scappoose parks, facilities, trails, public open space, and other amenities.

- a. Implement universal design practices when developing new or renovating existing facilities to accommodate a wide range of individual preferences and abilities.
- b. As parks are renovated and new parks are developed, facilities and features should be designed and incorporated that meet the requirements of people with different physical, developmental, behavioral, and sensory needs.
- c. Continue to improve ADA accessibility of facilities, including but not limited to improving parking areas, access paths to facilities, playground and pathway surfacing, and pads under picnic tables.

#### GOAL 4: CONNECT RESIDENTS TO THE NATURAL ENVIRONMENT

Strive to protect and enhance natural areas, understanding the health and wellness benefits to the community when connected to nature.

Policy 4.1. Steward and manage passive recreation areas, open space, and natural areas for the enjoyment and health of community members.

- a. Integrate management plans for all open space and natural areas in City parks which address appropriate access and connectivity with neighboring properties, resource sensitivity, existing resources, and opportunities for resource enhancement and restoration.
- b. Continue the partnership with Scappoose Bay Watershed Council (SBWC) and facilitate creek restoration projects in public parklands.

Policy 4.2. Enhance access to and use of open spaces and natural areas while balancing resource management needs.

- a. Provide trails for walking, hiking, biking, and nature observation and education in undeveloped or under-developed parks.
- b. Offer spaces for nature interpretation and environmental education in all City parks.
- c. Explore programs and funding to enhance access within the floodplain for the public's recreational use.

- d. Develop strategically identified creeks and riparian corridors as “complete creeks” or greenways with managed natural vegetation and trails that connect open space systems, trails, and parks to neighborhoods.
- e. Where appropriate, connect open spaces through trails, greenways, wildlife corridors, and open space connections.
- f. Where appropriate, plan, design, and protect areas for habitat viability, including the safe movement of wildlife necessary to maintain biodiversity and ecological balance.
- g. Restore and protect riparian habitats near open space and recreational facilities.

Policy 4.3. Promote the development of park and recreation facilities that minimize impacts to natural areas and habitats, especially those that are environmentally sensitive.

- a. Balance nature play and natural areas with developed amenities in parks.
- b. Highlight natural features within parks, such as supporting creek views.
- c. Expand interpretive signage in parks and along trails.

## GOAL 5: CREATE A CONNECTED SYSTEM

Prioritize trail connections that support active transportation and recreation, connecting key parks and City destinations.

Policy 5.1 Promote and provide multi-use trail connections to parks and recreation facilities.

- a. Coordinate with Transportation System Plan (TSP) proposed projects to prioritize and provide for pedestrian and bicycle corridors, paths, and trails to promote connectivity between parks, recreation areas and other destinations in the city.
- b. Ensure trails, walkways, and bikeways meet accessibility standards and accommodate a variety of users.
- c. Develop the Scappoose Creek Trail and explore trail alignments that can create a connected parks system.
- d. Continue to coordinate with neighboring jurisdictions on regional trail connections.
- e. Create safer walking and biking connections to parks and trailheads.
- f. Add signage, interpretive maps, and wayfinding features.

Policy 5.2 Provide a variety of trails and trail amenities within parks and open space to support trail-related recreation and connectivity.

- a. Identify appropriate sites to develop loop trails, nature trails, and soft-surfaced trails for jogging and mountain biking.
- b. Identify parks where trailheads and trail support amenities will support local and regional trail use.
- c. Consider and mitigate impacts to natural resources when developing trails in parks, open space, and natural areas.



## GOAL 6: SUPPORT AND EXPAND LOCAL COLLABORATION

Leverage resources through strategic and deliberate partnerships to provide community-supported facilities, programs, events, and services.

Policy 6.1 Coordinate with other public and private organizations, and private developers, to provide a wider range of facilities and programming within Scappoose to avoid the duplication of services.

- a. Investigate how new assets and programs can be co-located with new or existing facilities, including schools, libraries, and areas of concentrated employment to share construction and maintenance costs, provide efficient delivery of services, and create multipurpose destinations.
- b. Engage with the School District to explore formalizing community use of school properties and potential partnering opportunities.
- c. Look for opportunities to work with landowners and developers to create park space and recreational opportunities and improvements, specifically in areas that lack 10-minute walk access.
- d. Take into account the locations and types of recreation facilities provided by homeowner's associations, schools, and other providers when designing new parks to avoid duplicating recreation uses.
- e. Ensure staff support and capacity to pursue new and maintain ongoing agency collaboration and partnerships.
- f. Continue to coordinate with the County to enhance park and recreation opportunities, particularly in urbanizing areas and on enhancements to the Crown Z Trail, including interpretive signage.
- g. Strengthen relationships with Columbia County and the City of St. Helens to share and promote regional recreational offerings and identify areas of common interest and possibilities of shared funding or resources.

## Proposed Vision, Goals, Policies, and Actions: Policy Crosswalk Attachment

The following tables are intended to accompany the proposed Parks, Trails, and Open Space Plan framework, showing how existing goals and policies are reflected or carried forward in the proposed framework.

The following table shows how the existing goals in the City's Comprehensive Plan element and the 2017 Parks, Trails, and Open Space Plan (Chapter 4) are represented in the proposed goals.

**Table 1: Representation of Existing Planning Goals**

Existing Goals	Reflected in Proposed Goals?	Comment
<b>Comprehensive Plan: Parks, Trails, and Open Space Element</b>		
1) To conserve open space and protect natural and scenic resources.	Yes	Proposed Goal 4
2) To promote healthy and visually attractive environments in harmony with the natural landscape character.	Yes	Proposed Goal 4
3) To create ample facilities for recreation in Scappoose.	Yes	Proposed Goal 3
4) Serve all ages and abilities.	Yes	Proposed Goal 3
5) Provide a diverse set of facilities for sports and recreation.	Yes	Proposed Goal 3
6) Attract visitors to Scappoose for recreational opportunities.	No	Recommend not carrying through as worded, current and projected future conditions do not support Scappoose developing destination facilities that serve the region.
7) Increase connectivity among parks.	Yes	Proposed Goals 1 and 5
<b>2017 Parks, Trails, and Open Space Plan</b>		
<b>Parks</b>		
A park in every neighborhood.	Partially	Proposed Goal 1, Policy 1.1
Excellent facilities for all recreational programs and sport leagues.	Yes	Proposed Goal 3
Achieve minimum state and federal recommended levels of service	No	Do not carry forward, these do not exist.
<b>Trails</b>		

Existing Goals	Reflected in Proposed Goals?	Comment
Neighborhoods connected to parks, schools and community centers by a system of trails and sidewalks.	Yes	Carried through under Goal 5 and policy.
Neighborhoods connected to external parks and recreation opportunities by a system of regional trails.	Yes	Carried through under Goal 5 and policy.
<b>Open Space</b>		
Residents have access to outdoor open spaces.	Partially	Carried forward through intent of Goal 4.
Sensitive natural areas such as wetlands, streams, and native habitat are protected.	No	Move to natural resources chapter? Does not belong here.
Scenic views and special places are preserved.	No	Move to land use or other element? Does not belong here
<b>Access and Connectivity</b>		
Parks are within a five-minute walk of every resident.	No	Not carried through under proposed goal or policies.
Streets are safe for walking and biking.	No	Better suited to a TSP or other Comprehensive Plan element.
People can easily find parks and trails.	Partially	Carried through under wayfinding features.
People of all abilities can easily access and use park and trail facilities.	Yes	Carried through under Goal 3 policies for accessibility.
<b>Recreation</b>		
Recreation and sport programs meet residents' needs and interests.	Yes	Carried through under various Goal 3 policies.
Partnerships with schools and interest groups support and utilize the park system.	Yes	Carried through under policies under Goal 6.
<b>Maintenance</b>		
Parks and trails are beautiful, well maintained and free of hazards.	Yes	Carried forward through overall goal.
<b>Management</b>		
Growth and development meets the park and recreational needs of future generations.	Yes	Carried through under Goal 1.
Parks are well funded and adequately staffed.	Yes	Carried forward in reworded actions under Goal 2.
People are aware of parks and recreation opportunities.	Yes	Carried forward under Goal 3
Parks are managed sustainably and enhance our environment.	Yes	Carried forward under policies.
Residents and visitors can get information about parks easily	Yes	Carried forward under Goal 3.



The following table shows how the existing policies in the City's Comprehensive Plan Parks, Trails, and Open Space Element are represented in the proposed goals, policies, or actions.

**Table 2: Representation of Existing Comprehensive Plan Policies**

Existing Policies	Reflected in proposed goals, policies, or actions?	Comment
1) Attempt to acquire, where feasible, lands to be used for recreational purposes; possible mechanisms include outright purchase, the acquisition of developmental rights or easements, grants or loans, property exchanges, donations, and the acquisition of tax-foreclosed lands.	No	More of a strategy/recommendation. Include as such under the relevant action?
2) Investigate, after the proposed improvements of Scappoose Creek, means of utilizing the flood plain as open space lands for public use.	Yes	Carried through to policy under Goal 4
3) Construct new parks and renovate old parks to meet ADA Accessibility Guidelines.	Yes	Carried through under Goal 3 policy.
4) Provide new neighborhood, community and pocket parks within a 5-minute walking distance of all residents.	No	Not carried through under proposed goal or policies.
5) Meet Scappoose level of service standards.	Yes	Carried through to action.
6) Build relationships with sports leagues, Scappoose School District, Columbia County, Churches, Clubs, businesses and other community groups to support and encourage the development of new recreational opportunities.	Yes	Carried through under policies under Goal 6.
7) Expand community involvement in maintaining and upgrading parks.	Yes	Carried forward under Goal 2 but reworded.
8) Encourage residential developers to build recreational facilities for new construction.	No	Recommend not carrying forward, these requirements should be in the City's code.
9) Require bicycle parking in all new multifamily residential developments.	No	Better suited to the Municipal Code, recommend not carrying forward in policy framework.
10) Build connectivity between all parks and open space within the Scappoose Park System.	Yes	Carried through under Goal 5 and policies.
11) Identify revenue generating opportunities in existing and future parks to offset operational costs.	No	Not carried forward as a policy, but actions under Goal 2 address funding needs, including identify new funding sources.

Existing Policies	Reflected in proposed goals, policies, or actions?	Comment
12) Promote Scappoose as a recreational destination.	No	Do not bring forward as a management action.
13) Restore and protect riparian habitats near open space and recreational facilities.	Yes	Carried through as an action under Goal 4.
14) Endeavor to reduce stream temperatures in Scappoose Creeks to meet Oregon State Water Quality Standards for salmon and trout spawning and rearing (cold water criteria).	No	Move to natural resources chapter? Does not belong here.
15) Educate public works personnel on best park maintenance practices.	No	Do not bring forward as a management action.
16) Design parks to avoid causing maintenance difficulties for city staff.	Yes	Carried forward through Goal 2 policies and management actions.
17) Design parks that are appropriate at their given location, and if possible, fit within the natural landscape.	Yes	Carried through under Goal 2 for Design Standards.

Excerpts from the Comprehensive Plan that are proposed for amendment are included below. Those items ~~struck through~~ are proposed for removal and double underlined text is proposed to be added.

Please note that the City will be removing individual inventories from the Comprehensive Plan, with each new amendment moving forward, in order to streamline the Comprehensive Plan and to keep it more up to date. The inventories would then reside within each applicable Master Plan document. The page numbers included below correspond with the Comprehensive Plan page numbers as seen in the Plan document on the City's website, which can be accessed here:

<https://www.scappoose.gov/planning/page/comprehensive-plan-0>.

**Page 9:**

**Inventory Contents**

- 1) Population
- 2) Land Uses
- 3) Economy
- 4) Public Facilities and Services
  - A) Water
  - B) Sewer
  - C) Storm Drain
  - ~~D) Parks and Recreation~~
  - D) E) Schools
  - E) F) Police
  - F) G) Fire
  - G) H) Health Care
  - H) I) Library
- 5) Transportation
- 6) Housing
- 7) Local Resources Goal 5 Amendments
- 8) Air, Land, Water, and Noise Quality

**Page 42:**

~~Parks and Recreation and Open Space~~

**Preface**

~~Parks complete our neighborhoods with places for people to connect with family and friends. They provide safe places for children to play and learn, they support healthy living, and they promote civic engagement and tourism.~~



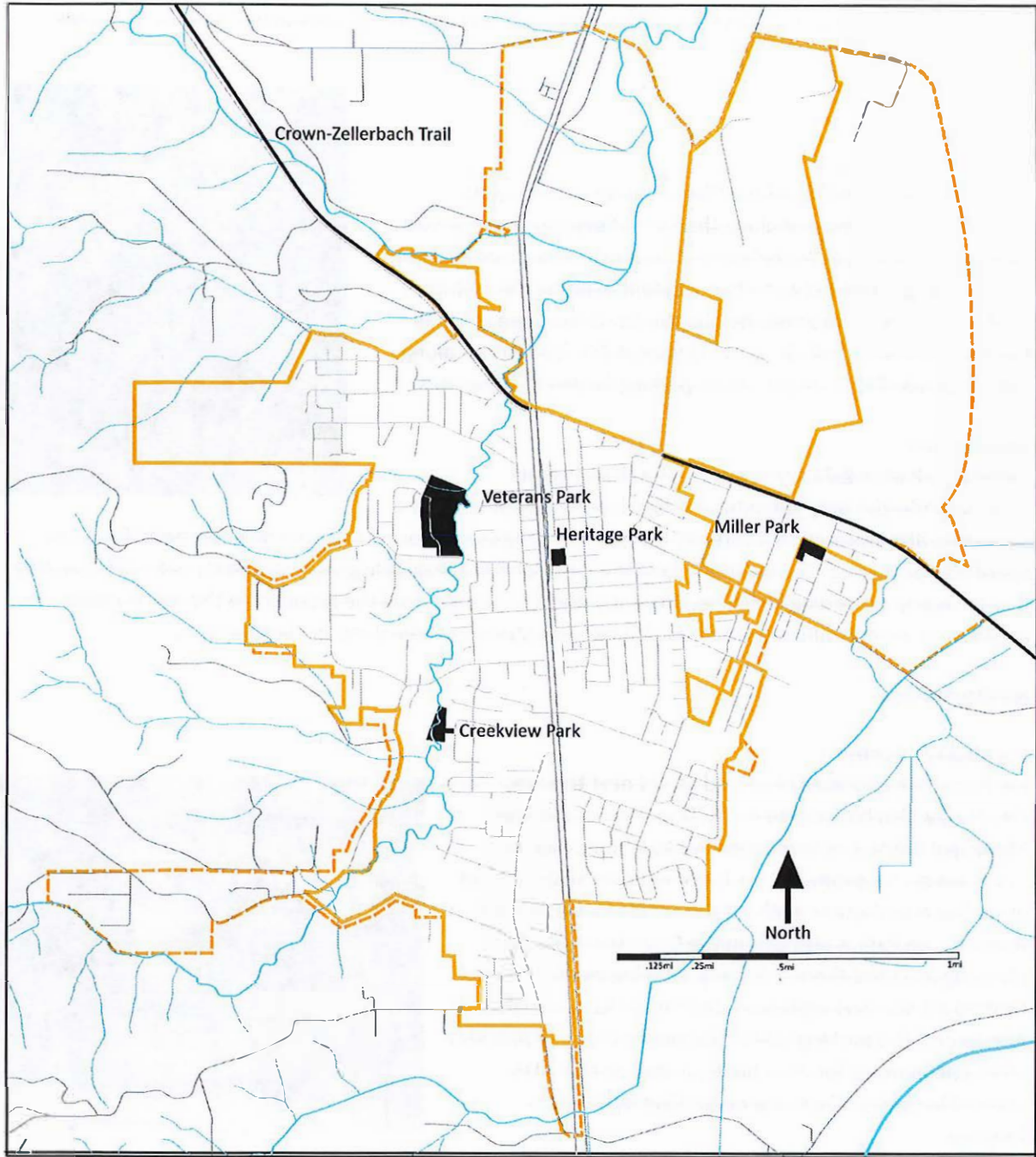
Trails and multi-use paths, like the Crown-Zellerbach Trail, give families and neighbors a safe way to walk and bike to local businesses, jobs, and parks, and back home. They also connect us to our surrounding landscape and scenic open spaces such as the nearby Multnomah Channel and the forested hills.

Open spaces are the natural life support system of our community. They clean our water and air. They also reduce flooding and lower the cost of managing storm water. Open spaces preserve natural "ecosystem services" and functions that we need for a sustainable environment and economy.

Scappoose's park system currently has a small collection of trails, developed parks and open space that provide essential services to the community.

Fortunately, there are plenty of potential new park spaces on property that the city currently owns, and property it doesn't own. This section of the Comprehensive Plan serves to identify and describe developed park spaces. Refer to the Parks, Trails and Open Space Plan adopted in 2017 to identify the properties with potential to become part of the Scappoose Park System. The identified properties are for a variety of uses based on the location, and size of the property. The potential uses for the properties should be evaluated based on location and available amenities at other surrounding parks.

#### **Map PR-1 Existing Parks and Trails**



**Existing Parks**

Scappoose has four developed parks, and one trail that are actively maintained by the Public Works Department.

### Creekview Park

#### Location & Access

Located near the middle of the City to the west of Hwy 30, Creekview Park is located along the South Scappoose Creek with access provided by SW Creekview Place. The entrance of the park is an undeveloped lot between two residential properties, which leads down a hill to a grassy field in the South Scappoose Creek floodplain. Limited off-site parking is available for vehicles along SW Creekview Place. There are no parking facilities for bicycles.



#### Description

Creekview Park is 2.71 acres in size. The site is largely unimproved—the only amenities being a landfill receptacle and a pet waste disposal station. Currently this park is being used informally by the neighborhood for open space and picnicking. The location along the creek provides valuable greenway space, but is also limiting due to seasonal flooding concerns. Currently, the steep slope from the roadway to the water makes access to the creek difficult; there is also concern about erosion along the bank slopes.

### Heritage Park

#### Location & Access

Heritage Park is located at SE 2nd Street next to Scappoose City Hall, which houses the Police Department and the Municipal Court, the Scappoose Public Library, and the Watts House Museum. Access is provided by SE 2nd Street as well as a pedestrian path that connects to East Columbia Avenue. The Park is also within the Downtown Overlay planning area and there are many local businesses nearby. Limited off-site parking is provided for vehicles along SE 2nd Street. The parking lot for Scappoose City Hall provides additional parking for 25 vehicles, including two ADA accessible spaces. There are no parking facilities for bicycles.



#### Description

Heritage Park is 1.75 acres in size. In 2016 the City received Oregon State Parks and Recreation Grant for site improvements. Prior to the grant the site amenities include a gazebo, a war memorial, one gender-neutral restroom, and a skate park in the northwest corner of the park with frontage on E Columbia Ave. The Grant funded improved drainage of the grass area, new play equipment, paving for ADA access, improvements to the gazebo and a fountain designed by Michael Curry.



## Miller Park

### Location & Access

Miller Park is located on, and accessed by Miller Road, in the NE portion of the City, but south of the airport. Pedestrian and bicycle access is also provided by the nearby Crown-Zellerbach Trail, which connects to Miller Road less than a block away. Limited off-site parking is available for vehicles along Miller Road. On-site parking is provided for eight vehicles, including one ADA-accessible space. There are no parking facilities for bicycles.



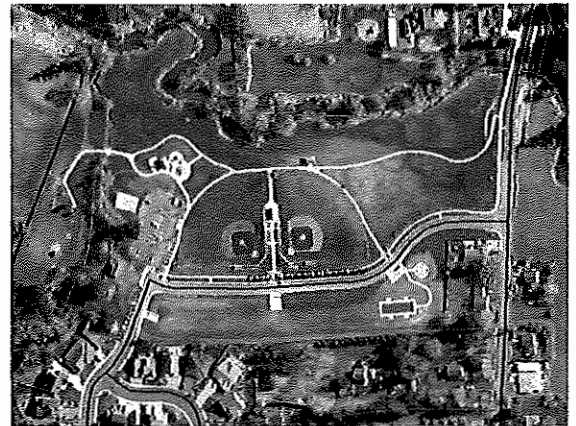
### Description

Miller Park is 2 acres in size. Current amenities include a basketball court, playground equipment, a picnic area and shelter, a drinking fountain, and one gender-neutral restroom. An unmarked turf field covers the rear half of the park and is suitable for informal sports games. In fall 2016 the City removed the play structure because of safety concerns caused by regular flooding. The City plans on addressing the flooding so any new amenities will not be compromised.

## Veterans Park

### Location & Access

Located in the NW portion of town, Veterans Park is located along the South Scappoose Creek with access provided by Southwest JP West Road. Captain Roger Kucera Way runs through the park and provides on-street parking for 33 vehicles, including one ADA-accessible space. A parking lot in the rear of the park provides parking for 41 vehicles, including two ADA-accessible spaces. A large unmarked field on the west side of the park occasionally provides overflow parking for 70–90 vehicles. In total, parking is provided for 144–164 vehicles, of which 74 are paved. There are no parking facilities for bicycles.



### Description

Veterans Park is 14.05 acres in size. Amenities include two diamond sport fields, playground equipment, and two covered picnic areas. A central structure also contains drinking fountains, two gender-segregated restrooms, and a vending area for food and drinks. Additionally, there are two bocce courts at the southwest corner of the site, and an off-leash area for pets at the north side of the park. There is a large, unmarked turf field near the south entrance of the park that is often used for soccer games. The South Scappoose Creek marks the entire eastern boundary of the site. The City, in partnership with the Scappoose Bay Watershed Council, is pursuing funding to improve this section of the creek in order to reduce flooding and erosion and to restore critical salmon and riparian habitat.

## Crown-Zellerbach Trail

### Location & Access

The Crown Zellerbach Trail (commonly called the "CZ Trail") follows more than twenty seven miles of what was once a historic railroad used by the logging industry. Roughly 1 1/4 mile of trail runs within Scappoose city limits along the north side of town. The section between Highway 30 and West Lane Road has been removed for a two-way arterial street. Although access is provided at various points along the trail, most people park at an informal parking lot near the gate at the corner of West Lane Road and Crown Zellerbach Logging Road. A new trailhead facility is being planned when the industrial land near the airpark develops. The City of Scappoose owns the CZ Trail starting at Hwy 30 and ending at the East Columbia Ave and Dike Road intersection. The rest of the trail is owned by Columbia County.



### Description

The Trail now provides access to miles of scenic open space. The western section of trail, which starts at the corner of Hwy 30 and Scappoose Vernonia Hwy, leads to Vernonia following the North Scappoose Creek through heavily forested hillsides. This section of trail is primarily surfaced with gravel, and is suitable for mountain bikes. The original railroad grade makes biking relatively easy, as there are no steep sections.

The eastern section of trail runs through wetlands and open agricultural fields with easy views of Mount Saint Helens, Mount Adams and Mount Hood. This section of trail is surfaced with asphalt, and is suitable for both mountain bikes and road bikes. The Trail terminates at the now abandoned Chapman Landing site. The City, in partnership with Columbia County and the Port of St. Helens, is exploring opportunities to develop a park at this location. The parcel on which the trail is built, varies between 44 and 100 feet wide. Portions of this trail are grass, but most of it has been covered by dense, invasive Himalayan Black Berry bushes.

Built in the early 1900s and called the Portland-Southwestern Railroad, the tracks transported timber from the hills between Vernonia and Scappoose to Chapman Landing for shipment up the Multnomah Channel. The Crown Zellerbach Corporation purchased the property in 1945, removed the tracks and converted the route to a logging road for trucks. Columbia County finally purchased the land in 2004 and converted the route into a multi-use recreational trail for walking, running, bicycling, and horseback riding.

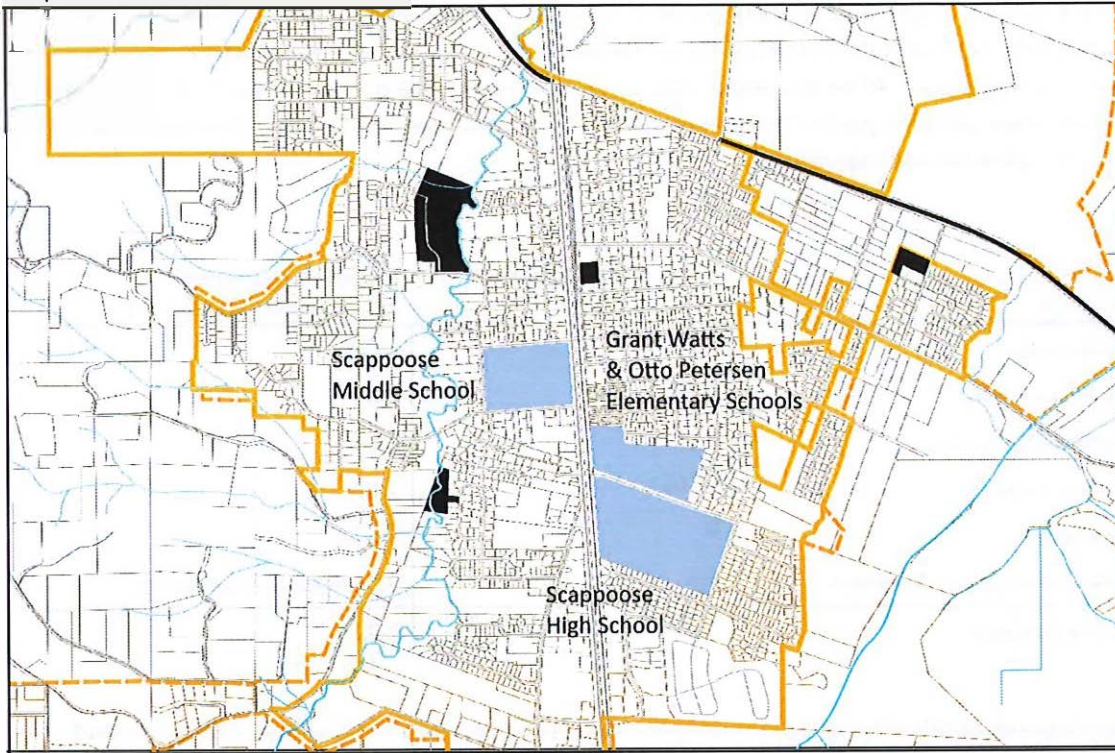
### School District Facilities

The Scappoose School District is a major provider of recreation programs and facilities. During school hours, these parks are not available for Scappoose residents to use. For this reason, they are mentioned in this plan, but not accounted for in the Level of Service Analysis. Many of the sports clubs use their facilities for games and practice. Of the four schools within Scappoose city limits all have recreational facilities:

- Grant Watts Elementary School

- Otto Petersen Elementary School
- Scappoose Middle School & Chinook Fields
- Scappoose High School & Anderson Field

Map PR-2: School District Facilities



**Level of Service**

Park Type	NRPA Standard LOS Guidelines (Acres / 1,000 population)	Oregon Recommended LOS Guidelines (Acres / 1,000 population)	Scappoose Adopted LOS Guidelines (Acres/1,000 population)
Pocket parks	0.25—0.5	0.25 to 0.5	.25
Urban plaza parks	None	0.1—0.2	.1
Neighborhood parks	1.0—2.0	1.0—2.0	1
Community parks	5.0—8.0	2.0—6.0	2
Regional parks	5.0—10.0	5.0—6.0	0
Nature parks	None	2.0—6.0	2
Trails, Pathways and Bikeways *	None	0.5—1.5 mi/1,000 population	.5 miles/1,000 population
<b>Total</b>	6.25—10.5	6.25—12.5	5.35

\* Units are in miles and not included in totals.



Due to Scappoose's close proximity to Forest Park, Scaponia Recreation Site and other parks typically classified as a "regional park", and the high cost of developing regional parks the city doesn't think it is necessary to attempt to meet the State's or Federal level of service guidelines.

**Existing Level of Service Analysis**

Scappoose provides roughly 3.02 acres of parkland for every 1,000 residents. Unfortunately, this amount falls short of national and state guidelines by nearly half. However, there are many private and public lands around town that could be developed into parks. Park size is one of the many considerations taken into account when planning parks. Other characteristics like park type and location are important to recognize, and plan around accordingly.

Park Type	Existing Park Acreage	Scappoose Current LOS (Acres / 1,000 population)
Pocket parks	0	None
Urban plaza parks	1.76	.26
Neighborhood parks	4.68	0.69
Community parks	14.05	2.07
Nature parks	0	None
<i>Trails, Pathways and Bikeways</i>	1.1	0.16 mi/1,000 population
Existing Conditions	20.49	3.02*

\* For the purposes of this calculation, Heritage Park was considered an Urban Plaza, Creekview and Miller Park as Neighborhood Parks, Veteran's Park as a Community Park, and CZ Trail as a Trail, Pathway and Bikeway. The CZ trail was not included in the total calculation of 3.02 acres/1,000 population. The population used for the LOS analysis was the 2017 PSU official estimate of 6,785 people.

**Required Park Acreage Expected in Scappoose**

Required Acreage is the amount of space needed to meet the City of Scappoose LOS Guidelines for parks. Acreage was calculated using the Scappoose LOS Guideline numbers from Table 3.2.2.1 and the 2017 Portland State Coordinated Population Forecast.

Park Type	2017 Required Acreage	2037 Required Acreage	2067 Required Acreage
Pocket parks	1.7	2.7	3.9
Urban plaza parks	0.7	1.1	1.6
Neighborhood parks	6.8	10.8	15.5
Community parks	13.6	21.6	31.0
Nature parks	13.6	21.6	31.0
<i>Trails, Pathways and Bikeways*</i>	3.4	5.4	7.8

Total	36.4	57.8	83.0
-------	------	------	------

\* Units are in miles and not included in totals.

### Park Level of Service Deficiencies or Surpluses

Park Type	Park acreage surplus or deficiency		
	2017	2037	2067
Pocket parks	(-1.7)	(-2.7)	(-3.9)
Urban plaza parks	+1.06	+0.66	+1.6
Neighborhood parks	(-2.2)	(-6.12)	(-10.82)
Community parks	+0.45	(-7.55)	(-16.95)
Nature parks	(-13.6)	(-21.6)	(-31.0)
Trails, Pathways and Bikeways*	(-2.3)	(-4.3)	(-6.7)
Total	(-15.99)	(-37.31)	(-62.51)

\* Units are in miles and not included in totals.

### Lands Zoned Public Lands — Recreation (PL-R)

Scappoose has land that is zoned PL-R but has not been accounted for in the existing conditions because the park is not considered developed. This PL-R zoned land, in addition to other publicly held lands, could help Scappoose meet its established level of service of 5.35 acres/1,000 residents.

Park Name	Park Type	Acres
Vista Park	Regional	76.6
Fischer Park	Community	8.76
Columbia Airpark East	Nature	14.5
Meadowbrook Park	Pocket	2.04
Undeveloped PL-R Zoned Land		101.9

### Park Service Area

#### Close to home parks: a half mile or less

Parks must be conveniently located in order to provide their benefits, and many communities have set goals for the maximum distance any resident should be from the nearest park. The **five minute walk** is a national standard for park accessibility because it is the average distance a person is willing to walk before opting to drive. Based on the average speed at which people walk or run, a five-minute walk translates to between a quarter to a half mile walk.

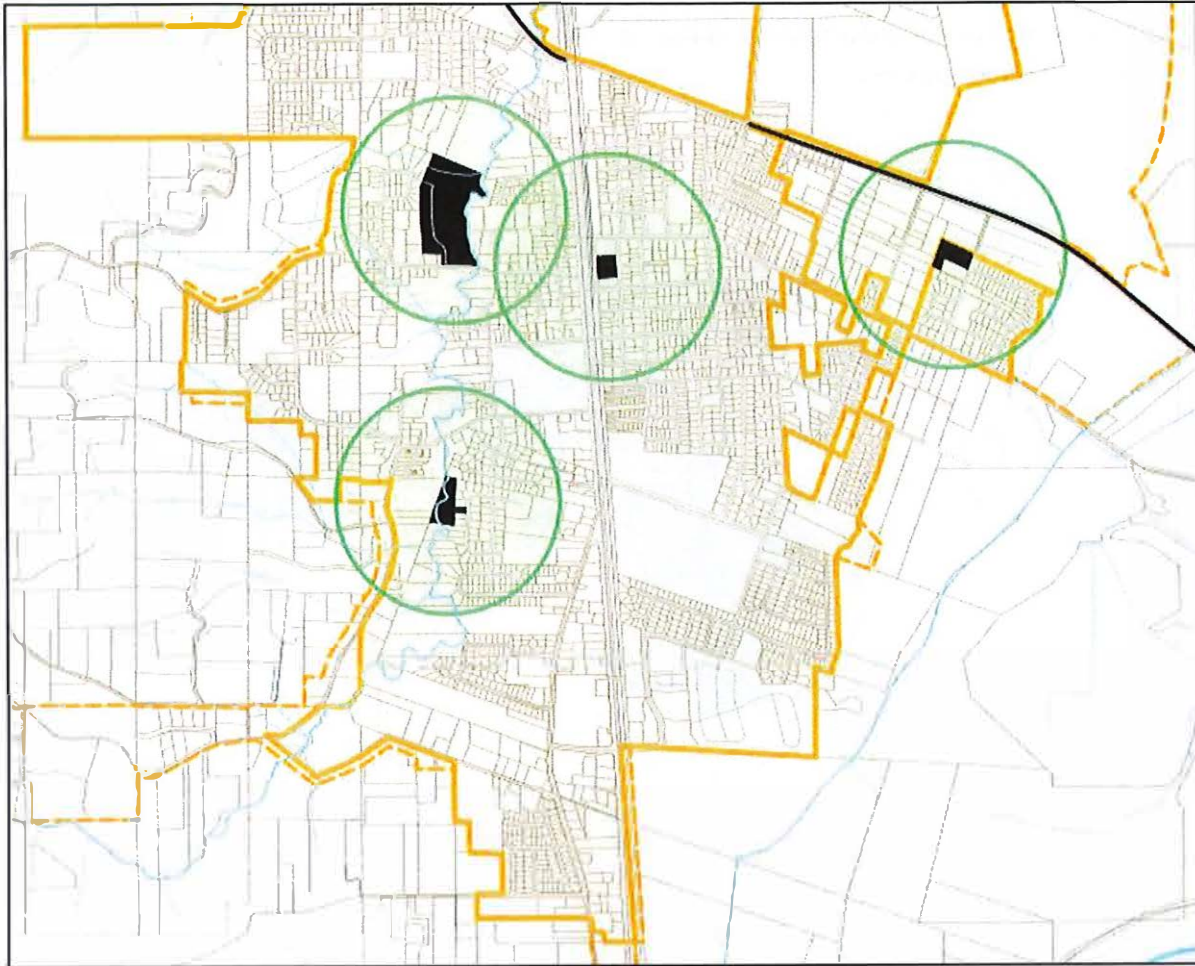
Many neighborhoods lie beyond a five-minute walk to the nearest park and therefore have a greater need for parks. As we look for opportunities to develop new parks, we must consider the impacts of future growth and also where new neighborhoods might be developed. The Parks Classifications, found

in the Parks, Trail and Open Space Plan, helps to determine what kinds of parks are suitable in different locations.

The following maps show existing parks and their five minute and quarter mile walking distances.

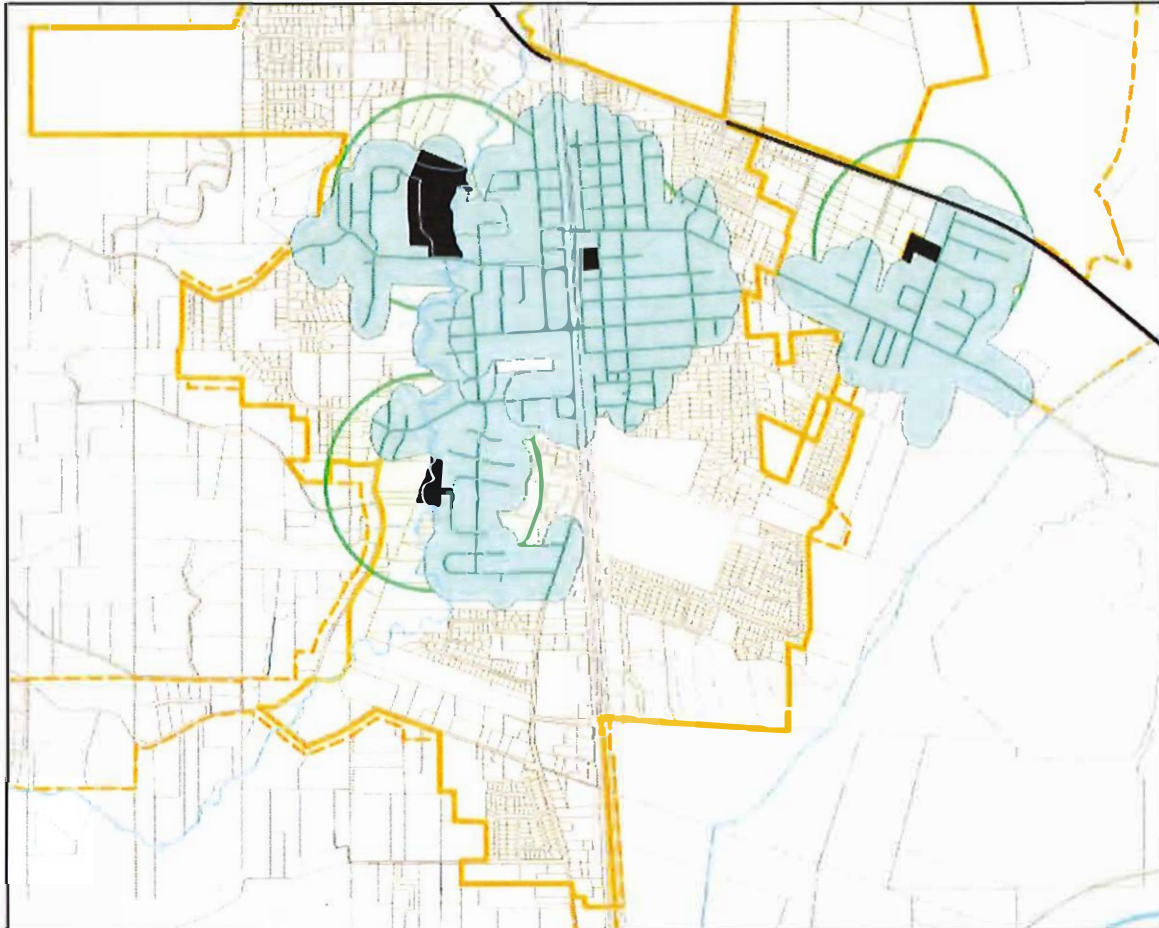


Map PR-3: Local parks and a standard quarter-mile radius (green)



A simple quarter-mile radius ignores a lack of connections (such as roads, sidewalks, and trails) as well as common barriers to pedestrian travel (such as rivers and steep terrain). The following map shows a calculated five minute walk from each park using existing connections:

Map PR-4: Local parks and a calculated five-minute walking radius (blue) over the original quarter-mile radius (green)



Scappoose is severely underserved by its Park System. In all three level of service criteria, acreage, half miles radius, and five minute walking distance, the City falls short of what is recommended by federal and state agencies.

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Parks, Trails and Open Space Goals and Policies

### Preface

Oregon Statewide Planning Goal 8 refers to recreational needs. It promotes the recreational needs of current and future residents of the communities and its visitors.

Scappoose's location between the Multnomah Channel and Coastal Range provides a setting for outstanding recreational opportunities. A visitor or resident can hike in cool, forested hills or watch an osprey or eagle catch fish while kayaking in Multnomah Channel in the span of a few hours. In addition to improving the quality of life for residents, the abundance of such diverse, high-quality recreation

attracts new residents, businesses, and visitors. It is in the City's best interest to preserve, enhance and expand its recreation resources.

The Scappoose Parks, Trails and Open Space Master Plan was adopted in 2017 to help guide the future development and protection of the recreation opportunities within or in close proximity to Scappoose.

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Goals for Parks, Trails and Open Space

- ~~1) — To conserve open space and protect natural and scenic resources.~~
- ~~2) — To promote healthy and visually attractive environments in harmony with the natural landscape character.~~
- 3) To create ample facilities for recreation in Scappoose.
- 4) Serve all ages and abilities.
- 5) Provide a diverse set of facilities for sports and recreation.
- 6) Attract visitors to Scappoose for recreational opportunities.
- 7) Increase connectivity among parks.

Policies for the Parks, Trails and Open Space

It is the policy of the City of Scappoose to:

- ~~1) — Attempt to acquire, where feasible, lands to be used for recreational purposes; possible mechanisms include: outright purchase, the acquisition of developmental rights or easements, grants or loans, property exchanges, donations, and the acquisition of tax-foreclosed lands.~~
- ~~2) — Investigate, after the proposed improvements of Scappoose Creek, means of utilizing the flood plain as open space lands for public use.~~
- ~~3) — Construct new parks and renovate old parks to meet ADA Accessibility Guidelines.~~
- ~~4) — Provide new neighborhood, community and pocket parks within a 5-minute walking distance of all residents.~~
- 5) — Meet Scappoose level of service standards.
- ~~6) — Build relationships with sports leagues, Scappoose School District, Columbia County, Churches, Clubs, businesses and other community groups to support and encourage the development of new recreational opportunities.~~
- ~~7) — Expand community involvement in maintaining and upgrading parks.~~
- 8) — Encourage residential developers to build recreational facilities for new construction.



- ~~9) — Require bicycle parking in all new multifamily residential developments.~~
- ~~10) — Build connectivity between all parks and open space within the Scappoose Park System.~~
- ~~11) — Identify revenue-generating opportunities in existing and future parks to offset operational costs.~~
- ~~12) — Promote Scappoose as a recreational destination.~~
- ~~13) — Restore and protect riparian habitats near open space and recreational facilities.~~
- ~~14) — Endeavor to reduce stream temperatures in Scappoose Creeks to meet Oregon State Water Quality Standards for salmon and trout spawning and rearing (cold water criteria).~~
- ~~15) — Educate public works personnel on best park maintenance practices.~~
- ~~16) — Design parks to avoid causing maintenance difficulties for city staff.~~
- ~~17) — Design parks that are appropriate at their given location, and if possible, fit within the natural landscape.~~

**Above text to be replaced with new goals and policies below:**

**Goal 1: Provide Quality Parks**

Provide well-distributed, well-developed parks for all Scappoose residents.

Policy 1.1 Strive to identify, acquire, and develop new Neighborhood Parks within a 10-minute walk of all residents.

- a. Prioritize land acquisition in existing and planned neighborhoods that are currently underserved by parks and recreational facilities.
- b. Continue to work with developers to dedicate and acquire parkland and increase park acreage to achieve the recommended level of service for developed parks and facilities, open space, and trails.
- c. Where new neighborhood parks may not be feasible to accommodate recreational needs within an identified underserved neighborhood, look for opportunities to incorporate small-scale park amenities, such as in City-owned natural areas in conjunction with trails or in “pocket parks” associated with existing or planned residential development.
- d. Explore neighborhood park locations and plan for land acquisition within Urban Growth Boundary expansion areas, considering projected timing and location of future growth and existing underserved areas at the edges of Scappoose city limits when locating or developing parks.

Policy 1.2. Provide a variety of park types throughout the City.

- a. Strive to meet adopted level of service standards for different park types.

- b. Provide and maintain Community Parks in centralized locations to provide community access to sports, community gatherings and events, creek views, and a wide variety of recreation opportunities.
- c. Engage with landowners and developers to explore opportunities for dedication and improvement of neighborhood parkland as part of new development.

Policy 1.3. Design and develop quality park facilities and amenities.

- a. Create a premier parks complex in the heart of the City, connecting the three existing community parks through the creek system, planning new facilities that enhance existing recreational experiences, and updating existing playgrounds to meet the City's growing needs.
- b. Improve appreciation of natural amenities in parks through enhanced access, such as boardwalks, ADA-accessible pathways, and interpretive signage.
- c. Add sports fields, courts, and other active, challenging facilities to better meet the needs of youth and adult fitness.
- d. Enhance minimally developed park sites to support quality recreation opportunities and improved park access.

Policy 1.4. Balance the need for new parks, facilities, and improvements with investments in existing parks and facilities.

- a. Utilize minimum level of service guidelines presented in the Parks Plan as a guide for future recreational facility investments.
- b. Identify separate funding mechanisms to ensure that existing underserved areas receive investment along with the capacity-enhancement projects for new residential areas.
- c. Update the City's SDC methodology to ensure that funds are available to provide parks, trails, and recreation facilities in infill and new residential areas.

**Goal 2: Take Care of What We Have**

Manage, maintain, and create parks, facilities, and open space that support safe, attractive, and engaging recreation and green space.

Policy 2.1. Develop and apply uniform design policies and maintenance practices for the parks system.

- a. Refine maintenance standards to uphold quality user experience, maximize existing resources, and promote fiscal sustainability.

Policy 2.2. Actively address deferred maintenance needs.

- a. Develop and implement an asset management plan to guide the regular evaluation, repair, and replacement of aging or worn park facilities, amenities, and equipment.
- b. Fund and implement a Capital Improvement Plan (CIP) to include the replacement and improvement of current facilities and amenities.

Policy 2.3. Develop a stronger volunteer system that builds ownership and support for Scappoose's parks, facilities, trails, open space, and programs.

- a. Continue to engage volunteers and non-profit groups to assist in maintaining parks, trails, and open spaces, as appropriate.

- b. Track volunteer hours and projects completed to gauge effectiveness, plan for future opportunities, and leverage grant funds.

Policy 2.4. Dedicate funds to maintain current parks, trails, and open space and anticipate funding needed for the expanded system.

- a. Ensure adequate staffing for administration, maintenance, and programming to meet demand and ensure service quality.
- b. Before developing new parks and facilities, ensure that the City has sufficient maintenance staff and resources for the caretaking and stewardship of existing and new assets.
- c. Build community support aimed at increasing financing for operations and maintenance to ensure sufficient resources are available to support a high-quality parks and recreation system.
- d. Identify new funding sources for capital projects and ongoing operations.

### **Goal 3: Serve All Ages and Abilities**

Diversify recreation opportunities by providing a variety of inclusive, accessible park facilities and experiences.

Policy 3.1. Engage park users of different ages, genders, income levels, cultural backgrounds, abilities, and interests.

- a. Activate parks by concentrating program activities and amenities that have intergenerational appeal for children, teens, adults and seniors and that support multiple interests and encourage families to enjoy park amenities together.
- b. Create large and small social gathering and event spaces system-wide when determining optimal features in new parks.
- c. Develop and maintain multi-purpose park facilities where practical to accommodate changes in community needs over time.
- d. Support long-term park use by continuing to reinvest in existing facilities and support amenities to provide quality recreation opportunities and adapt park offerings to appeal to a range of users.
- e. Accommodate the physical activity and health needs of seniors, people with special needs, and all residents by addressing the comfort, safety and accessibility of all park features.
- f. Consider incorporating multigenerational play facilities and outdoor fitness equipment to address senior recreation needs.
- g. Consider incorporating outdoor facilities and accommodating activities not currently available into new Neighborhood Parks.
- h. Ensure information about parks, facilities, events, and programs are publicly available and consistently promoted.



Policy 3.2. Work to meet the community needs for high-quality athletic and fitness facilities.

- a. Determine the optimal type, size, and location of sport fields and courts during the master plan process for the new Community Park.
- b. Integrate smaller-footprint facilities that support fitness and play, such as outdoor fitness equipment, sports courts, climbing features, and challenge elements.

Policy 3.3. Increase accessibility and inclusivity of Scappoose parks, facilities, trails, public open space, and other amenities.

- a. Implement universal design practices when developing new or renovating existing facilities to accommodate a wide range of individual preferences and abilities.
- b. As parks are renovated and new parks are developed, facilities and features should be designed and incorporated that meet the requirements of people with different physical, developmental, behavioral, and sensory needs.
- c. Continue to improve ADA accessibility of facilities, including but not limited to improving parking areas, access paths to facilities, playground and pathway surfacing, and pads under picnic tables.

**Goal 4: Connect Residents to the Natural Environment**

Strive to protect and enhance natural areas, understanding the health and wellness benefits to the community when connected to nature.

Policy 4.1. Steward and manage passive recreation areas, open space, and natural areas for the enjoyment and health of community members.

- a. Integrate management plans for all open space and natural areas in City parks which address appropriate access and connectivity with neighboring properties, resource sensitivity, existing resources, and opportunities for resource enhancement and restoration.
- b. Continue the partnership with Scappoose Bay Watershed Council (SBWC) and facilitate creek restoration projects in public parklands.

Policy 4.2. Enhance access to and use of open spaces and natural areas while balancing resource management needs.

- a. Provide trails for walking, hiking, biking, and nature observation and education in undeveloped or under-developed parks.
- b. Offer spaces for nature interpretation and environmental education in all City parks.
- c. Explore programs and funding to enhance access within the floodplain for the public's recreational use.
- d. Develop strategically identified creeks and riparian corridors as "complete creeks" or greenways with managed natural vegetation and trails that connect open space systems, trails, and parks to neighborhoods.
- e. Where appropriate, connect open spaces through trails, greenways, wildlife corridors, and open space connections.
- f. Where appropriate, plan, design, and protect areas for habitat viability, including the safe movement of wildlife necessary to maintain biodiversity and ecological balance.

- g. Restore and protect riparian habitats near open space and recreational facilities.

Policy 4.3. Promote the development of park and recreation facilities that minimize impacts to natural areas and habitats, especially those that are environmentally sensitive.

- a. Balance nature play and natural areas with developed amenities in parks.
- b. Highlight natural features within parks, such as supporting creek views.
- c. Expand interpretive signage in parks and along trails.

#### **Goal 5: Create a Connected System**

Prioritize trail connections that support active transportation and recreation, connecting key parks and City destinations.

Policy 5.1 Promote and provide multi-use trail connections to parks and recreation facilities.

- a. Coordinate with Transportation System Plan (TSP) proposed projects to prioritize and provide for pedestrian and bicycle corridors, paths, and trails to promote connectivity between parks, recreation areas and other destinations in the city.
- b. Ensure trails, walkways, and bikeways meet accessibility standards and accommodate a variety of users.
- c. Develop the Scappoose Creek Trail and explore trail alignments that can create a connected parks system.
- d. Continue to coordinate with neighboring jurisdictions on regional trail connections.
- e. Create safer walking and biking connections to parks and trailheads.
- f. Add signage, interpretive maps, and wayfinding features.

Policy 5.2 Provide a variety of trails and trail amenities within parks and open space to support trail-related recreation and connectivity.

- a. Identify appropriate sites to develop loop trails, nature trails, and soft-surfaced trails for jogging and mountain biking.
- b. Identify parks where trailheads and trail support amenities will support local and regional trail use.
- c. Consider and mitigate impacts to natural resources when developing trails in parks, open space, and natural areas.

#### **Goal 6: Support and Expand Local Collaboration**

Leverage resources through strategic and deliberate partnerships to provide community-supported facilities, programs, events, and services.

Policy 6.1 Coordinate with other public and private organizations, and private developers, to provide a wider range of facilities and programming within Scappoose to avoid the duplication of services.

- a. Investigate how new assets and programs can be co-located with new or existing facilities, including schools, libraries, and areas of concentrated employment to share construction

- and maintenance costs, provide efficient delivery of services, and create multipurpose destinations.
- b. Engage with the School District to explore formalizing community use of school properties and potential partnering opportunities.
  - c. Look for opportunities to work with landowners and developers to create park space and recreational opportunities and improvements, specifically in areas that lack 10-minute walk access.
  - d. Take into account the locations and types of recreation facilities provided by homeowner's associations, schools, and other providers when designing new parks to avoid duplicating recreation uses.
  - e. Ensure staff support and capacity to pursue new and maintain ongoing agency collaboration and partnerships.
  - f. Continue to coordinate with the County to enhance park and recreation opportunities, particularly in urbanizing areas and on enhancements to the Crown Z Trail, including interpretive signage.
  - g. Strengthen relationships with Columbia County and the City of St. Helens to share and promote regional recreational offerings and identify areas of common interest and possibilities of shared funding or resources.

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APPENDIX

- A. CITIZEN INVOLVEMENT
- B. 1989 QUESTIONNAIRE RESULTS
- C. THE PLAN AND ZONING
- D. STATE-WIDE GOALS
- E. FISH AND WILDLIFE
- F. SITES OF HISTORICAL INTEREST
- G. URBAN GROWTH AREA MANAGEMENT AGREEMENT
- H. 2016 SCAPPOOSE INDUSTRIAL AIRPARK MASTER PLAN, ORD 862, 2017
- I. COORDINATED POPULATION FORECAST 2017-2067: COLUMBIA COUNTY URBAN GROWTH BOUNDARIES & AREAS OUTSIDE OF UGB'S, ORD 868, 2018
- J. CITY OF SCAPPOOSE ECONOMIC OPPORTUNITIES ANALYSIS, ORD 816, 2011
- K. 2024 SCAPPOOSE PARKS, TRAILS AND OPEN SPACE PLAN, ORD 862, 2017
- L. 2017 CITY OF SCAPPOOSE HOUSING NEEDS ANALYSIS, ORD 868, 2018





CPTA1-23

February 1, 2024

*Adoption of the 2024 Scappoose Parks, Trails and Open Space Plan*

### CITY OF SCAPPOOSE STAFF REPORT

**REQUEST:** Approval of two proposed actions:

1. Adoption of the 2024 Parks, Trails and Open Space Plan
2. Amend the Comprehensive Plan Text (CPTA1-23) as follows:
  - Remove Parks and Recreation from the Inventories section<sup>1</sup>
  - Update the existing Parks, Trails and Open Space goals and policies
  - Replace existing Appendix K with the 2024 Scappoose Parks, Trails and Open Space Plan

**APPLICANT:** City of Scappoose

**EXHIBITS:**

1. 2024 Scappoose Parks, Trails and Open Space Plan
2. Proposed amendments to the Comprehensive Plan text

#### **INTRODUCTION:**

Over the past year, the City of Scappoose has developed an update to the adopted 2017 Parks Trails and Open Space Plan based on a technical analysis of the park system and community and stakeholder feedback. The planning process consisted of five phases; evaluation of existing conditions, identification of park needs, updates to policies and projects, creation of an action plan, and lastly, development and adoption of the Plan. The 2024 Parks, Trails, and Open Space Plan will be the Parks and Recreation element of the City's comprehensive plan and prepares Scappoose to address its parks and recreational needs within its urban growth boundary over the next 20 years.

#### **OBSERVATIONS:**

As stated in the Plan, the 2024 Parks, Trails, and Open Space Plan sets a renewed direction for the City of Scappoose's parks and recreation system. This Plan presents the long-term vision and strategy for the future of parks, trails, open space, natural areas, recreation facilities, programs, and related services.

The City last updated its Parks, Trails, and Open Space Plan in 2017. Since then, parkland acquisitions, shifts in funding and staffing levels, changing demographics, aging recreation amenities, and new emerging community priorities require focused attention and a guiding framework.

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<sup>1</sup> Please note that the City will be removing individual inventories from the Comprehensive Plan, with each applicable new amendment moving forward, in order to streamline the Comprehensive Plan and to keep it more up to date. The inventories would then reside within each applicable Master Plan document.

Specifically, this plan update:

- Provides an updated inventory of parks and facilities, as well as a review of the existing strengths and weaknesses of the system.
- Describes the planning context, including a demographic profile and current levels of service.
- Identifies new or emerging park needs and opportunities for the park system, particularly those resulting from a growing community.
- Recommends projects and actions to meet community needs and create efficiencies across the system.
- Prioritizes a set of recommendations to guide future implementation.

**RECOMMENDATION:**

Staff recommends that the Planning Commission recommend approval to City Council of the two proposed actions pertaining to adoption of the 2024 Scappoose Parks, Trails and Open Space Plan. The reasons and rationale described within this report support the approval and adoption of the Plan and Comprehensive Plan Text Amendments.

**FINDINGS OF FACT:**

1. **The following sections of Title 17 of the Scappoose Municipal Code (Scappoose Development Code) are applicable to this request:**

*Chapter 17.22 Amendments to the Title, Comprehensive Plan and Maps*

*[...]*

*17.22.040 Approval criteria*

*Planning commission review and recommendation, and Council approval, of an ordinance amending the comprehensive plan, the zoning map, or this title shall be based on the following criteria:*

*A. If the proposal involves an amendment to the comprehensive plan, the amendment is consistent with the Statewide Planning Goals and relevant Oregon Revised Statutes and Administrative Rules;*

**Finding:** The proposal involves an amendment to the comprehensive plan, therefore, findings related to consistency with the statewide planning goals and relevant Oregon Revised Statutes and Administrative Rules are provided later in this report.

*B. The proposal is consistent with the comprehensive plan (although the comprehensive plan may be amended concurrently with proposed changes in zoning or this title), the standards of this title, or other applicable implementing ordinances;*



**Finding:** Findings related to consistency with the comprehensive plan and the standards of this title are outlined below. No other implementing ordinances are applicable to this request.

*C. The change will not adversely affect the health, safety, and welfare of the community;*

**Finding:** The comprehensive plan text amendments and adoption of the Plan would not adversely affect the health, safety or welfare of the community. Adoption of the Plan and amendments is expected to contribute to the health and well-being of the community since the Plan aims to enhance and expand the park system which would support healthy living, provide safe places for children to play and learn and promote civic engagement.

*D. The proposal either responds to changes in the community or it corrects a mistake or inconsistency in the comprehensive plan, the zoning map, or this title; and*

**Finding:** This proposal responds to changes in the community. Since the adoption of the Parks, Trails, and Open Space Plan in 2017, parkland acquisitions, shifts in funding and staffing levels, changing demographics, aging recreation amenities, and new emerging community priorities have created the need for an updated Plan. The comprehensive plan text amendments support the updated Parks, Trails and Open Space goals and policies that were identified during the planning process.

*E. The amendment conforms to Section [17.22.050](#).*

*17.22.050 Transportation Planning Rule analysis*

*Proposals to amend the comprehensive plan or zoning map shall be reviewed to determine whether they significantly affect a transportation facility pursuant to Oregon Administrative Rule (OAR) [660-012-0060](#) (Transportation Planning Rule - TPR). Where the City, in consultation with the applicable roadway authority, finds that a proposed amendment would have a significant effect on a transportation facility, the City shall work with the roadway authority and the applicant to modify the request or mitigate the impacts in accordance with the TPR and applicable law.*

**Finding:** The Transportation Planning Rule is not applicable to this request since the City is not proposing a zone change or any change that would affect the functional classification of any roads or have a significant effect on a transportation facility within the City's transportation system. Sections 17.22.040 and 17.22.050 are satisfied.

#### *Chapter 17.160 PROCEDURES FOR DECISION MAKING—LEGISLATIVE*

*17.160.120 The standards for the decision.* *A. The recommendation by the planning commission and the decision by the council shall be based on consideration of the following factors:*

- 1. Any applicable statewide planning goals and guidelines adopted under Oregon Revised Statutes Chapter 197;*
- 2. Any federal or state statutes or rules found applicable;*
- 3. The applicable comprehensive plan policies and map; and*

4. *The applicable provisions of the implementing ordinances.*

B. *Consideration may also be given to:*

*Proof of a substantial change in circumstances, a mistake, or inconsistency in the comprehensive plan or implementing ordinance which is the subject of the application.*

**Finding:** The Planning Commission's recommendation and the City Council's decision shall be based on applicable statewide planning goals and guidelines, federal and state statutes and rules, Comprehensive Plan policies, and provisions of the Scappoose Development Code, as detailed in the findings within this report. Section 17.160.120 is satisfied.

**2. The following Statewide Planning Goals are applicable to this request:**

***Citizen Involvement (Goal 1)***

*Objective: To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.*

**Finding:** This application complies with the citizen involvement processes included in the City's acknowledged comprehensive plan and development code, which is consistent with Statewide Planning Goal 1. The Planning Commission and City Council will hold public hearings on the proposal prior to adopting the Parks, Trails and Open Space Plan and amendments to the comprehensive plan. Notice of the proposal and hearings was published in the local newspaper and on the City's website on January 26, 2024. The proposal was sent to the Department of Land Conservation and Development on January 4, 2024, in advance of the February 8, 2024 Planning Commission hearing. City Council will hold a public hearing and first reading of the ordinance on February 20, 2024 and will meet for a second reading of the ordinance and adoption on March 4, 2024.

Scappoose residents were directly involved in identifying system-wide needs and suggesting ideas and priorities to carry out the Plan. The community engagement process involved a variety of activities designed to understand community preferences and needs. Outreach included several pop-up events during the Fall of 2022, a citywide online survey, and an interactive work session at the Spring 2023 Annual Town Meeting. The Scappoose Parks and Recreation Committee (SPRC), Planning Commission, and City Council also provided input throughout the planning process and guided development of the Plan. Goal 1 is satisfied.

***Land Use Planning (Goal 2)***

*Objective: To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.*

**Finding:** Goal 2 requires local governments to have and follow a comprehensive plan and implementing ordinances and to follow their comprehensive plan and implementing ordinances when making land use decisions to assure an adequate factual base for such decisions. The current proposal is to adopt the 2024 Parks, Trails and Open Space Plan, and

to amend the comprehensive plan text as described in **Exhibit 2**, consistent with the City's comprehensive plan and implementing ordinance regulations regarding legislative land use decisions. Legislative decisions first require a Planning Commission recommendation to the City Council, which then makes a decision based on stated findings. The Planning Commission and City Council hearings are open to the public. The Planning Commission hearing is scheduled for February 8, 2024. City Council will hold a public hearing and first reading of the ordinance on February 20, 2024 and will meet for a second reading of the ordinance and adoption on March 4, 2024. Goal 2 is satisfied.

***Natural Resources, Scenic and Historic Areas, and Open Spaces (Goal 5)***

*Objective: To protect natural resources and conserve scenic and historic areas and open spaces*

**Finding:** This Goal requires that local governments adopt programs which protect natural resources as well as to inventory such resources. Natural resource areas play an important role in the balance of an active and passive parks and recreation system. The City's adopted Comprehensive Plan and implementing ordinances have achieved this Goal. The current proposal to adopt the 2024 Parks, Trails and Open Space Plan and associated Comprehensive Plan text amendment seeks to update the inventory of parks and open space within the urban growth boundary as well as the City's trail network. The Plan identifies future projects that will enhance the overall natural resource system, supporting the intent of Goal 5. Goal 5 is satisfied.

***Recreational Needs (Goal 8)***

*Objective: To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.*

**Finding:** As stated in the 2024 Parks, Trails and Open Space Plan, the Plan presents the long-term vision and strategy for the future of parks, trails and recreation facilities, programs, and related services over the next 20 years. The Plan inventories existing parks and facilities, identifies community needs, and informs park funding and investments over the planning horizon. Additionally, the proposed Comprehensive Plan text amendment will update the goals and policies for Parks, Trails, and Open Space to more accurately reflect the vision Scappoose has for its park system. Goal 8 is satisfied.

Statewide Planning Goals 3, 4, 6, 7 and 9-19 are not applicable to this application.

**3. The following Oregon Revised Statutes are applicable to this request:**

***ORS 197.610 - Submission of proposed comprehensive plan or land use regulation changes to Department of Land Conservation and Development***



- (1) *Before a local government adopts a change, including additions and deletions, to an acknowledged comprehensive plan or a land use regulation, the local government shall submit the proposed change to the Director of the Department of Land Conservation and Development. The Land Conservation and Development Commission shall specify, by rule, the deadline for submitting proposed changes, but in all cases the proposed change must be submitted at least 20 days before the local government holds the first evidentiary hearing on adoption of the proposed change. The commission may not require a local government to submit the proposed change more than 35 days before the first evidentiary hearing.*
- (2) *If a local government determines that emergency circumstances beyond the control of the local government require expedited review, the local government shall submit the proposed changes as soon as practicable but may submit the proposed changes after the applicable deadline.*

**Finding:** Notice of the proposed change to the comprehensive plan was sent to the Department of Land Conservation and Development (DLCD) on January 4, 2024 – 35 days prior to the first evidentiary hearing.

- (3) *Submission of the proposed change must include all of the following materials:*
  - (a) *The text of the proposed change to the comprehensive plan or land use regulation implementing the plan;*
  - (b) *If a comprehensive plan map or zoning map is created or altered by the proposed change, a copy of the map that is created or altered;*
  - (c) *A brief narrative summary of the proposed change and any supplemental information that the local government believes may be useful to inform the director or members of the public of the effect of the proposed change;*
  - (d) *The date set for the first evidentiary hearing;*
  - (e) *The form of notice or a draft of the notice to be provided under ORS 197.197 (Local quasi-judicial land use hearings), if applicable; and*
  - (f) *Any staff report on the proposed change or information describing when the staff report will be available and how a copy of the staff report can be obtained.*

**Finding:** All of the above applicable materials were provided in the submission to DLCD on January 4, 2024.

- (4) *The director shall cause notice of the proposed change to the acknowledged comprehensive plan or the land use regulation to be provided to:*
  - (a) *Persons that have requested notice of changes to the acknowledged comprehensive plan of the particular local government, using electronic mail, electronic bulletin board, electronic list server or similar electronic method; and*

*(b) Persons that are generally interested in changes to acknowledged comprehensive plans by posting notices periodically on a public website using the internet or a similar electronic method.*

**Finding:** This requirement is not applicable to the City since it involves action needed by the director of DLCD, not the local government.

*(5) When a local government determines that the land use statutes, statewide land use planning goals and administrative rules of the commission that implement either the statutes or the goals do not apply to a proposed change to the acknowledged comprehensive plan and the land use regulations, submission of the proposed change under this section is not required.*

**Finding:** This section is not applicable since the City has found that the statewide planning goals and administrative rules are applicable.

*(6) If, after submitting the materials described in subsection (3) of this section, the proposed change is altered to such an extent that the materials submitted no longer reasonably describe the proposed change, the local government must notify the Department of Land Conservation and Development of the alterations to the proposed change and provide a summary of the alterations along with any alterations to the proposed text or map to the director at least 10 days before the final evidentiary hearing on the proposal. The director shall cause notice of the alterations to be given in the manner described in subsection (4) of this section. Circumstances requiring resubmission of a proposed change may include, but are not limited to, a change in the principal uses allowed under the proposed change or a significant change in the location at which the principal uses would be allowed, limited or prohibited.*

**Finding:** No changes have been made to the original proposal as submitted to DLCD on January 4, 2024. However, should changes be made prior to adoption that rise to the level described above, the City will provide the required summary of changes to the director at least 10 days prior to the final evidentiary hearing.

*(7) When the director determines that a proposed change to an acknowledged comprehensive plan or a land use regulation may not be in compliance with land use statutes or the statewide land use planning goals, including administrative rules implementing either the statutes or the goals, the department shall notify the local government of the concerns at least 15 days before the final evidentiary hearing, unless there is only one hearing or the proposed change has been modified to the extent that resubmission is required under subsection (6) of this section.*

*(8) Notwithstanding subsection (7) of this section, the department may provide advisory recommendations to the local government concerning the proposed change to the acknowledged comprehensive plan or land use regulation.*

**Finding:** The director of DLCD has not indicated that the proposed changes to the City's acknowledged comprehensive plan are out of compliance with any applicable land use statutes

or the statewide land use planning goals, including administrative rules implementing either the statutes or the goals as of the date of this report. The provisions of ORS 197.610 are satisfied.

4. The following Oregon Administrative Rules are applicable to this request:

**OAR 660-034-0040 - Planning for Local Parks**

- (1) Local park providers may prepare local park master plans, and local governments may amend acknowledged comprehensive plans and zoning ordinances pursuant to the requirements and procedures of ORS 197.610 (Submission of proposed comprehensive plan or land use regulation changes to Department of Land Conservation and Development) to 197.625 (Acknowledgement of comprehensive plan or land use regulation changes) in order to implement such local park plans. Local governments are not required to adopt a local park master plan in order to approve a land use decision allowing parks or park uses on agricultural lands under provisions of ORS 215.213 (Uses permitted in exclusive farm zones in counties that adopted marginal lands systems prior to 1993) or 215.283 (Uses permitted in exclusive farm use zones in nonmarginal lands counties) or on forestlands under provisions of OAR 660-006-0025 (Uses Authorized in Forest Zones)(4), as further addressed in sections (3) and (4) of this rule. If a local government decides to adopt a local park plan as part of the local comprehensive plan, the adoption shall include:*
- (a) A plan map designation, as necessary, to indicate the location and boundaries of the local park; and*
  - (b) Appropriate zoning categories and map designations (a "local park" zone or overlay zone is recommended), including objective land use and siting review criteria, in order to authorize the existing and planned park uses described in local park master plan.*
- (2) Unless the context requires otherwise, this rule does not require changes to:*
- (a) Local park plans that were adopted as part of a acknowledged local land use plan prior to July 15, 1998; or*
  - (b) Lawful uses in existence within local parks on July 15, 1998.*

**Finding:** The current proposal is to update the existing 2017 Parks, Trails, and Open Space Plan, but does not propose to rezone any lands as parks since our existing parks are either already zoned as PL-R (Public Lands Recreation) or were developed as a park under other zoning that allowed for park uses as an outright permitted use. The City has existing development code provisions within Chapter 17.79 – Public Lands Recreation and Chapter 17.120 – Site Development Review that include objective land use and siting review criteria.

- (3) All uses allowed under Statewide Planning Goal 3 are allowed on agricultural land within a local park and all uses allowed under Statewide Planning Goal 4 are allowed on forest land within a local park, in accordance with applicable laws, statewide goals, and rules.*
- (4) Although some of the uses listed in OAR 660-034-0035 (Park Uses On Agricultural and Forest Land)(2)(a) to (g) are not allowed on agricultural or forest land without an exception to Goal 3 or Goal 4, a local government is not required to take an exception to Goals 3 or 4 to allow*



*such uses on land within a local park provided such uses, alone or in combination, meet all other statewide goals and are described and authorized in a local park master plan that: [...]*

**Finding:** The City is not proposing park development on any agricultural or forest lands as part of the current proposal; therefore, sections 3 and 4 are not applicable. OAR 660-034-0040 is satisfied.

**5. *The following Goals and Policies from the Scappoose Comprehensive Plan are applicable to this request:***

***Parks, Trails and Open Space Goals and Policies***

**Finding:** The proposed Comprehensive Plan text amendment seeks to replace all of the existing Parks, Trails and Open Space goals and policies to better reflect the vision Scappoose has for its park system (see proposed text amendments in **Exhibit 2**). As stated in the Plan, goals serve as the highest-level policy foundation and provide clear direction for what Scappoose intends to achieve in its parks system and policies articulate the City's intent, direction and aspirations. The proposed language also goes a step further to provide specific actions after each stated policy which would help accomplish the goals and policies over time when implemented. Appendix E of the Plan (see **Exhibit 1**) includes a crosswalk<sup>2</sup> that shows how adopted goals and policies are represented or carried forward in the proposed goals, policies, and actions. As seen in the crosswalk within Appendix E of the Plan (**Exhibit 1**), the majority of the adopted goals and policies are carried forward into the proposed goals, policies and actions. Where goals or policies are not carried forward, an explanation is provided for why they are not recommended to be included in the proposed set of goals and policies. The proposed goals, policies and actions were vetted by the Scappoose Parks and Recreation Committee while serving as the technical advisory committee during the creation of the Plan, as well as by the City Council and Planning Commission during a joint work session to review the Plan prior to the final hearings ready draft being prepared. This update to the Parks, Trails and Open Space goals and policies of the Comprehensive Plan reflects current conditions and community priorities, which are consistent with the Parks Plan recommendations and findings. Parks, Trails and Opens Space goals and policies are satisfied.

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<sup>2</sup> The crosswalk begins on page E-8 of Appendix E

