

**ORDINANCE NO. 862**

**AN ORDINANCE ADOPTING THE 2017 SCAPPOOSE PARKS, TRAILS AND OPEN SPACE PLAN; AMENDING THE INVENTORIES SECTION OF THE SCAPPOOSE COMPREHENSIVE PLAN; UPDATING THE NATURAL FACTORS AND LOCAL RESOURCES, AND OPEN SPACE, GOALS AND POLICIES OF SCAPPOOSE COMPREHENSIVE PLAN; AND ADDING AN APPENDIX TO THE SCAPPOOSE COMPREHENSIVE PLAN**

**WHEREAS**, the City of Scappoose last updated its Parks Master Plan in 1997; and

**WHEREAS**, the proposed 2017 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 through the year 2037; and

**WHEREAS**, the development of the Scappoose Parks, Trails and Open Space Plan involved citizen involvement in the form of nineteen meetings of the Parks and Recreation Committee, two Annual Town Meetings, two open houses at City Hall and multiple private stake holder meetings; 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 June 8, 2017 and the City Council held a hearing on the application on June 19 and July 17, 2017; now therefore,

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

**Section 1.** The Scappoose Parks, Trails and Open Space Plan dated July 2017, a copy of which is on file with the City Recorder, is hereby adopted as a component of the Scappoose Comprehensive Plan.

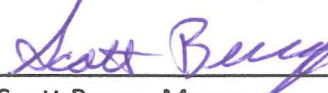
**Section 2.** The Scappoose Comprehensive Plan is hereby amended as indicated in Exhibit A, attached hereto and hereby incorporated by reference.

**Section 3.** The City of Scappoose adopts the findings and conclusions contained in in the staff report dated June 1, 2017, attached to this ordinance as Exhibit B 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.

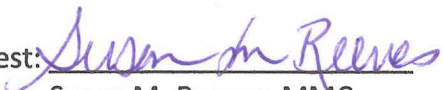
**PASSED AND ADOPTED** by the City Council this 17<sup>th</sup> day of July 2017, and signed by me in authentication of its passage.

**CITY OF SCAPPOOSE, OREGON**

  
\_\_\_\_\_  
Scott Burge, Mayor

First Reading: June 19, 2017

Second Reading: July 17, 2017

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

# SCAPPOOSE

PARKS, TRAILS & OPEN SPACE PLAN



This page intentionally left blank.

# ACKNOWLEDGEMENTS

---

## PARKS & RECREATION COMMITTEE

---

Alyse Lansing  
Beth Zelfer  
Cara Heinze  
Dakota Meyer  
David Powers  
Grant Carpenter  
Jeannine Duehren  
Jolene Jonas  
Peter McHugh

## CITY COUNCIL

---

Scott Burge, Mayor  
Mark Reed, President  
Natalie Sanders  
Patrick Kessi  
Rich Riffle  
Joel Haugen  
Megan Greisen

## CITY STAFF

---

Michael Sykes, City Manager  
Laurie Oliver, City Planner  
Alexandra Rains, Program Analyst  
Doug Nassimbene, Field Services Supervisor  
Dave Sukau, Public Works Director  
Chris Negelspach, City Engineer

## RESOURCE ASSISTANCE FOR RURAL ENVIRONMENTS

---

Megan Smith, Program Director  
Titus Tomlinson, Program Coordinator  
Nicholas Sund, Project Manager  
Benjamin Tolles, Project Manager



# TABLE OF CONTENTS

---

<b>1.</b>	<b>Introduction .....</b>	<b>1</b>
1.1	<i>Executive Summary .....</i>	2
1.2	<i>Plan Overview .....</i>	3
1.3	<i>Community Profile .....</i>	5
1.4	<i>Parks Funding .....</i>	6
<b>2.</b>	<b>Existing Conditions .....</b>	<b>9</b>
2.1	<i>Summary .....</i>	10
2.2	<i>Parks and Trails .....</i>	11
2.3	<i>School District Facilities .....</i>	22
2.4	<i>Open Space .....</i>	26
<b>3.</b>	<b>Needs Assessment .....</b>	<b>33</b>
3.1	<i>Summary .....</i>	34
3.2	<i>Level of Service Analysis .....</i>	35
3.3	<i>1991 Survey .....</i>	40
3.4	<i>2000 Survey .....</i>	41
3.5	<i>2002 Survey .....</i>	42
3.6	<i>2016 Survey .....</i>	42
3.7	<i>2017 Annual Town Meeting .....</i>	44
<b>4.</b>	<b>Goals &amp; Strategies .....</b>	<b>45</b>
4.1	<i>Vision .....</i>	46
4.2	<i>Mission .....</i>	46
4.3	<i>Goals .....</i>	46
4.4	<i>Park Strategies .....</i>	47
4.5	<i>Trail Strategies .....</i>	47
4.6	<i>Open Space Strategies .....</i>	50
4.7	<i>Access and Connectivity Strategies .....</i>	50
4.8	<i>Recreational Strategies .....</i>	51
4.9	<i>Management Strategies .....</i>	51

4.10	<i>Maintenance Strategies</i>	51
<b>5.</b>	<b>Implementation</b>	<b>53</b>
5.1	<i>Community Priorities</i>	55
5.2	<i>Parks</i>	55
5.3	<i>Trails</i>	56
5.4	<i>Open Space</i>	57
5.5	<i>Accessibility</i>	58
5.6	<i>Recreation</i>	58
5.7	<i>Maintenance</i>	58
5.8	<i>Management</i>	59
<b>APPENDIX A: 2017 CAPITAL IMPROVEMENT PLAN</b>		<b>61</b>
<b>APPENDIX B: 2017 ANNUAL TOWN MEETING RESULTS</b>		<b>97</b>





# **1. INTRODUCTION**

---

**1.1 EXECUTIVE SUMMARY**

**1.2 PLAN OVERVIEW**

**1.3 COMMUNITY PROFILE**

**1.4 PARKS FUNDING**

---

## 1.1 EXECUTIVE SUMMARY

---

The City of Scappoose strives to provide a complete system of public parks, trails, and open space to meet our community's needs now and in the future. As we expand our roads, utilities, and services for our growing town, we also need to upgrade our green infrastructure of parks, trails, and open space.

This plan will guide future decision making and the development of parks, trails, and open space while balancing our community's needs with available resources. Key issues, priorities, and needs were identified by local residents in a community survey and at multiple public meetings in the winter and spring of 2016. Community members created goals for the parks, trails, and open space in Scappoose, and for other concerns such as accessibility, recreation, maintenance, and management. The community has prioritized its goals and strategies, and this plan was developed to implement them.

### **Scappoose needs more park space.**

There are roughly 3.02 acres of parkland for every 1,000 residents in Scappoose—half the amount recommended by state and national standards. According to Oregon Parks and Recreation SCORP standards every resident should live no more than a five to ten minute walk to the nearest park.

### **Scappoose needs more park types.**

Different types of parks, such as small “pocket” parks, would complement Scappoose’s existing medium-sized parks and would support a wider range of recreational activities. Community members are particularly interested in developing more trails, like the Crown-Zellerbach Trail, and building a community center.

### **Scappoose needs more recreational facilities.**

City parks and Scappoose School District facilities are heavily used by school athletic programs and community leagues, and they are running out of space. Teams often play on fields designed for different sports or travel to other communities to use their fields. The community is especially interested in building a year round soccer field.

### **Scappoose needs more funding for parks.**

Scappoose provides parks and recreation opportunities to people inside and outside City limits, but parks are only funded by the City of Scappoose General Fund. New sources of funding will be needed to keep up with our community’s growing demand for parks and recreation.

### **Scappoose needs more staff for parks.**

The City of Scappoose has only one staff person to maintain parks. Even so, community members rate park upkeep as “excellent” and “very good”. Additional staff would help provide more sports opportunities and recreation programs, organize volunteer events, and allow for more state and federal funding. Not only that, but expanding Scappoose’s Park System would put a higher demand on the Scappoose Police Department. Plans for increasing staffing levels for both public safety and day to day park operations should be considered.

## 1.2 PLAN OVERVIEW

The **Parks, Trails, and Open Space Plan** will guide the continued improvement of public parks, trails, and open space as the City of Scappoose strives to meet the recreational needs of the residents now and in the future. This plan balances the needs and desires of the community with available resources through the establishment of goals, strategies, and action steps necessary to create a comprehensive park system and provide a foundation for future decision making.



### 1.2.1 Plan Organization

The Parks, Trails, and Open Space Plan is organized into five chapters:

- Chapter 1.** Introduction
- Chapter 2.** Existing Conditions
- Chapter 3.** Needs Assessment
- Chapter 4.** Goals & Strategies
- Chapter 5.** Implementation

### 1.2.2 Planning Area

The planning area for the Parks, Trails, and Open Space Plan extends beyond the City's limits to include all areas within the urban growth boundary (UGB), including unincorporated areas. When identifying parcels for park acquisition, preference is given to properties that are in close proximity to residents within Scappoose's UGB.

Though park and recreation space owned by Scappoose School District falls within this geographical area, those parks have not been factored into the Level of Service Analysis, Goals and Strategies, or Implementation. This is because the spaces are not owned by the City, and are primarily used for school activities.

The Parks, Trails, and Open Space Plan aims to provide a variety of outdoor experiences for Scappoose residents. However, there may be times when the type and size of parcels which are sought to provide specific park services are not available within the City's limits because of previous development. Some recommendations for future parks and open space areas involve land beyond the UGB.

When acquiring land or purchasing conservation easements, the City will rely on responsible negotiations with willing sellers based on appraisals of fair market value to benefit the public's and owners' interests. Parks strategies will not infringe upon the rights of property owners and will stress voluntary participation.

This plan is a guiding document for the City and has no legal or regulatory effect on land located outside the City's limits. Adopting the Parks, Trails, and Open Space Plan does not amount to the City exercising any governmental authority outside of the City's limits or UGB.

### 1.2.3 Planning Process & Methodology

#### Phase 1: Collect

The City compiled an Inventory of existing park and recreation resources. A survey of area residents was conducted to identify key issues, priorities, and needs, and public meetings were held in winter and spring of 2016.

#### Phase 2: Build

Public opinion and a Level of Service Analysis were compiled in the Needs Assessment. Vision, Mission, Goals, and Strategies were developed to meet those needs.

#### Phase 3: Reflect

A draft of the Parks, Trails, and Open Space Plan was created for committee, staff, and public review.

#### Phase 4: Refine

Development of the final plan is completed based on public priorities and funding options.

#### Phase 5: Adoption

The Parks, Trails, and Open Space Plan is adopted by the Scappoose City Council, replacing the 1997 Parks and Recreation Master Plan and the previous 2002 Plan Update. This plan should be reviewed and updated every five years.

### 1.2.4 Related plans

The Parks, Trails, and Open Space Plan informs and is informed by other City, regional, and State plans. The following documents can provide guidance for future planning and decision-making.

#### City Plans

- Strategic Plan
- Comprehensive Plan
- Transportation System Plan (TSP)

#### Regional Plans

- Crown-Zellerbach Trail Implementation Plan
- South Scappoose Creek Assessment & Restoration Plan

#### State Plans

- Oregon State Comprehensive Outdoor Recreation Plan (SCORP)
- Oregon Statewide Trails Plan

## 1.3 COMMUNITY PROFILE

---

People use parks in all sorts of ways, and different groups of people have different recreational needs. Understanding the demographic composition of our community and its future trends is necessary for determining proper recommendations for the parks system.

### 1.3.1 Population, Trends & Projections

As of July 2017, the population of Scappoose was estimated at 6,785 people. The population of Scappoose is growing and becoming more diverse, which is increasing the demand for parks and recreation facilities.

#### Age Distribution

Scappoose has a high proportion of working-age adults and children, so this plan must consider the needs of family households with children. Compared to the United States and Columbia County, Scappoose has a higher proportion of children (aged 14 years and under) and working-age adults (aged 25 to 44 years). There is a relatively low percentage of individuals over the age of 55, compared to the U.S. and Columbia County as a whole. The median age in Scappoose is 41.3 years—slightly older than the median age in Oregon of 38 years.

37.3% of all households in Scappoose have children under the age of 18 living with them, which is higher than both Columbia County (34.4%) and Oregon State (30.1%). The average household size is 2.56 persons—also larger than both Columbia County (2.55) and Oregon State (2.47).

Families tend to have different recreational needs than adults or seniors, including programs for toddlers and elementary school children, family-oriented facilities such as playgrounds, and multi-purpose fields that can accommodate various ages and sports.

#### Ethnicity

The majority of the population of Scappoose is white at 95.2%, followed by 2.6% Latino and 1.4% American Indian or Alaska Native. Less than 1% of the population is Black, Asian, or Native Hawaiian/Pacific Islander. Minority populations is slowly increasing.

#### Commuters

The average park user commutes out of the city every day, so the development and marketing of parks and recreation opportunities must consider commuter needs.

#### Income & Employment

Household income, per capita income levels, and unemployment should all be considered when determining feasible funding mechanisms for Scappoose. Based on 2017 Census data, Scappoose's median income and per capita income at \$61,444 and \$28,825, respectively, is higher than the average in Oregon.

### 1.3.2 Public Health

According to the U.S. Department of Health and Human Services, Centers for Disease Control and Prevention (CDC), regular, moderate exercise has proven to reduce the risk of developing several mental and physical health issues, such as heart disease, stroke, diabetes, obesity, and depression. Access to parks, nature, and recreational opportunities encourages active living, improves physical and mental health, and helps combat community health issues and their associated costs. The City should develop strategies which improve safety for pedestrians and bicyclists and prioritize trail development.

The Center for Disease Control compares Columbia County against similar counties using a set of health indicators. The following summary groups those health indicators into the following categories: “better”, “moderate”, and “worse”, in comparison to similar counties.

**Better, for:**

- Life expectancy (male and female)
- Adult physical activity
- Coronary heart disease deaths
- Adult depression
- Air quality

**Moderate, for:**

- Adult obesity
- Adult overall health status
- Limited access to healthy food
- Access to parks

**Worse, for:**

- Diabetes deaths
- Poverty
- Housing stress

## 1.4 PARKS FUNDING

### 1.4.1 City 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.

**General Fund: Parks Department**

	FY 12-13	FY 13-14	FY 14-15	FY 15-16 Adopted	FY 16-17 Adopted
% of General Fund to Parks	10%	12%	10%	13%	14%

**Parks Department Budget History**

	FY 12-13	FY 13-14	FY 14-15	FY 15-16	FY 16-17 Adopted
Personnel Services	\$227,219	\$227,219	\$186,866	\$207,399	\$229,797
Materials and Services	\$72,976	\$72,976	\$46,950	\$44,546	\$74,865
Capital Outlay	\$25,818	\$25,818	\$25,750	\$137,399	\$301,320
Debt Service	\$477	\$477	-	-	-
Transfers	\$9,725	\$9,725	\$8,953	\$8,953	\$15,471
Parks Total Expenditures	\$336,215	\$336,215	\$268,519	\$398,297	\$621,453

### 1.4.2 Parks System Development Charges (SDCs)

System Development Charges 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 were adopted in (year) and are calculated by the number of dwelling units in a new development. This fund is currently paying off a loan for the development of Veterans Park. This loan matures in 2022.

#### SDC rates in Scappoose per dwelling unit

Type of dwelling unit	SDC per dwelling unit		
	FY 14-15	FY 15-16	FY 16-17
Single-family	\$1881.82	\$1925.1	\$1932.8
Multi-family	\$1383.69	\$1415.51	\$1421.17
Manufactured	\$1474.25	\$1508.16	\$1514.19

### Parks SDC Fund 35

#### ***Parks SDC Fund 35***

Resources	Actual FY 13-14	Actual FY 14-15	Budget FY 15-16	Estimated FY 15-16	Proposed Budget FY 16-17	Approved Budget FY 16-17	Adopted Budget FY 16-17
<b>Working capital carryover</b>	\$ 8,931	\$ 46,833	\$ 93,164	\$ 92,224	\$ 103,854	\$ 103,854	\$ 103,854
<b>Current year resources</b>							
Interest	\$ 193	\$ 445	\$ 400	\$ 570	\$ 570	\$ 570	\$ 570
Intergovernmental							
System development charges	73,626	93,095	112,920	61,155	241,625	241,625	241,625
Transfers							
<b>Total current year resources</b>	\$ 73,819	\$ 93,540	\$ 113,320	\$ 61,725	\$ 242,195	\$ 242,195	\$ 242,195
<b>Total resources</b>	\$ 82,750	\$ 140,373	\$ 206,484	\$ 153,949	\$ 346,049	\$ 346,049	\$ 346,049
<b>Expenditures</b>							
Materials & services	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Capital outlay							
Debt service							
2010 Principal 20013576242 4/1 & 10/1	22,929	38,297	38,297	38,297	38,297	38,297	38,297
2010 Interest 20013576242 4/1 & 10/1	11,896	7,064	6,152	6,152	5,241	5,241	5,241
Transfers	1,092	2,788	5,646	5,646	12,081	12,081	12,081
Contingency			156,389		290,430	290,430	290,430
<b>Total expenditures</b>	\$ 35,917	\$ 48,149	\$ 206,484	\$ 50,095	\$ 346,049	\$ 346,049	\$ 346,049
<b>Ending working capital</b>	\$ 46,833	\$ 92,224	\$ -	\$ 103,854	\$ -	\$ -	\$ -

### 1.4.3 Foot Path & Bicycle Trails Fund

This fund is intended for special sidewalk and path projects. Funding comes from one percent of the state gas tax revenue into this fund.

**Foot Paths & Bicycle Trails Fund 25**

Resources	Actual FY 13-14	Actual FY 14-15	Budget FY 15-16	Estimated FY 15-16	Proposed Budget FY 16-17	Approved Budget FY 16-17	Adopted Budget FY 16-17
<b>Working capital carryover</b>	\$ 21,135	\$ 25,105	\$ 27,174	\$ 28,719	\$ 28,609	\$ 28,609	\$ 28,609
<b>Current year resources</b>							
Interest	\$ 125	\$ 134	\$ 135	\$ 165	\$ 150	\$ 150	\$ 150
Intergovernmental	3,845	3,811	3,468	3,850	3,838	3,838	3,838
<b>Total current year resources</b>	\$ 3,970	\$ 3,945	\$ 3,603	\$ 4,015	\$ 3,988	\$ 3,988	\$ 3,988
<b>Total resources</b>	\$ 25,105	\$ 29,050	\$ 30,777	\$ 32,734	\$ 32,597	\$ 32,597	\$ 32,597
<b>Expenditures</b>							
Material & services	\$ -	\$ 331	\$ 6,000		\$ 3,000	\$ 3,000	\$ 3,000
Capital outlay	-		4,500	4,125	28,000	28,000	28,000
Contingency			20,277		1,597	1,597	1,597
<b>Total expenditures</b>	\$ -	\$ 331	\$ 30,777	\$ 4,125	\$ 32,597	\$ 32,597	\$ 32,597
<b>Ending working capital</b>	\$ 25,105	\$ 28,719	\$ -	\$ 28,609	\$ -	\$ -	\$ -

**1.4.4 Pool Fund**

This is a dedicated fund and the resources can only be used for expenses related to the construction of a pool. This money was initially collected by the Scappoose Community Swim Council as part of a Ballot Initiative beginning in the 1970s. When the committee dissolved in 2012, the Oregon State Justice Department required them to turn the money over to the City. The money from this fund is currently being used to pay off a loan for the pool property on SE 2<sup>nd</sup> Street. In FY 2016-17 expenditures from this fund for debt service are anticipated to be \$66,523.

**Pool Fund 15**

Resources	Actual FY 13-14	Actual FY 14-15	Budget FY 15-16	Estimated FY 15-16	Proposed Budget FY 16-17	Approved Budget FY 16-17	Adopted Budget FY 16-17
<b>Working capital carryover</b>	\$ 191,299	\$ 151,201	\$ 84,014	\$ 83,970	\$ 422,597	\$ 422,597	\$ 422,597
<b>Current year resources</b>							
Interest	\$ 915	\$ 656	\$ 500	\$ 1,150	\$ 1,150	\$ 1,150	\$ 1,150
Intergovernmental			404,000	404,000			
Transfers							
<b>Total current year resources</b>	\$ 915	\$ 656	\$ 404,500	\$ 405,150	\$ 1,150	\$ 1,150	\$ 1,150
<b>Total resources</b>	\$ 192,214	\$ 151,857	\$ 488,514	\$ 489,120	\$ 423,747	\$ 423,747	\$ 423,747
<b>Expenditures</b>							
Materials & services	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Capital outlay							
Debt service							
2010 Principal-USNB 0000000034 2/26 & 8/26	27,414	57,315	57,315	57,315	57,315	57,315	57,315
2010 Interest-USNB 0000000034 2/26 & 8/26	13,599	10,572	9,208	9,208	7,844	7,844	7,844
Transfers			421,991		358,588	358,588	358,588
Contingency							
<b>Total expenditures</b>	\$ 41,013	\$ 67,887	\$ 488,514	\$ 66,523	\$ 423,747	\$ 423,747	\$ 423,747
<b>Ending available working capital</b>	\$ 151,201	\$ 83,970	\$ -	\$ 422,597	\$ -	\$ -	\$ -



## **2. EXISTING CONDITIONS**

---

### **2.1 SUMMARY**

### **2.2 PARKS & TRAILS**

### **2.3 SCHOOL DISTRICT FACILITIES**

### **2.4 OPEN SPACE**

---

## 2.1 SUMMARY

---

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

Parks complement our 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.

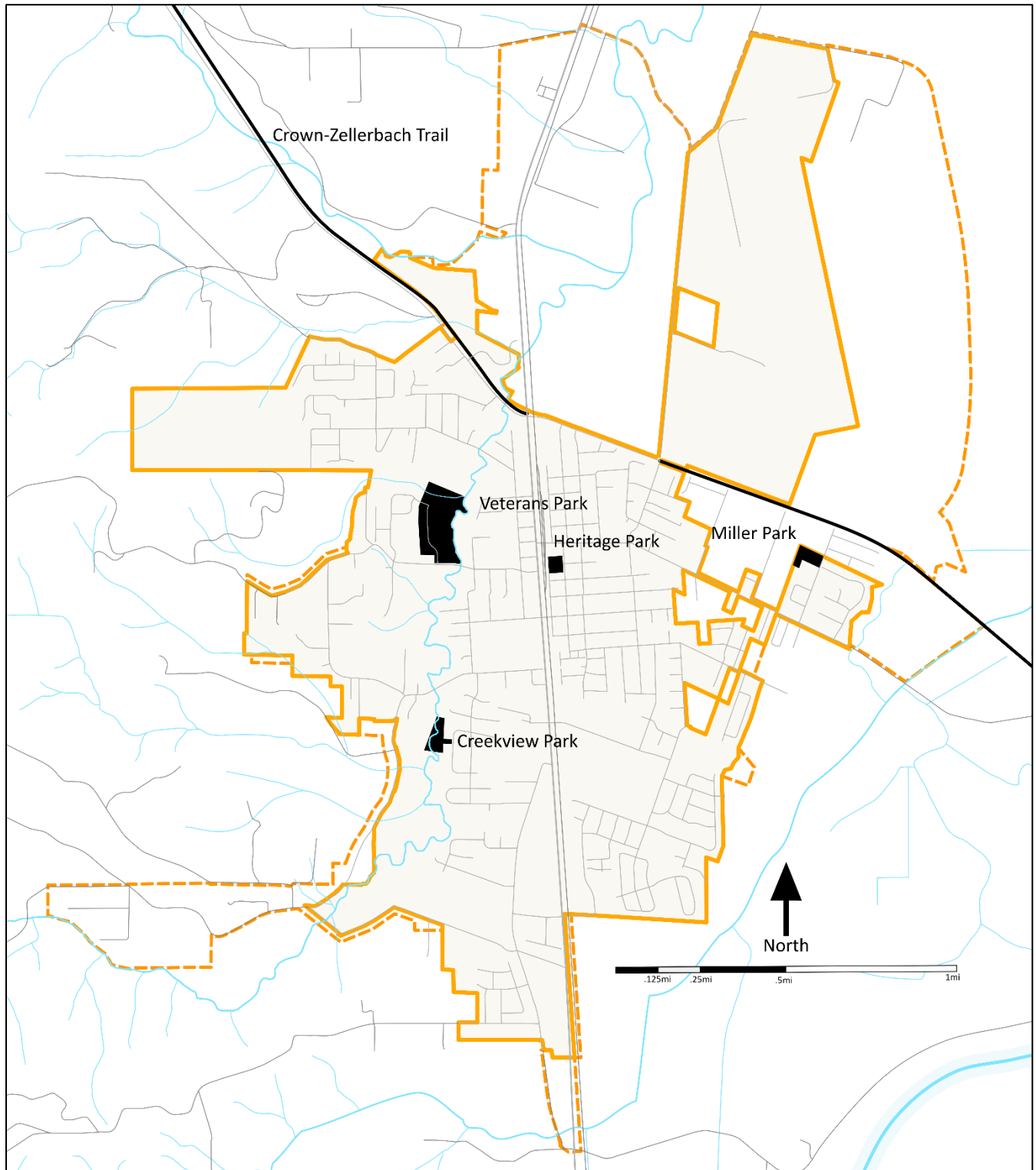
Trails and multi-use paths, like the Crown-Zellerbach Trail, give families and neighbors a safe way to walk and bike to local businesses, jobs, and parks, and back home. They also connect us to our surrounding landscape and scenic open spaces such as the nearby Multnomah Channel and the forested hills.

Open spaces are the natural life support system of our community. They serve to clean the water, air and buffer development. 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.

Fortunately, there are plenty of potential new park spaces on property that the city currently owns, as well as privately owned sites. This section of the Parks, Trails, and Open Space 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 the location, and size of the property. Potential uses for the properties should be evaluated based on location and available amenities at other surrounding parks.

## 2.2 PARKS & TRAILS

Map 1: Existing Parks & Trails



## 2.2.2 Creekview Park



### Location & Access

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, and 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 Pl. 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 neighboring property owners for open space and picnicking. The location along the creek provides valuable greenway space, but is limiting due to seasonal flooding. Currently, the bank is steep from the roadway and may be difficult in providing access to the water; there is also concern about erosion along the bank slopes.

The entrance to Creekview Park.



A large turf field. The South Scappoose Creek flows in the distance.



## 2.2.3 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 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 an Oregon State Parks and Recreation Grant for site improvements. Prior to the grant the site amenities included a gazebo, a war memorial, one gender-neutral ADA accessible restroom, and a skate park in the northwest corner of the park with frontage on E Columbia Ave. The Grant funded improved drainage, landscape, new play equipment, paving for ADA access, improvements to the gazebo, and a fountain designed by world renowned local artist Michael Curry.

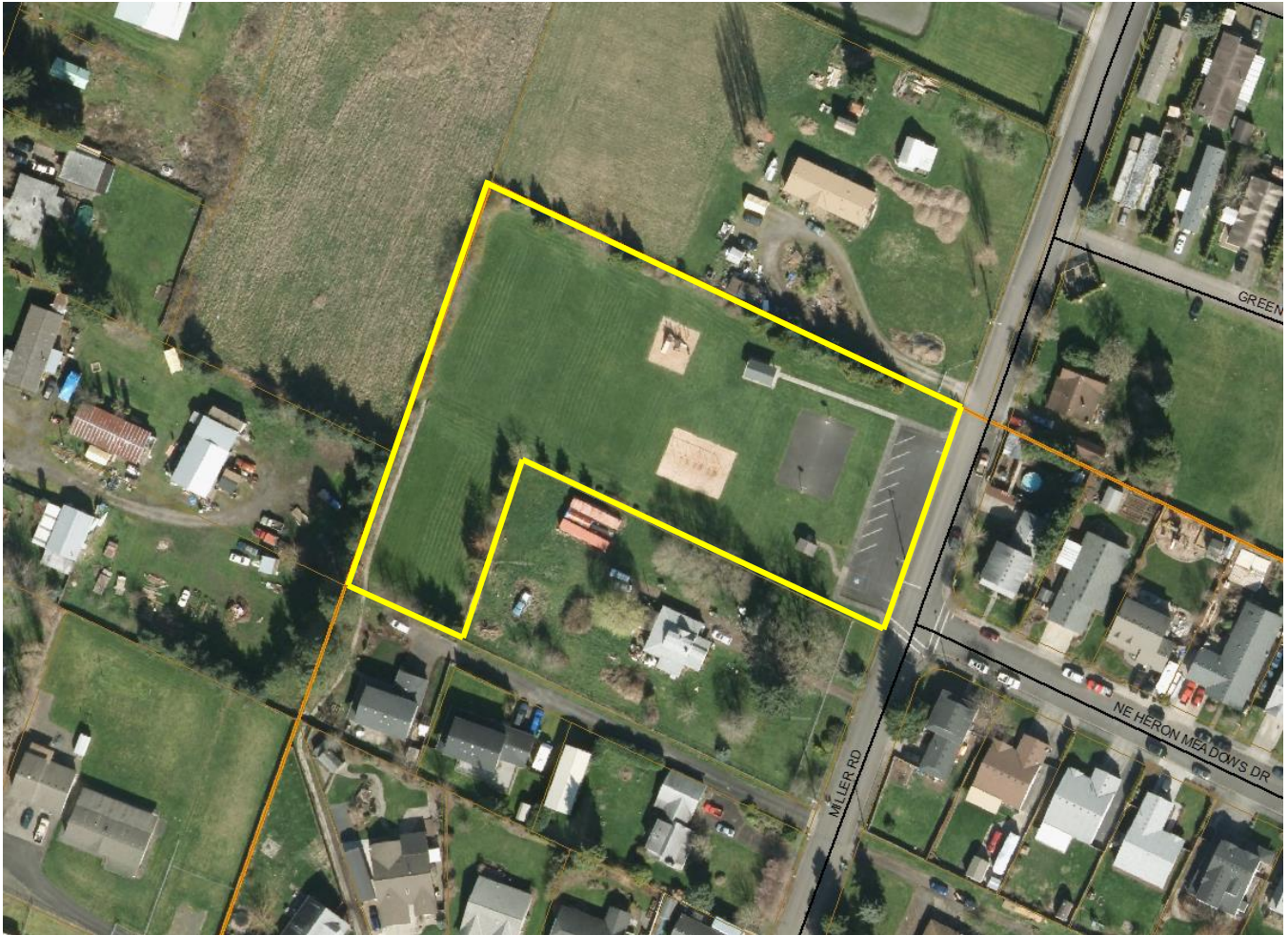
Skate park near Heritage Park



Play equipment next to Scappoose Public Library



## 2.2.4 Miller Park



### Location & Access

Miller Park is located on and accessed off of Miller Road. 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 the fall of 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.



The entrance to Miller Park



Basketball courts



## 2.2.5 Veterans Park



### Location & Access

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.

The entrance to Veterans Park



Diamond sport fields and restroom facilities



Scappoose Dog Park



Picnic area and play equipment



## 2.2.6 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. 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 horse-riding.

The trail near Miller Road



A heron and surrounding wetland habitat



The sun rises over nearby fields

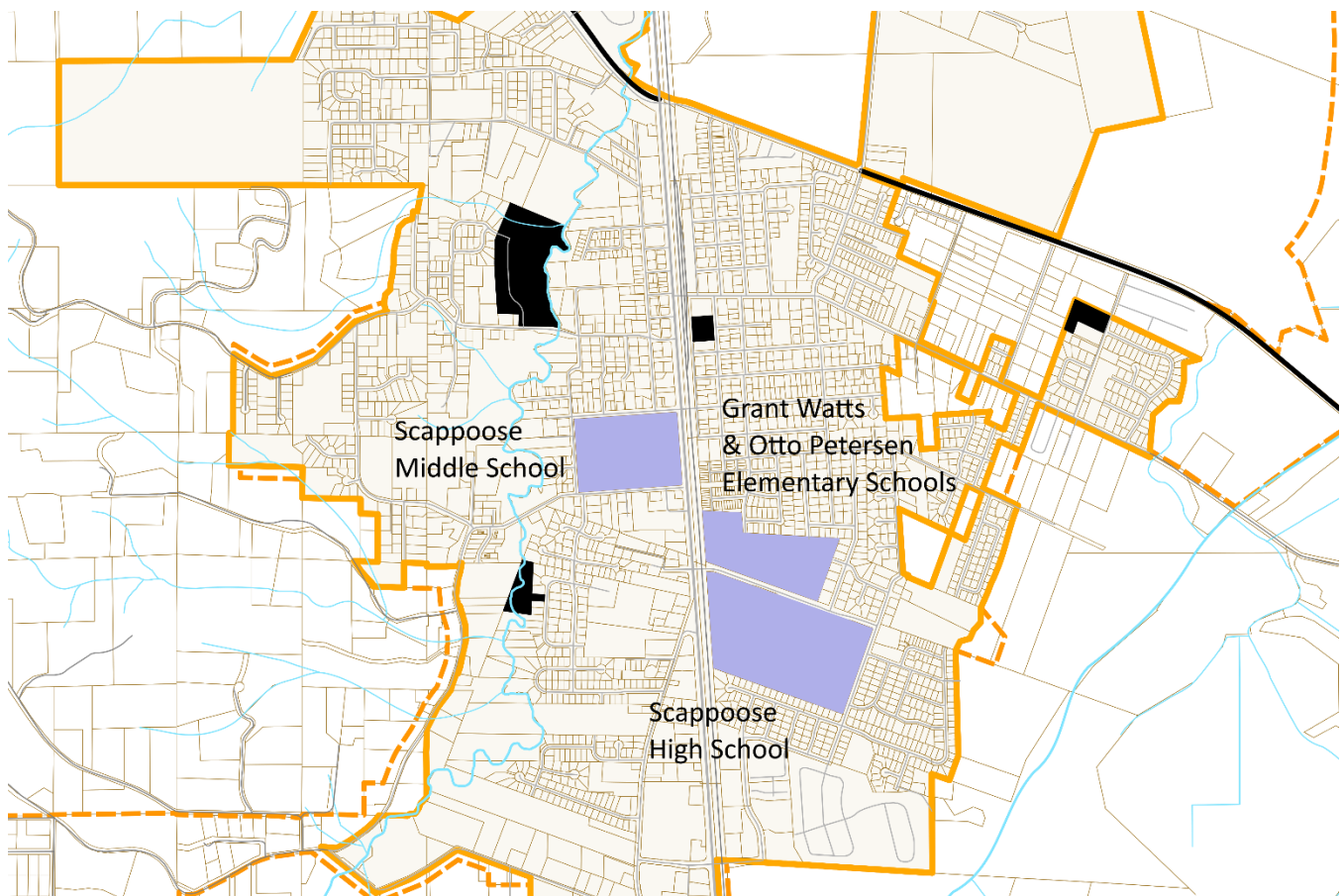


## 2.3 SCHOOL DISTRICT FACILITIES

The Scappoose School District is a major provider of recreation programs and facilities. During school hours, these areas are not available for to the public. For this reason, they are mentioned in this plan, but not accounted for in the Level of Service Analysis or other portions of this plan. 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 2: School District Facilities



### 2.3.2 Grant Watts Elementary School & Otto Petersen Elementary School

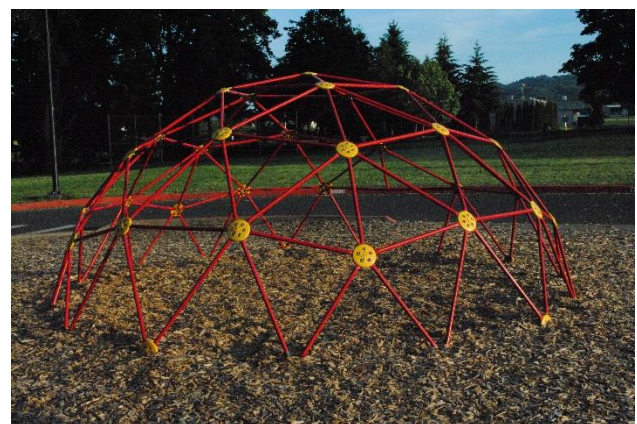


Grant Watts Elementary School and Otto Petersen Elementary School are both located at SE 3<sup>rd</sup> Street and provide multiple types of playground equipment, and a small baseball diamond to the NW of the property. Limited onsite parking is available off SE 3<sup>rd</sup> Street and SE 3<sup>rd</sup> Place.

Playground equipment at Grant Watts Elementary School



A dome climbing frame (“jungle gym”)



### 2.3.3 Scappoose Middle School



Scappoose Middle School's Chinook Fields have two diamond ball fields, two tennis courts, and a track with an inner field for soccer or football. Limited on-site parking for vehicles is available in the lot on SW EM Watts Road.



### 2.3.4 Scappoose High School



Scappoose High School has two diamond ball fields and a track with an inner field for soccer or football. The site's large open space is frequently used by local sport leagues for soccer. Multiple parking lots are accessible from SE High School Way.

## 2.4 OPEN SPACE

---

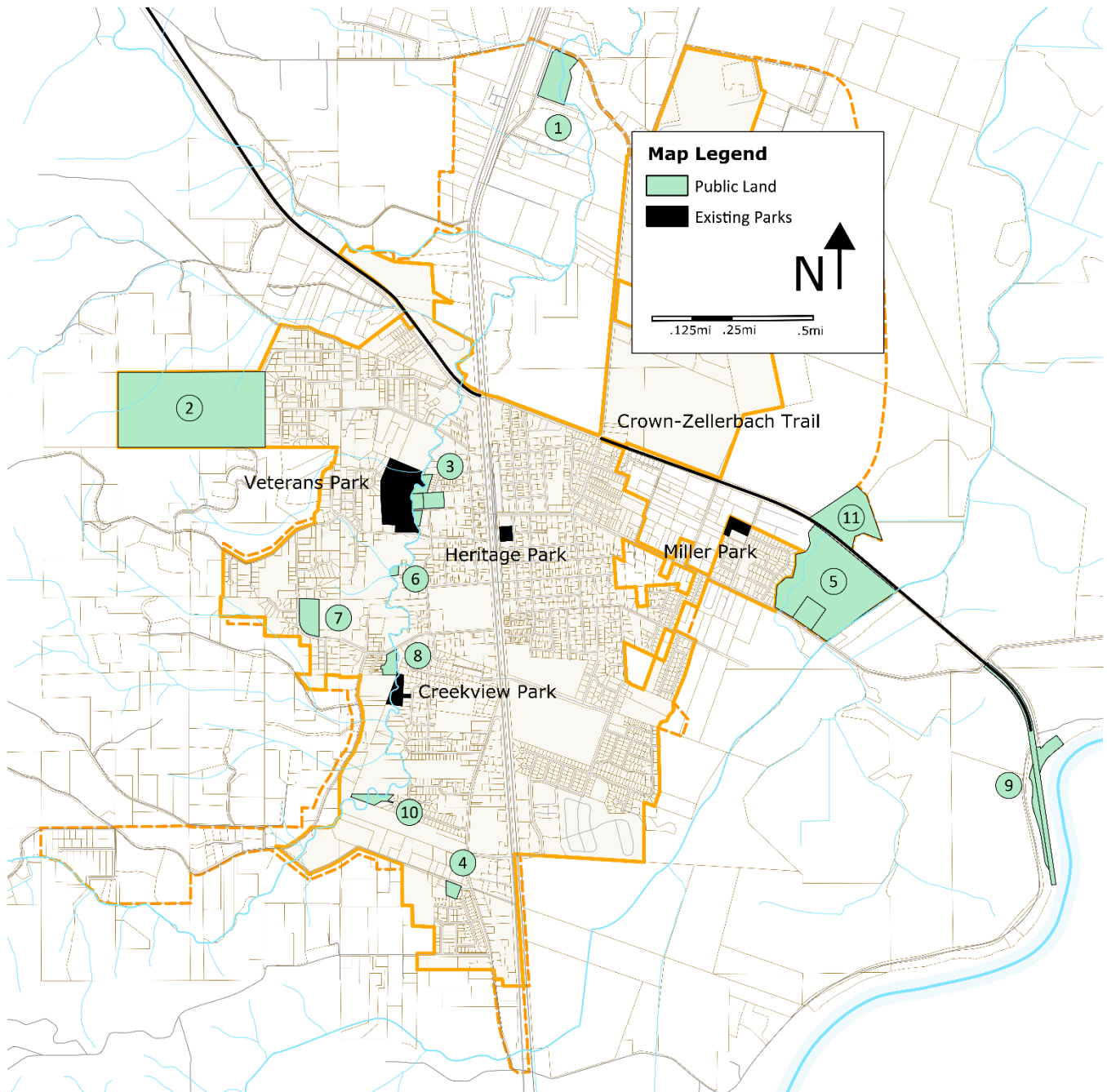
The Department of Land Conservation Administrative Rules for Goal 5 considers parks, forests, wildlife preserves, nature reservations or sanctuaries, and public or private golf courses, as open space. In addition to those uses recognized by the state, this plan considers any public or private undeveloped land, and partially vacant lands, as open space.

Scappoose has numerous public and privately held parcels that are considered open space, and can be developed into recreational areas. The majority of the properties identified below are within Scappoose's Urban Growth Boundary, but some fall outside it. It is in the best interest of the City to consider developing those parcels that fall inside and outside the UGB. Without doing so the City will be hard pressed to meet any level or service standards. Not only that, but some of the identified parcels, such as Chapman Landing, could prove to be a unique recreational opportunity and economic asset to Scappoose and Columbia County.

When considering the potential sites for park and recreation, the following properties have the greatest potential to be developed on a 20 year planning horizon. However, when determining whether to accept property dedications from private or public entities the city considers all land within the UGB to have the potential to develop as a park.

### 2.4.1 Open Space - Public Lands

Map 3: Existing open space inside and outside Scappoose's UGB owned by the City, or County



Location (numbers correspond to Map 3)	100 Yr Floodplain?	Steep Terrain?	Size (acres)
1. Fisher Park	Yes	No	8.76
2. Bella Vista	No	Yes	76.61
3. Seely Lane	Yes	No	2.97
4. Dutch Canyon Road Well Site	No	No	2.97
5. E Columbia Avenue / Wastewater Treatment Plant	Yes	No	46.28
6. Day St	Yes	No	0.26
7. Keys Road Water Treatment Plant	No	No	0.50
8. EM Watts Rd	Yes	No	1.97
9. Chapman Landing	Yes	Yes	11.50
10. Meadowbrook Dr.	Yes	No	2.04
11. Columbia Airpark East	Yes	No	14.5
<b>Total Public Land</b>			<b>170.89 acres</b>

### 1. Fisher Park

Scappoose Creek runs through the center of this site which gives it potential for wildlife viewing and passive recreation. The Scappoose Bay Watershed Council has conducted a restoration project along the creek. Due to sensitive habitat and seasonal flooding, this site is suitable for low-impact recreation facilities such as playgrounds and picnic areas. This site is located approximately five miles from the City.

### 2. Bella Vista

This large wooded parcel currently has some unofficial trails used by people and wildlife. There are many possible uses for this site, including more formal trails for pedestrians, mountain bikes, and horses. Steep terrain changes make the site difficult to develop sport fields or other active recreational activities. It may be possible to connect the site with the Crown-Zellerbach Trail.

### 3. Seely Lane

The City owns four properties along Scappoose Creek across from Veterans Park. Access could be provided by Seely Lane. The site provides opportunities for wildlife viewing picnicking, and play equipment.

### 4. Dutch Canyon Road Well Site

This site currently contains a city well and pump house and the water department plans on drilling another well on the site in 2017-2018. Even with a fenced in well-head, the property is large enough to accommodate a small pocket park to serve Dutch Canyon Estates and other surrounding homes.

### 5. E Columbia Avenue / Wastewater Treatment Facility

This site could provide wildlife viewing due to its proximity to wetlands. It borders the Crown-Zellerbach Trail to the north. The site is currently used for bio-solid discharge from the waste water treatment plan. To use this site the waste water department would need to upgrade their plant to produce class A solids, and reduce the land application of biosolids to let the field recover.

## 6. Day Street

This small, wooded site sits next to South Scappoose Creek and could provide wildlife viewing. This site is suitable for a Pocket Park and limited recreational uses, such as playground equipment and picnicking.

## 7. Keys Road Water Treatment Facility

This site with open space and large conifers, has potential for a Pocket Park with picnic and playground equipment. Park improvements should be low-impact in the event that the water treatment facility needs to expand.



## 8. EM Watts Road

This site has potential for wildlife viewing and passive recreation as it sits along the South Scappoose Creek. If developed in combination with other creekside properties, this site could provide vehicle parking and access from SW EM Watts Rd.

## 9. Chapman Landing *(This property is located outside the City's UGB.)*

This site is a significant resource for the community since it provides one of the few access point to the Multnomah Channel. It also marks the end of the popular Crown-Zellerbach Trail. The City, in partnership with Columbia County and the Port of St. Helens, is exploring opportunities to develop a park at this site.

## 10. Meadowbrook Drive

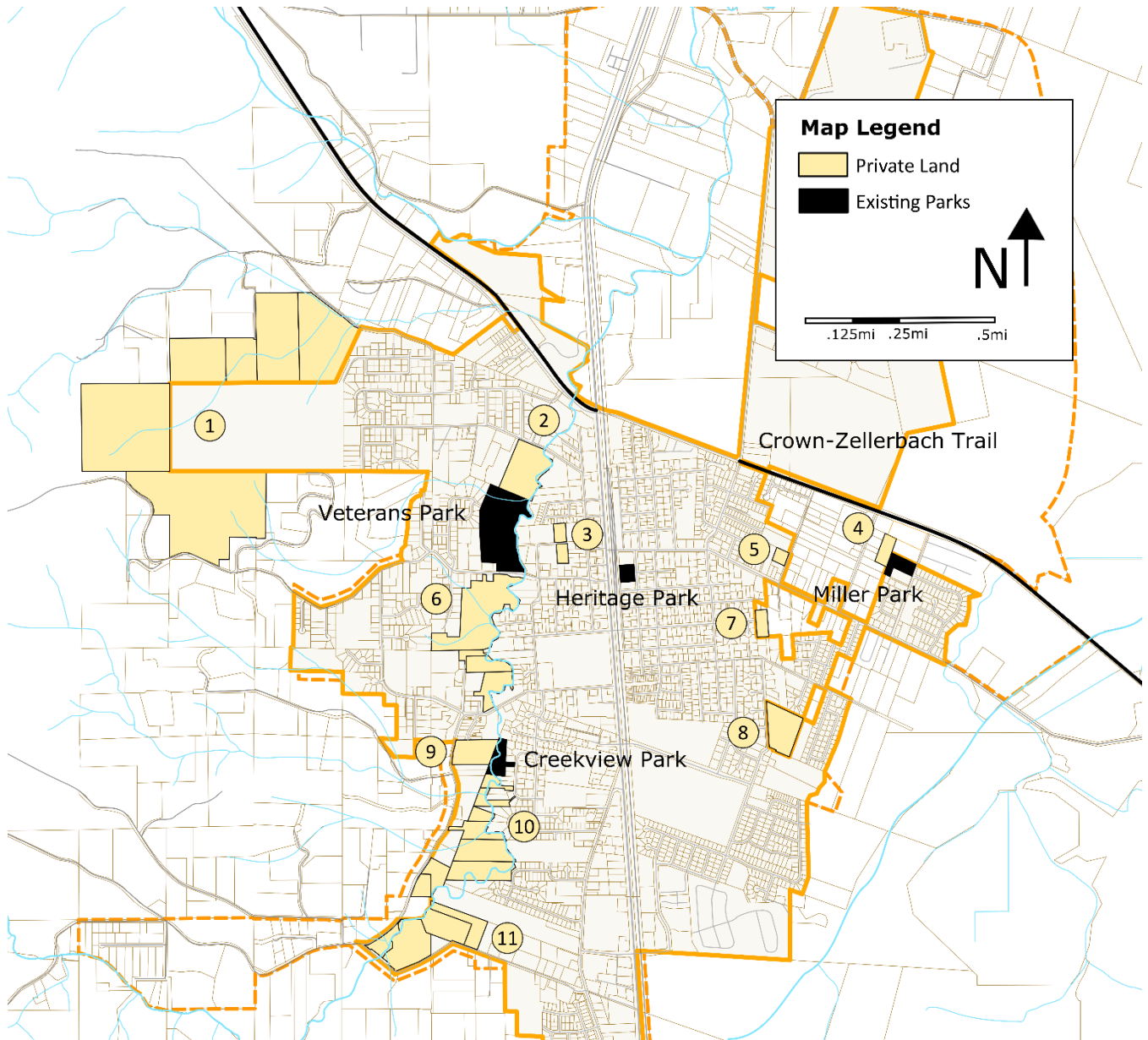
This site is located between existing residential properties and covers both sides of the South Scappoose Creek. The bank is very steep and has limited access. However, the site provides useful open space, and could serve as a greenway if connected to nearby sites with a trail.

## 11. Columbia Airpark East

Property within the City's recently expanded Urban Growth Boundary could serve as a neighborhood park and trailhead for the Crown-Zellerbach Trail. A new softball diamond, or soccer field could also fit at this site. Annexation of this property occurred in January 2017. The site also hosts a large wetland area, restricting use of the 14.5 acres to less than half.

## 2.4.2 Open Space - Private Lands

Map 4: Existing open space inside and outside Scappoose's UGB owned by private entities



Location (numbers correspond to Map 3)	100 Yr Floodplain?	Steep Terrain?	Size (acres)
1. West Scappoose Timberlands	No	Yes	149.45
2. 33306 NW EJ Smith Road / “Grabhorn Property”	Yes	No	9.54
3. Seely Lane	Yes	No	2.22
4. Miller Road	Yes	No	1.99
5. North Road	No	No	.92
6. South Scappoose Creek: SW JP West Road	Yes	No	17.13
7. SE Maple Street	No	No	1.59
8. SE 6th Street	No	No	6.23
9. 51936 SW EM Watts Rd	No	No	4.92
10. South Scappoose Creek: Creekview Park to Meadowbrook Drive	Yes	No	7.32
11. South Scappoose Creek: Meadowbrook Drive to Dutch Canyon	Yes	No	23.42
<b>Total Public Land</b>			<b>225.19</b>

### 1. West Scappoose Timberlands *(These properties are located outside the City’s UGB.)*

These sites are forested lands with very little development. If the Bella Vista Property is developed into a park, this adjacent site could provide additional opportunities for passive recreation.

### 2. 33306 NW EJ Smith Road / Grabhorn Property

This large undeveloped field sits along the South Scappoose Creek just north of Veterans Park. This site is large enough to provide many additional passive and active recreational uses, including trails, picnicking, sport courts and fields.

### 3. Seely Lane Properties

Two large undeveloped lots sit along Seely Lane and could be developed as a Neighborhood Park. The northern-most property is bordered by City property along South Scappoose Creek, which also limits development due to seasonal flooding concerns. These sites are suitable for a variety of active recreational uses, such as sport courts and fields.

### 4. Miller Road Property

This undeveloped property sits behind the existing Miller Park and also borders the Miller Road Water Treatment Facility to the north. These sites could be developed in combination to form one continuous park with direct access to the Crown Zellerbach Trail.

### 5. North Road

This undeveloped property could be developed as a small Pocket Park for the surrounding neighborhood.

### 6. South Scappoose Creek: SW JP West Road

This large undeveloped field sits along South Scappoose Creek and just south of Veterans Park. The site is currently used for livestock. This site is large enough to provide many additional passive and active recreational uses, including trails, picnicking, sport courts and fields.

### 7. SE Maple Street

This undeveloped property could be developed as a Neighborhood Park for the surrounding neighborhood.

#### 8. SE 6th Street

This large field is currently being used for horses. It is near existing school facilities and is large enough to provide additional opportunities for active recreation such as sport courts and fields.

#### 9. 51936 SW EM Watts Rd

This large residential property sits west of South Scappoose Creek. This site has potential for wildlife viewing and passive recreation since it sits along the South Scappoose Creek. If developed in combination with other creekside properties, this site could also provide parking and access from SW EM Watts Rd.

#### 10. South Scappoose Creek: Creekview Park to Meadowbrook Drive

Multiple properties along South Scappoose Creek provide useful open space and natural habitat. A combination of property acquisition and easements could provide enough space for a public trail with connection to the nearby Creekview Park and Veterans Park to the north. The proximity of the creek also provides opportunities for passive recreational activities such as walking, biking, and wildlife viewing.

#### 11. South Scappoose Creek: Meadowbrook Drive to Dutch Canyon Road

Multiple properties along South Scappoose Creek provide useful open space and natural habitat. A combination of property acquisition and easements could provide enough space for a public trail. Their proximity to the creek also provide wonderful opportunities for passive recreational activities such as walking, biking, and wildlife viewing.



## **3. NEEDS ASSESSMENT**

---

This chapter evaluates the existing park system and identifies service gaps based on established park standards as well as community input.

### **3.1 SUMMARY**

### **3.2 LEVEL OF SERVICE ANALYSIS**

### **3.3 1991 SURVEY**

### **3.4 2000 SURVEY**

### **3.5 2002 SURVEY**

### **3.6 2016 SURVEY**

### **3.7 2017 ANNUAL TOWN MEETING**

---

### 3.1 SUMMARY

---

The City has conducted four different park surveys in 1991, 2000, 2002, and 2016. All surveys found that the community would like to see more park development, and that the community felt underserved by the parks Scappoose currently offers. Generally, there was excitement and strong support for park development, and Scappoose residents were eager to put their time and money towards forming partnerships with different community groups to reach their park related goals. This was supported by the 2017 Annual Town Meeting data when only 28% of the attendees said Scappoose's Park System met their needs. Of that same group 92% said they were willing to help pay for the development of the parks.

The residents' perception that Scappoose lacks parks is supported by the data. When comparing Scappoose's level of service to the National Parks and Recreation Association (NRPA) and Oregon Parks and Recreation Department (OPRD) recommended standards of 6.25 - 12.5 acres per 1,000 residents, Scappoose falls far short. Aside from an acreage recommendation, the standards also suggest evaluating level of service by different types of parks, residents within a half mile radius, and households within a five minute walking distance. In all three categories Scappoose also falls short. In the past, the City has spent available money on neighborhood parks, although it should have also been considering other park types such as urban plazas or pocket parks.

## 3.2 LEVEL OF SERVICE ANALYSIS

---

In order to meet our community's basic needs and expectations, we measure the amount of existing public parklands and compare them to established Level of Service (LOS) standards.

The National Recreation and Park Association's park classification system helps assess what facilities are available for current use and what types of parks will be needed to serve our community in the future.

### 3.2.1 Park Classifications

#### Pocket Parks

The smallest park classification, pocket parks are designed to serve residents within approximately 5–10 minutes walking time. Pocket parks provide limited recreation amenities, such as playgrounds, benches, and picnic tables, and do not normally provide off-street parking.

The City has no existing Pocket Parks.

#### Urban Plaza Parks

Urban plazas are public gathering spaces in urban areas that foster community interaction and civic pride. Visitors will tend to be those who are already in the area for other purposes such as shopping, work, or dining. Urban plaza parks are small in size, but intensely developed. They typically include amenities such as drinking fountains, benches, garbage and recycling receptacles, trees and shrubs, paved walkways and plazas.

Heritage Park may be considered an Urban Plaza.

#### Neighborhood Parks

Neighborhood parks provide close-to-home recreation opportunities within approximately 5–10 minute walking time and easy bicycling distance without crossing major thoroughfares. Neighborhood parks typically include amenities such as playgrounds, outdoor sports fields and courts, picnic tables, pathways, and multi-use open grass areas. They may or may not provide off-street parking.

Existing Neighborhood Parks include Miller Park, Heritage Park and Creekview Park.

#### Community Parks

Community parks serve multiple neighborhoods within approximately 15 minutes driving time. Community parks often preserve unique landscapes and open spaces, and provide a variety of both active and passive recreation facilities such as group picnic areas and large shelters, sports fields and courts, children's play areas, swimming pools, community gardens, pathways, event space, and green space or natural areas. Community parks typically accommodate large numbers of people and require additional facilities such as off-street parking and restrooms.

Existing Community Parks include Veterans Park.

#### Regional Parks

Regional parks are large parks that provide access to and regional-scale recreation facilities within a 45 minute driving time. They often accommodate large group activities and often have infrastructure to support sporting events, festivals, and other revenue-generating events to enhance the City's economic vitality and identity. Activities available in regional parks may include picnicking, boating, fishing, swimming, camping, trail use, etc. These parks often include significant

green space to preserve unique natural or cultural features such as riverfront corridors, wetlands, and agricultural or forested areas.

### Nature Parks

Nature parks are lands set aside to preserve significant natural resources, remnant landscapes, and open space. They may preserve or protect environmentally sensitive areas, such as wildlife habitats, stream and creek corridors, or unique and/or endangered plant species. Nature parks vary in size from small parcels to large properties of more than 200 acres. Nature parks typically serve the entire community and may provide passive recreation opportunities such as trails, interpretive displays, viewpoints, and seating areas.

The City has no existing Nature Parks, but the nearby Crown-Zellerbach Trail provides similar amenities.

### Summary of Park Classifications

Park Type	Service area	Vehicle Parking	Amenities
Pocket parks	Neighborhood block	None	Minimal
Urban plaza parks	Neighborhood block	None	Full
Neighborhood parks	Many neighborhoods	On street	Minimal – Some
Community parks	Town	Off street	Some – Full
Regional parks	Many towns	Off street	Full
Nature parks	Many towns	Off street	Minimal – Some

### 3.2.2 Expected and Projected Level of Service (LOS)

Table 3.2.2.1 Recommended Guidelines

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
<i>Trails, Pathways and Bikeways *</i>	<i>None</i>	<i>0.5 – 1.5 mi/1,000 population</i>	<i>.5 miles/1,000 population</i>
<b>Total</b>	<b>6.25 – 10.5</b>	<b>6.25 – 12.5</b>	<b>5.35</b>

\* 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.

**Table 3.2.2.2 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>	<i>1.1</i>	<i>0.16 mi/1,000 population</i>
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.

**Table 3.2.2.3 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>	<i>3.4</i>	<i>5.4</i>	<i>7.8</i>
<b>Total</b>	<b>36.4</b>	<b>57.8</b>	<b>83.0</b>

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

Table 3.2.2.4 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	+1.16
Neighborhood parks	(-2.2)	(-6.12)	(-10.82)
Community parks	+0.45	(-7.55)	(-16.95)
Nature parks	(-13.6)	(-21.6)	(-31.0)
<i>Trails, Pathways and Bikeways*</i>	(-2.3)	(-4.3)	(-6.7)
<b>Total</b>	<b>(-15.99)</b>	<b>(-37.31)</b>	<b>(-62.51)</b>

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

Table 3.2.2.5 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

### 3.2.3 Park Service Area

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

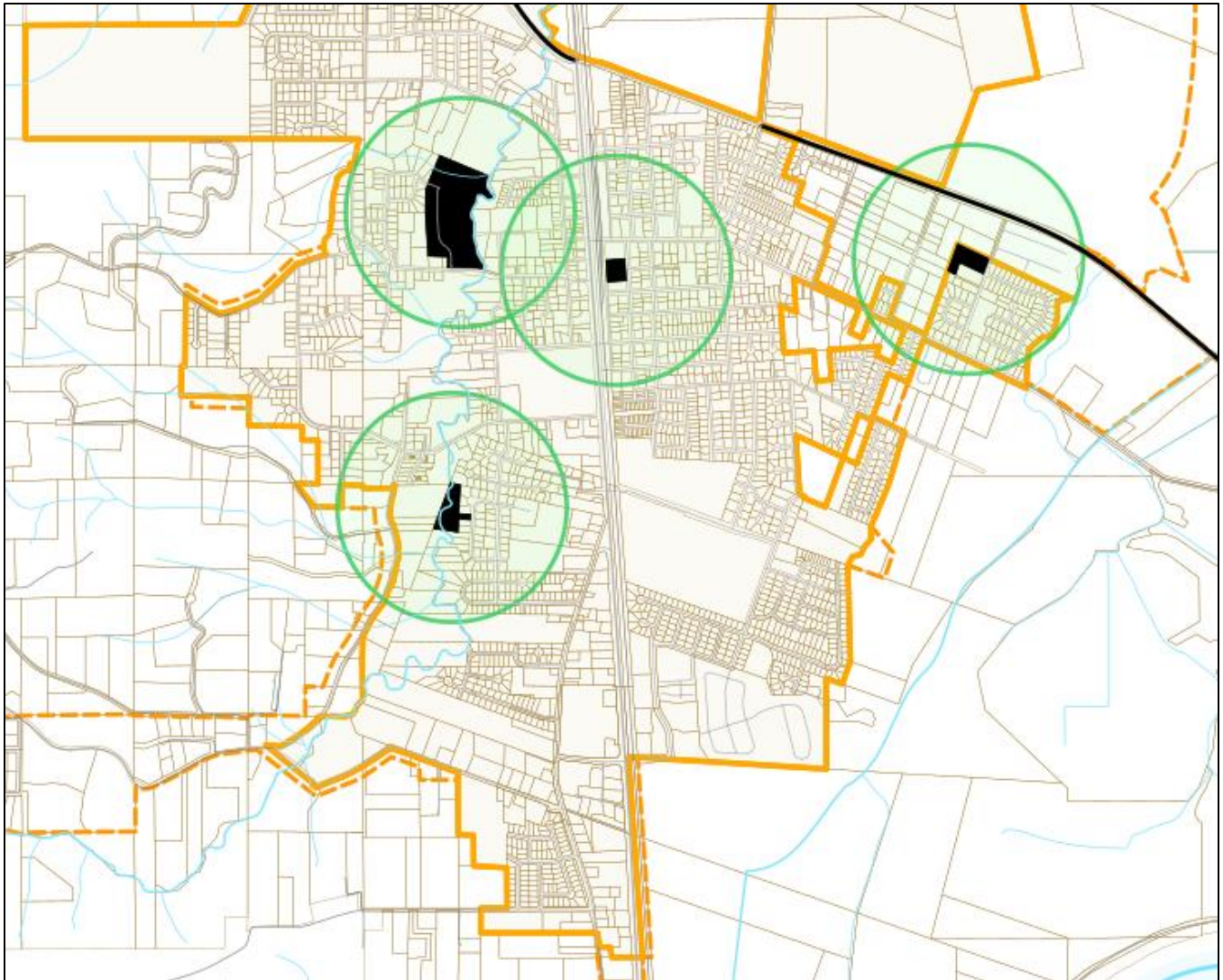
Parks must be conveniently located in order to provide their benefits, and many communities have set goals for the maximum distance any resident should be from the nearest park. The **five-minute walk** is a national standard for park accessibility because it is the average distance a person is willing to walk before opting to drive. Because most people walk about three miles per hour, a five-minute walk translates to a quarter-mile.

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 helps to determine what kinds of parks are suitable in different locations.

Previous studies mentioned a need for more Neighborhood Parks with passive uses such as walking, playing and wildlife viewing. This fact has also been reflected in the 2016 Scappoose Parks Survey, which indicated “walking and biking for exercise” and “enjoying the outdoors and nature” as the primary uses of existing parks. Consequently, additional walking trails are a major desire of the community.

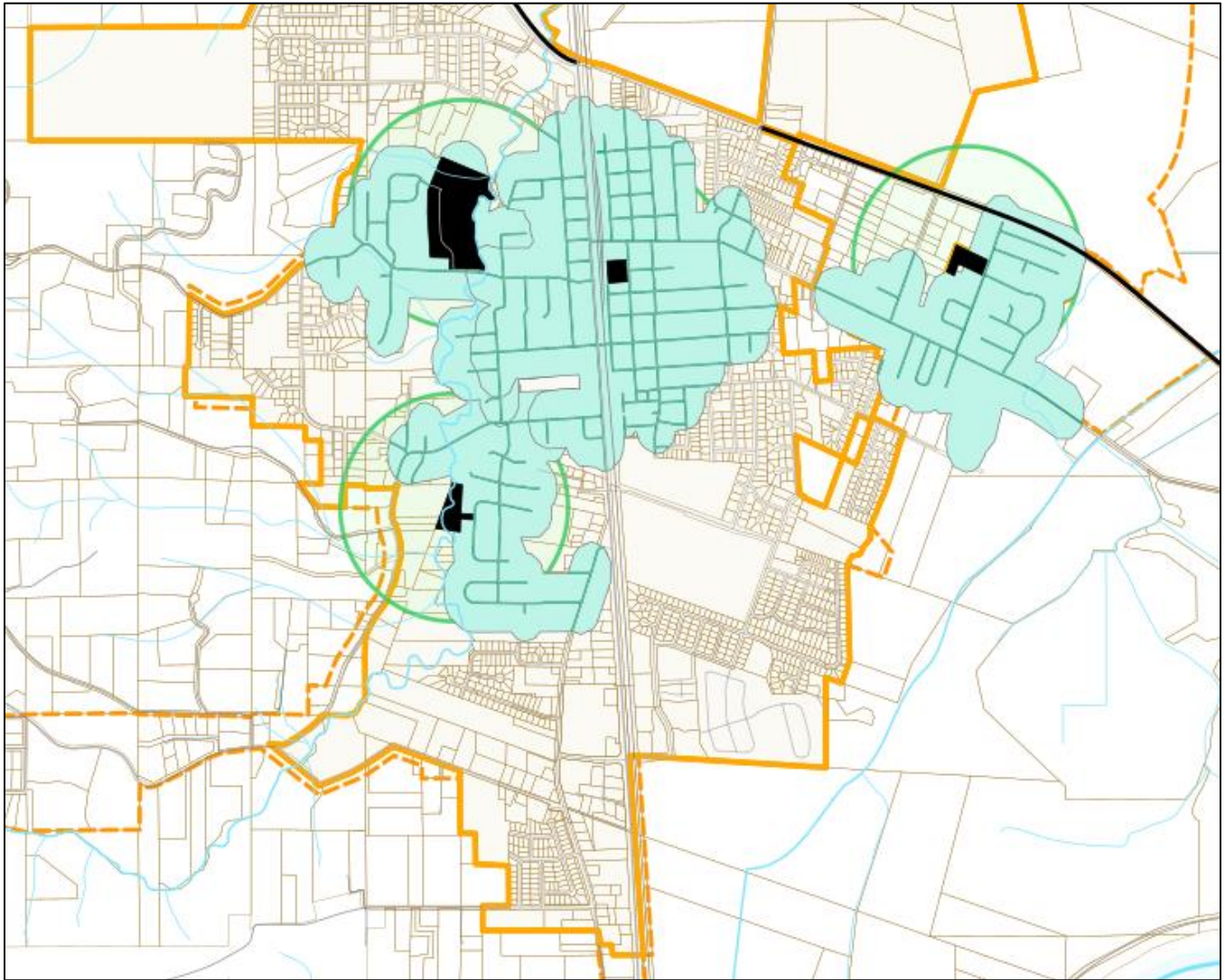
The following maps show existing parks and their five-minute and quarter-mile walking distances.

Map 5: 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 6: Local parks and a calculated five-minute walking radius (blue) over the original quarter-mile radius (green)



### 3.3 1991 SURVEY

The first survey conducted in 1991 by the University of Oregon’s Institute of Recreation Research and Service was included in the 1997 Parks and Recreation Capital Facilities Master Plan prepared by Don Ganer and Associates. The survey gathered opinions concerning the importance of parks and recreation activities to quality of life, and interest in developing specific types of park, recreation, and cultural facility improvements.

#### 3.3.1 Key findings

Importance of various factors to quality of life (ranked in order):

- **Very Important:** Youth programs, open space
- **Important:** Park maintenance, adult programs, senior activities, fishing areas, sports programs, bike trails
- **Neutral:** Cultural activities



### Park, recreation and cultural facilities improvements needed (ranked in order):

- **Strongly Agree:** Build community pool, develop community center (meeting areas, classrooms, gym, dance studio, etc.)
- **Agree:** Develop more multi-use trails, build neighborhood parks, build riverfront parks
- **Neutral:** Develop facilities for performing arts, build racquetball courts, build skateboard facility, improve athletic fields, bicycle motocross (BMX), acquire land for parks and open space

## 3.4 2000 SURVEY

The second survey was conducted in 2000 by The Sports Management Group and included in the 2002 Parks and Recreation Master Plan Update prepared by CIDA.

### 3.4.1 Key findings

#### Are recreation facilities in Scappoose area adequate for your age group or organization?

All of the focus groups answered “no” to this question. There was strong support for developing partnerships (School District, YMCA, Columbia County and neighboring cities, etc.) to increase parks and recreation activities and to provide facilities for a wide range of ages.

#### Identify 5 community needs that could be addressed by improved recreational facilities:

In addition to a community pool / recreation facility, people listed ball fields, trails, picnic areas, general park space, basketball courts, and biking.

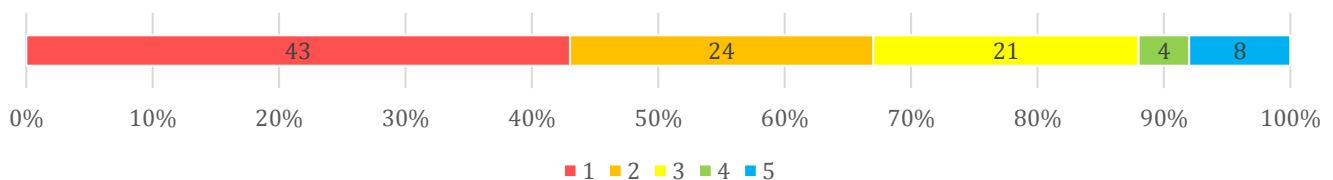
## 3.5 2002 SURVEY

The survey was conducted for the 2002 Parks and Recreation Master Plan Update and obtained 75 responses.

### 3.5.1 Key findings

Overall the community felt the park system was not meeting their needs.

On a scale of 1 to 5, with 1 being low and 5 being high, how would rank the park system in meeting your needs?



#### How would you rate your interest in devoting park resources to the following new parks and facilities?

“Aquatic center” received the most support, followed by “Trails / Linear Parks”

#### Which funding sources would you likely support for park and recreation development? (Ranked in order)

- Bond measure (51%)
- User’s Fees (44%)
- Taxes (36%)
- None (11%)

## 3.6 2016 SURVEY

The most recent survey was conducted in spring of 2016 by the City and obtained 322 responses.

### 3.6.1 Key findings

#### Which park and recreation facilities do people use the most?

Veterans Park and the Crown-Zellerbach Trail were the most popular park facilities. The School District is also a major provider of sports programs and facilities. Many people did not know where Creekview Park and Miller Park were located, indicating a greater need for communication and marketing for parks and recreation opportunities.

#### How do people get there?

71% of respondents drive to parks, 64% walk, and 24% bike. Note that people could choose multiple options.

#### Why do people use parks?

### Most popular activities in parks:

#1 - Walk and bike for exercise

#2 - Enjoy the outdoors and nature

When asked what activities they would *like* to do, the most desired activities were walking, swimming, public events (such as festivals and concerts), bicycling, and hiking.

People think the parks are well maintained and the availability of sport and recreation programs is adequate.

### How do you rate the general upkeep of existing park facilities?

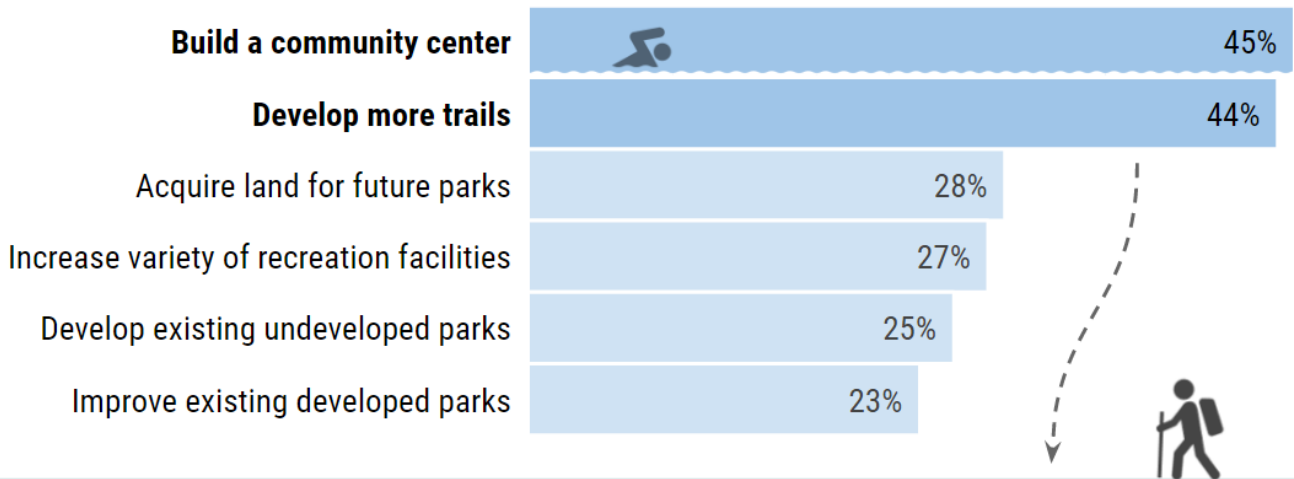


### How do you rate the availability of sport and recreation programs?



People want a community center/pool and more trails within and around Scappoose.

## How should the City improve parks and recreation opportunities?



## What types of trails or pathways are most needed in Scappoose?

55% want *“Trails that link neighborhoods with schools or community destinations”*

47% want *“Trails that link with other regional trails”*

A word cloud based on comments from the survey.



### **3.7 2017 ANNUAL TOWN MEETING**

---

On February 11, 2017 the City held their 2<sup>nd</sup> Annual Town Meeting and used clicker technology to elicit answers from attendees on questions asked about the future of parks in real time and organized break out groups to provide feedback about individual conceptual park plans the Parks and Recreation Committee had developed. See Appendix B for the results.

## 4. GOALS & STRATEGIES

---

The following Vision, Mission, Goals, and Strategies were developed from community input and the Needs Assessment to guide parks and recreation development over the next twenty years.

### 4.1 VISION

### 4.2 MISSION

### 4.3 GOALS

### 4.4 PARK STRATEGIES

### 4.5 TRAIL STRATEGIES

### 4.6 OPEN SPACE STRATEGIES

### 4.7 ACCESS AND CONNECTIVITY STRATEGIES

### 4.8 RECREATIONAL STRATEGIES

### 4.9 MANAGEMENT STRATEGIES

### 4.10 MAINTENANCE STRATEGIES

---

## 4.1 VISION

---

*Scappoose is a destination for outdoor recreation and adventure.*

## 4.2 MISSION

---

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

## 4.3 GOALS

---

### 4.3.1 Parks

- A park in every neighborhood.
- Excellent facilities for all recreational programs and sport leagues.
- Achieve minimum state and federal recommended levels of service

### 4.3.2 Trails

- Neighborhoods connected to parks, schools and community centers by a system of trails and sidewalks.
- Neighborhoods connected to external parks and recreation opportunities by a system of regional trails.

### 4.3.3 Open Space

- Residents have access to outdoor open spaces.
- Sensitive natural areas such as wetlands, streams, and native habitat are protected.
- Scenic views and special places are preserved.

### 4.3.4 Access and Connectivity

- Parks are within a five-minute walk of every resident.
- Streets are safe for walking and biking.
- People can easily find parks and trails.
- People of all abilities can easily access and use park and trail facilities.

### 4.3.5 Recreation

- Recreation and sport programs meet residents' needs and interests.
- Partnerships with schools and interest groups support and utilize the park system.

### 4.3.6 Maintenance

- Parks and trails are beautiful, well maintained and free of hazards.

### 4.3.7 Management

- Growth and development meets the park and recreational needs of future generations.
- Parks are well funded and adequately staffed.
- People are aware of parks and recreation opportunities.
- Parks are managed sustainably and enhance our environment.
- Residents and visitors can get information about parks easily

## 4.4 PARK STRATEGIES

---

### 4.4.1 Develop a park at Chapman Landing

Chapman Landing is one of few access sites to the scenic Multnomah Channel, and the terminus of the popular Crown-Zellerbach Trail. The City, in partnership with Columbia County and the Port of St. Helens, is exploring opportunities to develop a park at this site.

### 4.4.2 Develop a park / trailhead along the Crown-Zellerbach Trail

The Columbia Airpark East Property could serve as a new park and provide access to the Crown-Zellerbach Trail.

### 4.4.3 Develop low-cost Pocket Parks

Developing small parks on vacant, publicly owned properties could provide recreation opportunities in underserved neighborhoods.

### 4.4.4 Develop sport facilities

City parks and Scappoose School District facilities are heavily used by school sports programs and local community sports leagues. Additional capacity is needed to serve future growth of these programs. Potential space for new sports facilities exist at the Columbia Airpark East (refer to 2.4.2) or next to current facilities. Community members were supportive of two new tennis courts next to the existing courts at Scappoose Middle School.

### 4.4.5 Conduct a community center / swimming pool feasibility study

A swimming pool / aquatic center is a longstanding desire for residents, but construction and maintenance costs and overall feasibility have been questioned. A study would look at the best location for the facility, and what would be economically feasible for the City.

## 4.5 TRAIL STRATEGIES

---

**Walking and biking trails are the second most demanded recreational amenity in Scappoose.** The Crown-Zellerbach Trail is the only existing trail that serves our community, but there are a few opportunities to develop additional trails.

### 4.5.1 Improve the Crown-Zellerbach Trail

Many people who use the Crown-Zellerbach Trail have expressed concern for better maintenance, additional amenities such as benches and parking, and improvements such as new pavement, lighting, and landscaping. The City should also take into consideration the commitment it make to build a trail to replace the section of the CZ trail that was converted into NE Crown Zellerbach Logging Road. Refer to the memorandum of understanding signed by the City of Scappoose, Columbia County and Port of Saint Helens signed on 12/18/1996.

### 4.5.2 Build small pedestrian and bicycle paths throughout the City

Building small pedestrian and bicycle paths between large blocks or dead-end streets would better connect neighborhoods throughout the City and allow people to walk or bike more easily to parks and other community destinations. The following, Map 6, shows a conceptual route only. Actual alignment of the trail would depend on available resources and cooperation with existing property owners.

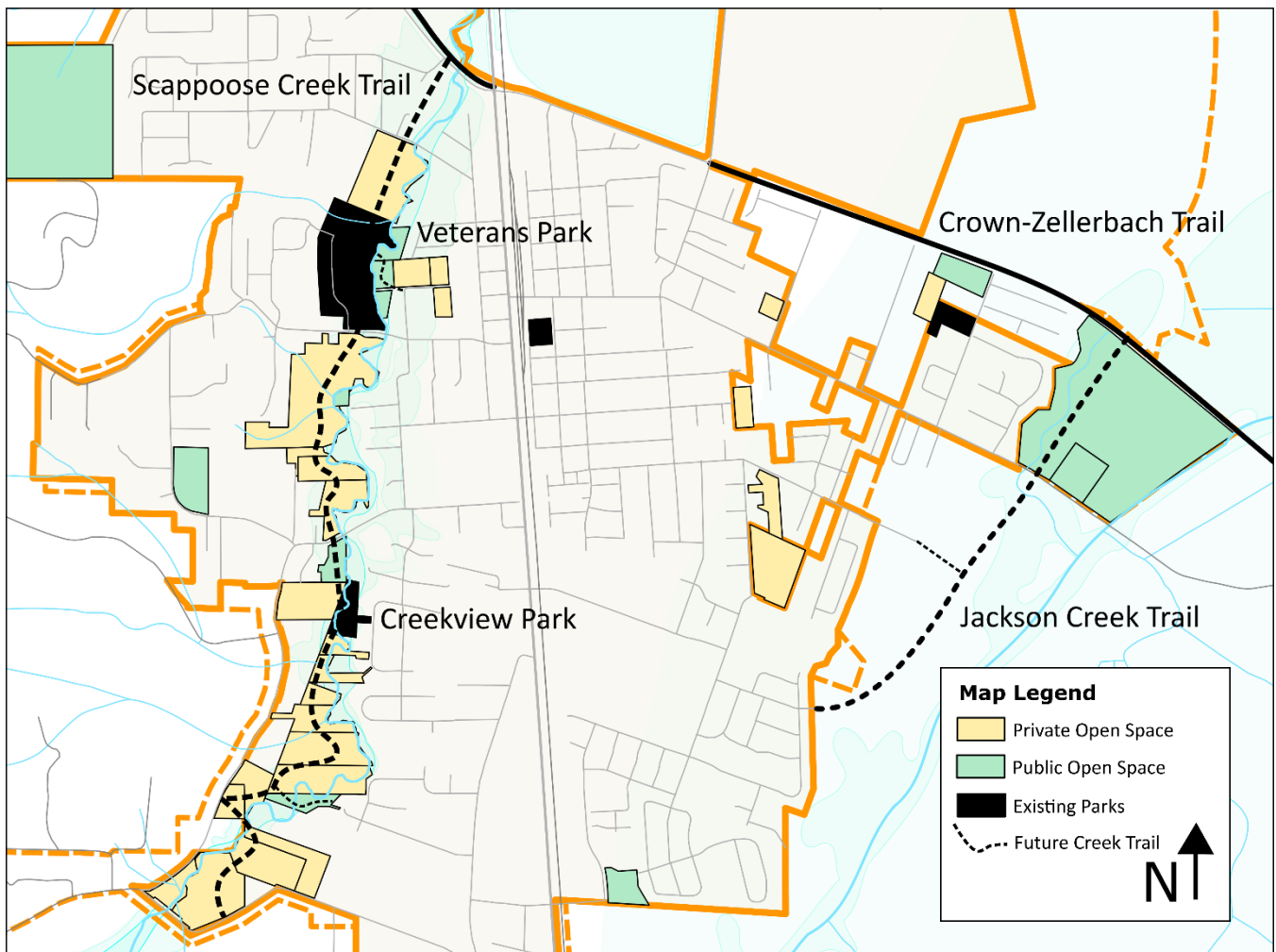
### 4.5.3 Develop a trail along South Scappoose Creek

The South Scappoose Creek is one of the few remaining open spaces within Scappoose. A low-impact, walking and biking trail would connect neighborhoods on the west side of town while providing a safe route for students to walk to school. The trail could also connect to Veterans Park and the Crown-Zellerbach Trail to the north, and to Creekview Park to the south. The following map shows a conceptual route only. Actual alignment of the trail would depend on available resources and cooperation with existing property owners.

### 4.5.4 Develop a trail along Jackson Creek

Jackson Creek flows through agricultural land east of the City's current UGB. Due to regulations on floodplain development, most of this land will remain as open space. A low-impact, walking and biking trail would connect neighborhoods on the east side of town while providing a safe route for students to walk to school. The trail could also connect to the Crown-Zellerbach Trail to the north and to businesses to the south. The following map shows a conceptual route only. Actual alignment of the trail would depend on available resources and cooperation with existing property owners.

Map 7: Conceptual trail locations along South Scappoose Creek (left) and Jackson Creek (right)





#### 4.5.5 Develop a trail along the railroad

A railroad abuts Highway 30 throughout the entire City Limits. A low-impact, walking and biking trail adjacent to the railroad tracks would allow neighbors to walk and bike through town and provide a safe route for students to walk to school. The trail could also connect to the Crown-Zellerbach Trail to the north and to businesses to the south.

Map 7: The proposed location of the railroad trail



#### 4.5.6 Develop a trail between Scappoose and St. Helens

An off-street trail between St. Helens and Scappoose alongside Highway 30 would provide a safe pedestrian and cycling route between the two population centers. Scappoose residents would gain safe cycling access to the St. Helens Waterfront and downtown shops, while St. Helens residents would gain access to the Crown-Zellerbach Trail. The need

for an off-street trail between Scappoose and St. Helens has also been identified in both the Scappoose Transportation System Plan (TSP) and the Columbia County TSP.

## **4.6 OPEN SPACE STRATEGIES**

---

### **4.6.1 Develop a Nature Park at the Bella Vista Property**

This large wooded site is owned by the City. It currently has some unofficial trails used by people and wildlife. There are many possible uses for this site, including more formal trails for pedestrians, mountain bikes, and horses. Steep terrain changes make the site difficult for development of sport fields or other active recreational activities. It may be possible to connect the site with the Crown-Zellerbach Trail.

### **4.6.2 Develop a Nature Park at Creekview Park**

Future development of this park is constrained by floodplain regulations and proximity to nearby homes. The site is suitable for low-impact recreation facilities such as playgrounds, picnic areas, and horseshoe pits. The site is also suitable for projects that restore the critical salmon and riparian habitat along South Scappoose Creek, and could be developed as a Nature Park.

### **4.6.3 Develop a Nature Park at the Fisher Property**

Scappoose Creek runs through the center of this site which gives it potential for wildlife viewing and passive recreation. The Scappoose Bay Watershed Council has conducted a restoration project along the creek. Due to sensitive habitat and seasonal flooding, this site is suitable for low-impact recreation facilities such as playgrounds and picnic areas. This site is located approximately five miles from the City.

### **4.6.4 Purchase important properties and open space**

Future development on many properties is limited by floodplain regulations and seasonal flooding. These sites are suitable for trails or nature parks, and the City should consider purchasing these properties outright or purchasing easements for conservation or trail access.

### **4.6.5 Update City Development Code**

Limit or prevent development of sensitive habitat and scenic open space.

### **4.6.6 Scappoose Creek Restoration**

The City is partnering with the Scappoose Bay Watershed Council (SBWC) to restore South Scappoose Creek in order to reduce flooding and erosion, restore native salmon habitat, and improve safety and access for people. The City and SBWC are currently pursuing funding from the Oregon Watershed Enhancement Board (OWEB) to restore native plantings and improve channel flow along critical sections of the creek near Veterans Park.

## **4.7 ACCESS AND CONNECTIVITY STRATEGIES**

---

### **4.7.1 Develop a network of safe walking and bicycling routes**

Routes between parks and trails should prioritize walking and biking while limiting vehicle access and travel speeds. Techniques such as traffic calming, curb build-outs, and bicycle lanes will make streets safer for walking and biking.

### **4.7.2 Improve sidewalks along primary walking routes to parks**

Make streets safe for walking by improving and expanding sidewalks, especially along key routes that lead to parks.

### 4.7.3 Construct adequate bicycle parking at parks

Bicycle parking is an inexpensive and efficient means of increasing both public and private parking capacity. Providing ample, convenient, and secure bicycle parking is an important part of serving those who currently use bicycles for transportation and for encouraging future cyclists.

### 4.7.4 Improve park signage and wayfinding

Parks that are easy to find and identify encourage residents and visitors to explore Scappoose and use the park system. Signs should be strategically placed to offer directions to nearby parks or trails, and let people know when they've arrived.

## 4.8 RECREATION STRATEGIES

---

### 4.8.1 Develop partnerships to increase recreation opportunities

The City does not currently manage any recreational programs. Recreation programs are currently provided by local sport clubs and leagues and the School District. Coordination between the City and these partners should regularly occur to help inform park management and expansion.

## 4.9 MAINTENANCE STRATEGIES

---

### 4.9.1 Increase staff levels to maintain existing park facilities

Staff capacity is a limiting factor on the amount and quality of services the City can provide. Additional staff should be hired to maintain existing park facilities, and to accommodate additional needs in the future.

### 4.9.2 Increase Police force to accommodate higher demand

A larger park system would create more work for the police department to patrol the new park locations. Increasing police levels should coincide with an increase in the park system's Level of Service.

### 4.9.3 Develop a volunteer strategy for maintaining parks and trails

Staff capacity is a limiting factor on the amount and quality of services the City can provide, and volunteers can provide necessary assistance in maintaining our p

## 4.10 MANAGEMENT STRATEGIES

---

### 4.10.1 Establish a City Parks & Recreation District

Currently, park maintenance and operations are funded by the City's General Fund. This amount changes annually and competes with other departmental needs during the annual budgeting process. A Parks & Recreation District would provide a dedicated source of funding for parks and recreation projects. For more information on Special Districts, see **Appendix A: Capital Improvement Plan**

### 4.10.2 Require new development to provide land for parks and open space

The City can alter its development code to allow developers to set aside open space and or develop park space in lieu of SDC fees.

#### **4.10.3 Reduce light pollution generated by parks**

Sports clubs in Scappoose have access to very few lit facilities when the sun sets earlier. The city should strive to provide them with the necessary night facilities but also take steps to reduce any light pollution related to the use of the fields. This can be accomplished by constructing fields far from residential neighborhoods and purchasing focused lighting fixtures.

#### **4.10.4 Reduce noise pollution generated by parks**

The city needs to build parks in close proximity to residential areas to allow convenient and easy access to active and passive recreation. However, considerable noise can be generated from many different forms of recreation. When considering building new sports facilities such as soccer or softball fields, which typically generate more noise than a play structure or swing set, the city should focus on areas that aren't as densely populated. Also, the city should enforce the parks hours of operation to reduce noise during the night and morning hours.

# 5. IMPLEMENTATION

---

5.1 COMMUNITY PRIORITIES

5.2 PARKS

5.3 TRAILS

5.4 OPEN SPACE

5.5 ACCESSIBILITY

5.6 RECREATION

5.7 MAINTENANCE

5.8 MANAGEMENT

---



## 5.1 COMMUNITY PRIORITIES

At two public “open house” meetings, people were asked how much they agreed with certain strategies and then to prioritize them. The following table shows the Parks Plan strategies ranked first by Agreement and second by Priority.

Strategy	Agreement	Priority
Establish a Parks & Recreation District	5.00	5.00
Increase staff levels to maintain existing park facilities	5.00	4.62
Develop a Nature Park at the Bella Vista Property	5.00	4.27
Purchase key properties and open space within floodplain areas	4.92	4.50
Develop a park at Chapman Landing	4.84	4.83
Require new development to provide land for parks and open space	4.75	4.75
Develop a network of safe walking and bicycling routes	4.75	4.35
Develop a Nature Park at the Fisher Property	4.67	4.00
Build small walking and biking paths throughout the City	4.60	4.17
Improve sidewalks along primary walking routes to parks	4.53	4.33
Improve the Crown-Zellerbach Trail	4.53	4.12
Develop a volunteer strategy for maintaining parks and trails	4.50	4.08
Reduce light pollution generated by parks	4.50	3.78
Develop partnerships to increase recreation opportunities	4.47	4.12
Develop a Nature Park at Creekview Park	4.45	3.89
Develop a park / trailhead along the Crown-Zellerbach Trail	4.38	4.16
Build a trail between Scappoose and St. Helens	4.25	3.80
Improve park signage and wayfinding	4.23	3.21
Build a trail along Scappoose Creek	4.20	4.06
Build a trail along Jackson Creek	3.94	3.62
Build a Community Center	3.90	3.65
Develop low-cost Pocket Parks	3.67	3.67
Construct adequate bicycle parking at parks	3.46	2.64
Develop individual master plans for each park	3.33	3.00
Build a Swimming Pool	2.95	2.91

## 5.2 PARKS

### 5.2.1 Develop a park at Chapman Landing

- Continue collaboration with the County and Port of St. Helens
- Change County zoning designation of site to allow park and recreational use.

- Work with the Chapman Landing Committee to develop a conceptual site plan
- Obtain support from neighboring property owners and the Scappoose Drainage Improvement Company.
- Obtain permits from the County & Corps of Engineers for development.
- Pursue funding from Oregon State Marine Board and Oregon State Parks.

### 5.2.2 **Develop a park / trailhead along the Crown-Zellerbach Trail**

- Develop a conceptual plan for the site.

### 5.2.3 **Develop low-cost Pocket Parks**

- Identify vacant properties within City Limits.
- Pursue funding for easements or property acquisitions.
- Pursue business sponsorships for individual pocket parks

### 5.2.4 **Community Center / Swimming Pool Feasibility Study**

- Establish a steering committee.
- Conduct a feasibility study to determine estimated costs of construction and maintenance.
- Conduct market research for desired activities.
- Host a public forum to discuss previous fundraising efforts, available funds, projected costs, and compare with the costs of other recreation opportunities such as trails or sport fields.
- Pursue partnership with Scappoose School District for funding.

### 5.2.5 **Develop sport facilities**

- Diamond ball fields (baseball, softball, etc.)
- Rectangular ball fields (soccer, football, etc.)
- Pursue partnerships with property owners to allow temporary use of private open space for sport events.

## 5.3 **TRAILS**

---

### 5.3.1 **Improve the Crown-Zellerbach Trail**

- Increase maintenance efforts: trash pickup, weeding
- Re-surface the trail between W Lane Road and Chapman Landing.
- Install more benches: at least one per quarter-mile.
- Install lighting.
- Improve advertising and public outreach.
- Pursue business sponsorships for improvements
- Develop a trailhead at W Lane Road.
- Reconnect the trail between Highway 30 and W Lane Road.

### 5.3.2 **Build pedestrian and bicycle paths**

- Adopt trail development standards.
- Identify connection gaps and opportunities.
- Pursue funding for easements and property acquisitions.

### 5.3.3 **Develop a trail along South Scappoose Creek**

- Continue creek restoration efforts with Scappoose Bay Watershed Council.



- Develop a Scappoose Creek Trail conceptual plan.
- Pursue partnerships with property owners and neighbors.
- Pursue funding for easements and property acquisitions along the creek.

#### 5.3.4 **Develop a trail along the railroad**

- Pursue a partnership with the railroad company to grant public access between Crown Zellerbach Road and Havlik Drive.

#### 5.3.5 **Develop a trail along Jackson Creek**

- Pursue funding for easements and property acquisitions.
- Pursue partnerships with property owners and neighbors.

#### 5.3.6 **Develop a trail between Scappoose and St. Helens**

- Pursue funding for easements and property acquisitions.
- Pursue partnerships with property owners and neighbors.

### 5.4 **OPEN SPACE**

---

#### 5.4.1 **Develop a Nature Park at the Bella Vista Property**

- Develop a conceptual plan with neighbors and public input.
- Identify scenic views.
- Identify opportunities for walking and mountain biking trails.
- Identify opportunities for disk golf.
- Pursue partnership with Northwest Trails Alliance (NWTa) for trail development and maintenance.
- Connect the site to the Crown-Zellerbach Trail via EJ Smith Road and Apple Valley Road.

#### 5.4.2 **Develop a Nature Park at Creekview Park**

- Develop a conceptual plan with neighbors and public input.
- Extend creek restoration efforts with Scappoose Bay Watershed Council to Creekview Park.
- Improve riparian habitat.
- Improve access to creek.
- Install picnic tables.
- Install a path and staircase between the street and lower field area.

#### 5.4.3 **Develop a Nature Park at Fisher Park**

- Improve riparian habitat.
- Improve access to creek.
- Install picnic tables.

#### 5.4.4 **Purchase important properties and open space**

- Identify and inventory sensitive habitat and scenic open space.
- Pursue hazard mitigation funding from FEMA to purchase flood-prone properties.
- Acquire easements and properties along South Scappoose Creek between EJ Smith Road and Dutch Canyon Road.
- Develop incentives for land donations.

- Acquire land from private developers to build parks, or incentivize land developers to build parks and dedicate them to the city.

#### **5.4.5 Update City Development Code**

- Develop additional development standards for properties with sensitive habitat or scenic open space.
- Develop overlay zone to protect sensitive habitat and scenic open space.

### **5.5 ACCESSIBILITY**

---

#### **5.5.1 Develop a network of safe walking and bicycling routes**

- Identify connection gaps and opportunities between parks and popular community destinations
- Improve sidewalks and bicycle infrastructure
- Establish shared-use streets to improve safety for bicyclists.
- See : Build pedestrian and bicycle paths.

#### **5.5.2 Construct adequate bicycle parking at parks**

- Determine parking needs for each park.
- Install bicycle racks at each park.

#### **5.5.3 Construct adequate seating at parks**

- Determine seating needs for each park.
- Install benches at each park.

#### **5.5.4 Improve park and wayfinding signage**

- Inventory existing signage
- Determine signage needs for each park
- Determine wayfinding locations along walking and bicycling routes between parks
- Pursue business sponsorships to make and install signs

#### **5.5.5 Construct ADA friendly amenities**

- Identify which parks have amenities that are not ADA compliant
- Replace or repair existing park amenities to meet ADA standards
- Pursue ADA focused development at new parks

### **5.6 RECREATION**

---

#### **5.6.1 Develop partnerships to increase recreation opportunities**

- Build and pursue new partnerships with other local parks and recreation providers.
- Collaborate to meet shared goals, and reduce gaps or overlaps in services.
- Establish new or more formal agreements where appropriate.

### **5.7 MAINTENANCE**

---

#### **5.7.1 Develop a Parks & Recreation Facilities Maintenance Plan**

- Establish standards for level of care at each park facility.

- Identify and prioritize the backlog of deferred maintenance tasks.
- Survey, inventory, and develop maintenance guidelines for all built, natural and historic features.
- Record and track parkland and facility conditions, maintenance needs, scheduling, amenities, and part numbers.
- Prioritize sustainability and energy efficiency. Develop a strategy for improvement in those areas.
- Survey, inventory, and develop maintenance guidelines for all tree and plant species.
- Incorporate estimates for the maintenance costs of proposed development.
- Update the Parks & Recreation Facilities Maintenance Plan every five years.

### 5.7.2 Increase staff levels

- Ensure internal staff capacity is available to oversee projects and carry out continued maintenance for existing parks and any improvements or new development.
- Train staff on best horticultural and park maintenance practices

### 5.7.3 Increase community stewardship

- Develop and maintain a public online database of projects which need volunteer assistance or could be completed by volunteers.
- Develop a volunteer program for maintaining parks and trails.
- Establish a formal "Friends of the Parks" program and develop a contract with guidelines and expectations.
- Establish a formal "Adopt-A-Park" program and develop a contract with guidelines and expectations.

## 5.8 MANAGEMENT

---

### 5.8.1 Increase park funding

- Establish a Parks & Recreation District
- Establish a gas tax
- Collect service fees for facility use and reservations
- Update System Development Charges (SDCs)

### 5.8.2 Reduce light pollution generated by parks

- Update lighting standards for parks and facilities
- Install energy efficient lights and timers
- Use light shields or fixtures that reduce upward glare

### 5.8.3 Improve communication and public outreach

- Develop a social media strategy.
- Create a Parks & Recreation page on the City website.
- Create a brochure showing park locations, their amenities, and additional information.

### 5.8.4 Update the Development Code

- Require new subdivisions to provide land for parks and open space
- Develop incentives for developers to provide park space

### **5.8.5 Update the Comprehensive Plan**

- Update Parks policies and goals.
- Update Parks maps.

### **5.8.6 Review and update the Parks Plan**

- Review the Parks Plan every 3-5 years.
- Update the Parks Plan every 5-10 years.

# APPENDIX A: 2017 CAPITAL IMPROVEMENT PLAN

---

## BACKGROUND

---

The City of Scappoose's Capital Improvement Plan (CIP) is a dynamic, progressive outline of the City's goals to improve park infrastructure. The plan identifies eleven different park related projects the city hopes to focus on developing in the next five to ten years, and provides realistic estimates of the costs associated with the desired improvements. The plan does not identify where the funds will come from to construct the improvements. It gives a variety of suggestions based on the possibilities available to Scappoose.

The Capital Improvement Plan (CIP) is vital to the City. It is a plan for physical improvements to parks, trails and public facilities throughout the City. The underlying motives behind the CIP are to improve safety, health, access, and lifestyle and ultimately the CIP intends to support the local economy.

Detailed information for each park project in the CIP is provided on individual project description sheets.

This plan is a fluid document serving as a guide, rather than a rigid plan. When funds become available to the City actions may be taken. It should also be revised every five years to reflect changes in priorities, opportunities and circumstances.

## CIP PRIORITIZATION

---

The City used multiple sources and tools to determine the projects.

These include:

- *Planning Documents and Tools:* The City uses a variety of documents and tools to determine service level needs of parks, trails and recreational facilities. These documents include, but are not limited to, the Scappoose Comprehensive Plan, the Parks, Trails and Open Space Plan, and the Transportation System Plan. The City also considers higher level plans such as; Oregon Statewide Comprehensive Outdoor Recreation Plan; and the Portland State University Population Forecasts.
- *Citizen Outreach:* The City of Scappoose has done four different surveys, held two open houses and two Annual Town Meetings to gauge citizen support, interest and priorities. The most recent survey and open house was done in 2016, and the most recent annual town meeting was held in 2017. The results of the survey, open house, and annual town meeting all determined that Scappoose residents feel underserved by the Scappoose Park System.
- *Level of Service (LOS) Targets:* The City's Parks, Trails and Open Space Plan defines recommended LOS targets for neighborhood, community, regional parks and trails that meet community need as a goal in section 4.3. These targets help the City determine how well existing facilities are meeting the community's current park and recreation needs, and what investments are needed in the future to reach or maintain LOS as the population grows.

- *Parks and Recreation Committee:* In 2016, the Committee went through an exercise that set a priority for different categories of projects, i.e. trails, neighborhood parks, acquisition, etc. City staff use these priorities when working on the specified improvements. The committee also had a significant hand in creating conceptual designs for the parks in this plan. The members were given three opportunities to suggest amenities and alter the preliminary plans.
- *Staff Recommendations:* Staff identifies projects that they believe should be considered in the CIP.

## FUNDING OPTIONS

---

This chapter describes potential funding sources for implementing the Parks Plan. Most sources are limited in scope and can only be used to fund specific types of projects or improvements—some can be used for operations and maintenance costs while others can be used for capital improvement projects.

### Capital Improvement Projects and Operations

The following funding sources may be used for capital improvement projects as well as for ongoing operations and maintenance costs.

#### General Fund

Park and recreation services are funded within the City’s General Fund, which receives its revenue primarily from property taxes, supplemented by grants and fees. The General Fund is the primary source of funding for ongoing parks maintenance.

#### Local Option Levy

A local option levy could provide a separate property tax levy outside the City’s permanent rate limit, subject to the \$10 combined rate limit imposed under Measure 5. This levy may be used to fund a capital project or a group of projects over a specified period of time, up to ten years. Revenues from these levies may be used to secure bonds for projects, or to complete one or more projects on a “pay as you go” basis.

Local option levies require voter approval by greater than 50% of voters who voted in that election. A local option levy is not a good alternative to a general obligation bond for large projects or groups of projects. Property tax levies can be used for land acquisition and capital improvements, but they are more frequently used for facility operations and maintenance.

The advantages of levies include reduced interest, increased flexibility, enhanced debt capacity, improved borrowing terms, and increased fiscal responsibility. Disadvantages of the levies include insufficient funding, intergenerational inequity (for example, long term facilities are paid for disproportionately by current users), inconsistency of funding requirements, and use of accumulated reserves.

#### Public/Government Grant Programs

Grant programs exist for various capital and operational related projects, including:

- *Local Government Grant Program:* This grant program is funded through the Oregon Parks and Recreation Department. The grant is evaluated on an annual basis, with a 40% match requirement for a

city of Scappoose's size. Property value can be used as a match for the grant, and can be used for acquisition, development, rehabilitation and planning or feasibility studies.

- *Recreation Trails Program* This grant program is funded through the Oregon Parks and Recreation Department. Grants are distributed on a biennial basis and require a 20% match. Eligible projects must include:
  - Maintenance and restoration of existing trails,
  - Development and rehabilitation of trailhead facilities,
  - Construction of new recreation trails, and
  - Acquisition of easements and property.
- *Oregon State Marine Board*: As the agency responsible for managing Oregon's waterways, the Oregon State Marine Board provides construction grants for waterfront improvements, such as boat ramps, restrooms, parking, and other related projects, as well as operation funds for maintenance and patrol. It receives its revenue for grants from the licensing of pleasure boats and a portion of the automobile gas tax. The board currently only administers funds for motorized boating activity, but HB2320, presented in 2017 before the Oregon House of Representatives, would set funds aside for non-motorized activities as well.

### Private Grants and Foundations

Private grants and foundations fund a wide range of projects. They can be difficult to find and equally difficult to secure because of open competition. They often fund unique projects or projects that demonstrate extreme need.

### Public/Private Partnerships

The City may enter into a working agreement with a private business to help fund, build, and/or operate a public facility. A public agency can generally offer three incentives:

- Land to place a facility,
- Certain tax advantages,
- Access to the facility.

While the City may have to give up certain responsibilities or control, a public/private partnership is one way to obtain public facilities at a lower cost.

### Fees and Charges

User fees and facility charges generate revenue for parks and programs by charging users some or all of the costs of providing services. Park services revenue can be increased by expanding rentable facilities such as picnic shelters, meeting rooms, swimming pools, gardens, gazebos, ballfields etc.

## Capital Improvement Projects Only

The following funding sources may be used for capital improvement projects only. A single funding source rarely covers the full cost of a capital improvement project, and some grant programs require a certain percentage of matching funds from the City.

## System Development Charges (SDCs)

A system development charge is a one-time fee imposed on new development to cover the costs of capital improvements needed to serve new customers. Oregon Revised Statute (ORS) 223.297–223.314 defines SDCs and specifies how they shall be calculated, applied, and accounted for. By statute, a SDC is the sum of two components:

- *Reimbursement Fee:* Designed to recover the costs associated with capital improvements already constructed or under construction.
- *Improvement Fee:* Designed to recover the costs associated with capital improvements to be constructed in the future.

## General Obligation Bond

A bond measure would allow the City to save a substantial amount of money by purchasing land for future parks, trails and facilities at today's prices, and to invest in a parks system that will serve the community far into the future. Bonds distribute costs and payments for a park improvement to those who will benefit from it over its useful life, rather than requiring today's taxpayers to pay for future use. Therefore, bonds should not be used if they have a longer maturity period than a park project's useful lifespan—people should not be paying for a major park or recreation facility after it is no longer in use. Another benefit of a bond measure is that it preserves current cash-on-hand, which allows the City's general fund revenues to be used for operating expenses or to purchase needed equipment.

A successful bond measure requires considerable time and effort for gaining public support. Attitude polls, forming a bond issue citizens' committee, holding public meetings, distribution of leaflets, and door-to-door canvassing are ways of working with the community. The Oregon Bond Manual also recommends hiring a bond counsel prior to the bond election to ensure that all requirements are met.

Oregon State law requires all Unlimited-Tax General Obligation (G.O.) bonds to be authorized by a vote of the people. Furthermore, no public resources may be used to advocate "for" or "against" a ballot measure. Accordingly, any materials printed must be purely explanatory in nature.

## Donations

Donations from service organizations, private groups, or individuals is a popular way to raise small amounts of money, materials, labor, or land for specific projects. Service organizations often fund small projects such as picnic shelters or playground improvements. For example, members of the Rotary Club have solicited donations to build a new water feature at Heritage Park. Donations can also help fund open space acquisition.

## Local Improvement District

Under Oregon State law, a city may use a Local Improvement District (LID) to subsidize specific capital improvement projects by imposing special assessments on all properties benefiting from the project. LIDs are often used to subsidize local transportation and infrastructure systems but also may be used for parks and recreation areas. Because the properties within the district must receive a special benefit from the project, it is applicable for neighborhood parks and recreation areas.

## Public/Government Grant Programs

- *Land and Water Conservation Fund:* This is a federal grant program that receives its money from offshore oil leases. The money is distributed through the National Park Service and is administered locally by the Oregon Parks and Recreation Department. In the past, this was one of the major sources of grant money for local agencies. In the 1990s, funding at the federal level was severely cut, but in recent times more



money has become available. The funds can be used for acquisition and development of outdoor facilities and require a 50% match.

- *Urban Forestry Grants*: Several grant programs provide money for public tree planting projects. However, United States Forest Service grants are usually less than \$10,000.
- *Oregon Watershed Enhancement Board*: The Oregon Watershed Enhancement Board (OWEB) is a State agency led by a policy oversight board. Together, they promote and fund voluntary actions that strive to enhance Oregon's watersheds. The Board fosters collaboration between citizens, agencies, and local interests. OWEB's programs support Oregon's efforts to restore salmon runs, improve water quality, and strengthen ecosystems that are critical to healthy watersheds and sustainable communities. OWEB administers a grant program that awards more than \$20 million annually to support voluntary efforts by Oregonians seeking to create and maintain healthy watersheds.

### Land Trusts

Private land trusts such as the Trust for Public Land, the Nature Conservancy, and the McKenzie River Trust employ various methods, including conservation easements to work with willing property owners to conserve important resource land. Private land trusts assist public agencies in various ways. For example, land trusts may acquire and hold land for eventual acquisition by the public agency.

### National Tree Trust

National Tree Trust provides trees through two programs: *America's Treeways* and *Community Tree Planting*. Both programs require that trees be planted on public lands by volunteers. Furthermore, *America's Treeways* requires a minimum of 100 seedlings be planted along public highways.

### Lifetime Estates

This is an agreement between a landowner and the City that gives the owner the right to live on the site after it is sold to the City. These kinds of agreements could be useful for conservation of open space.

### Exchange of Property

The City can exchange property with a private landowner. For example, the City could trade a less useful site for a privately owned site that is more suitable for a potential park.

### Other Funding Measures

Due to the increasing limitations on property taxes, some public agencies are looking toward alternative methods of funding park and open space systems that citizens find essential to quality of life. These alternative mechanisms are generally taxes, and some are more viable than others as funding sources. Scappoose should also consider the potential of other alternative mechanisms as part of the City's overall revenue strategy. The City should investigate the use of the following taxes to fund park and recreation development:

- Entertainment taxes
- Utility taxes
- Corporate Income Tax
- Income Tax Surcharge
- Personal Income Tax
- Gross Receipts Tax
- Payroll Tax

- General Sales Tax
- Restaurant Tax
- Business License Tax
- New Construction Fees

### Special District

Another funding strategy the City should consider is the development of a Special District for parks and recreation. A Special District is governed by an independently elected Board of Directors and has its own tax base and revenue stream.

Currently, park maintenance and operations are funded by the City’s General Fund. This amount changes annually, and competes with other departmental needs during the annual budgeting process. A dedicated tax rate would provide a reliable source of funding for parks and recreation projects regardless of budget changes or shortfalls. Note that tax rates may not exceed the 10/1,000 general government property tax limitations.

There are specific procedures required to form a Special District, including county involvement, a public vote, and a petition process. As with a local option levy, these steps require extensive community support.

## PROJECT DESCRIPTION SHEETS

---


Each project description sheet contains consistent categories of information to help communicate to the staff and the community the pertinent data for each project. The categories include financial information already discussed in this summary, including estimated project costs, funding sources, and estimated operational and maintenance costs. Also included is the following information:

- **Project Summary:** includes project title, project type, park size or length, the CIP map number, and project cost estimates.
- **Project Location:** provides the project address or general location if available. Also provided is a map of the location, if available.
- **Project Scope:** project explains the specific improvements to be developed in the project, developed through committee and community input.
- **Project Considerations:** speaks to various types of project specific information. This could include related partnerships, project history, or any other pertinent project specific data.
- **Project Costs:** gives a detailed estimate of the project cost based on identified amenities.

## Cost Summary

The following costs are estimates based on past projects and information from consultants. These costs should only be used as an estimate when deciding to move forward with projects or not.

Park Name	Capital Improvement Map Number	Cost
Chapman Landing	1	\$1,632,849.20
Creekview Park	2	\$446,146.65
Seely Lane Park	3	\$644,845.22
Dutch Canyon Park	4	\$186,304.73
Keys Road Park	5	\$161,581.50
Vista Park	6	\$145,078.70
Miller Park	7	\$375,811.21
South Scappoose Creek Trail	Refer to Section 4.54	\$885,078.00
Community Center	N/A	\$2,025,000.00
Tennis Courts	N/A	\$159,433.50
Columbia Airpark East	N/A	\$977,750.00
Railroad Trail	N/A	\$416,832.75
<b>Total</b>		<b>\$7,408,866.24</b>

Project Summary	Project Location
<p>Project Title: <b>Chapman Landing</b></p> <p>Project Type: Regional Park</p> <p>CIP Map Number: 1</p> <p>Park Size: ~16 acres</p> <p>Project Estimate: <b>\$1,587,899.20</b></p>	<p>At the intersection of Dike Road and Riverside Lane on the Multnomah Channel</p> 

### Project Scope

Chapman Landing is located at the eastern end of the Crown Zellerbach Trail, on the Multnomah Channel. Historically, the site was used by a variety of logging companies to transfer logs to the Channel to be taken to mills up and down the Columbia River. The plan calls for the space to be shared amongst different users. At the northern end of the park would be horse hitches for riders coming off of CZ Trail. Parking would be near the bridge that spans Dike Road. Trails would connect the parking area to the CZ Trail that terminates at the southern portion of the park. CZ Trail users could also access the water craft dock, bathroom and beach area. The southern portion of the park would contain a shelter area for gatherings, an observation platform, nesting post for birds, and bike parking. Finally, the plan calls for informational placards detailing the history of the park.

### Project Considerations

Other ideas called for allowing motorized water sports, moving the horse hitch closer to the dike, placing the bathroom farther away from the Multnomah Channel, and a boat ramp from the parking lot down to the water to allow easier access to the Channel. A portion of the park was donated to the City, but because of property line issues the dedication has not been completed. The property line is question borders a parcel owned by Columbia County. To resolve the dispute, Scappoose has asked the County to dedicate their portion to the City, but the County has yet to give an answer. Rough cost estimates are detailed below. Actual costs could be significantly higher due to environmental remediation and other engineering issues on the site.

### Budget

Item	Description	Quantity	Units	Unit Cost	Amount
Professional Services	Geotechnical Engineering	1	CT	\$35,000	\$35,000
	Surveyor	1	CT	\$25,000	\$25,000
	Planner	1	CT	\$25,000	\$25,000

	Civil Engineer	1	CT	\$75,000	\$75,000
	Wetland Biologist	1	CT	\$25,000	\$25,000
	Structural Engineer	1	CT	\$20,000	\$20,000
	Architect	1	CT	\$50,000	\$50,000
Permits	Army Corps of Engineers	1	CT	\$5,000	\$5,000
	DLS	1	CT	\$5,000	\$5,000
	DEQ	1	CT	\$1,500	\$1,500
	NMFS	1	CT	\$5,000	\$5,000
	County	1	CT	\$5,000	\$5,000
	Dike District	1	CT	\$5,000	\$5,000
Zone Change	Cost of Rezone	1	CT	\$3,000	\$3,000
Construction	Mobilization	1	LS	\$120,000	\$120,000
	Excavation	5000	CY	\$10	\$50,000
	Embankment	5000	CY	\$10	\$50,000
	Subgrade Preparation	10000	SF	\$1	\$10,000
	Base Rock (10")	10000	SF	\$4	\$40,000
	Asphalt Concrete Pavement (3")	10000	SF	\$4	\$40,000
	Striping and Signing	1	LS	\$10,000	\$10,000
	Temporary Traffic Control	1	LS	\$10,000	\$10,000
	Dock	500	SF	\$112	\$56,000
	Railing	400	LF	\$220	\$66,000
	Paved Parking	6000	SF	\$4.50	\$27,000
	Gravel Trail	12000	SF	\$2	\$24,000
	Concrete Plaza	1500	SF	\$7	\$10,500
	Landscaping:				
	Planting	1	LS	\$36,000	\$36,000
	Seeding	90000	SF	\$0.50	\$45,000
	Irrigation	90000	SF	\$1	\$90,000
	Restroom	300	SF	\$400	\$129,000
	Lighting	15	LS	\$1,200	\$18,000
	Gangway, Metal	750	SF	\$50	\$37,500
	Nesting Platform	2	LS	\$1,098	\$2,196
	Shelter ~1,500 Sq Ft.	1	LS	\$45,000	\$45,000
	Horse Hitch	3	LS	\$400	\$1,200
	Info Placards	3	LS	\$600	\$1,800
	Bike	9 bikes	LS	\$700	\$700
	Erosion Control	1	LS	\$10,000	\$10,000
	Construction Administration	15%			\$139,484.40
	Contingencies	30%			\$278,968.80
<b>Total</b>					<b>\$1,632,849.20</b>

Project Summary	Project Location
<p>Project Title: <b>Creekview Park</b></p> <p>Project Type: Neighborhood Park</p> <p>CIP Map Number: 2</p> <p>Park Size: 2.71 acres</p> <p>Project Estimate: <b>\$446,146.65</b></p>	<p>Entrance is located between 51915 and 51945 Creekview Place. The property's boundary extends over South Scappoose Creek.</p> 

### Project Scope

Plans for this park call for minimal development. Entrance to the park will be off of Creekview Place with 4 parking spots. To access the lower portion of the park from the parking area an ADA path with switchbacks is required because the slope grade. Development in the flat area near the water will include a path to easily walk along the water, a small sitting/play area near the southern portion of the park, and a platform at the northern portion of the park to relax by the creek. Additionally, the plan suggests bank be recontouring to provide safe access to South Scappoose Creek. A bridge at the northern end could be part of a future South Scappoose Creek Trail to provide access to City property located to the NW of the park.


### Project Considerations

A large portion of the park floods during the wet season, and the whole lower section is in the floodway. Significant restoration along the banks of the South Scappoose Creek, and native replanting would be necessary during any development. The Bank Restoration estimate included below is based on the 2016 OWEB Grant submitted for a different section of the Creek. Pricing is highly variable. If the City decides not to restore the bank, the cost for the park would drop to less than \$200,000. The path that allows access to the lower portion of the property would change the topography of the hill, and effect the ability of children to sled when it snows. A plan for a different path could be considered to preserve this, but might affect the ability of the City to provide ADA access.

### Budget

Task/ Description	Quantity	Unit	Unit Cost	Amount
Gravel Path	4,010	SF	\$6.00	\$24,060.00
Asphalt Parking Spaces	810	SF	\$5.50	\$4,455.00
Play Area	1	LS	\$25,000.00	\$25,000.00

Picnic Tables	3	EA	\$1,200.00	\$3,600.00
Bike Rack	1	EA	\$700.00	\$700.00
<i>Bank Restoration</i>	<i>1.50</i>	<i>Acres</i>	<i>\$123,776.00</i>	<i>\$185,664.00</i>
Landscaping	2,000	SF	\$6.50	\$13,000.00
Horse Shoe Pits	2	LS	\$2,000.00	\$4,000.00
Bridge	400	LS	\$175.00	\$70,000.00
Mobilization			5.00%	\$16,523.95
Engineering			10.00%	\$33,047.90
Contingency			20.00%	\$66,095.80
<b>Total</b>				<b>\$446,146.65</b>

Project Summary	Project Location
<p>Project Title: <b>Seely Lane Park</b></p> <p>Project Type: Community Park</p> <p>CIP Map Number: 3</p> <p>Park Size: 3.35 acres</p> <p>Project Cost: <b>\$644,845.32</b></p>	<p>Seely Lane Park divides SW 4<sup>th</sup> and NW 4<sup>th</sup> Street, and runs parallel to Seely Lane. The park's western boundary is South Scappoose Creek</p> 

### Project Scope

The Seely Lane Project has seen a variety of different iterations and designs. The map included in this CIP illustrates the different approaches that have been suggested. Specific locations for amenities will be decided when taking these preliminary designs to engineers or architects in order to generate construction documents. The plan calls for a parking lot off and on street parking on, Seely Lane. Directly adjacent to parking lot would be the restroom facility and a basketball court. Next to the basketball court is a cement wall for other sports such as tennis or “wall ball.” In the center of the park would be a natural play area with similar features to Westmoreland Park in Portland, though on a much smaller scale. Around the same area of the natural play area would be a pavilion that could hold around 100 people. The whole park would be connected with a series of paths built throughout the park, and a multi-use paved trail connecting 4<sup>th</sup> street for bikers and pedestrians. Community members also asked for a bridge to Veterans Park and a Volleyball court. It is suggested that those two items be built at a later phase.

### Project Considerations


The park contains a large Heritage Oak Tree that will be included as part of the park's final design. Certain sections of the paths should also be paved to allow for ADA access and an easy connection between SW 4<sup>th</sup> Street and NW 4<sup>th</sup> Street, which are currently separated by the park property.

### Budget

Task / Description	Quantity	Units	Unit Cost	Amount
Mobilization/Tree Protection	1	LS	\$5,000	\$5,000
Clear and Grub (3 inches)	90,000	SF	\$.25	\$22,500
Erosion Control	1	LS	\$2,500	\$2,500
Grading	3,500	CY	\$15	\$52,500



Construction Entrance	1	LS	\$300	\$300
Traffic Control/Temp. Protection/Fencing	1	LS	\$1,500	\$1,500
Storm System	1	LS	\$10,000	\$10,000
Sewer Connection	1	LS	\$3,500	\$3,500
Water Connection (power + install.)	1	EA	\$7,500	\$7,500
Pathway Lights	8	EA	\$1,000	\$8,000
Paved 12' Asphalt Pathway (N-S only)	4,200	SF	\$6	\$25,200
Compacted Gravel Pathway	4,170	SF	\$3.50	\$14,595
Bridge	1	EA	\$50,000	\$50,000
Pavilion (~1,500 sq. ft.)	1	LS	\$45,000	\$45,000
Restroom	1	LS	\$30,000	\$30,000
Half-Court Basketball	1	LS	\$16,500	\$16,500
Parking Lot	9,522	SF	\$4.50	\$42,849
Play Area	1	LS	\$100,000	\$100,000
Trash Receptacles	3	EA	\$800	\$2,400
Drinking Fountain	1	EA	\$2,000	\$2,000
Parking Lot Lighting	4	EA	\$1,000	\$4,000
Native Grass Mix	35,555	SF	\$.15	\$5,333.25
Benches	7	EA	\$1,200	\$8,400
Landscaping	6,697	SF	\$6	\$40,182
15% Contingency				\$76,463.89
Design/Engineering				\$58,622.31
<b>Total</b>				<b>\$644,845.31</b>

Project Summary	Project Location
<p>Project Title: <b>Dutch Canyon Park</b>  Project Type: Pocket Park  CIP Map Number: 4  Park Size: .65 acres  Project Estimate: <b>\$186,304.73</b></p>	<p>On the property currently being used for the City well off of SW Dutch Canyon Road and next to Dutch Canyon Estates Phase 1.</p> 

### Project Scope

This project is on a parcel which currently contains a municipal well and pump house. The park would be built around the fenced-in area containing the two pump houses. A paved path would be constructed between the cul-de-sac at the end of SW Rembrandt Drive and the side walk off SW Dutch Canyon Road. The path would curve through a small vegetated area to the west of the property and cut east to go by a small basketball court and natural play area. The plan also calls for small amounts of landscaping on the southern portion of the property, as well as picnic tables.


### Project Considerations

Minimal development of the park is planned as it is only intended to serve the surrounding community. In order to access SW Rembrandt Drive, the property owner directly to the east of the property would need to grant an easement over the southernmost portion of their property, or the city would need to buy the land and adjust their property line. Alternative to a chain link fence around the well-heads was strongly expressed during committee meetings and public hearings.

### Budget

Task/ Description	Quantity	Unit	Unit Cost	Amount
Clear and Grub	28,314	SF	\$0.25	\$7,078.50
Grading	1,048	CY	\$15.00	\$15,720.00
Half-Court Basketball	1	LS	\$16,500.00	\$16,500.00
Natural Play area	1	LS	\$25,000.00	\$25,000.00
Landscaping	3,000	SF	\$6.00	\$18,000.00
Bench	3	EA	\$1,000.00	\$3,000.00
Picnic Tables	2	EA	\$1,200.00	\$2,400.00
Native Grass Mix	25,000	SF	\$0.15	\$3,750.00

Fence	75	FT	\$35.00	\$2,625.00
Easement	1	EA	??	
Bike Rack	1	EA	\$700.00	\$700.00
Parking	810	FT	\$5.50	\$4,455.00
Asphalt Paved Path	5,170	SF	\$7.50	\$38,775.00
Mobilization			5.00%	\$6,900.18
Engineering			10.00%	\$13,800.35
Contingency			20.00%	\$27,600.70
<b>Total</b>				<b>\$186,304.73</b>

Project Summary	Project Location
Project Title: <b>Keys Road Park</b> Project Type: Pocket Park CIP Map Number: 5 Park Size: .80 acres Project Estimate: <b>\$161,581.50</b>	On City property currently being used to treat and store drinking water at the top of SW Keys Road. 

### Project Scope

Most of this property is currently used for the water treatment plant and water towers. The park would occupy the space outside the fenced-in water facility. The plan calls for extending the current path that meanders through the woods on the southern portion of the park upwards towards a larger green lawn by the paved road, which gives the water department access to the water facility. The path would end at a sitting area with a view of Mt. Hood. The plan also calls for a half-court basketball court with a wall nearby for tennis or other wall sports adjacent to the large water treatment building on site. Some discussion suggested that exercise equipment rather than a court be placed on the site, so a price estimate was included for both below. Mature Fir trees currently exist on the site, but new plantings have been proposed as well. Parking spaces at the northern edge of the property would allow for residents from around town to enjoy the view, without having to walk up the hill.

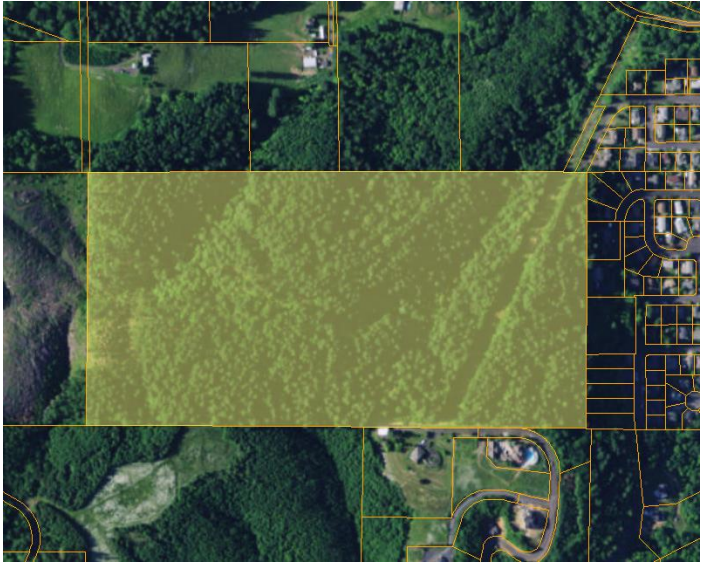
### Project Considerations

The PL-U zoning would need to be changed. Under the current zoning parks are not allowed on PL-U property. Subsequently, because the site is primarily used as a water treatment facility, so structures that conflict with that use should be avoided. The water treatment department should be consulted when developing the site.

### Budget

Task/ Description	Quantity	Unit	Unit Cost	Amount
Avg. 3 foot Retaining Walls	567	SF	\$40.00	\$22,680.00
10 Foot Cement Wall Behind Bball Court	980	SF	\$15.00	\$14,700.00
Parking Lot (not including grading)	972	SF	\$6.00	\$5,832.00
Landscaping	1,483	SF	\$6.00	\$8,898.00
1/2 Court Bball or	1	LS	\$20,000.00	\$20,000.00

<b>Adult Exercise Zone</b>	<b>1,000</b>	<b>SF</b>	<b>\$25.00</b>	<b>\$25,000.00</b>
Benches	2	EA	\$1,000.00	\$2,000.00
Picnic Tables	2	EA	\$1,200.00	\$2,400.00
Asphalt Paved Path	2,600	SF	\$7.50	\$19,500.00
Paved Patio	1,262	SF	\$15.00	\$18,930.00
Excavation	75	CY	\$20.00	\$1,500.00
Bike Rack	1	EA	\$700.00	\$700.00
Trees	10	EA	\$255.00	\$2,550.00
Mobilization			5.00%	\$5,984.50
Engineering			10.00%	\$11,969.00
Contingency			20.00%	\$23,938.00
<b>Total (Based off BBall Court)</b>				<b>\$161,581.50</b>

Project Summary	Project Location
<p>Project Title: <b>Vista Park</b>  Project Type: Regional Park/Nature Park  CIP Map Number: 6  Park Size: 76.6 acres  Project Estimate: <b>\$145,078.70</b></p>	<p>The western edge of the city limits, at the end of Belle Vista Drive and Luma Vista Drive.</p> 

### Project Scope

Vista Park is located at the western edge of the City on a hill overlooking Scappoose and the Columba River Valley. The park is 76.6 acres of heavily forested, steep terrain. Currently, the park has a few unofficial trails that have been established by ATVs and nearby residents using the park. The plan calls for improvements to the existing trails, and construct new ones. The trails would be a mix of biking and hiking trails, and would connect to a trailhead which will include a parking lot and path to the lookout near the SE corner of the parcel. The trail connecting the parking lot to the lookout will be ADA compliant. The parking lot would also contain a kiosk and a waterless bathroom. Concrete pillars, gates, or large logs should be placed at all entrances/exits to the park to stop ATVs from continuing to use the park, damaging the trails and scaring or injuring other park user. Signs should also be installed throughout the park to delineate where bikers and hikers can and cannot go.

### Project Considerations

The property has tree blow down from a storm and an overgrown understory layer. Forest thinning will most likely occur in Summer 2017. Access to the property has been an issue. Plans to locate parking off of Bella Vista Road instead of Luma Vista Drive were explored, but problems with emergency access stopped this alternative from being a viable option. Property owners on Luma Vista Drive should be consulted because the park would increase trip counts. The City should consider partnering with Northwest Trail Alliance to build mixed use trails.

### Budget

Task / Description	Quantity	Units	Unit Cost	Amount
Excavation	260	CY	\$21	\$5,460
3" Asphalt Parking Lot	8,340	SF	\$2.5	\$20,850
Asphalt Paved Path	1,000	SF	\$7.50	\$7,500

Kiosk	1	EA	\$6,000	\$6,000
Dog Waste Stand	1	EA	\$300	\$300
Concrete Bench	4	EA	\$807	\$3,228
Concrete Picnic Table	2	EA	\$951	\$1,902
Signage	10	LS	\$1,000	\$10,000
5 Ft Natural Trails	3	MI	\$9,453	\$28,359
Mobilization			5.00%	\$5,579
Engineering			10.00%	\$11,159.90
Contingency			20.00%	\$16,736.80
<b>Total</b>				<b>\$145,078.70</b>

Project Summary	Project Location
Project Title: <b>Miller Park</b> Project Type: Neighborhood Park CIP Map Number: 7 Park Size: 2 acres Project Estimate: <b>\$372,811.21</b>	Located at 52451 Miller Road. 

### Project Scope

Miller Park already has a basketball court, parking, a bathroom, swings and a small pavilion. In 2016 a play structure was removed due to safety concerns. This plan calls for an upgrade to the existing facilities as well as additional amenities. The area near the bathroom would have trees planted and a path would be installed to connect the different amenities. The main addition to the park would be two play areas; one to the east of the pavilion and one between the bathroom and swings. The plan also calls for expansion of the picnic area, and a public art installation at the intersection of the path that connects park features. An entry arch would also be installed near the center of the park to create a focused entry point. In addition to all the park features, extensive landscaping would be needed to create a more inviting space.

### Project Considerations

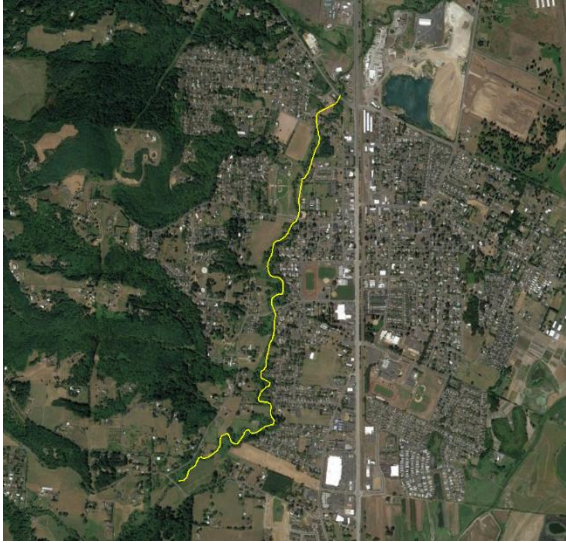
Most of the open area towards the west of the park floods. Better drainage would need to be incorporated into the Natural Play Area Design. The majority of the area that floods should be left undeveloped so the community soccer club can use the field for practice during the spring and fall.

### Budget

Task/ Description	Quantity	Unit	Unit Cost	Amount
Asphalt Paved Path	1,715	FT	\$7.50	\$12,862.50
Bench	8	EA	\$1,000.00	\$8,000.00
Archway	1	EA	\$1,500.00	\$1,500.00
Play Area	1	LS	\$80,000.00	\$80,000.00
Medium Size Tree Planting	25	EA	\$255.00	\$6,375.00
Patio Extensions	1,254	SF	\$6.50	\$8,151.00
Public Art - 1% of total budget	1	LS	1.00%	\$3,678.45



Landscaping	9,257	SF	\$6.00	\$55,542.00
Grass Planting	40,000	SF	\$0.50	\$20,000.00
Bike Rack	1	EA	\$700.00	\$700.00
Drainage at Western Edge	31,739.00	SF	\$2.50	\$79,347.50
Mobilization			5.00%	\$13,807.82
Engineering			10.00%	\$27,615.65
Contingency			20.00%	\$55,231.29
<b>Total</b>				<b>\$372,811.21</b>

Project Summary	Project Location
<p>Project Title: <b>South Scappoose Creek Trail</b></p> <p>Project Type: Nature Trail</p> <p>CIP Map Number: Refer to Section 4.5 in the Parks, Trails, and Open Space Master Plan</p> <p>Park Size: 2.1 Miles</p> <p>Project Cost: <b>\$885,078.00</b></p>	<p>Through multiple private and publicly held properties along South Scappoose Creek.</p> 
Project Scope	
<p>The community has desired a trail along South Scappoose Creek for many years. The Trail would follow the path of the creek, starting at the intersection of SW Dutch Canyon Road and SW EM Watts Road and end on the Scappoose Vernonia Highway to connect with the Crown Zellerbach Trail. The trail would traverse a combination of public and private lands. A route that uses existing bridges should be prioritized, but money was included in the budget to construct bridges in the event that land owners are unwilling to partner with the City.</p> <p>Acquiring the land upon which to locate the trail, or gaining permission to place the trail on private property, presents the biggest challenge to the whole project. The least expensive way to build the trail would be a donated easement for the portion of the property the trail is on. However, land owners may be less likely to agree to this, so purchasing the land for the trail might be a more feasible solution. Due to lot size requirements, the parcel cannot be subdivided in a way that creates a parcel for the trail alone. Therefore, the City could either create a Scappoose Trail Overlay that would allow the establishment of small parcels just for trails, or adjust lot lines to incorporate trail property within adjacent property. However, the City would need to own a parcel adjacent to the property line they are trying to adjust. The City owns property along the trail. Beginning with those parcels the City owns and working outward from there on parcels to adjust lot lines, or gather easements, would be the easiest course of action.</p>	
Project Considerations	
<p>There are roughly 60 privately owned parcels and 9 publicly owned parcels the trail could cross over. Not every parcel would need to have the trail pass through it, but a large portion would. The City would need to work with property owners to either purchase land near the bank of the creek, or get an easement for public access. Permitting may be difficult due to the sensitive riparian habitats in and around the creek. Both trail design and restoration of native vegetation should be part of this project.</p>	

<b>Budget</b>				
<b>Task/ Description</b>	<b>Quantity</b>	<b>Unit</b>	<b>Unit Cost</b>	<b>Amount</b>
Purchase Trail Property (10 feet wide)	110,880	SF	\$3.50	\$388,080
Survey	30	EA	\$3,000	\$90,000
Bridges	3	EA	\$50,000	\$150,000
Asphalt Trail	2.1	MI	\$150,000	\$315,000
Mobilization			5.00%	\$47,154.00
Engineering			10.00%	\$94,308.00
Contingency			20.00%	\$188,616
<b>Total</b>				<b>\$885,078.00</b>

Project Summary	Project Location
Project Title: <b>Community Center</b> Project Type: Building CIP Map Number: N/A Park Size: 10,000 Square Feet Project Estimate: <b>\$2,025,000.00</b>	No location has been identified. Refer to Section 2.4 of the Parks, Trails and Open Space

### Project Scope

In multiple surveys the community has expressed a desire for a community center. This would provide an event space that the community lacks, and could potentially provide other indoor recreation facilities. Some ideas for what to include in a community center are:

- Exercise equipment with classes
- Daycare facilities
- Large event space with kitchen
- Pool/Aquatic center
- Indoor active recreation facilities

### Project Considerations

In other cities community centers are often paired with aquatics facilities. This is not recommended at the site. Pools rarely make enough money to cover maintenance and operational costs and are expensive to build. A seasonal outdoor pool is a possibility, but an indoor pool is not feasible until the City grows and establishes a more reliable funding source. A pool feasibility report would help shed more light on the issue, and offer solutions. If the Scappoose School District builds a new school, the old Middle School could be renovated to serve as a community center. The estimate below reflects new building construction, not a renovation project like what could occur at the middle school.

### Budget

Task/ Description	Quantity	Unit	Unit Cost	Amount
Building	10,000	SF	\$150.00	\$1,500,000.00
Mobilization			5.00%	\$75,000.00
Engineering			10.00%	\$150,000.00
Contingency			20.00%	\$300,000.00
<b>Total</b>				<b>\$2,025,000.00</b>

Project Summary	Project Location
<p>Project Title: <b>Tennis Courts</b>  Project Type: Community Park  CIP Map Number: N/A  Park Size: 2 Tennis Courts  Project Cost: <b>\$159,433.50</b></p>	<p>No exact location has been identified, but community members suggested two new courts be built next to the existing ones at Scappoose Middle School.</p> 

**Project Scope**

Two new tennis courts would be built north of the two existing courts at Scappoose Middle School.

**Project Considerations**

The location identified above is not on City owned property. An agreement would be needed with the Scappoose School District to build tennis courts in this area. If the District is not willing to partner with the City to build the courts, other locations such as Veterans Park could hold the two new courts.

**Budget**

Task/ Description	Quantity	Unit	Unit Cost	Amount
Tennis Court	2	SF	\$50,000.00	\$100,000.00
Fencing	406	FT	\$35.00	\$14,210.00
Drinking Fountain	1	LS	\$5,000.00	\$5,000.00
Mobilization			5.00%	\$5,960.50
Engineering			10.00%	\$11,421.00
Contingency			20.00%	\$22,842.00
<b>Total</b>				<b>\$159,433.50</b>

Project Summary	Project Location
<p>Project Title: <b>Columbia Airpark East</b></p> <p>Project Type: Community Park</p> <p>CIP Map Number: N/A</p> <p>Park Size: ~14.5 Acres</p> <p>Project Cost: <b>\$977,750.00</b></p>	<p>Located directly North of the CZ Trail, off of the future road that will access land east of the airport.</p> 

### Project Scope

The City annexed land to the East of the airport in 2017. The park would be directly adjacent and have access to Crown Zellerbach Trail. This location would work well for a combined Soccer and Baseball/Softball Field. With very few neighbors nearby, the location makes it ideal for sports facilities that generate considerable noise and traffic. Lights would also be feasible at the site because of its distance from residential areas. Other ideas for the park would be to build trails to bird viewing stations, and an amphitheater for community events.


### Project Considerations

A portion of the site contains wetlands, and most of the eastern portion is within the 100 year floodplain. The sports facilities would need to avoid sensitive, natural areas. When the annexation of the property occurred, the City signed an agreement with the adjacent landowners about the future use of the park property. When development of the site occurs the City will need to take that agreement into consideration. The City does not own the parcel as of yet, and no road has been built, making access to the site difficult. The City expects the parcel to be donated in the future.

### Budget

Description	Quantity	Units	Unit Cost	Amount
Clear and Grub	167,500	SF	\$0.15	\$25,125.00
Erosion Control	1	LS	\$2,500.00	\$2,500.00
Grading	167,500	SF	\$2.00	\$335,000.00
Natural Grass Seed	167,500	SF	\$0.15	\$25,125.00
Soil Mix (6" Deep)	3,000	CY	\$40.00	\$120,000.00

Softball/Baseball Backstop	1	EA	\$9,500.00	\$9,500.00
Perimeter Fencing	1,650	LF	\$35.00	\$57,750.00
Lighting	1	LS	\$300,000.00	\$30,000
Parking	13,500	SF	\$6.00	\$81,000.00
Bathroom	1	LS	\$75,000.00	\$75,000.00
Water Fountain	1	LS	\$5,000.00	\$5,000.00
Mobilization			5.00%	\$30,250.00
Engineering			10.00%	\$60,500
Contingency			20.00%	\$121,000.00
<b>Total</b>				<b>\$977,750.00</b>

Project Summary	Project Location
Project Title: <b>Railroad Trail</b> Project Type: Trail CIP Map Number: N/A Park Size: 0.91 Miles Project Cost: <b>\$416,832.75</b>	Along the east side of the railroad tracks between Scappoose High School and NE Crown Zellerbach Logging Road  

### Project Scope

A new trail along the east side of the railroad tracks that is protected from the trains by a fence. The trail would be an asphalt path that would provide access from Scappoose High School to NE Crown Zellerbach Logging Road; making it easier and safer than walking along Hwy 30.

### Project Considerations

The first 737 feet and last 1,000 feet of the path starting at Scappoose High School and moving north would need to be on ODOT's right of way property. The rest of the path could be along the City's right of way. Permission from ODOT would be difficult to acquire and difficult to build on with so many trains using the rail line on a daily basis.

### Budget

Task/ Description	Quantity	Unit	Unit Cost	Amount
Asphalt Trail	.91	MI	\$150,000	\$136,500
Easement	1	EA	\$5,000	\$5,000
Fence	4,779	FT	\$35.00	\$167,265
Mobilization			5.00%	\$15,438.25
Engineering			10.00%	\$30,879.50
Contingency			20.00%	\$61,753.00
<b>Total</b>				<b>\$416,832.75</b>



## PARK MAPS

---














The park maps below correspond to the Park Description Sheets contained within the CIP.

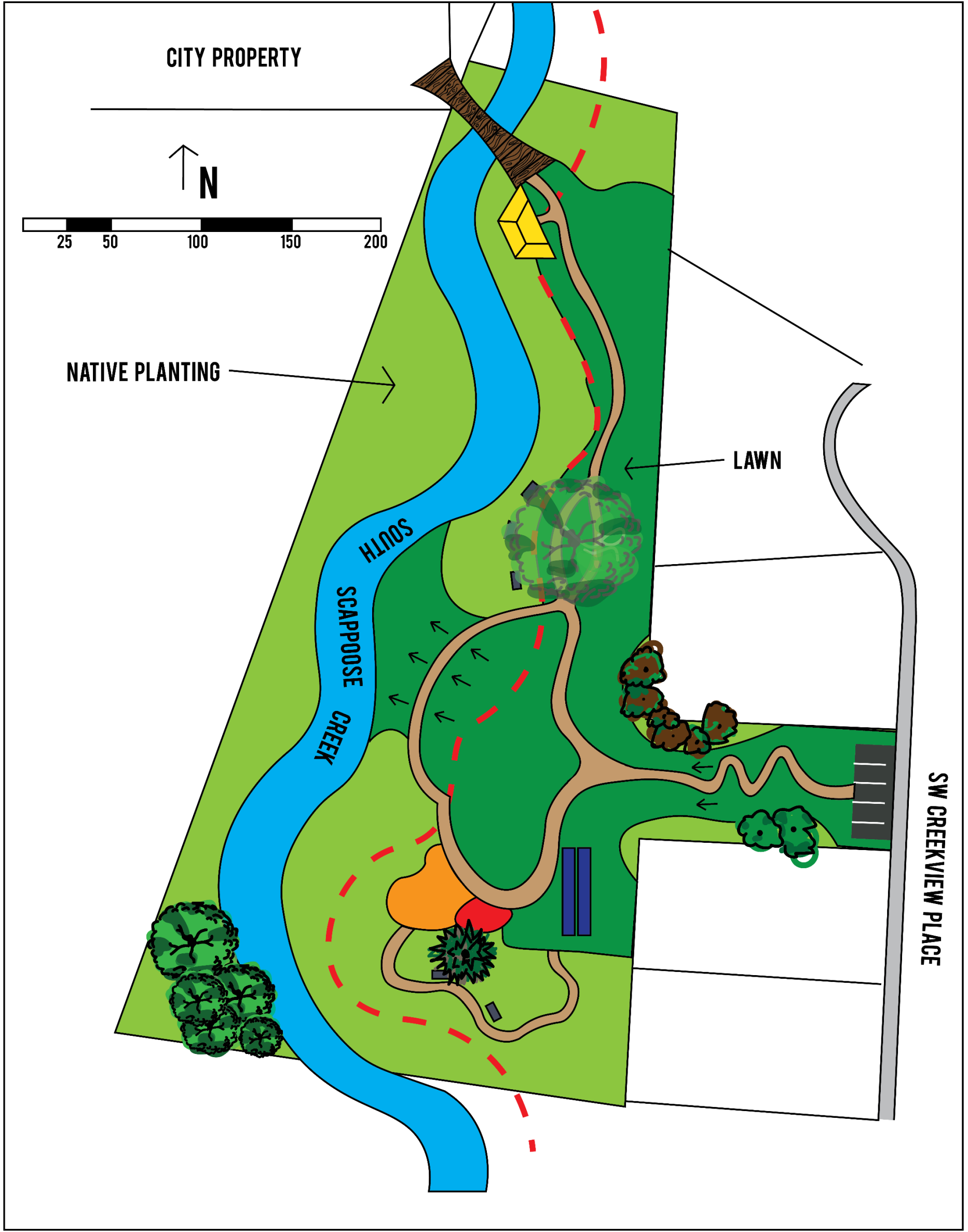
The amenities detailed in each map were suggested by the Parks and Recreation Committee and various other community members over the course of multiple meetings. The preliminary plans were then taken to the 2<sup>nd</sup> Annual Town Meeting on February 11, 2017 to solicit feedback from the larger community. Using the feedback provided by the community, final plans were created, and costs estimated.

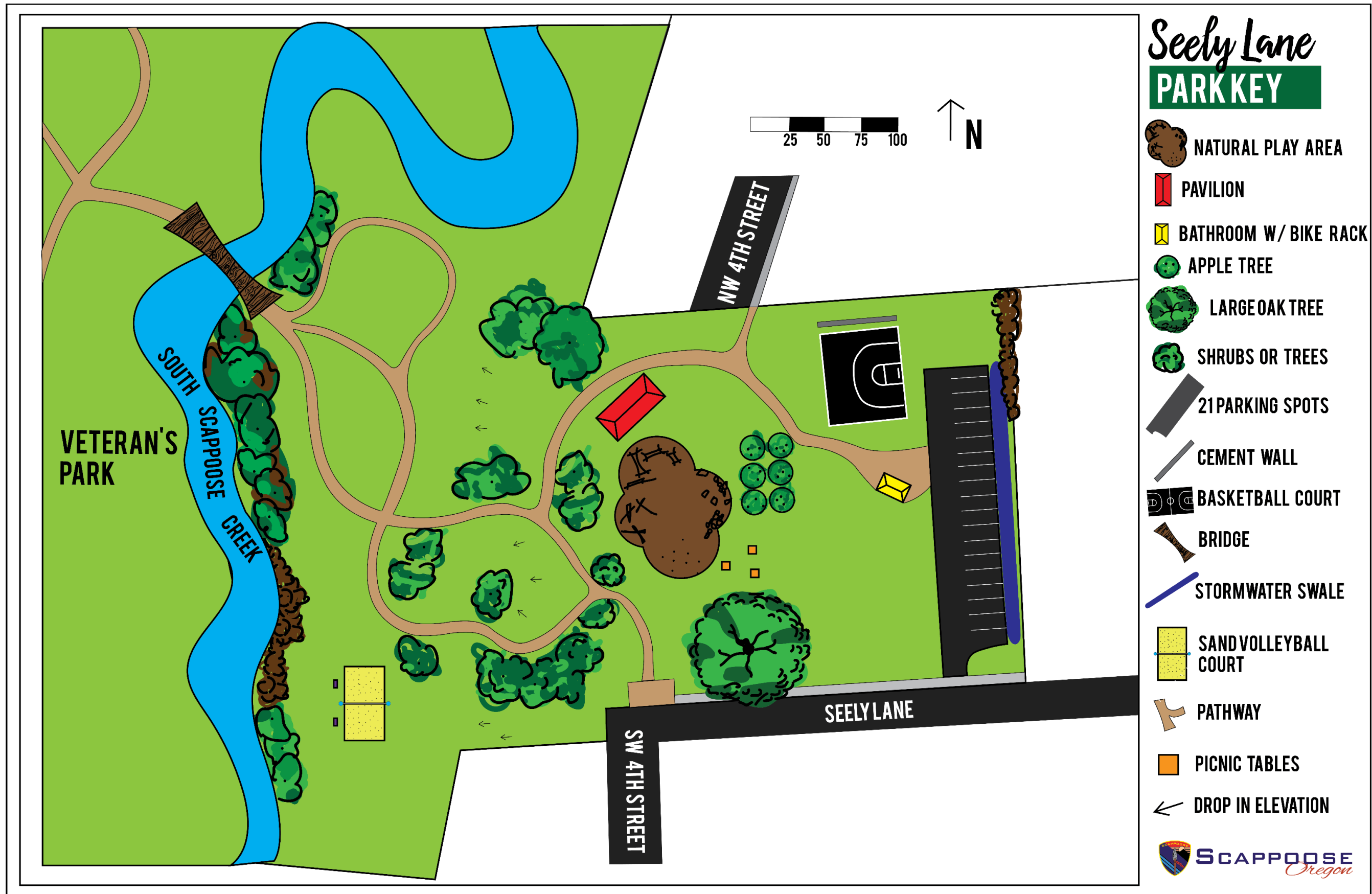
The maps represent what the community would like to see at each site. The City should do it's best to adhere to the plans, but as the City grows and changes, the plans for each park should as well. As such, they are a suggestion for the City rather than a final plan that must be followed.



# Creekview PARKKEY






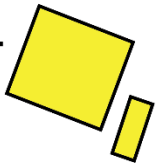
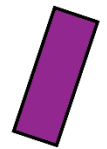
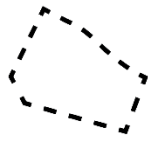
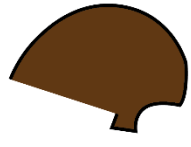
	COTTONWOOD		NATURAL PLAY AREA		FIR TREE		SIDEWALK
	BIRDWATCHING STAND		PATH		PICNIC/SITTING AREA		TOP OF BANK
	BRIDGE		HORSEHOE PITS		BENCH		DROP IN ELEVATION
							SCAPPOOSE Oregon

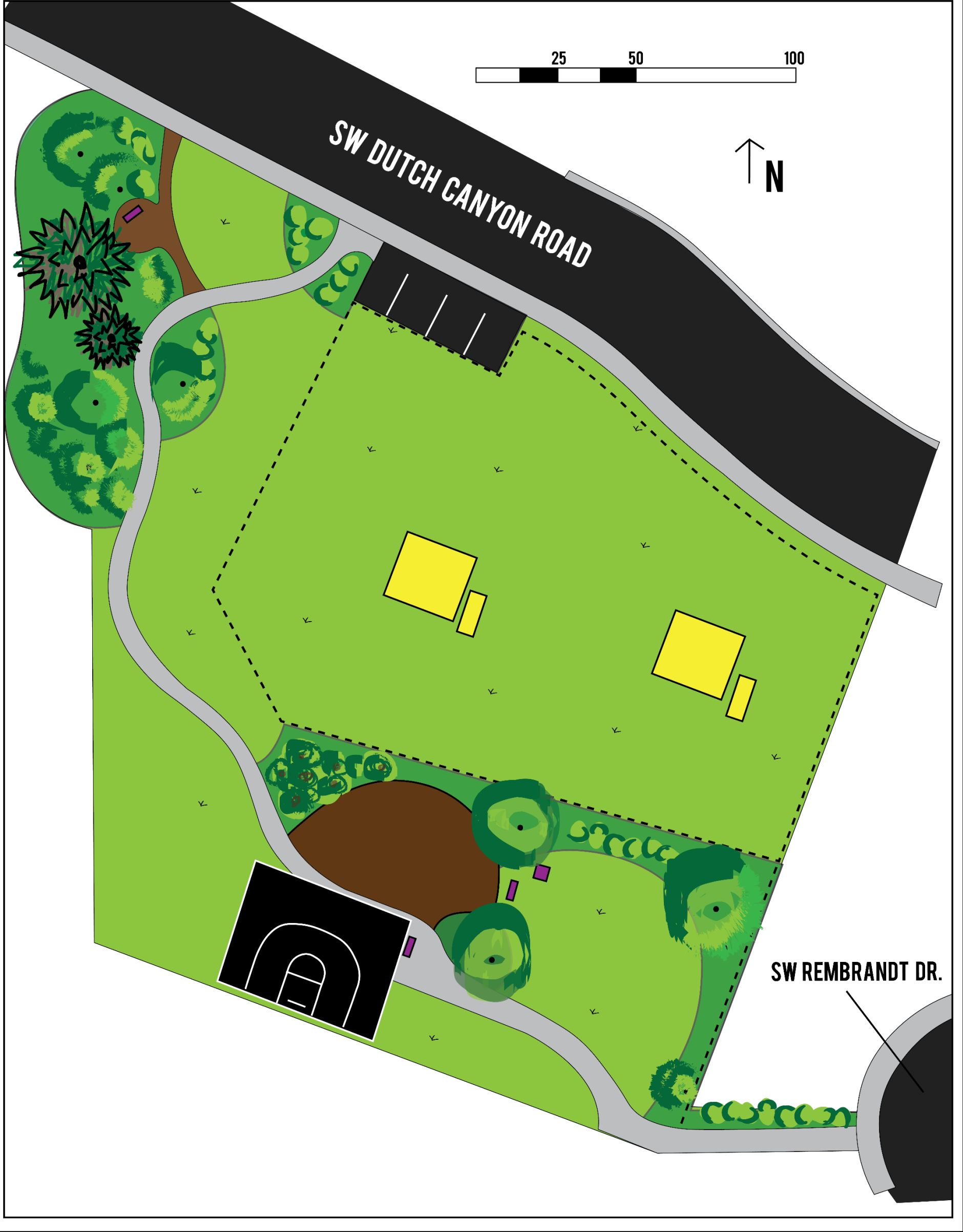
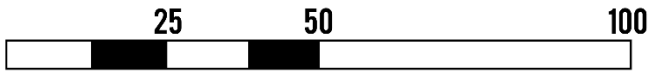








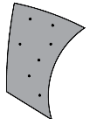









# Dutch Canyon

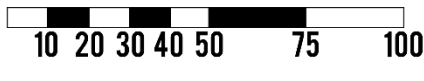
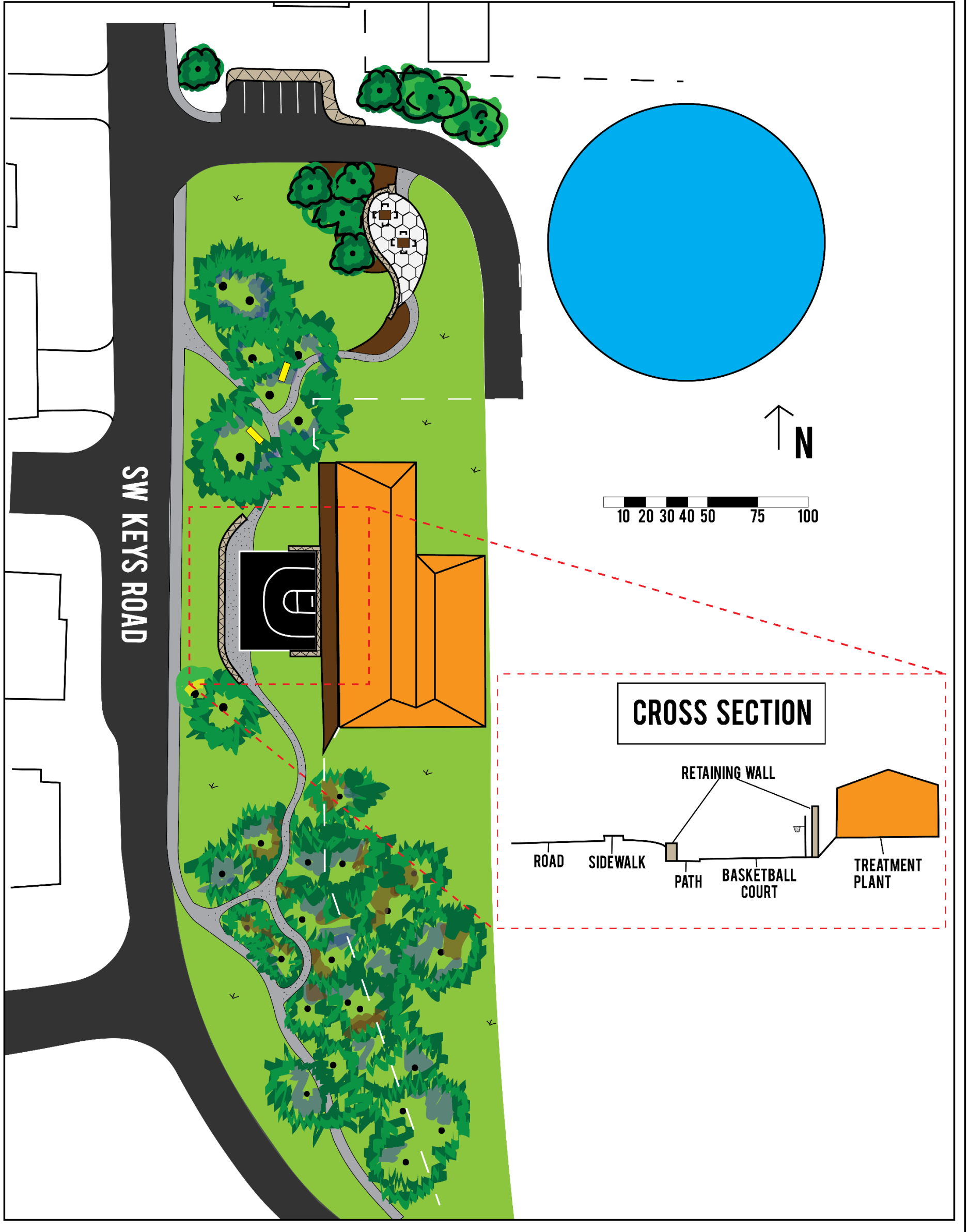
## PARK KEY

-  PAVED PATH
-  UNPAVED PATH
-  FIR TREE
-  TREE/SCHRUB
-  BASKETBALL COURT
-  WELL HEAD
-  BENCH
-  FENCE
-  NATURAL PLAY AREA

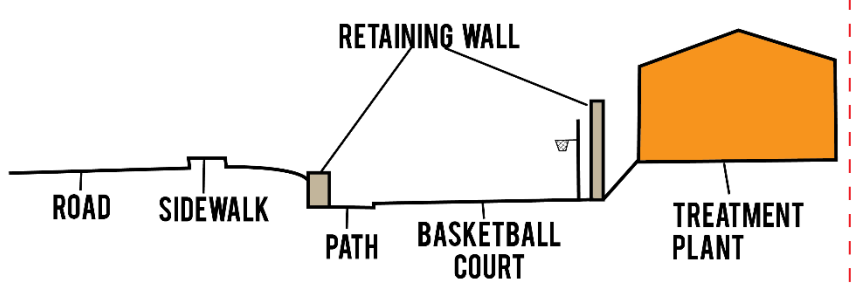


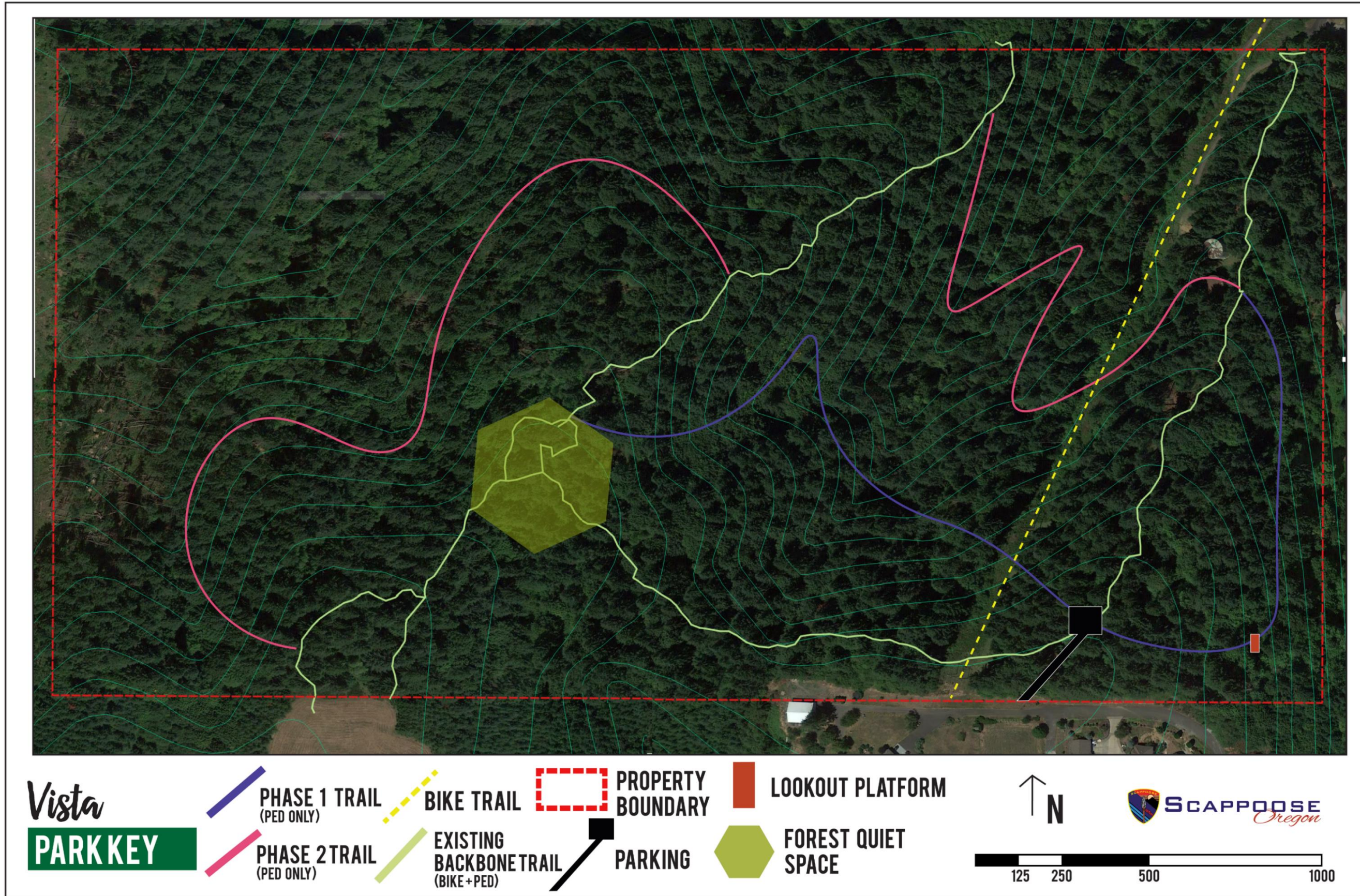
# Keys Pocket PARK KEY

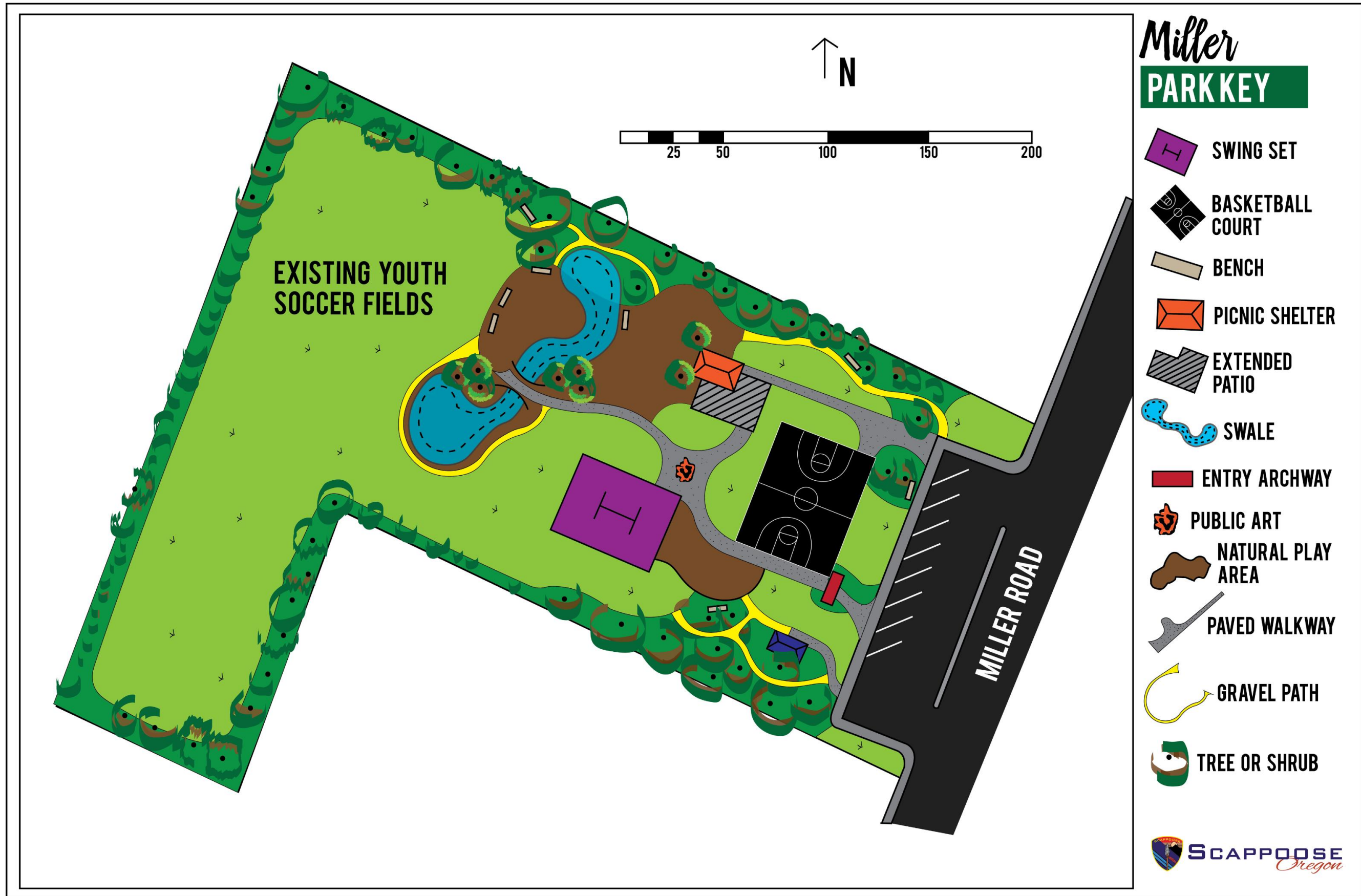
 WATER TOWER	 PICNIC TABLE	 PLANTER	 FIR TREE	 NEW PATH
 SHRUB/TREE	 PATIO	 FENCE	 EXISTING SIDEWALK	 WATER TREATMENT PLANT
 RETAINING WALL	 BASKETBALL COURT	 BENCH		



## CROSS SECTION









# APPENDIX B: 2017 ANNUAL TOWN MEETING RESULTS

---

On February 11, 2017, during the 2<sup>nd</sup> Annual Town Meeting, the community discussed the future of parks and recreation in Scappoose. The parks section started with community members responding to a series of questions about their habits and feelings regarding parks. Then they broke out into seven groups to give feedback on preliminary plans the Parks and Recreation Committee had completed. After giving feedback in small groups the community came back together to answer more park related questions using clicker technology, which allowed the community members to answer in real time and then see the results of everyone around them on a screen at the front of the room. The results are included below.

\*Questions 5-14 are missing because they did not relate to parks.\*

**Session Name**

Scappoose Annual Town Meeting

**Date Created**

2/11/2017 8:10:24 AM

**Active Participants**

89

**Total Participants**

89

**Questions**

28

**Results by Question****1. How old are you? (Multiple Choice)**

	Responses	
	Percent	Count
Less than 18	0.00%	0
18 – 25	1.59%	1
26 – 33	15.87%	10
34 – 41	17.46%	11
42 – 49	14.29%	9
50 – 57	17.46%	11
58 – 65	20.63%	13
66 – 73	9.52%	6
Greater than 73	3.17%	2
<b>Totals</b>	<b>100%</b>	<b>63</b>

**2. Do you live within Scappoose City limits? (Multiple Choice)**

	Responses	
	Percent	Count
Yes	72.37%	55
No	27.63%	21
Unsure	0.00%	0
<b>Totals</b>	<b>100%</b>	<b>76</b>

**3. How long have you lived in the Scappoose area? (Multiple Choice)**

	Responses	
	Percent	Count
Less than 1 year	13.16%	10
1 – 3 years	10.53%	8
4 – 6 years	13.16%	10
7 – 9 years	3.95%	3
10 – 12 years	6.58%	5
13 – 15 years	9.21%	7
16 – 18 years	3.95%	3
19 – 21 years	5.26%	4
More than 21 years	34.21%	26
<b>Totals</b>	<b>100%</b>	<b>76</b>

**4. In 20 years what do you see as the ideal population of Scappoose? (Multiple Choice)**

	Responses	
	Percent	Count
Same as today	11.39%	9
10,000	30.38%	24
13,000	30.38%	24
16,000	18.99%	15
I don't know	8.86%	7
<b>Totals</b>	<b>100%</b>	<b>79</b>

**15. How important are parks to you when choosing where to live? (Multiple Choice)**

	Responses	
	Percent	Count
Very important	44.26%	27
Somewhat important	40.98%	25
Not that important	8.20%	5
It doesn't even cross my mind	6.56%	4
<b>Totals</b>	<b>100%</b>	<b>61</b>

16. Does Scappoose’s Park System meet your needs? (Multiple Choice)

Responses		
	Percent	Count
Yes	27.87%	17
No	72.13%	44
<b>Totals</b>	<b>100%</b>	<b>61</b>

17. Do you support a trail along South Scappoose Creek? (Multiple Choice)

Responses		
	Percent	Count
Yes	80.95%	34
No	11.90%	5
I have no opinion	7.14%	3
<b>Totals</b>	<b>100%</b>	<b>42</b>

18. Do you support hiking and biking trails on the “Vista Park” property? (Multiple Choice)

Responses		
	Percent	Count
Yes	80.95%	34
No	16.67%	7
I have no opinion	2.38%	1
<b>Totals</b>	<b>100%</b>	<b>42</b>

19. Do you support a park at Chapman Landing on the Multnomah Channel? (Multiple Choice)

Responses		
	Percent	Count
Yes	92.68%	38
No	4.88%	2
I have no opinion	2.44%	1
<b>Totals</b>	<b>100%</b>	<b>41</b>

**20. Do you support further development of the Creekview Park site? (Multiple Choice)**

<b>Responses</b>		
	<b>Percent</b>	<b>Count</b>
Yes	52.38%	22
No	26.19%	11
I have no opinion	21.43%	9
<b>Totals</b>	<b>100%</b>	<b>42</b>

**21. Do you support a pocket park on the City's well site near Dutch Canyon Road? (Multiple Choice)**

<b>Responses</b>		
	<b>Percent</b>	<b>Count</b>
Yes	77.50%	31
No	12.50%	5
I have no opinion	10.00%	4
<b>Totals</b>	<b>100%</b>	<b>40</b>

**22. Do you support a park at Keys Road? (Multiple Choice)**

<b>Responses</b>		
	<b>Percent</b>	<b>Count</b>
Yes	66.67%	28
No	21.43%	9
I have no opinion	11.90%	5
<b>Totals</b>	<b>100%</b>	<b>42</b>

**23. Do you support a park at Seely Lane? (Multiple Choice)**

<b>Responses</b>		
	<b>Percent</b>	<b>Count</b>
Yes	90.24%	37
No	7.32%	3
I have no opinion	2.44%	1
<b>Totals</b>	<b>100%</b>	<b>41</b>

**24. Do you support the improvements to Miller Park? (Multiple Choice)**

<b>Responses</b>		
	<b>Percent</b>	<b>Count</b>
Yes	82.05%	32
No	10.26%	4
I have no opinion	7.69%	3
<b>Totals</b>	<b>100%</b>	<b>39</b>

**25. Is development of Scappoose Parks important to you? (Multiple Choice)**

<b>Responses</b>		
	<b>Percent</b>	<b>Count</b>
Yes	93.02%	40
No	6.98%	3
<b>Totals</b>	<b>100%</b>	<b>43</b>

**26. Would you be willing to help pay for the development of new parks? (Multiple Choice)**

<b>Responses</b>		
	<b>Percent</b>	<b>Count</b>
Yes	92.31%	36
No	7.69%	3
<b>Totals</b>	<b>100%</b>	<b>39</b>

**27. Would you support a 5 year levy? (Multiple Choice)**

<b>Responses</b>		
	<b>Percent</b>	<b>Count</b>
Yes	89.47%	34
No	10.53%	4
<b>Totals</b>	<b>100%</b>	<b>38</b>

**28. Would you support a taxing district? (Multiple Choice)**

<b>Responses</b>		
	<b>Percent</b>	<b>Count</b>
Yes	88.10%	37
No	11.90%	5
<b>Totals</b>	<b>100%</b>	<b>42</b>

Cross through means the text will be deleted. Double underline is an addition

(Page 44)

## Parks and Recreation

### **Parks**

~~There are no developed public parks in Scappoose, save a park strip along U.S. Highway 30 with flower plantings and benches. This, however, does not provide recreation opportunities for residents.~~

~~Some recreation facilities are available at the school sites. There is a double tennis court at the Peterson School site but the remainder of the open space in this area is primarily designated for school use.~~

~~The National Recreation and Park Association standards recommend 6.5 acres of developed park space, with a minimum park size of five acres, for a city the size of Scappoose. Standards also recommend a neighborhood type park, with a playground, picnic facilities, ball diamonds or similar recreation facilities.~~

~~There are a number of potential park sites available in the City. Attention should be given to providing a central location which is easily accessible to children and other park users. Park planning should anticipate future growth of the City in terms of types of development, density and the future location of growth.~~

~~The Grant Watts School and High School sites could potentially be developed for public recreational use in cooperation with the School District. These locations would serve residents of east Scappoose and any future development to the south.~~

~~The City owns two undeveloped areas near the water reservoirs. One site is an 80 acre parcel west of the City which is likely to remain undeveloped for some time and could be designated as a natural preserve for passive recreational use. The other site at the Keys Road reservoir is approximately 5.4 acres, more accessible to nearby residents and could be developed for recreational use.~~

~~Another open space opportunity exists in preserving the undeveloped state of South Scappoose Creek as it flows through the City. Adjacent land is presently under agriculture use and the City's Flood Plain Ordinance limits development around it. Methods of partial or full public acquisition of the land in this area are being explored in order to preserve a natural amenity near the business district for easy accessibility to the residents of west Scappoose.~~

Much of the community's outdoor recreation opportunities are present in the surrounding Columbia County area. Pursuits such as fishing, hunting, boating, water skiing, camping and picnicking, are within ready access of Scappoose residents. Structured recreational facilities such as the previously mentioned City parks are in short supply. One particular facility which Scappoose residents have long been desirous of is a municipal swimming pool. Previous attempts have been made to secure funding for such a facility. The most recent attempt was an application from the School District to the Economic Development Administration for a Public Works Grant to construct a pool. While this attempt, as did the others, failed, the City is still seeking funds for a pool and sees this as the highest priority recreation facility.

There are no park facilities nor local recreation programs either. Though there is a regional Soccer League, County Basketball League, Babe Ruth and Little League Teams, Softball League, Pool League, etc., these efforts are carried out by private individuals. Except for the schools, there are no recreation facilities in Scappoose. St. Helens, however, does have a bowling alley, a swimming pool, a raequetball court, a roller skating rink and a movie theatre. Warren has a 9 hole golf course. Also, to the east of Scappoose are two marinas.

## Parks, 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.

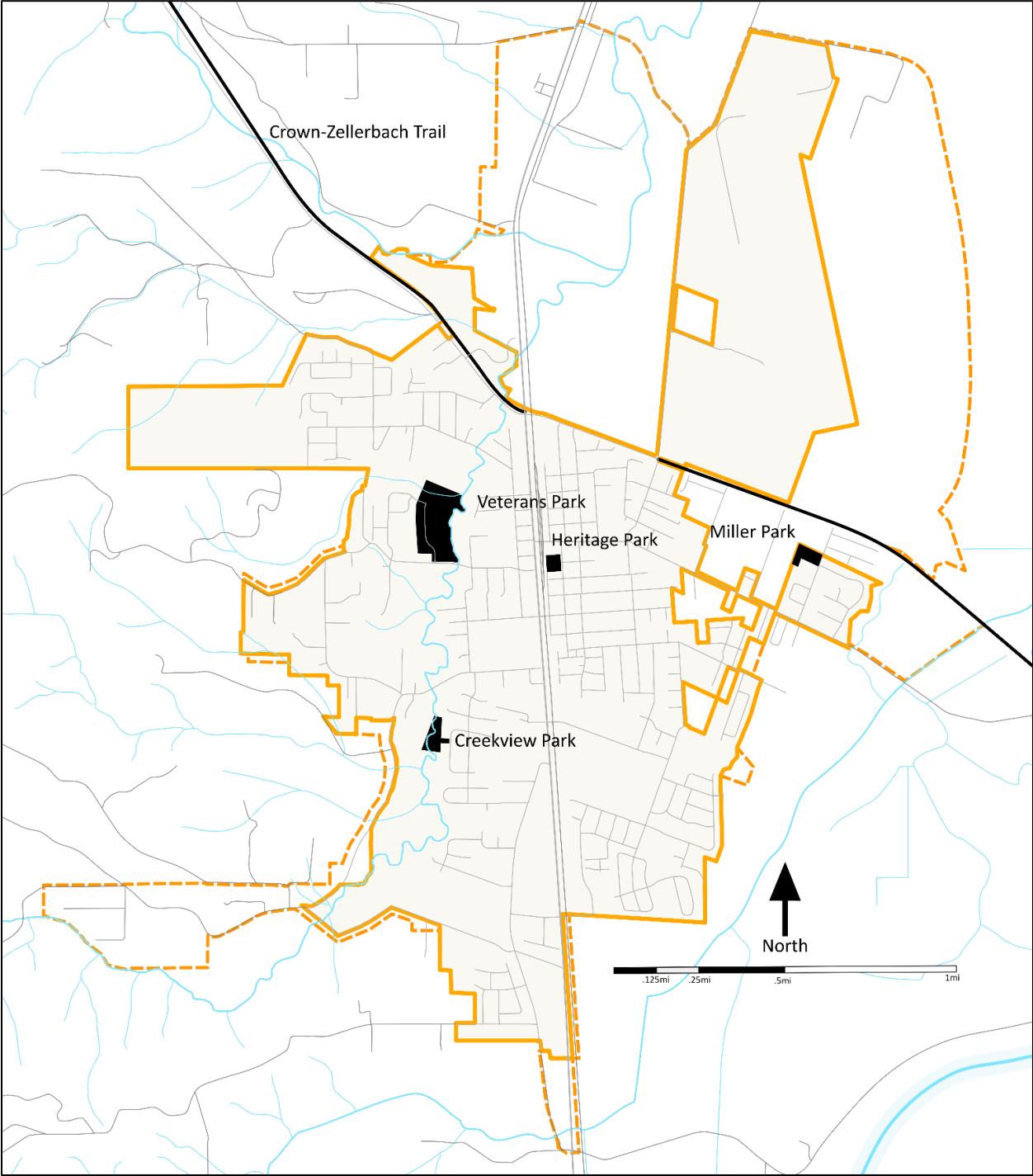
Open spaces are the natural life support system of our community. They clean our water and air. They also reduce flooding and lower the cost of managing storm water. Open spaces preserve natural "ecosystem services" and functions that we need for a sustainable environment and economy.

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

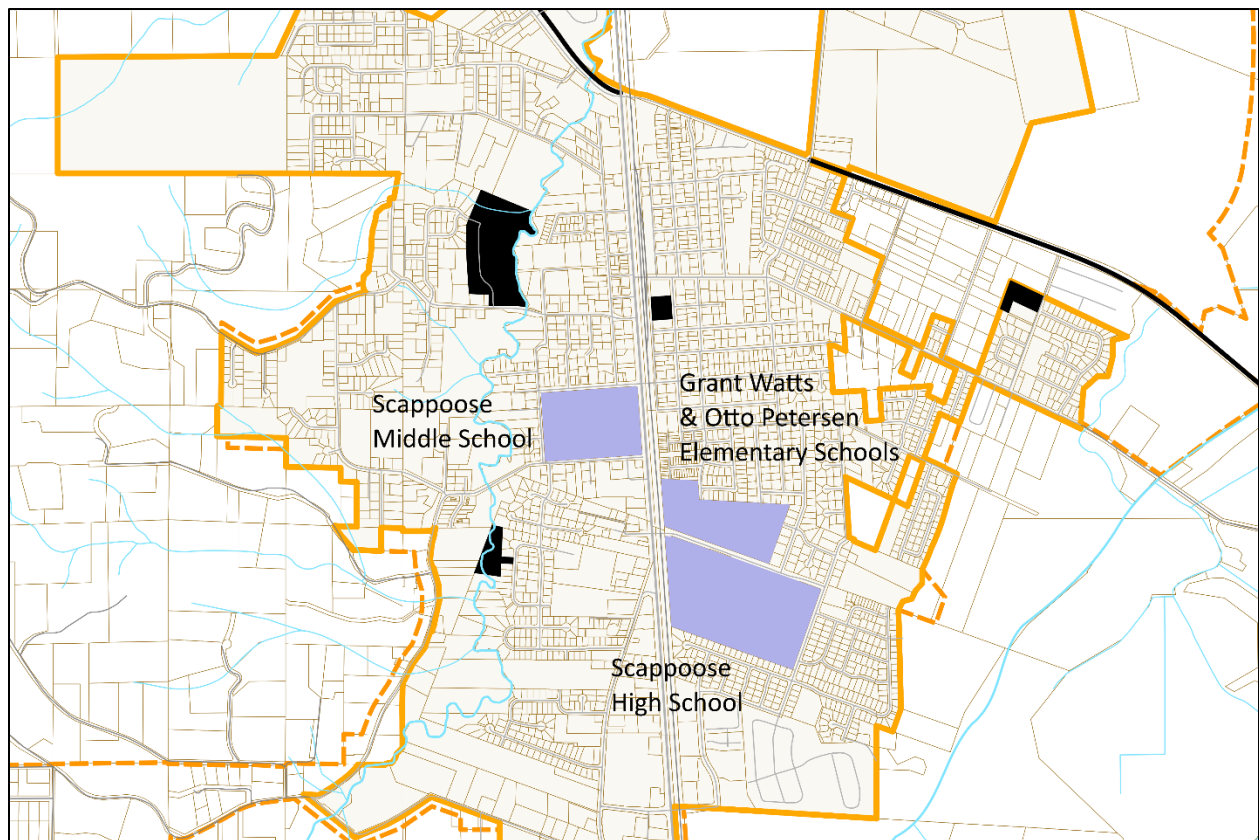
purchased the land in 2004 and converted the route into a multi-use recreational trail for walking, running, bicycling, and horseback-riding.

### **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

In order to meet our community's basic needs and expectations, we measure the amount of existing public parklands and compare them to established Level of Service (LOS) standards. The National Recreation and Park Association's (NRPA) park classification system helps assess what facilities are available for current use and what types of parks will be needed to serve our community in the future.

### Recommended Guidelines

<u>Park Type</u>	<u>NRPA Standard LOS Guidelines (Acres / 1,000 population)</u>	<u>Oregon Recommended LOS Guidelines (Acres / 1,000 population)</u>
<u>Pocket parks</u>	<u>0.25 – 0.5</u>	<u>0.25 – 0.5</u>
<u>Urban plaza parks</u>	<u>None</u>	<u>0.1 – 0.2</u>
<u>Neighborhood parks</u>	<u>1.0 – 2.0</u>	<u>1.0 – 2.0</u>
<u>Community parks</u>	<u>5.0 – 8.0</u>	<u>2.0 – 6.0</u>
<u>Regional parks</u>	<u>5.0 – 10.0</u>	<u>5.0 – 6.0</u>
<u>Nature parks</u>	<u>None</u>	<u>2.0 – 6.0</u>
<u>Trails, Pathways and Bikeways</u>	<u>None</u>	<u>0.5 – 1.0 mi/1,000 population</u>
<u>Totals</u>	<u>6.25 – 10.5</u>	<u>6.25 – 12.5</u>

### Existing Park Acreage 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.

<u>Park Type</u>	<u>Scappoose Current LOS (Acres / 1,000 population)</u>
<u>Pocket parks</u>	<u>None</u>
<u>Urban plaza parks</u>	<u>.26</u>
<u>Neighborhood parks</u>	<u>0.69</u>
<u>Community parks</u>	<u>2.07</u>
<u>Regional parks</u>	<u>None</u>
<u>Nature parks</u>	<u>None</u>
<u>Trails, Pathways and Bikeways</u>	<u>0.16 mi/1,000 population</u>

<u>Totals</u>	<u>3.02*</u>
---------------	--------------

\* 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.

### **Park Service Area**

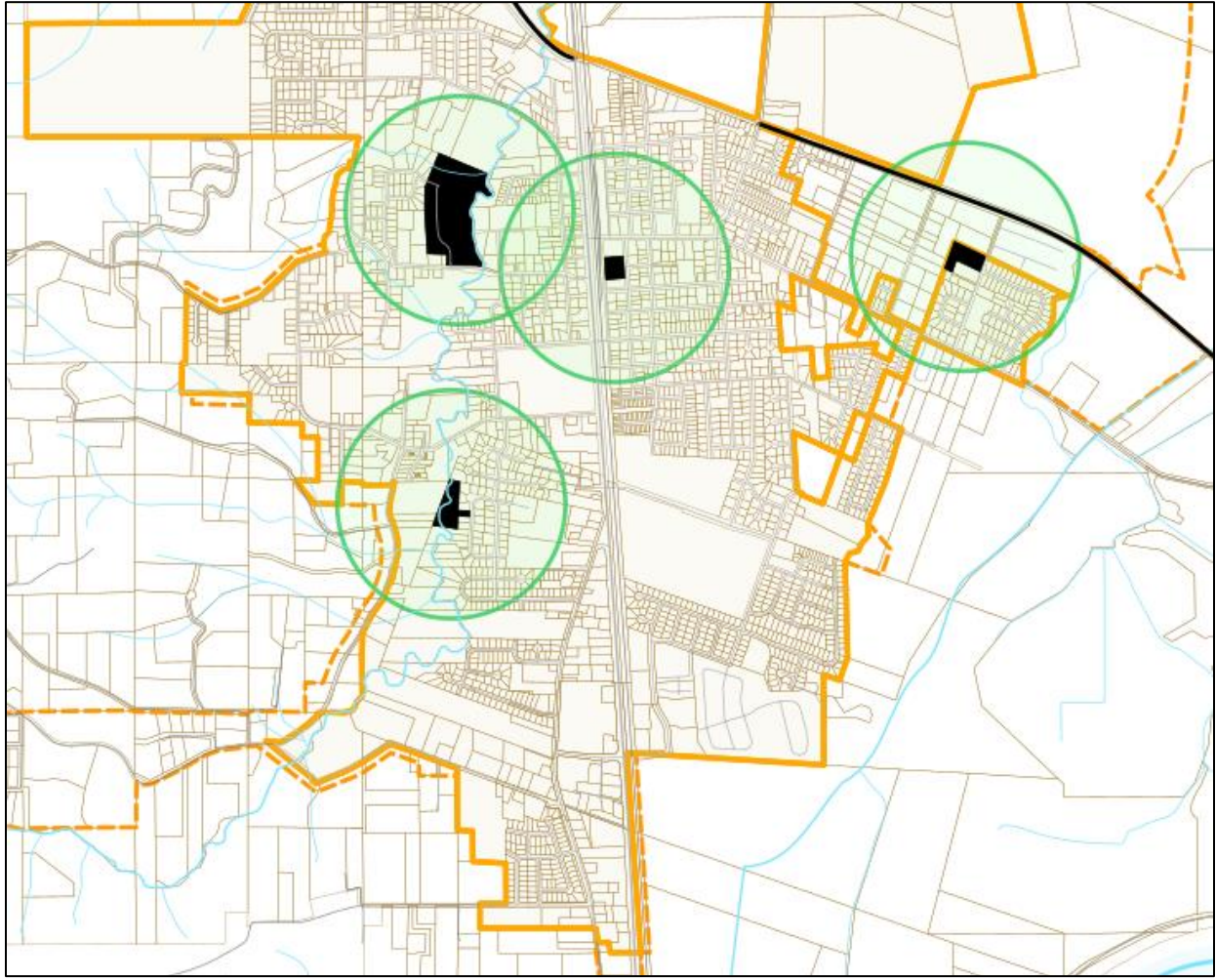
#### Close-to-home parks: a half-mile or less

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.

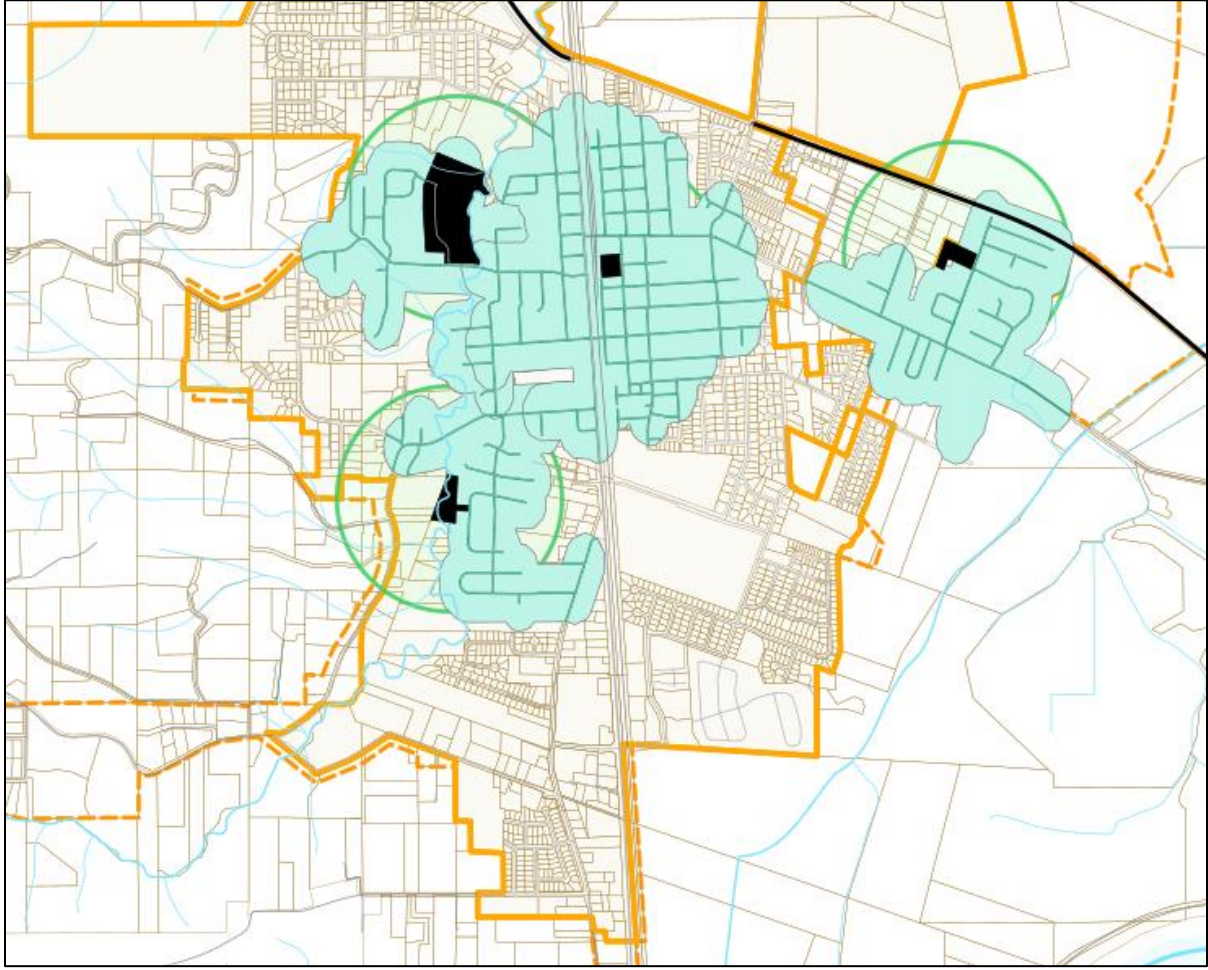
Map PR- 3: Local parks and a standard quarter-mile radius (green)



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.

(Page 76)

## Forest Lands in the Area

~~There are scattered clumps of trees in the Scappoose area with the City owning an 80-acre rectangular parcel in the northwestern part of the City. There is very little forested land within the Scappoose UGB. Small forested tracts exist on the western edge of town, with the largest being a 76.6 acre rectangular parcel owned by the City of Scappoose.~~ The tract has a Forest Site Class III rating with an annual growth potential of 140 cubic feet/acre. All other forested lands are 5.5 acres or smaller and either owned privately or by Columbia County.

~~The remaining clumps of trees are on isolated steep slopes under individual ownerships.~~

### **Map N-2 Lands in Scappoose UGB that have Forest Cover**

(Page 81)

## Open Space

~~Of the remaining vacant land within the city limits, the following parcels, or groups of parcels, might be desirable for preservation as open space:~~

- ~~a. The land which comprises the flood plain of South Scappoose Creek, where feasible. The present flood plain requirements of the Development Code does assure the continued preservation of this strip of land as open space. (Ord 635, 1995)~~

~~The City is in the process of obtaining land for future City Parks along the South Fork of Scappoose Creek. The City's Site Master Plan Committee for the Public Service Building is developing plans for an open space area in the City Center.~~

- ~~b. The City-owned land to the northwest now used for water reservoirs; most of this 80 acres is now in timber.~~

~~Maintaining specific lands in the City as open space, however, is not too high a priority as there is ample open space in the countryside around the City. A magnificent alluvial plain, mostly in farm use, extends from the city limits south and east to the Multnomah Channel and north to Scappoose Bay. Mostly uninhabited hills lie to the west and they provide lovely scenic vistas. Thus, the open space needs of the residents of Scappoose should be met for many generations.~~

(Page 84)

## Forest Lands in the Area

There are scattered clumps of trees in the Scappoose area with the City owning an 80-acre rectangular parcel in the northwestern part of the City. The tract has a Forest Site Class III rating with an annual growth potential of 140 cubic feet/acre.

The remaining clumps of trees are on isolated steep slopes under individual ownerships.

(Page 132)

## **Natural Factors and Local Resources Goals and Policies**

### Preface

The City of Scappoose recognizes the importance of open space, native habitats, and fish and wildlife to community health, enjoyment, and quality of life. The City will pursue goals and policies to protect and enhance these natural resources.

In addition to conservation of open space and natural resources, ~~Many~~ diverse aspects of the local environment are covered under this heading, including: ~~from~~ Historic preservation, ~~to~~ pollution control, and ~~to~~ management and building in hazard areas. ~~Of specific note, the City has taken a stance to encourage, in industrial zones, the mining of aggregate as long as it does not unduly interfere with existing activities on abutting lots; to insure there is no interference, the City may require that no mining activity occurs within 100 feet of the property line. On the same subject, the City has decided to prohibit residential activities in industrial areas as this might conflict with the mining activity.~~

~~Another~~ An area of some concern is the Scappoose Creek Flood Plain. Scappoose's flood plain and open space provisions are intended to restrict development in areas that are subject to flooding; however, if improvements are made to the Creek to reduce flooding, the City will alter these provisions to allow full, safe development. Until that time occurs, these lands should remain as open space for residents of the area.

### Significant Findings with Regard to Natural Factors and Local Resources

- ~~1)~~ In terms of air, noise, water and land pollution, Scappoose has little technical expertise or authority.
- ~~2)~~ The quality of air in Scappoose is as much a function of activities in Longview or Portland as it is a function of local activities

- ~~2) Besides automobile emissions, the only air quality concern would be dust from mining activities north of town.~~
- 1) Air quality in Scappoose currently meets all federal air quality standards. Under inversion conditions emissions from the Portland Metro Area, woodstoves, and logging slash burning can temporarily impair air quality. Coal trains and increased vehicular traffic may also have localized air quality impacts.
- ~~3) With increased activities at the airport and increased traffic along highway 30, noise is an irritant in the Scappoose area. Increased highway 30 traffic also creates traffic flow problems during commute hours. currently, however, the only concern is the pole yard north of town, and that is not a significant polluter.~~
- 2) There is a history of flooding and groundwater problems where development has occurred in floodplain and wetland areas in Scappoose.
- ~~5) If the Santosh landfill is expanded, it should be able to handle Scappoose's wastes for the foreseeable future.~~
- ~~6) The City has recently opened a new water treatment plant.~~
- ~~7) Residents outside the City have a history of groundwater problems.~~
- 3) The Dikelands to the east provide significant potential for agricultural, habitat, and wildlife populations.
- 4) The lands to the north of Scappoose contain valuable aggregate resources, habitat, and wildlife values.
- 5) Except for The City's 80 acre parcel on the western edge of the city contains the bulk of the recoverable timber within the Urban Growth Boundary have significant timber; those that do tend to have steep slopes or be in the flood plain.
- 6) South and North Scappoose Creeks have a significantly large flood plain areas that periodically flood during large storm events and Columbia River dam releases.
- ~~12) The flood plain of the Creek provides open space in the city as little development can occur on it; additionally, lots in the south of the town do not have access to sewer and are generally in large lots. Even if these lands were developed, the steep slopes to the west and the agricultural lands to the east provide open space areas.~~

- 7) ~~There are significant fish and wildlife resources~~ Significant wildlife exists in the Scappoose area, but the City does not possess the expertise or personnel to administer a fish and wildlife evaluation that should be protected when urban development is proposed.
- 8) Topography, flooding, and the make-up of certain soils ~~provide~~ pose hazards for development.
- 9) The open gravel pits that exist in northern Scappoose are being filled and future development is likely to occur.

## Goal for Natural Factors and Local Resources

It is the goal of the City of Scappoose to:

- 1) Maintain, and where possible, enhance the air, water and land resources of the Scappoose area.
- 2) Assure proper and safe development, use, and protection of the area's soil, mineral and geologic resources.
- 3) Ensure that unique geologic areas are identified and protected from development that could ~~degrade~~ harm the ~~area~~ community.
- 4) Ensure the conservation of ~~substantial~~ fish and wildlife areas and habitats, including wetlands, floodplain, and riparian areas.
- 5) Encourage the retention of ~~some~~ open spaces within and between the different zoning ~~urban living~~ areas.
- 6) Protect and enhance ~~the~~ forested areas within the Urban Growth Boundary.
- 7) Preserve ~~for the public benefit~~ outstanding scenic areas.

## Policies for Natural Factors and Local Resources

It is the policy of the City of Scappoose to:

- 1) Participate in resource management planning through participation in ~~collective~~ collaborative Federal, State, and regional planning programs.
- 2) Consider air shed and water resource capacities in reviewing all plans, ordinances and permits for land development actions.

- 3) Support the recycling of solid wastes.
- 4) Work with the County in the management of solid wastes to prevent contamination of local resources.
- 5) Work and collaborate with the Scappoose Drainage District ~~to improve local drainage.~~
- 6) Ensure that future developments possess adequate on-site and off-site storm water drainage and retention features.
- 7) Designate lands subject to development constraints as a Hazard Area and require construction on them to meet strict standards.
- 8) Work with local mining industries to rehabilitate ~~the~~ gravel pits so that there will be an efficient use of land, improved habitat values, and improved aesthetics. ~~and the pits will not be an eyesore.~~
- ~~9) Include new aggregate resource information in the Plan whenever there is a Plan update, and re-evaluate the Plan in light of this new information.~~
- 9) Work with Department of Fish and Wildlife to conserve substantial fish and wildlife habitats.
- 10) Attempt to reduce the flooding and accelerated erosion along North and South Scappoose Creek through development codes, addressing stream down cutting, increasing functional floodplain area, promoting natural bank vegetation, and providing overflow swales and channel reconnection.; ~~possible means include: cleaning and dredging, creating banks, widening the bed, and straightening the path.~~ Implementation of any improvements shall be done in conjunction with the Department of Fish and Wildlife, Department of State Lands, and the Corps of Engineers.
- ~~12) Encourage mining activities when they are compatible with surrounding activities.~~
- ~~13) Utilize the Open Space Comprehensive Plan designation on lands the City believes will be in the public interest to preserve for the public.~~
- 11) Preserve the City's 80 acre parcel to the west for its value as a forested, natural recreational open space forest area.
- 12) Encourage efforts at energy conservation such as carpooling, transit, work policies, and recycling. (#15 deleted Ord 637, 1996, remainder renumbered)
- 13) Attempt to acquire, and preserve lands in the flood plain and unique habitats for public use, and enhanced connectivity.

- 14) Utilize the site design review process to encourage energy savings through solar orientations and require landscaping that will save energy.
- 15) Comply with applicable State and Federal environmental regulations.
- 16) Preserve Historic Resources by establishing regulations to review all proposals to modify or destroy a significant structure or site. (Ord 635, 1995)
- 17) Maintain the historic assets of the Watts House.
- 18) Require mitigation for tree loss caused by development and redevelopment, ~~and~~ require replacement of trees lost because of clearing for development and other reasons. ~~and to~~ promote practices that result in net gains in the urban forest (Ord 659, 1997)
- 19) Implement standards for appropriate planting and design guidelines encouraging the use of natives ~~and other~~ plants naturally adapted to this environment except for those plants defined as nuisance plants. (Ord 659, 1997)
- 20) Actively participate in educating all sectors of the public including private property owners, developers, school children and municipal employees regarding the benefits ~~and desirability~~ of protecting and planting ~~large~~ native plants and trees. ~~to diversifying species, to encourage general health of the urban forest and the importance of maintaining and respecting the urban forest. (Ord 659, 1997)~~
- 21) Establish protected riparian buffer zones along riparian corridors on parcels the City owns that exceed the standards private developers must adhere too.

(Page 176)

## 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 some of the best outstanding recreational opportunities in Columbia County. In a 10 minute drive a visitor or resident can either be hiking hike through in cool, forested the hills or watch an osprey or eagle catch fish while kayaking in Multnomah Channel in the span of a few hours. birds skim across the water. With such an In addition to improving the quality of life for

residents, the abundance of such diverse, high quality recreation in such close proximity attracts new residents, businesses, and visitors. It is in the City's best interest to preserve, enhance and expand it's recreation resources. what has already been done and expand it further.

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.

~~This designation is utilized to identify those lands which, because of their location in the floodplain, are not suitable for intense urban development. With quite a large floodplain, there is a good deal of land on which designation is to make this land accessible and usable to the populace. One way is to acquire the land; another means is to attain easements; another possibility might be to offer maintenance services of the City in exchange for public access; and another is to strongly encourage this land to be dedicated to the City or County. (Ord 637, 1996)~~

~~If development can occur in this designation, meeting the County's or City's floodplain ordinance, such development shall be in accordance with the City's site design review procedure so that development conforms to the natural setting rather than the other way around.~~

~~If improvements are made on the creek to reduce the floodplain, then this designation will be modified to allow urban development where it can safely be constructed.~~

## Map of Open Space Lands

### Goals for the Open Space-Design Review Category 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) Provide safe and convenient access to parks.
- 4) Serve all ages and abilities.
- 5) Provide a diverse set of facilities for all sports and recreational desires.
- 6) Attract all visitors to Scappoose for recreational opportunities.
- 7) Increase connectivity among parks.

### Policies for the Open Space-Design Review Category Parks, Trails and



## Open Space

It is the policy of the City of Scappoose to:

- 1) Attempt to acquire, where feasible, ~~such designated lands to be used for~~ recreational purposes; possible mechanisms include: outright purchase, the acquisition of developmental rights or easements, ~~the attainment of Bureau of Outdoor Recreation and HUD~~ grants or loans, property exchanges, donations, and the acquisition of tax-foreclosed lands.
- ~~2) Delay, for not more than 30 days, construction permits for proposed private development on such designated land and, during that time, attempt to acquire it for public use.~~
- ~~3) Subject private development on such designated land, if the City decides not or is unable to acquire it, to a site design review procedure.~~
- 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 residents 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

(Page 192)

Appendix K  
Scappoose Parks, Trails and Open Space Plan

CPTA2-17

June 1, 2017

*Adoption of the 2017 Scappoose Parks, Trails and Open Space Plan***CITY OF SCAPPOOSE STAFF REPORT**

Request: Approval of two proposed actions pertaining to adoption of the *2017 Scappoose Parks, Trails and Open Space Plan*

1. Adoption of the 2017 Parks, Trails and Open Space Plan
2. Amend the Comprehensive Plan Text (CPTA2-17) as follows:
  - a. Replacing all parks and recreation text within the inventories section with updated information
  - b. Editing the “Forest Lands in the Area” to reflect the current situation
  - c. Removing the “Open Space” section within inventories
  - d. Updating the “Natural Factors and Local Resources Goals and Policies” and “Open Space Goals and Policies”
  - e. Adopting the Scappoose Parks, Trails and Open Space Master Plan as Appendix K

Applicant: City of Scappoose

**EXHIBITS**

1. 2017 Scappoose Parks, Trails and Open Space Plan
2. Full text of proposed amendments to the Comprehensive Plan

**INTRODUCTION**

The City of Scappoose is undergoing a planning process to complete a comprehensive update of the City’s Parks, Trails and Open Space Plan. The current Parks Master Plan was adopted in 1997 with the purpose of addressing parks and recreation needs through 2016. The proposed 2017 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 through the year 2037. The plan evaluates existing conditions of parks within Scappoose and outlines goals and policies that are important to protecting and enhancing the quality of life in Scappoose.

**OBSERVATIONS**

The City of Scappoose last updated its Parks Master Plan in 1997. This latest planning effort is a comprehensive update to ensure that the park system supports the community goals of the City. The updated Parks, Trails and Open Space Plan will support the implementation of the City’s Comprehensive Plan and State Planning Goals by developing a park system for all areas and residents within the City. It also provides a project list and twelve prioritized projects.

The Parks, Trails and Open Space Plan is intended to be flexible to respond to changing community needs and revenue sources over the next 20 years with the intent that it will be

continuously monitored and updated on an as-needed basis. The Parks, Trails and Open Space Plan reflects consensus among multiple different stake holders and community groups.

### **ANALYSIS**

City staff has reviewed the Parks, Trails and Open Space Plan. The plan inventories the park system Scappoose currently has, and uses population projections to estimate future demand based on Oregon Parks and Recreation Department's Level of Service Standards for different park types.

The development of the Parks, Trails and Open Space Plan has involved close coordination between the City and different community groups. It was developed through a planning process that included several opportunities for public involvement and input. Public engagement for the Scappoose Parks, Trails and Open Space Plan update included the following:

- Nineteen meetings of the Parks and Recreation Committee to review key documents and provide input.
- Two Parks Plan Open House meetings held at City Hall to present the plan
- Two Annual Town Meetings where the community answered questions about the preliminary park plans
- Multiple private meetings with stakeholders such as the Soccer Club and Dog Park Group.
- Two Scappoose City Council Work Sessions

### **RECOMMENDATION**

Staff recommends approval of the two proposed actions pertaining to adoption of the 2017 Scappoose Parks, Trails and Open Space Plan. The reasons and rationale described within this report support the approval and adoption of the proposed Parks, Trails and Open Space Plan and Comprehensive Plan Text Amendments.

### **FINDINGS**

1. The following Statewide Planning Goals have been considered by the City of Scappoose in the formation of the language contained within 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, Trail and Open Space Plan and amendments to the Comprehensive Plan. Notice of the proposal and hearings was published in the local newspaper, and posted online on May 26, and June 2, 2017. The proposal was mailed to the Department of Land Conservation and Development on May 4, 2017, in advance of the

June 8, 2017 Planning Commission hearing. Two public hearings will be held by City Council on June 19 and July 17, 2017.

A Parks and Recreation Committee (P&R) was formed in 2015, comprised of local residents and school officials. The P&R Committee reviewed and commented on each section of the proposed changes and convened nineteen monthly public meetings during the project. Four other public events were held at key stages to educate residents and provide opportunities for public input. These actions comply with Goal 1.

***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:** The proposal is to adopt the Parks, Trails and Open Space Plan, and to amend the Comprehensive Plan, consistent with the City's 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 June 8, 2017, and City Council hearings will be held on June 19 and July 17, 2017. 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:** Natural resource areas play an important role in the balance of an active and passive parks and recreation system. There are many critical natural resources and open spaces in the Scappoose area. This plan addresses those areas and identifies future projects that will enhance the overall natural resource system, supporting the intent of Goal 5. Additionally, the new Comprehensive Plan language will update the Natural Factors and Local Resources, and Parks, Trails and Open Space sections to more accurately reflect the vision Scappoose has for its natural areas. 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:** The plan's purpose is to establish the long-term framework for enhancing the livability of the community for residents, employees, and visitors for the next 10+ years. The provision of parks, trails, and recreation facilities and amenities is a crucial aspect of the plan. The Parks, Trails, and Open Space Plan plays a key role in identifying the development and implementation steps necessary for the City to further satisfy the recreational needs of Scappoose residents, and visitors to the community. The new Comprehensive Plan language will further support the development of recreational facilities for the community members, by

adopting new goals and policies that fall in line with Oregon Parks and Recreation standards. Goal 8 is satisfied.

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

2. Analysis of the proposed changes includes addressing applicable federal or state statutes or guidelines. There are no applicable federal statutes. The applicable state guideline is the 2013-2017 Oregon Statewide Comprehensive Outdoor Recreation Plan (SCORP). The SCORP is Oregon's five-year plan for outdoor recreation.

**Findings:** County-wide data and priorities from the 2013-2017 SCORP were addressed throughout the Parks, Trails and Open Space Plan. Columbia County's top ranked recreation needs for the future as assessed by the SCORP's public involvement process, are public access sites to waterways, soft surface walking trails and paths, and children's playgrounds made of natural materials. All these priorities are incorporated in the Plan's list of park and trail projects.

### 3. *Goals and Policies from the Scappoose Comprehensive Plan*

**Finding:** The 2017 Parks, Trails and Open Space Plan is intended to be adopted as the parks and recreation element of the Scappoose Comprehensive Plan. The Goals and Policies sections of both Natural Factors and Local Resources, and the Open Space Design Review Category, are proposed to be replaced with the recommended Goals and Policies as shown in **Exhibit 2**. The recommended amendments reflect issues identified through the Parks, Trails and Open Space Plan update and the need for consistency between the Parks, Trails and Open Space Plan and Comprehensive Plan. The City's existing Natural Factors and Local Resources, and Open Space Design Review Category Goals and Principles were adopted in the original Comprehensive Plan and, with the exception of a few Natural Factors and Local Resources policies, have remained largely unchanged. **Exhibit 2** also contains updates to the inventories section of the Comprehensive Plan.

### 4. *Ordinance language from Title 17 of the Scappoose Municipal Code (Land Development Code):*

#### *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 recommendations and the City Council's decisions are 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. Section 17.160.120 is satisfied.