

NEEDS ASSESSMENT

Introduction

The City of Scappoose began an update to its 2017 Parks, Trails & Open Space Plan (Parks Plan) in 2022. The updated Plan will reflect Scappoose’s planning context and will guide the provision of parks, trails, open space, natural areas, recreation facilities, and programs for the next 20 years.

The Parks Plan update will identify community priorities through an extensive outreach and engagement process. Expected outcomes include ways to improve and enhance parks, recreation facilities, trails, programs, and related services, reflecting changes since 2017. Parkland acquisitions, shifts in funding and staffing levels, and new or changing community priorities will be considered. While this is a 20-year plan, the Parks Plan will inform and be consistent with the population growth forecasts in the City’s 50-Year Plan, currently in development.

Updating the Parks Plan is one of the City Council’s main goals as the community works to establish a long-term vision for Scappoose. Planning for the parks system supports other Council goals, including promoting and supporting county-wide tourism and supporting public art. The updated Parks Plan is expected to incorporate the preferred conceptual plan for the Grabhorn property, which is currently being considered by the community, fulfilling another Council priority.

The process to update the Parks Plan is shown in Figure 1. The Needs Assessment summarizes the existing conditions research conducted in Phase 1, provides a profile of the community, and presents an overview of Scappoose’s needs for parks, facilities, programs, and operational resources. The document is informed by the Phase 1 inventory and analysis of the existing park system, along with outreach tasks conducted to date. The Needs Assessment provides data to support the development to strategic recommendations in Phase 3 of the planning process.

Figure 1: The Planning Process



Related Plans

When completed, the Parks Plan will be consistent with and will incorporate findings from the following documents as appropriate:

- City of Scappoose Comprehensive Plan (2018). The City of Scappoose Comprehensive Plan, adopted in 2018, is a guide for land use, transportation, infrastructure and other investments within the City.
- Transportation System Plan (2016). As the transportation element of the adopted Comprehensive Plan, the TSP embodies the community’s vision for an equitable and efficient transportation system. The TSP outlines strategies and projects that are important for protecting and enhancing the quality of life in Scappoose through the next 20 years.
- Housing Capacity Analysis (2022). Forecasts housing needs within the City of Scappoose over the next 20 years.
- The 50-Year Plan, the long-term community vision for how Scappoose will grow in the future. The analysis and outcomes of the Parks Plan will be considered as part of this multi-phase project that will be under development through approximately June 2024.
- The Crown Zellerbach Trail Development Concept Plan (2007), which establishes that the Crown Zellerbach (Crown Z) Trail will be jointly development and management in partnership between Columbia County and the cities and agencies that own and/or manage lands that the trail crosses.
- The Grabhorn Property site conceptual plan. The site plan will identify a final design for the future park site, which will be incorporated into the Parks Plan.
- Vista Park Conceptual Plan (2019) was developed with assistance from a National Parks Service Rivers, Trails & Conservation Assistance Program grant. This conceptual plan lays out steps to develop a “trail park.”

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

Needs Assessment Organization

This document identifies needs for park land, facilities, and recreation opportunities based on an analysis of existing park and facility development and improvements, park access, and a level of service appropriate to meet the City’s growing population.

Community needs are analyzed in this document under five headings, listed here with high-level recommendations from the assessment:

- Trail Needs

- *Create a connected trail system*
- *Identify opportunities for trails within parks*
- **Park Land Needs**
 - *Meet the 10-minute walk guideline*
 - *Address the Neighborhood Park deficit*
- **Facility Needs**
 - *Improve access to facilities*
 - *Address sport and recreation facility needs*
 - *Determine the priority for an indoor recreation facility*
 - *Enhance connections to nature*
- **Maintenance and Operations Needs**
 - *Ensure park maintenance and operations keep pace with growth*
 - *Address staffing needs*
 - *Invest in the repair and replacement*
- **Partnerships**
 - *Identify new and leverage existing partnerships*

These needs are informed by community demographic and growth characteristics, summarized in the Community Profile section, and the common themes emerging from community feedback, included here under Community Engagement. The contemporary and comprehensive understanding of community needs provided by the Needs Assessment will provide the foundation for a proposed list of capital projects to improve and enhance the park and recreation system. Not all needs identified in this document will be met in the short-term, recognizing competing City objectives and budget constraints related to providing municipal services and differing opinions on how and where City resources are spent. However, the potential directions identified here will be considered and refined as the Parks Plan process moves forward, forming the foundation of the recommendations.

Community Profile

Socio-demographic characteristics impact parks and recreation needs and preferences. Understanding those characteristics provides a solid foundation for developing a parks and recreation plan into a right direction. The following information comes from U.S. Census Bureau and American Community Survey (ACS) data, and a demographic analysis conducted by Johnson Economics for the City's Housing Capacity Analysis in Spring 2022.¹ Growing Population

As of the 2020 Decennial Census, the City of Scappoose had an estimated population of 8,010 people within the Urban Growth Boundary (UGB). Based on GIS data, there are an estimated additional 580 people who live outside of the city limits, but within the City's UGB. Recent housing analysis estimates a population of 8,878 residents within the UGB by 2023. Scappoose has experienced steady growth in population within the UGB, growing an estimated 66% since 2000. In contrast, Columbia County and the State of Oregon experienced population growth of 22% and 25% respectively during that same period.

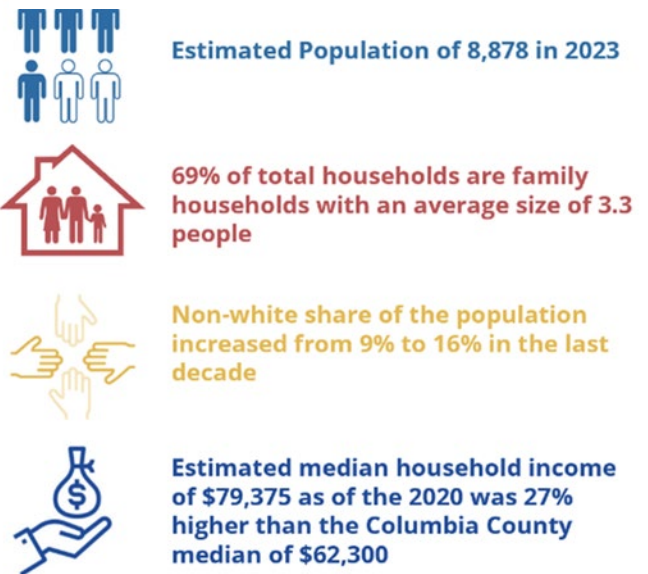
The Scappoose 50-year Plan planning process will update the recent Housing Needs Analysis to project future population and housing needs beyond the 20-year planning horizon. The process will identify ways the City can accommodate future growth, including additional housing needed for the next 50 years, both within the and outside the current UGB.

More Households

The Scappoose UGB will be home to an estimated 3,491 households in 2023, an increase of over 1,400 households since 2000. Scappoose's average household size of 2.54 people, with 69% family households, is roughly equivalent to the Columbia County average of 2.6 and the statewide average of 2.5. There has been a general trend in Oregon and nationwide towards declining household size as birth rates have fallen, more people have chosen to live alone, and the Baby Boomers have become "empty nesters." While this trend of diminishing household size is expected to continue nationwide, there are limits to how far the average can fall.

These households are also expected to have incomes that are higher than those in Columbia County or the state as a whole. Scappoose's estimated median household income was \$79,375, growing an estimated 66% between 2000 and 2020 in real dollars.² Inflation was an estimated 56% over this period,

Figure 2: Demographic Summary



¹ Demographic information in this report is from the 2022 Housing Needs Analysis (HNA), last revised in December 2022. The housing needs project undertaken by the City of Scappoose demonstrated the forecast of needed housing in the community over a 20-year timeframe (2023-2043).

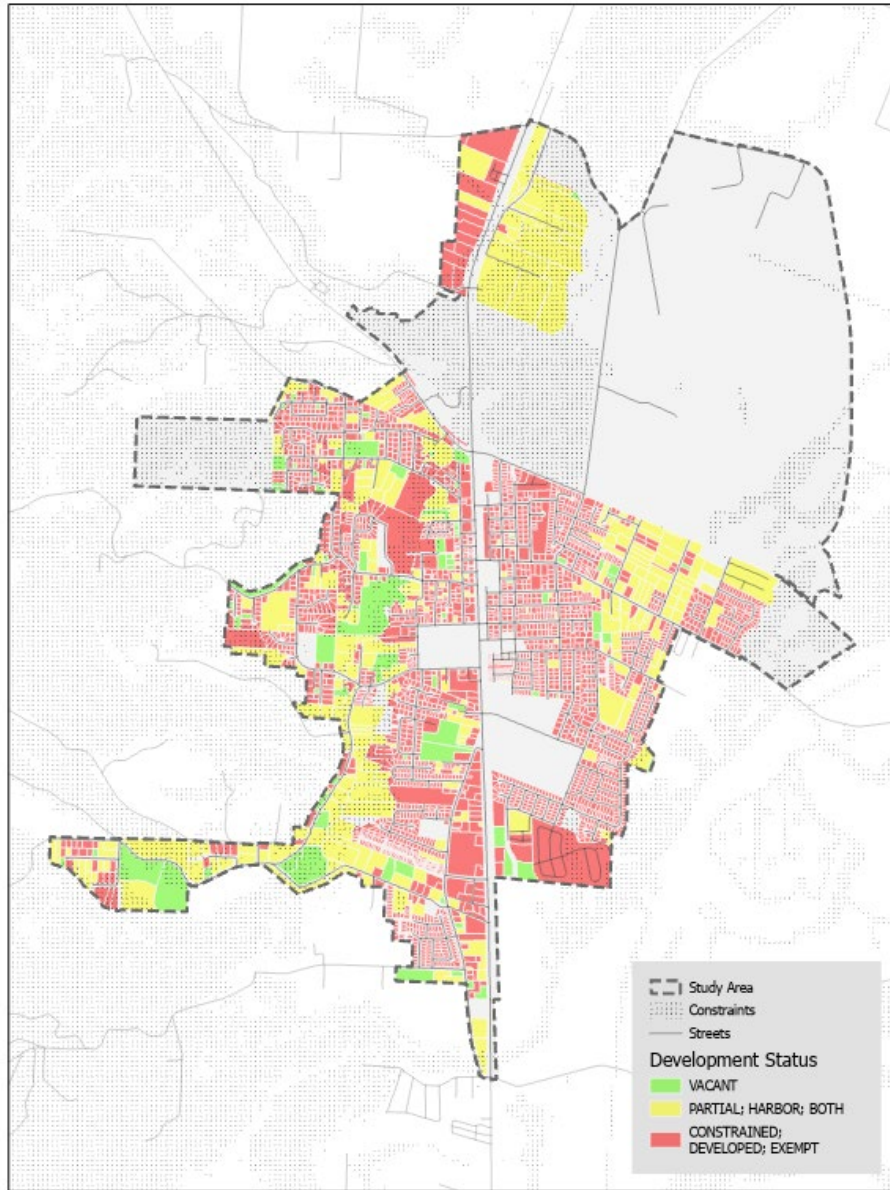
² As documented in the 2023 Housing Needs Analysis, this was 27% higher than the Columbia County median of \$62,300, and 42% higher than the statewide median of \$56,000.

so the local median income has well exceeded inflation. This is not the case in many regions and nationally, where income growth has not kept pace with inflation.

The recent Housing Capacity Analysis included a buildable lands analysis that identified where future new housing is likely to be located. Each residential tax lot within the Scappoose UGB was given a “development status” of either vacant, partially vacant, or committed, constrained, or developed (Figure 3).³ While residential development is expected throughout the City on vacant or partially vacant lots, areas west of Highway 30, particularly in the southwest, have greater potential for future residential development.

³ Based on the 2022 Scappoose Buildable Lands Inventory, these designations are based on County tax assessor’s data, aerial photography. There is an estimated 262 vacant or partially vacant tax lots within the UGB. Approximately 23% of these lots are considered vacant with the remainder partially vacant.

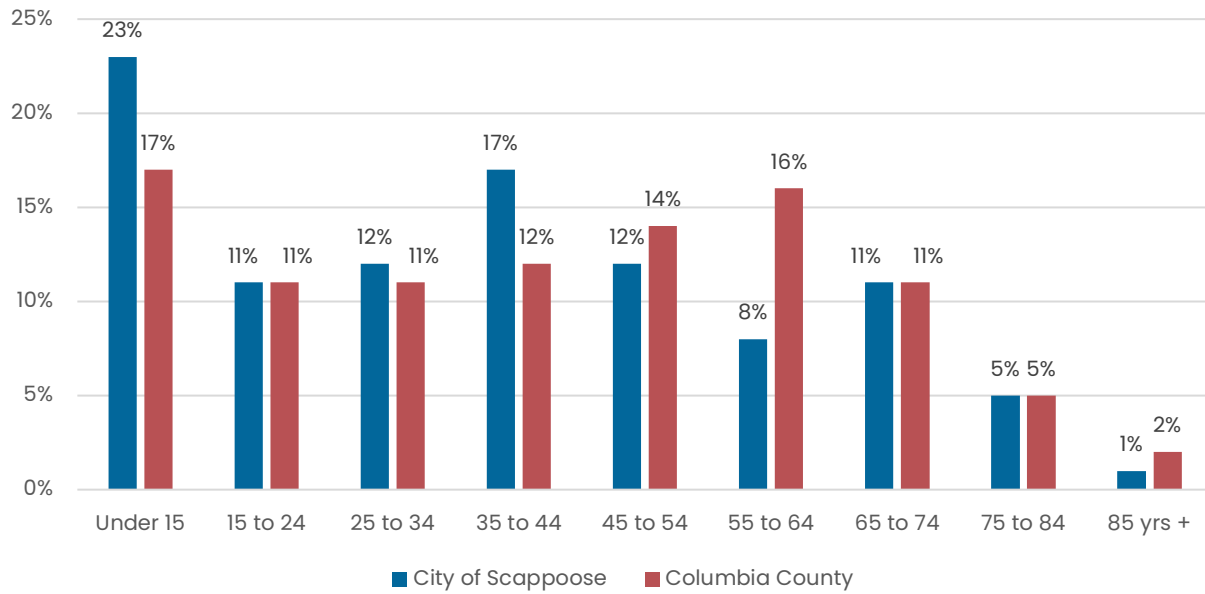
Figure 3: Scappoose UGB Residential Land Development Status (2022)



Younger Population

Figure 4 shows the share of the population falling in different age cohorts in Scappoose and Columbia County. Overall, Scappoose has a younger population than the county, with a greater share of young and middle-aged cohorts, and a smaller share of those aged 55 to 64 years.

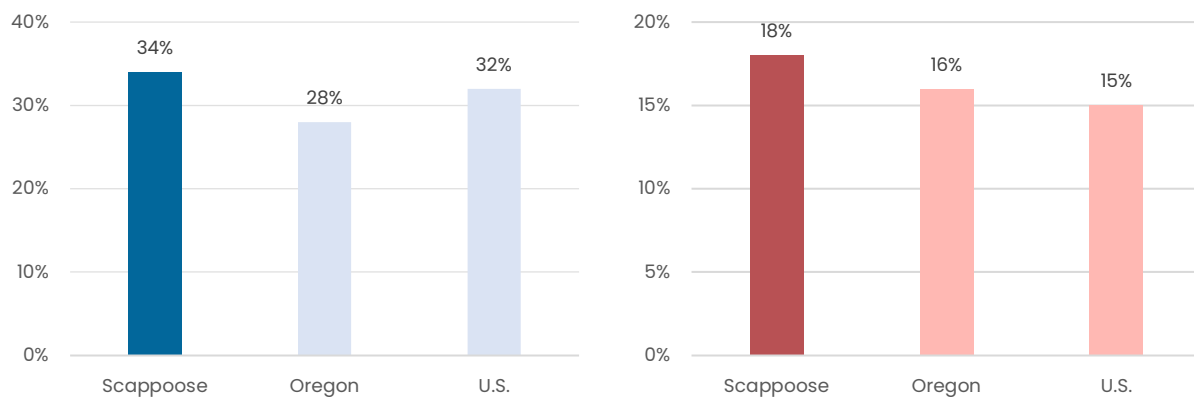
Figure 4: Age Cohort Trends



Source: US Census Tables: QT-P1 (2000); S0101 (2020 ACS 5-yr Estimates), Johnson Economics LLC

Figure 5 presents the share of households with children, and the share of the population over 65 years of age for comparison. Compared to state and national averages, Scappoose has a slightly higher share of households with children. At 18%, the share of the population over 65 is slightly higher than the state and national figures.

Figure 5: Share of Households with Children, Population over 65 years



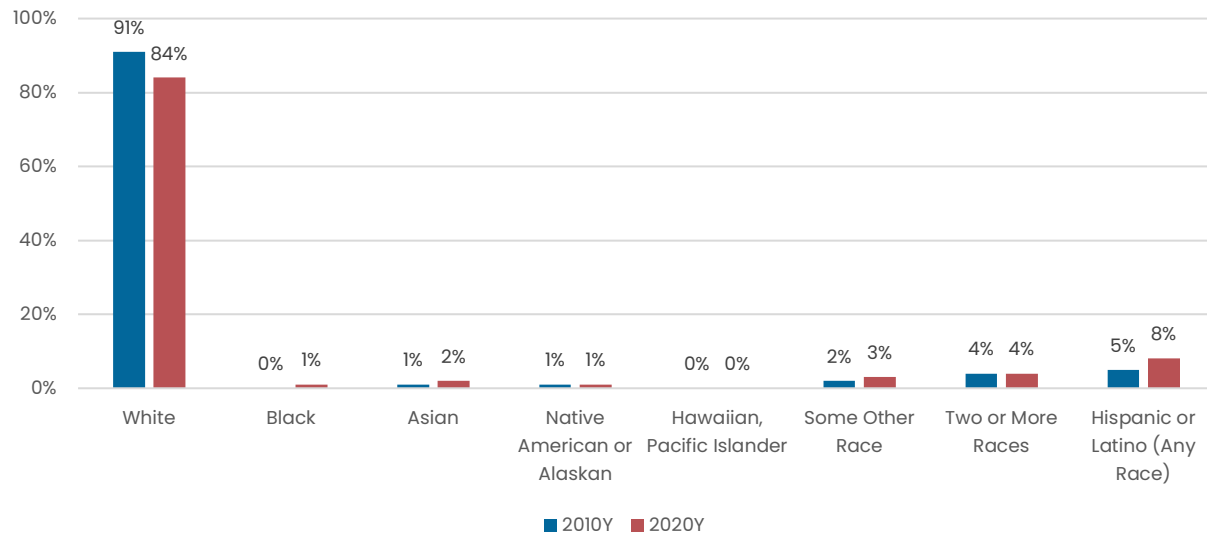
Source: US Census Tables: B11005; S0101 (2020 ACS 5-yr Estimates), Johnson Economics LLC

Growing Diversity

The community grew more diverse between the 2010 and 2020 Census, with the white share of the population falling from 91% to 84%. The share of population in any other individual racial category remains low, generally at 1% to 2%. The exception is those who identify as two or more races, which grew in share of population from 4% to 9%. The share of the population identifying as Hispanic or Latino

has grown from 5% to 8% of the population, indicating roughly 600 people as of the 2020 census (within the city boundary, not UGB). In comparison, the share of the non-white population is a lower 7% in Columbia County as a whole but is roughly equivalent at 17% statewide.

Figure 6: Racial and Ethnic Diversity, 2010 – 2020



SOURCE: US Census Tables P1, P2 (2010, 2020), JOHNSON ECONOMICS LLC

This community profile indicates that the growing city of Scappoose will need to plan for a parks system that reflects the diversity of the community and that meets the needs of current and future additional households.

Community Engagement Themes

Throughout the initial phases of the planning process, community members and stakeholders provided their input and ideas for the future of parks and recreation in Scappoose. Comments about the existing system and desires for improvements were shared through a variety of methods, including a community survey, two “pop-up” events, and a series of stakeholder and small group interviews. A summary of these events and conversations are in [Attachment A, Public Outreach](#).

The City promoted community engagement opportunities through its established media channels including eblasts, newsletters, and social media posts. Engagement activities were also promoted on the City’s website. These efforts resulted in a robust set of public engagement results that provide insights into the needs and priorities for specific facilities, activities, programs, and improvements.

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

Access to nature. Scappoose residents value the City’s unique natural assets and would like more opportunities to connect with nature in parks.

Connected trails for walking, biking, and running. People are interested in more trails and pathways, including ones that can link parks and can connect Scappoose to the rest of the region.

Plan for growth. Residents see the need for improving existing parks – both developed and undeveloped park land – and enhancing access to parks for a growing population.

More facilities for active use. Community members would like to enjoy more activities in Scappoose Parks, including pickleball and tennis, as well as have City facilities for soccer, baseball, and softball. They are also interested in having indoor space to gather and recreate, such as a community or events center.

Expanded programming. Community members are interested in additional recreation and educational programs, including more opportunities for children and youth.

Building community with events. People in Scappoose recognize the community-building that can take place in parks and would like to have more community-wide events to bring people together.

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

From community conversations and survey findings, it is clear there is a desire to add more nature trails and areas to enjoy nature, as well as to develop courts and fields to accommodate sports. The findings indicate there should be an emphasis on outdoor activities, trails, and nature-based recreation features. Most of the identified needs can potentially be addressed through site renovation and new site and trail development. Beyond that, the updated Parks Plan should factor in needs for universal play,⁴ dog parks, community gardens, and larger pavilions for group use.

Survey Results

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

Overview of the Existing System

Park Classification

The City of Scappoose classifies parks to distinguish them by their function. A park’s classification considers the purpose or intent of the site, factoring in characteristics such as size, use, service area, and available amenities and facilities. The categorization helps park planners make decisions about the right

⁴ Universally designed parks or playgrounds provide facilities that engage every child, regardless of ability. Universal design refers to creating environments applicable to the needs of all people, regardless of age, size, ability, or disability.

amount of development, types of facilities, and levels of park maintenance and programming based on the purpose for each park type. The City's previous classification system has been updated to divide Scappoose's parks into five classifications:⁵

- Community Parks
- Neighborhood Parks
- Linear Parks / Trails
- Special Use Sites
- Undeveloped Parkland

COMMUNITY PARKS

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

- Typical Size: 10+ acres
- Typical Service Area: 2 miles
- Examples: Veterans Park, Heritage Park
- Typical facilities: Facilities that provide a variety of both active and passive recreation opportunities such as group picnic areas and large shelters, sports fields and courts, children's play areas, pathways, green space, event space, restrooms, on-site parking, and similar support amenities for longer site visits. These sites often include unique recreation features such as skateparks, community gardens, splash pads, and dog parks. They may include specialized facilities such as community centers, swimming pools, or adjacent museums, libraries, and city offices.
- Special Notes: Community parks serve multiple neighborhoods within approximately 15 minutes driving time and ideally should be relatively easily accessible to the entire community. Community parks typically accommodate large numbers of people and require additional facilities such as off-street parking and restrooms. Community parks may also meet neighborhood needs for residents that live within walking or biking distance.



NEIGHBORHOOD PARKS

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

- Typical Size: 2-3 acres



⁵ Classifications for pocket parks, regional parks, and urban plaza parks do not accurately describe existing City parks and have been removed.

- Typical Service Area: ¼ to ½ mile (5 to 10-minute walk)⁶
- Examples: Miller Park, Creekview Park, Chief Concomly Park
- Typical facilities: Playground, sports court or other active use facility, multi-use open grass areas, picnic tables, neighborhood and family gathering space.
Sites may potentially include other small-footprint recreation features.

LINEAR PARKS / TRAILS

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



- Typical Size: Varies depending on length of trail and width of corridor
- Typical Service Area: 1/2 mile or walking/biking distance from linear parks (trail corridors); 2 miles driving distance from trailheads.
- Examples: Crown-Zellerbach Trail, Trtek Trailhead
- Typical facilities: Soft- or hard-surfaced paths, single-purpose or multi-use paths that support recreation, park access, connectivity, and active transportation. Trailheads may include restrooms, bike racks and repair stations, benches, picnic tables and parking.
- Special Notes: Amenities and services will vary

SPECIAL USE SITES

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



- Typical Size: Varies depending on use
- Typical Service Area: 2+ miles to citywide
- Examples: Chapman Landing
- Typical facilities: Stand-alone major facilities and buildings, river access facilities, urban plazas, dog parks, etc.
- Special Notes: Amenities and services will vary. These may be programmable sites. Some special use sites may also meet neighborhood needs for residents that live within walking or biking distance

UNDEVELOPED PARKLAND

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

⁶ The 2017 Parks Plan instituted a standard of ¼ mile; however, the industry standard for park access is ½ mile (a 10-minute walk). Small, minimally developed parks (e.g., less than one acre) may attract residents from shorter distances.

- Typical Size: Depends on purpose of acquisition.
- Typical Service Area: Depends on purpose of acquisition.
- Example: Vista Property (71 acres), Commerce Drive Property (14 acres), Grabhorn Property (9.5 acres)
- Typical facilities: None. Site may have natural features and facilities associated with non-park uses (e.g., water towers).
- Special Notes: These sites will be reclassified when developed based on their future park function.

Park and Trail Summary

The City of Scappoose owns approximately 138 acres of park land at 11 sites, including more than 1.3 miles of trails. The City categorizes sites as “developed” and “undeveloped.”

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

Seven of these parks (43.7 acres) are developed, providing places to play, gather, and experience nature. Three sites (94.6 acres) are undeveloped, holding acreage in reserve for future park development. Figure 7 shows the location of existing parks and trails. Table 1 presents the park inventory by classification.

Table 1: Scappoose Park Lands by Classification

Classification	Number of Sites	Total Acreage	Parks
Community Parks	2	16.6	Veterans Park, Heritage Park
Neighborhood Parks	3	7.7	Miller Park, Chief Concomly Park, Creekview Park
Linear Parks / Trails	2	3.4	Trtek Trailhead, Crown-Zellerbach Trail
Special Use Sites	1	16.0	Chapman Landing
Undeveloped Parks	3	94.6	Commerce Drive Park, Grabhorn Property, Vista Property
Total	11	138.3	

Developed parks in Scappoose range in size from 0.7 acres (Trtek Trailhead) to 16 acres (Chapman Landing). As noted in Table 1 and illustrated in Figure 7, community parks are located in the central area of the City and provide opportunities for outdoor recreation and athletic activities. Smaller neighborhood parks add more open spaces to serve their adjacent neighborhoods.

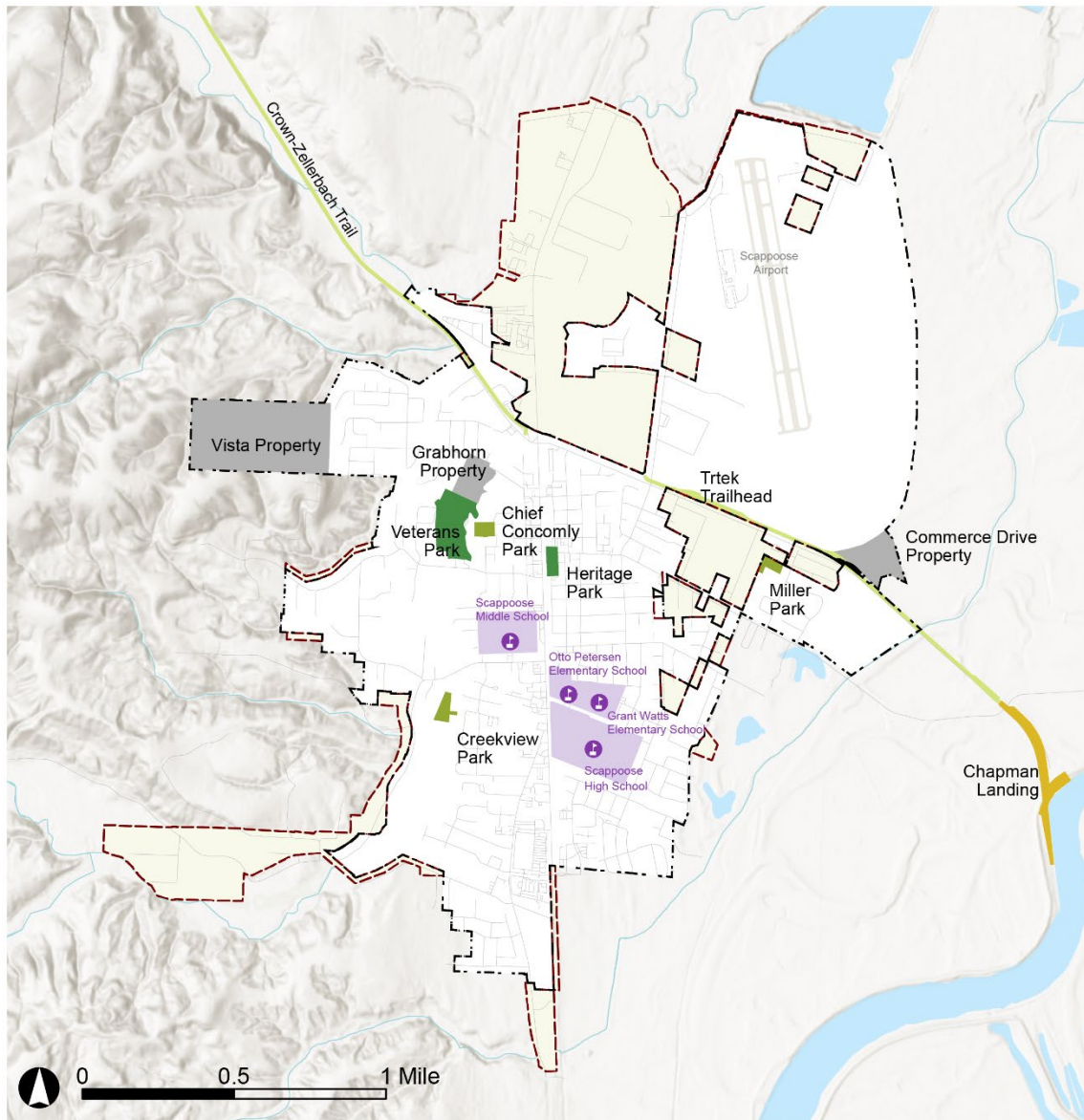
Crown-Z trail provides walking, hiking, or biking experience along with access to natural areas starting at Chapman Landing. Trtek Trailhead offers parking, public restrooms, picnic tables, and a bicycle repair station for visitors.

All of these sites provide various type of recreational opportunities for the community with different types of amenities.

Recreation Facilities

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

Figure 7: Existing Parks and Trails in Scappoose



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



Parks, Recreation & Open Space Plan

Source: City of Scappoose, 2022

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

Table 2: Recreation Facilities Inventory

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

* Rows marked with an asterisk represent the number of sites that have facilities belong to them.

SUPPLEMENTAL SCHOOL DISTRICT FACILITIES

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

EVENTS AND PROGRAMS

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

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

Park Access Analysis

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

Park Access and Gap Analysis

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

10-MINUTE WALK

The 10-minute Walk refers to an industry standard established to ensure that everyone in the United States lives within a ten-minute walk to a high-quality park or green space. The concept has been supported by several community-based nonprofit organizations including the Trust for Public Land, the National Recreation and Park Association (NRPA), and the Urban Land Institute. A ten-minute walk is commonly considered to be half a mile, which is the distance that most people are willing to walk to reach a destination, as defined by the Center for Disease Control (CDC). Actual park access points, locations where pedestrian and bicyclists can enter a park, and walkable streets in the City were used to calculate maximum reachable areas within a 10-minute walk.⁷

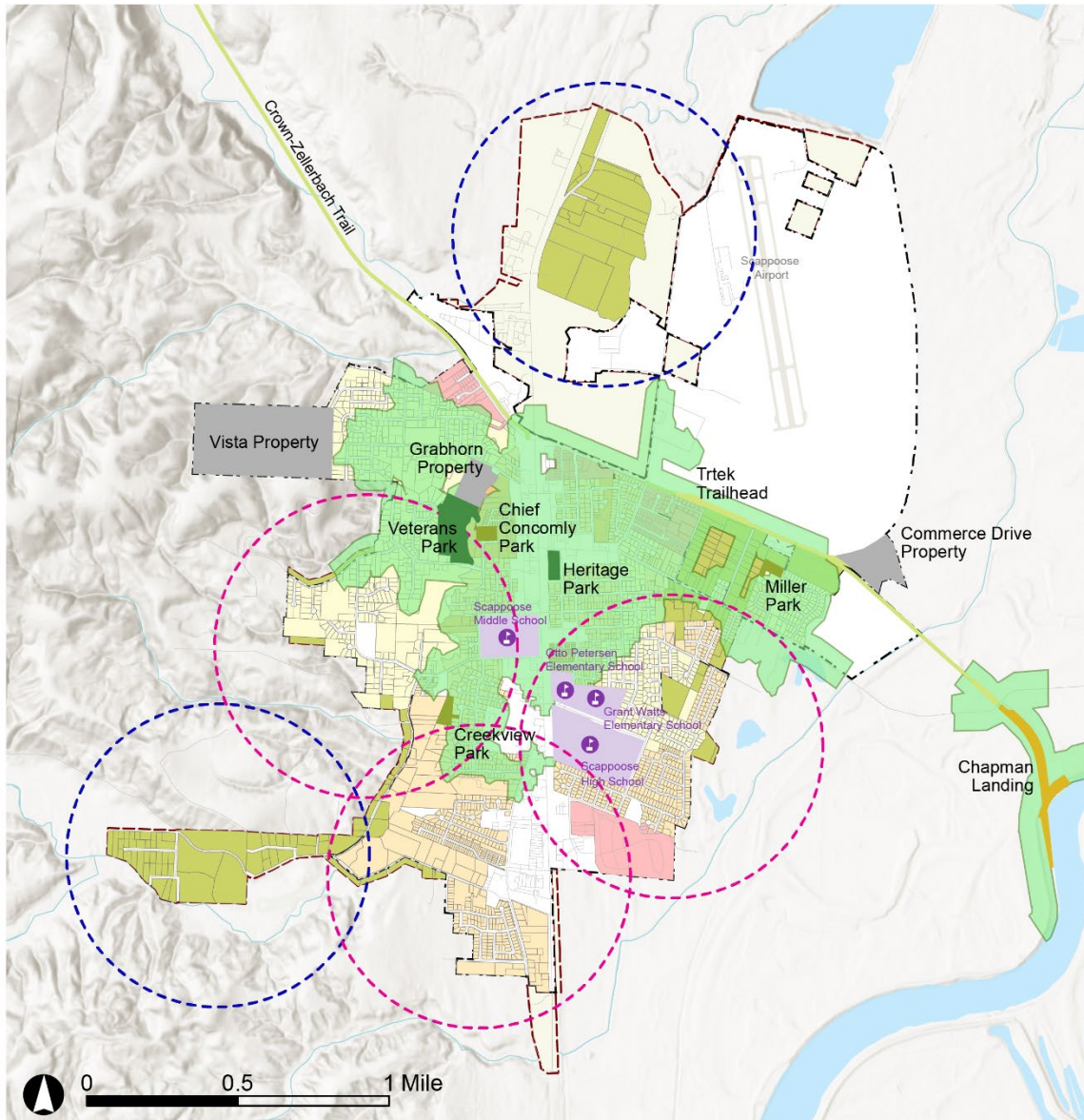
⁷ While the 2017 Parks Plan recommends a 5-minute walk (1/4 mile) as its standard for park access, few cities can afford to provide parks within that travel distance. Exceptions include cities that provide smaller parks (e.g., 0.1 – 0.5 acres), which typically have fewer amenities and attract people from shorter distances. The current industry standard is 1/2 mile, which is used in this analysis.

Figure 8 evaluates all developed City parks in Scappoose to determine which residential areas are located within a 10-minute walk. It shows that existing parks serve the City's central areas, but not the southern portion.

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

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

Figure 8: Parks Access and Residential Gap Analysis



- Park and Recreation Facilities**
- Community Parks
 - Neighborhood Parks
 - Linear Parks / Trails
 - Special Use Sites
 - Undeveloped Parks

- Park Access and Residential Gap Analysis**
- 10-Minute Walk to Developed Parks (1/2 mile)
 - Low Density Residential Zone
 - Moderate Density Residential Zone
 - High Density Residential Zone
 - Manufactured Housing Zone
 - Suburban Residential (UGB)
 - Residential Gap Area
 - Potential Gap Area

- Base Map Features**
- Streets
 - Ⓧ School District Property
 - Water Bodies
 - City Boundary
 - Urban Growth Boundary



Parks, Recreation & Open Space Plan

Source: City of Scappoose, 2022

Park Level of Service

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

Table 3 evaluates the LOS for each type of park in Scappoose. It shows how the City's park system performs as compared to the adopted LOS standard, as well as proposes new LOS guidelines for discussion based on future population needs. Net future need for parks subtracts existing park acreage to identify the acreage deficiency, the current and future need in each park category, based on the proposed LOS guideline. For the purposes of this calculation, the analysis counts Creekview Park and Chapman Landing as developed parks, even though a significant investment in facility development is still needed. The analysis also distinguishes between developed and undeveloped parks. It identifies which undeveloped properties should be developed to meet identified recreation needs in the next 20 years to be more in line with the community's desired LOS.

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

When comparing Scappoose's LOS to that of other cities across the nation, the current LOS of 4.9 places Scappoose in the lower quantile of all cities with a population of less than 20,000 residents as noted in NRPA's Park Metrics data (Figure 9). Given the population growth expected within the UGB over the next twenty years, the analysis supports improving selected undeveloped park properties as well as planning for new Neighborhood Parks and implementing the Scappoose Creek Trail⁸ to meet increasing parks and recreation needs as the City's population continues to grow.

⁸ A conceptual alignment of the Scappoose Creek Trail, proposed as a paved shared-use path, is included in the 2016 Transportation System Plan.

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

Park Type	Adopted LOS Guideline (acres per 1,000)**	Existing Park Acres	Existing LOS (acres per 1,000)	Desired LOS (acres per 1,000) ***	Current Need (acres) in 2023	Net Future Need (acres) in 2043	Recommended Acquisition or Site Development Site (acres)
	8,878				11,329		
Community Parks	2.0	16.6	1.9	2.3	3.8	9.5	Develop Grabhorn property (9.5 acres)
Neighborhood Parks*	1.3	7.7	0.9	1.8	8.3	12.7	Explore options to acquire 5 new Neighborhood Parks at 2.5 acres each to support park access (12.5 acres); sites of this size may not be feasible in built-out areas
Linear Parks / Trails	-	3.4	0.4	1.2	6.9	9.8	Add Scappoose Creek Trail (4 miles, 9.74 acres)
Special Use Sites*	2.1	16.0	1.8	2.7	7.6	14.1	Develop Commerce Drive property (14.1 acres)
Developed Parks Subtotal	5.4	43.7	4.9	7.9	26.6	46.0	
Undeveloped Parks (Commerce and Grabhorn)****		23.6	2.7	0.0	-23.6	-23.6	Develop the Commerce and Grabhorn properties consistent with the classifications noted above
Undeveloped Parks (Vista)****		71.0	8.0	6.2	55.0	70.2	Continue to discuss timing and opportunities to develop the Vista Property
City Parks Total		138.3	15.6	14.1	58.1	92.7	

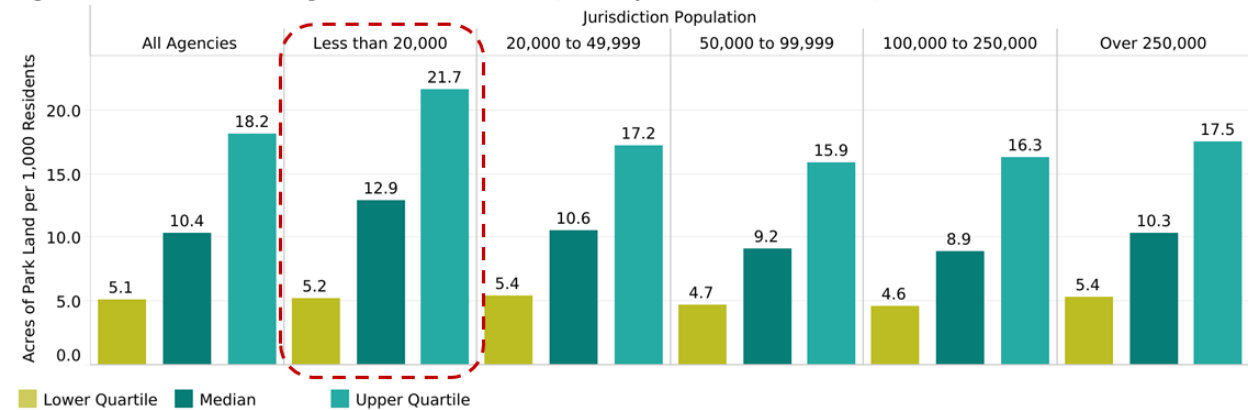
* Creekview Park (a Neighborhood Park) and Chapman Landing (a Special Use Site) are counted as developed City parks, even though they will require substantial future investment in development.

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

*** Desired LOS is rounded to the nearest tenth (but calculated to hundredths for accuracy)

****The Commerce Property, Grabhorn Property, and Vista Property could be developed to address identified future needs. The Vista Property is not identified in the "Recommended" column above, but could (also) address the identified Special Use Sites need.

Figure 9: National Average Size of Park Land (Acres per 1,000 Residents)



Source: 2022 NRPA Agency Performance Review

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

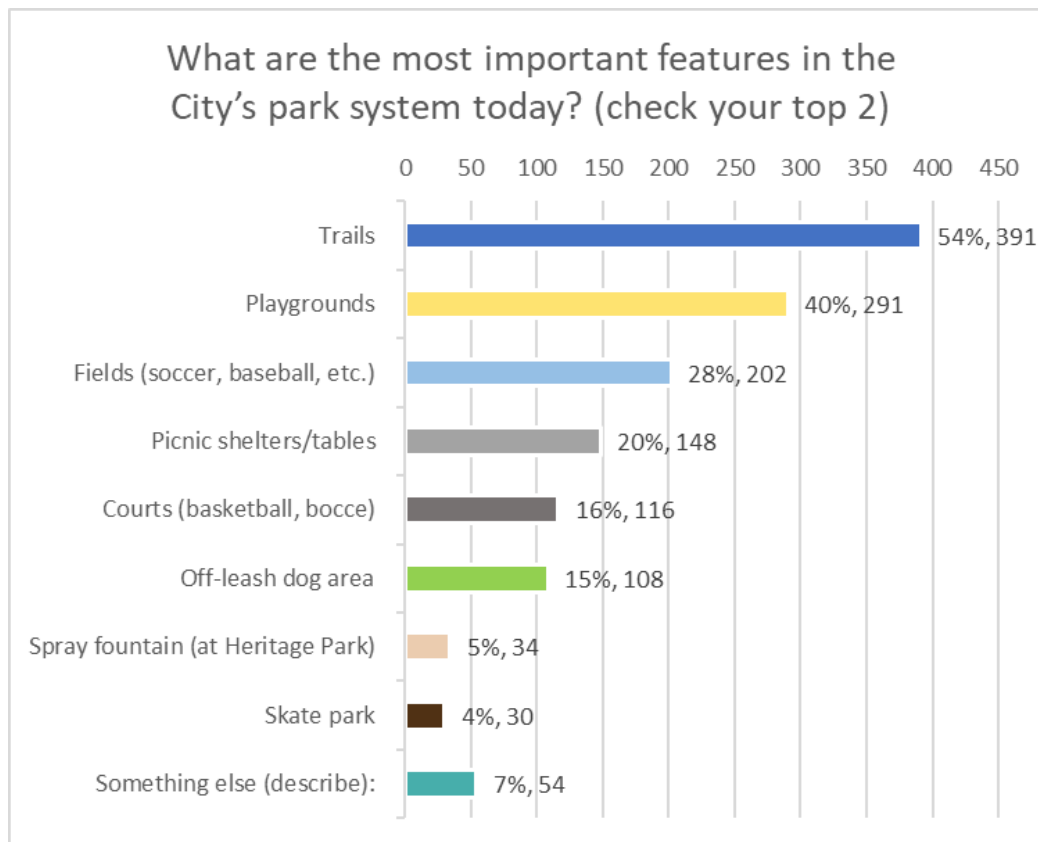
Park, Recreation Facility, and Trail Needs

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

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

Community survey results indicate that trails and playgrounds are the two most important feature in the City’s park system. From community conversations and survey findings, it is clear there is a desire to add more nature trails and areas to enjoy nature, as well as to develop courts and fields to accommodate sports. The findings indicate there should be an emphasis on outdoor activities, trails, and nature-based recreation features. Most of the key additional features noted in Figure 10 can be addressed through existing park site enhancements and new trail development. Beyond that, the Parks Plan should consider opportunities for activities attractive to youth (bike skills, climbing), needs for universal (accessible) play, dog parks, and indoor recreation.

Figure 10: Important Park Systems Features - 2022 Survey Response



Trail Needs

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

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

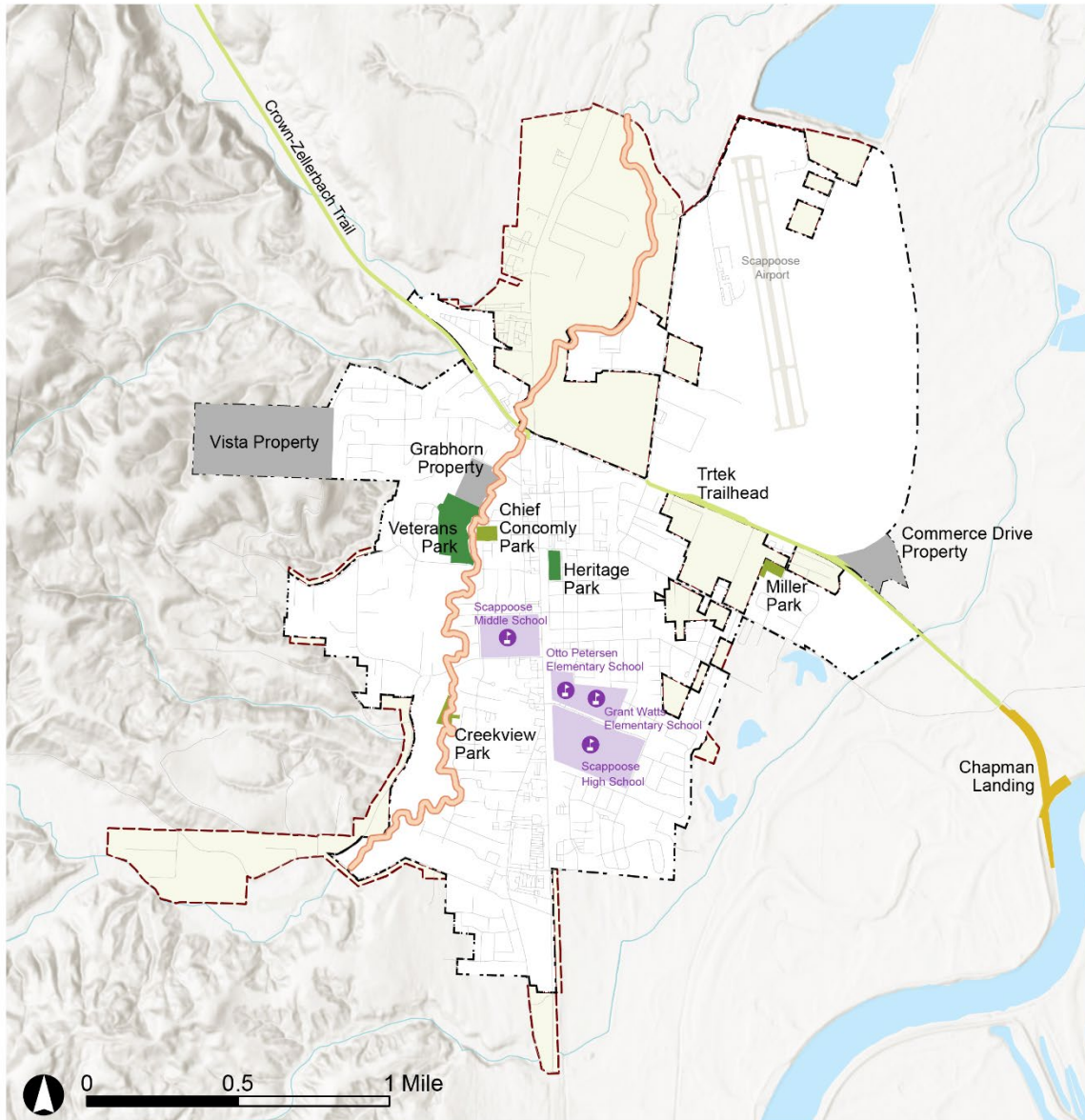
The 2016 Scappoose Transportation System Plan and the 2017 Parks Plan both include a conceptual Scappoose Creek Trail alignment that connects Creekevew, Veterans, and Chief Concomly parks. Through this update process, there has been an emphasis on both access to parks and natural areas, as well as a desire to better connect neighborhoods, parks, and natural assets through a more expansive trail network. Particularly in parks that are underdeveloped or not yet improved, there is also an opportunity to create loop trails within parks to better facilitate walking, running, rolling (mobility devices, roller skating/blading) and cycling.

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

Key Opportunities

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

Figure 11: Proposed Shared-Use Path Network



Park and Recreation Facilities

- Community Parks
- Neighborhood Parks
- Linear Parks / Trails
- Special Use Sites
- Undeveloped Parks
- Proposed Shared-Use Path

Base Map Features

- Streets
- School District Property
- Water Bodies
- City Boundary
- Urban Growth Boundary



Parks, Recreation & Open Space Plan

Source: City of Scappoose, 2022

Park Land Needs

As the City grows, new parks will be needed to serve new residential areas and additional residents in existing neighborhoods to provide greenspace and recreation space. Having a park within a 10 minute walk for residents is a Scappoose City Council goal.⁹ Areas available for future new housing are largely found west of Highway 30 and in areas outside current City limits, but within the UGB, as shown in Figure 3. The Parks Access and Residential Gap Analysis illustrated in Figure 8 shows that these future growth areas are not near existing City parks. The analysis also shows that residents in existing residential areas in the southern parts of the community are not currently able to access a park using the 10-minute walk standard.

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

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

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

Key Opportunities

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

⁹ Note that this is a reduced requirement from the 2017 Plan, which indicates that residents should live with a quarter mile or 5-minute walk of smaller parks.

Facility Needs

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

TRAILS

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

SPORTS FACILITIES

Scappoose residents value organized team sports and the availability of athletic fields and courts when recreating. City parks and School District facilities are heavily used by local community sports leagues and school sports programs. The baseball fields at Veterans Park are well-used; demand for baseball and softball fields indicate a need for more of these facilities. The one City basketball court at Miller Park is also popular, but survey responses show that adding new courts is a lower community priority. Most sports fields and courts are located at School District sites. Notably, soccer leagues need to use School District or private, church-owned facilities as there are no City-owned soccer fields.

Community conversations and parks survey responses also emphasize the need for more youth sports facilities, in particular soccer fields and ballfields for baseball and softball. Demographic trends show that Scappoose can expect to have more households with children. The recent survey responses indicate that the City could be better serving young children (12 and under) and teens, which also supports City investment in more sports-focused facilities. As the City grows, additional sports fields and courts will be needed and may need to be located within City parks.¹⁰

INDOOR RECREATION

The City currently lacks public indoor recreation and gathering spaces. This type of facility could be a large, multi-purpose community or recreation center¹¹ or a specialty recreation facility, a space designed to serve a specific program area or age group. For example, some specialty facilities are targeted to

¹⁰ The one City, full-court basketball facility at t Miller Park is popular, and an additional full-court facility would provide more youth activity opportunities, but survey responses indicate that adding new courts is a lower community priority.

¹¹ Note that a full-service multi-purpose recreation center attracts most regular users from within about a 15-minute drive time and can serve a population of approximately 25,000 to 35,000 people.

Key Opportunities

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

serve specific age groups, such as preschoolers, teens, or older adults. Others are targeted to support a specific program area that requires specialized facilities, such as an arts center, a botanical garden, a stand-alone aquatics center, or a nature center. These types of recreation facilities can be city- or privately owned, or owed by a non-profit organization, such as the YMCA.

Based on public comment during this planning process, there continues to be interest in an indoor recreational facility for programs and community gatherings. Survey responses show an interest in better serving older adults, a demographic that can derive health benefits from indoor recreation. The need for public specialty recreation facilities is driven by community interest and ability to pay for both constructing and operating a facility, which will typically require an ongoing operating subsidy. The City will need to consider pursuing an indoor facility, weighed against other parks and recreation priorities, and given the public expenditures needed for even a smaller specialty facility.

ENHANCE CONNECTIONS TO NATURE

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

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

Key Opportunities

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

Staffing Needs

The Parks Department is overseen by the Public Works Director with administrative support from several City staff members and seven Utility/Park workers, for a total of two (2) Full-Time Equivalent (FTE) positions 2022.¹² Currently, less than 2 FTEs are responsible for all parks and utility work. Table 4 shows the FTE positions changes since 2019.¹³

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

Key Opportunities

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

Table 4: Scappoose Park Operations and Maintenance, Adopted Budget FY22-23

	FY 19-20	FY 20-21	FY 21-22	FY 22-23
Total Full Time Equivalent Positions	2.12	2.12	2.12	2.02

Funding Needs

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

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

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

The City of Scappoose derives most of its Parks Department budget from the City's General Fund, which also supports other City services and needs. The City relies on these General Fund dollars to support both operations and capital projects, including the maintenance, administration, planning, improvements, and development of City parks and recreation facilities.

¹² Information from the City of Scappoose Fiscal Year 2022-23 Proposed Budget.

¹³ For comparison, 2022 NRPA Park Metrics data indicate parks departments serving jurisdictions of less than 20,000 people have on average 11.8 FTEs, including maintenance, operations, and administrative staff. The lower quartile of agencies has 5.4 FTEs; Scappoose is significantly lower than this.

For the fiscal year 2022-23 the proposed Parks Department budget totaled \$695,393 (Table 5). This figure represents all annual expenditures, including personnel services, material and services, and funds transferred to the Administration Department. It also includes \$250,000 to support capital expenditures, such as the Peace Candle restoration, the purchase of asset management software, purchase of Parks Department vehicle, and park enhancement projects identified by City Council and Staff. This budget is substantially lower than the operations budget alone for most jurisdictions with less than 20,000 residents, according to NRPA Park Metrics data. As shown in Table 5, this total budget has fluctuated substantially over the last four years. General Fund dollars clearly are insufficient to support the level of service described in this document—including new parks, new facility development, existing facility repair and replacement, and the ongoing stewardship of these assets.

Table 5: Scappoose Park Operations and Maintenance Budget

	Actual FY 19-20	Actual FY 20-21	Budget FY 21-22	Estimated FY 21-22	Proposed Budget FY 22-23
Personnel services	\$241,858	\$242,866	\$292,930	\$264,150	\$278,094
Materials & services	\$58,822	\$54,305	\$144,370	\$124,215	\$145,760
Capital outlay	\$115,519	\$97,493	\$270,000	\$160,095	\$250,000
Transfers	\$23,782	\$31,490	\$22,422	\$22,422	\$21,539
Total expenditures	\$439,981	\$426,154	\$729,722	\$570,882	\$695,393

The City also relies on Systems Development Charges (SDC's) to help fund new park and facility development. However, SDC's are intended to offset the impacts of new residential growth and are restricted to supporting capacity enhancement projects (e.g., *new* parks and facilities) to serve new residential areas. SDC's may not be used to repair, replace, or maintain existing facilities. The City's SDC's also are insufficient to support all the new parks and facilities needed in Scappoose. The City must further evaluate funding options when establishing new policies, recommending development, and prioritizing community needs for parks and recreation. This will be addressed in later phases of the planning process.

Partnerships

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

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

County-owned park land and public utility land (e.g., substations) may also present opportunities to meet community park land needs.

Key Opportunities

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

Columbia County is also a key partner, implementing regional goals and objectives around parks and recreation as guided by the Columbia County Parks Advisory Committee. Implementing shared objectives for the Crown Z Trail, including access, improvements, and signage, is an example of successful City/County cooperation. County-owned property within the City UGB includes Fisher Park – an undeveloped 8.76 acres, located near West Lane Road/Columbia River Highway. Scappoose Creek runs through the park and it is used by residents for primitive camping and swimming. There is an opportunity to coordinate with the County to improve access to this park and better serve recreational needs in the northern part of the City.¹⁴ In addition, the demonstrated partnership with projects such as the Crown Z Trail, as well as coordinated new opportunities and long-range parks planning, will improve chances for future State grant awards.

Key Opportunities

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

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

¹⁴ The 2017 Parks, Trails, and Open Space Plan includes Open Space Strategy 4.6.2, Develop a Nature Park at Creekview Park, that states: *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.*

City of Scappoose

Parks, Trails, and Open Space Plan Update

Attachment A: Public Outreach

- **Stakeholder Interview Summary**
- **Survey Summary**
- **Pop-up Event Summary**

Stakeholder Interview Summary

Introduction

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

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

In general,...

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

Opportunities

- The Commerce Road property would be ideal for a nature trail or a boardwalk that allows year-round wildlife viewing. A trail through this area would be a wonderful addition to the Crown-Z trail.
- A more developed athletic facility with a swimming pool would be good for all ages, including older people and those rehabilitating injuries and could serve the larger region.
- Providing a community, event, or recreation center, potentially near the Community and Senior Center or in a redeveloped Middle School.
- Adding a basketball court near the Skatepark. The skate park is a central congregating space for middle and high school aged kids.
- Adding tennis and/or pickleball courts – a cross-generational activity for all ages.

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

Issues

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

Commented [HW1]: I believe we do this already - I'll need to review our Title 17 development code and check in with the planning department.

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

Commented [HW2]: I think there's another issue that constrains this idea: Warren is *far* beyond our UGB. Unless the 50-year plan is expecting the city to grow in that direction later in the century.

Priorities

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

Other

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

Online Survey Final Summary (Data as of 1/12/23)

Introduction

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

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

Total Results:

Complete Results	715
Partial Results	188
Total	903

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

Overview

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

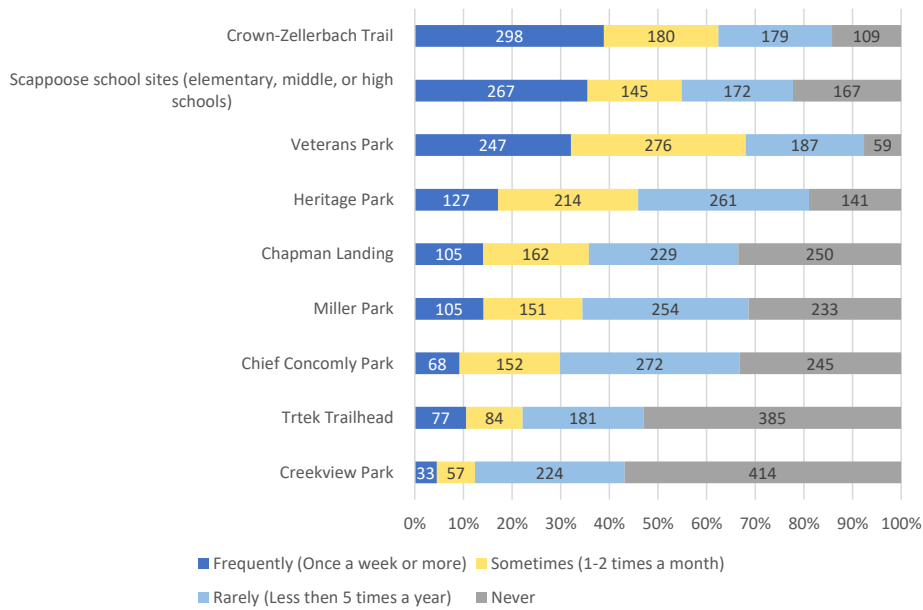
Priorities

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

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

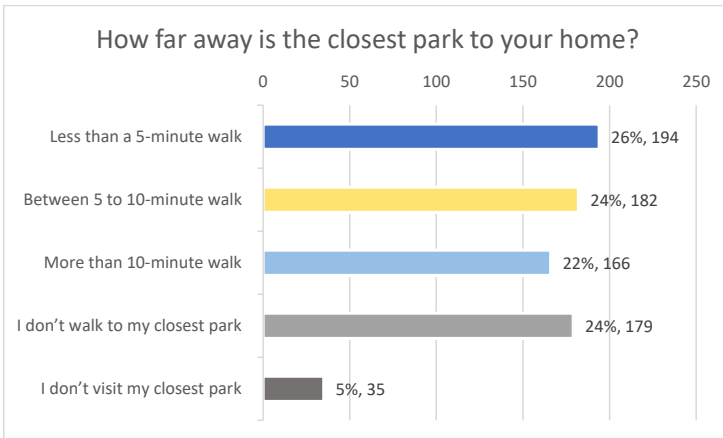
¹ Paper survey responses that were received by January 11, 2023, were tabulated and are included in this summary.

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

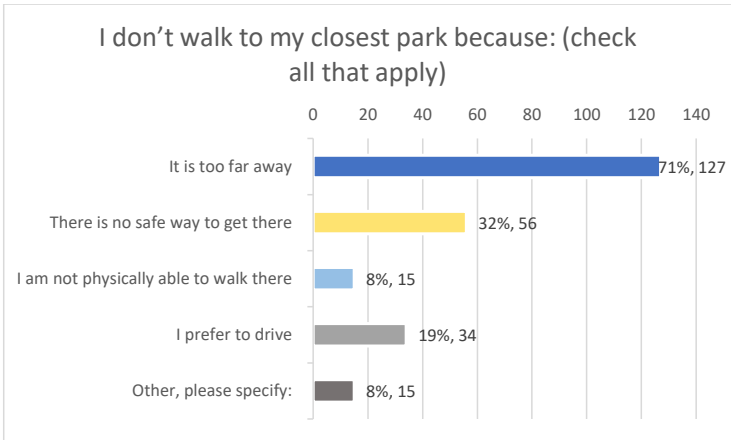


n (number of respondents) varied between 727-769

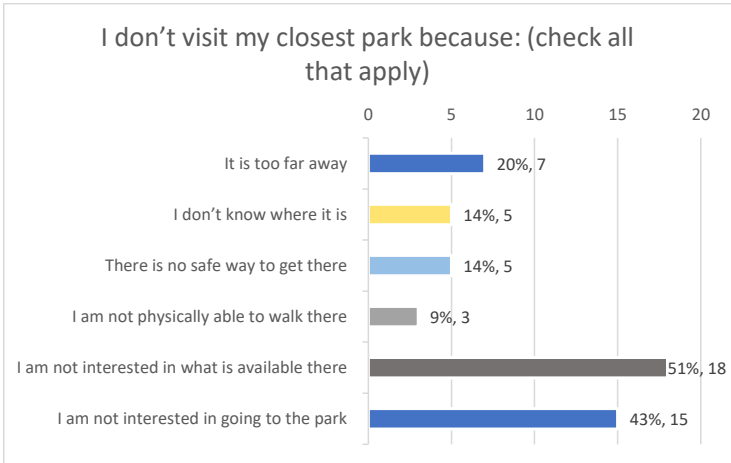
How far away is the closest park to your home?



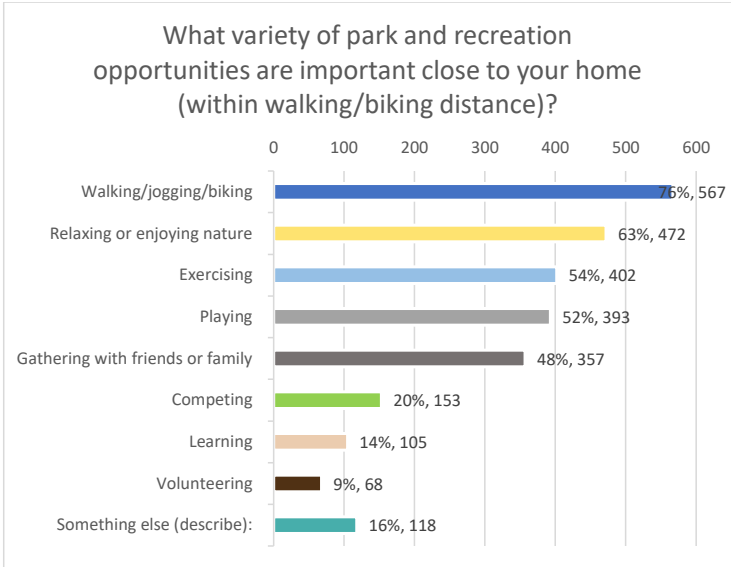
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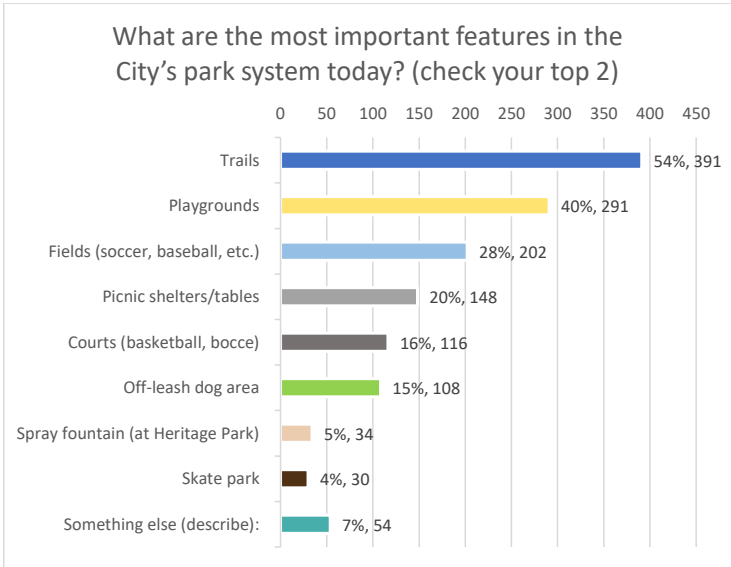
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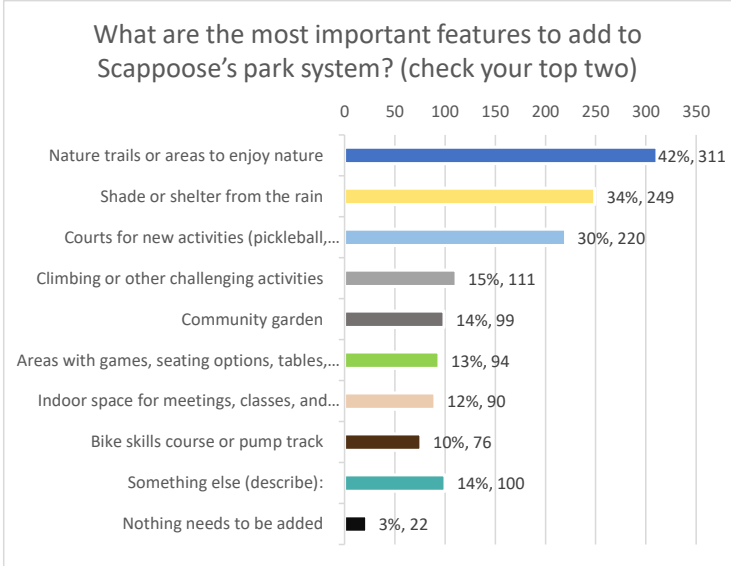
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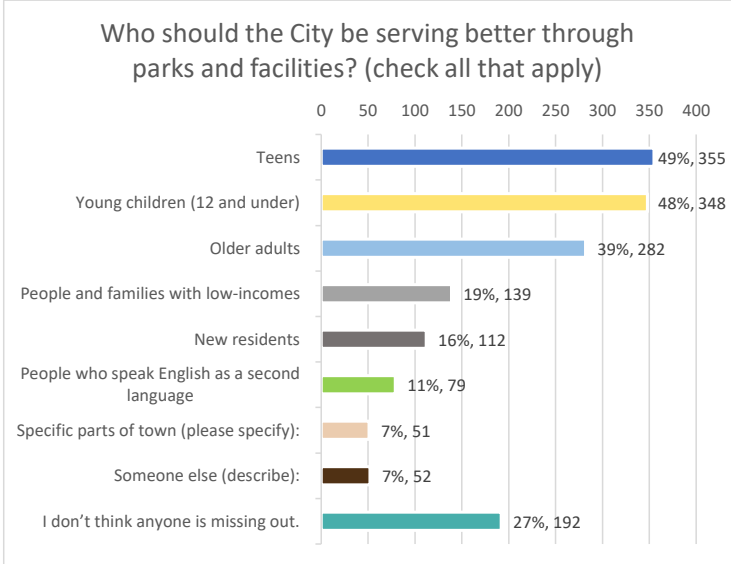
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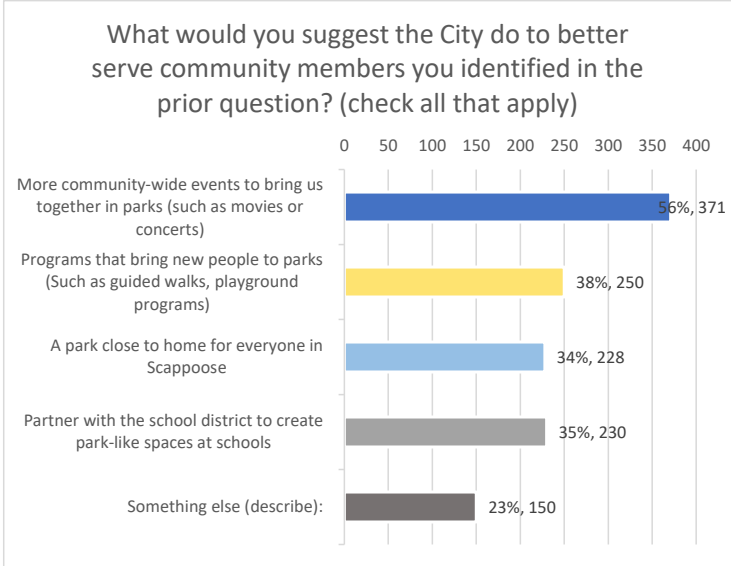
n=727



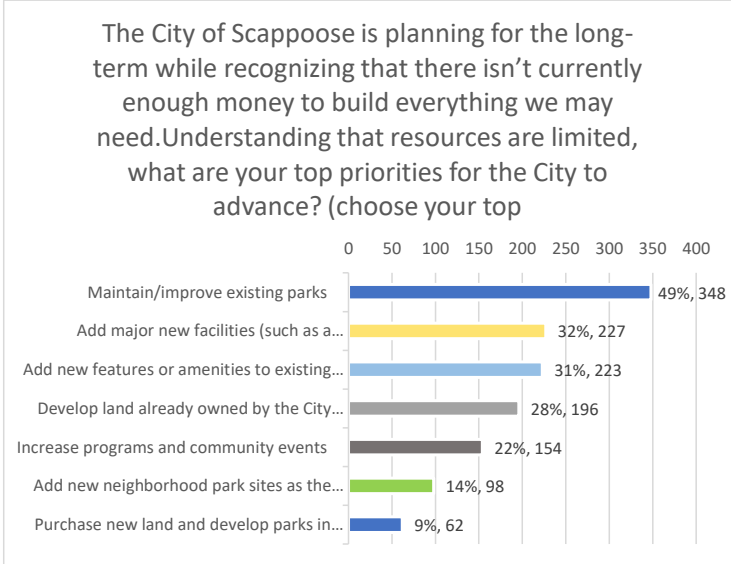
n=733



n=723

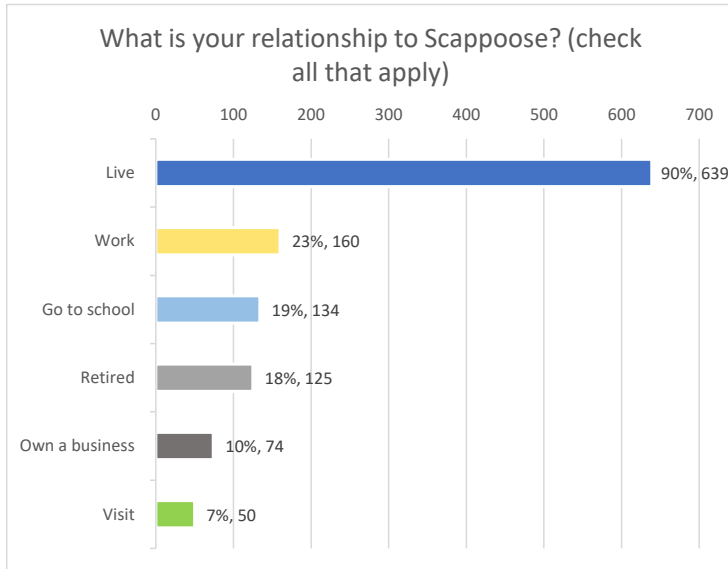


n=665

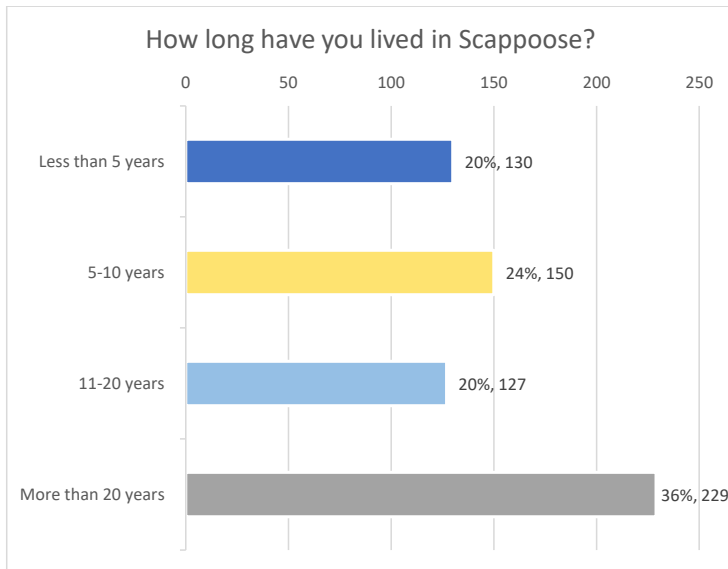


n=710

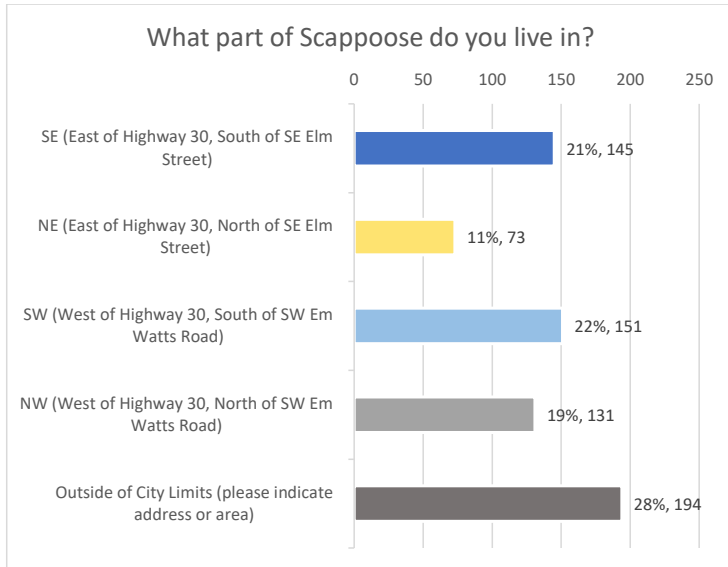
Respondent Profile



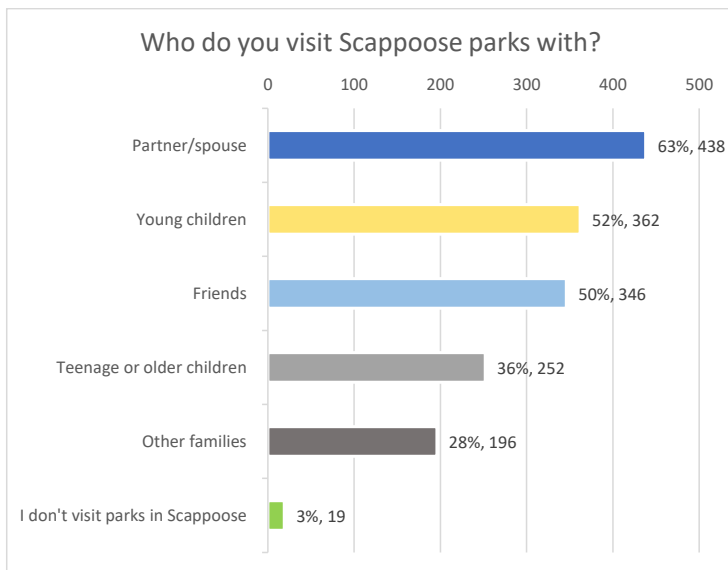
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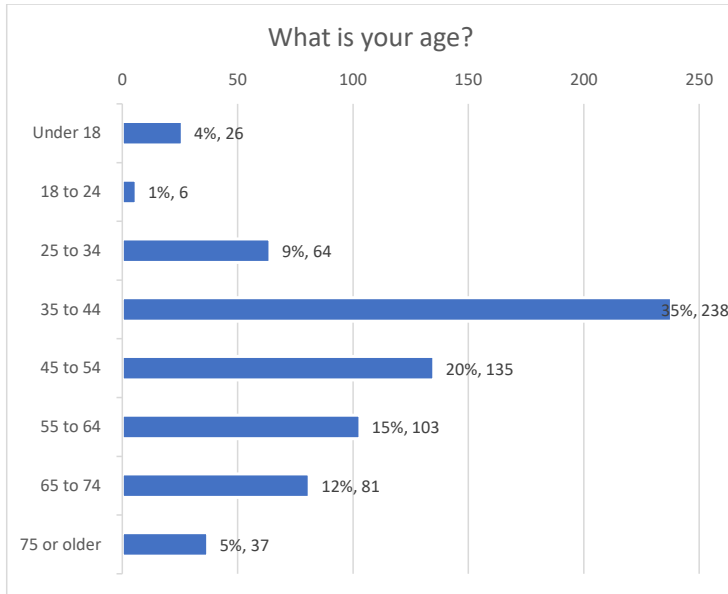
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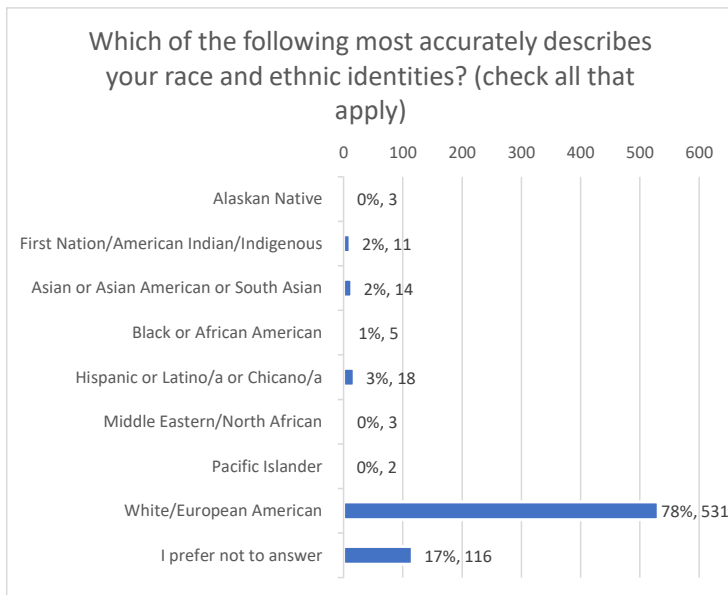
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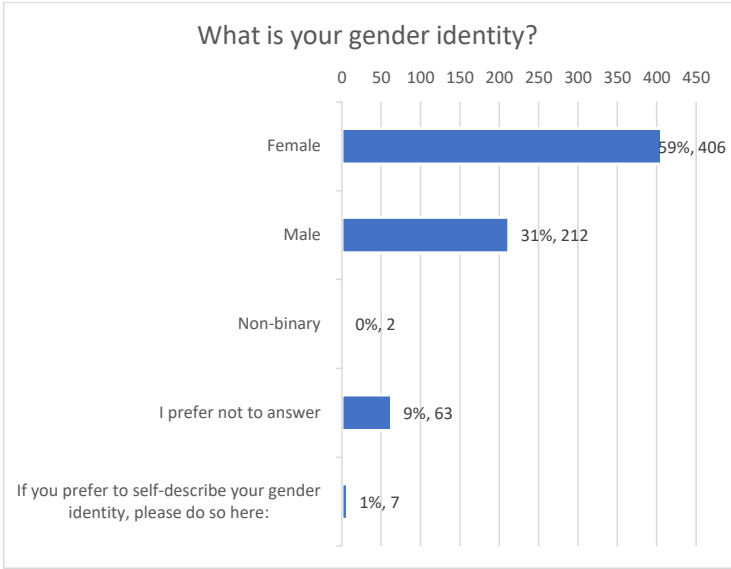
n=696



n=690



n=677



n=690

Pop-Up Event Summary

Introduction

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

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

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

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

The third pop-up event took place at Scappoose Middle School, led by the SPRC Chair. Several middle school classes were engaged and encouraged to fill out the accompanying survey. 24 survey responses were received from middle schoolers. Students emphasized a desire for more recreational events, referencing the annual Movies in the Park series.

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

Total Results:

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

Overview

- School sites with indoor and outdoor recreation facilities are most frequently used.

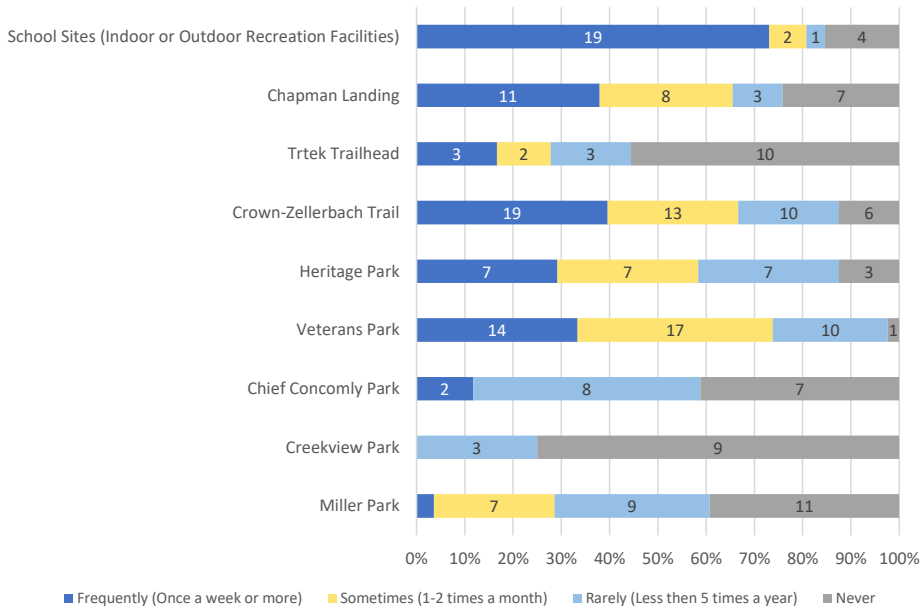
- Crown-Z Trail and Veterans Park were the most popular parks, followed by Chapman Landing.
- 42% of respondents answered they drive to their closest park; fewer than 10 percent said they live within a 5-minute walk from the closest park.
- Reasons for not visiting their closest park included it was too far (36%) or the way to the park was unsafe (23%).

Priorities

- Bike skills courses and pump tracks (23%) was the most popular feature, followed by Nature trails (18%), Indoor space for gathering (16%), and Courts for new activities (12%).
- In addition to adding major new facilities (23%), respondents wanted to see more community events and programs (19%).

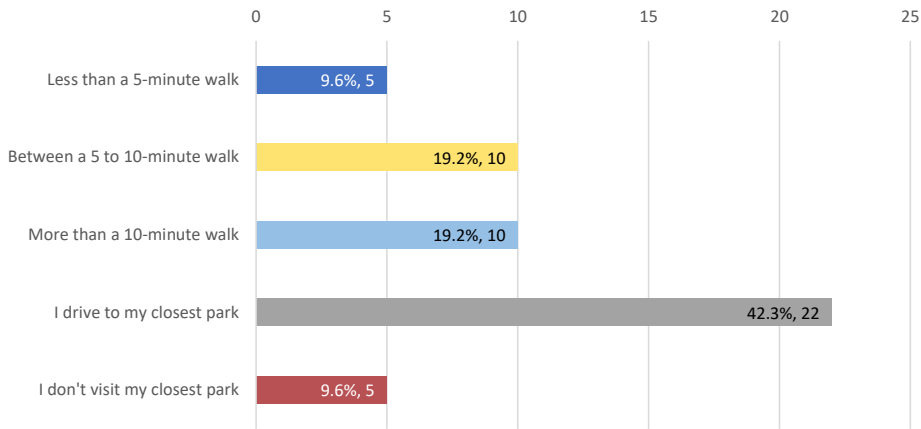
The following are the responses to each question.

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



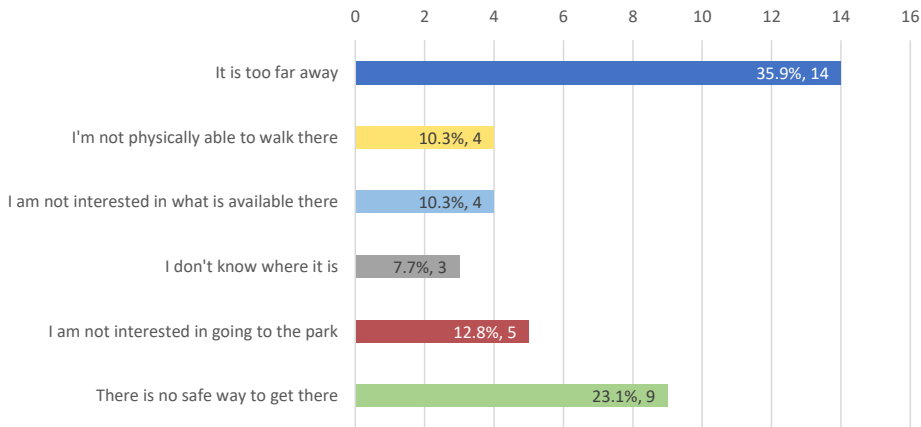
n (number of respondents) varied between 12-48

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



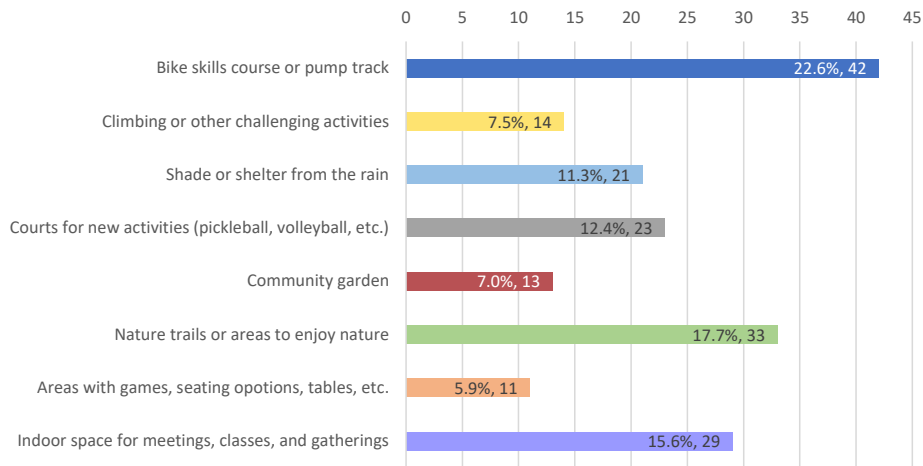
n=52

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



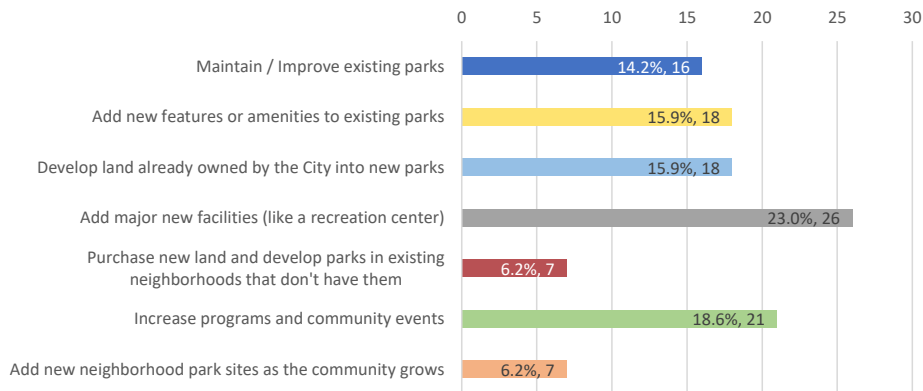
n=39

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



n=186

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



n=113



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

Attachment B: Park and Facility Inventory

	Acreage	Trail Miles	Athletic/Sports Facilities							Outdoor Recreation							Amenities										Additional Information					
			Baseball Field	Volleyball Court	Bocceball Court	Basketball Court	Pickleball Court	Tennis Court	Soccer Field	Playground	Disc Golf	Off-Leash Dog Area	Hard Surface Trail*	Soft Surface Trail	Skate Park	Open Turf	Spray Fountain	Water View	Picnic Shelter	Picnic Table	Bench	Barbecue	Trash Receptacles	Drinking Fountain	Restroom (Permanent)	Restroom (Portable)		Dog Waste Station	Bike Rack	Off Street Parking (Spot)	Community Library Box	Interpretive Signage
Community Parks																																
Veterans Park	14.0	2		2	1			2	•				•		•	•	•	•	•	•	•	•	•	4		•	41		•	VFW Memorial and Tranquility Zone		
Heritage Park	2.6						1					1	•	1	1		•	•		•	•		1				20	•	•	Next to City Hall, Scappoose Library, Watts House Museum and garden. EV Charging, VFW Memorial, food share box, turf field provides event space		
Total Community Parks	16.6	0.0	2	0	2	1	0	0	0	3	0	1	0	0	1	2	1	1	1	2	2	0	2	2	5	0	1	0	61	0	2	1
Neighborhood Parks																																
Miller Park	2.0				1			2						•		1	•			•		1				9	•		Swing set, Large turf areas that serves as storm/water drainage facility			
Creekview Park	2.7													•	•				•	•										Site is largely undeveloped, but turf is maintained for recreation use		
Chief Concomly Park	3.0				1			1						•		1	•	•		•	•	2		•	•	26	•		Climbing wall, large gazebo			
Total Neighborhood Parks	7.7	0.0	0	0	0	2	0	0	0	3	0	0	0	0	0	3	0	1	2	2	2	0	3	1	3	0	2	1	35	2	0	0
Linear Parks / Trail Corridors																																
Crown-Zellerbach Trail	2.7	1.5												•						•	•											
Trtek Trailhead	0.7													•						•	•		•	2		•	•	22			Bicycle repair station, message board	
Total Linear Parks / Trails	3.4	1.5	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	2	0	1	1	2	0	2	1	22	0	0	0
Special Use Sites																																
Chapman Landing	16.0																			•	•	•		•			•				De-facto parking area	
Total Special Use Sites	16.0	0.0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	1	1	0	1	0	0	0	0	0	0	
Total Developed Parks	43.7	1.5	2	0	2	3	0	0	0	6	0	1	0	0	1	5	1	3	3	6	7	0	7	4	10	1	5	2	118	2	2	1
Undeveloped Parks																																
Commerce Drive Property	14.1																			•											Next to Crown-Zellerbach Trail. Features a large wetland	
Grabhorn Property	9.5																			•											Conceptual plan design underway	
Vista Property	71.0																														Conceptual plan for hiking and biking trails developed in 2019	
Total Undeveloped Parks	94.6	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2	0	0	0	0	0	0	0	0	0	0	0	0	
Total Parks and Recreation Facilities	138.3	1.5	2	0	2	3	0	0	0	6	0	1	0	0	1	5	1	5	3	6	7	0	7	4	10	1	5	2	118	2	2	1

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