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INTRODUCTION
Purpose

The Parks Master Plan sets a renewed direction for Estacada’s parks and recreation system, founded on the community’s vision for the future.

The Parks Master Plan describes the long-term vision and strategy for the future of parks and recreation, looking at the next ten years and beyond. As an update to the 2004 Plan, this Plan provides a renewed assessment of needs based on the desires of the community.

Specifically, this Plan:

- Describes the process used to develop this Plan and summarizes changes since the last Plan;
- Identifies the future vision and goals for the parks and recreation system;
- Outlines recommendations to strengthen existing resources and build on opportunities;
- Presents the preferred waterfront concept to inspire the future design and development of the city’s waterfront; and
- Provides a plan of action to inform decision making, including costs, phasing and funding support.

The Plan Appendices include discussion papers, meeting and online engagement summaries and other more detailed information used to inform development of this Plan.

Why Plan for Parks?

- Understand what community members want, and balance needs with other priorities
- Address deficiencies or issues and maximize public assets and resources
- Build and strengthen partnerships
- Be pro-active with new development to ensure compatibility with community needs and values
- Stay competitive for potential funding sources
- Stay ahead of potential opportunities and have a strategy for effective decision making
- Generate a common understanding and recruit new supporters though the planning process
Background

Since 2004 the City has completed many plan recommendations, notably development of a new skate park, expansion of Wade Creek Park, and acquisition of multiple new park sites (Appendix A).

The population has increased over the last several years, with more people creating a greater impact on city services including park and recreation resources (Table 1). Estacada also attracts visitors from nearby communities and many rural residents living in unincorporated Clackamas County rely on the city for a variety of reasons.

Table 1: City and County Population Change (2010-2035)

<table>
<thead>
<tr>
<th></th>
<th>2010</th>
<th>2017</th>
<th>2035</th>
<th>AAGR (2017-2035)</th>
</tr>
</thead>
<tbody>
<tr>
<td>City of Estacada (UGB)</td>
<td>3,330</td>
<td>4,102</td>
<td>5,731</td>
<td>1.9%</td>
</tr>
<tr>
<td>Clackamas County</td>
<td>375,992</td>
<td>409,688</td>
<td>516,744</td>
<td>1.3%</td>
</tr>
</tbody>
</table>

Source: Coordinated Population Forecast for Clackamas County, 2017-2067, PSU

Past plans, including the Downtown and Riverside Area Plan (2011), identified the need to improve access to the city’s waterfront, including better connectivity between Downtown and Estacada Lake, and more water access and trail amenities. The Active Transportation Plan also prioritizes connections to Estacada Lake, including the redesign of Lake Shore Drive as a shared-use street that accommodates pedestrians, cyclists and motorists.
1. INTRODUCTION

Planning Process

Beginning in spring of 2017 the City and MIG, Inc., its consultant team, launched a year-long process to update the Estacada Parks Master Plan (Figure 1). This Plan is the result of a thorough and multi-layered approach to understanding, listening and analyzing based on the following five key steps. Interested community members and partners had opportunities to shape this Plan throughout this process.

Figure 1: Planning Process

During development of this Plan, the City was also developing its Active Transportation Plan. The two projects allowed the planning team to identify and coordinate opportunities for better connectivity and safer access to recreation resources.

The Role of Parks and Recreation

The City has approximately 19 acres of developed parkland and dozens of sites managed by other providers nearby, including 1,500 acres of state, county and PGE sites (Map 1: Existing Parks and Facilities). Appendix B summarizes park and facility conditions. The role of parks and recreation in Estacada spans many different categories and is wide-reaching, providing benefits from healthy living to supporting the local economy.

Table 2: Existing Parks and Recreation Resources

<table>
<thead>
<tr>
<th></th>
<th>Total Sites</th>
<th>Total Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community Parks</td>
<td>3</td>
<td>18.4</td>
</tr>
<tr>
<td>Neighborhood Parks</td>
<td>1</td>
<td>0.6</td>
</tr>
<tr>
<td><strong>Total Developed Parks</strong></td>
<td>4</td>
<td>19.0</td>
</tr>
<tr>
<td>Linear Parks</td>
<td>1</td>
<td>2.0</td>
</tr>
<tr>
<td>Undeveloped Parks</td>
<td>3</td>
<td>5.3</td>
</tr>
</tbody>
</table>
Identity and Culture

Estacada has a well established and thriving arts community and rich history. Colorful murals line building walls in Downtown and are part of the identity of public spaces, including this mural in Wade Creek Park (*Bird Party* by Kolieha Bush, The Artback © 2007).

Healthy and Active Living

Parks and trails hold potential for wide-ranging health benefits, especially since most activities are free such as walking, rolling or jogging. Parks, trails and open space provide places to connect with nature and reinvigorate the body and mind. In Estacada, parks also provide a place for gatherings and other social events that bring residents closer together, build social capital and increase the sense of community.

Environment and Stewardship

Estacadians value the natural resources that make the city such a unique place to live and play. Green spaces provide fish and wildlife habitat, serve as an area to recharge and filter storm water runoff and provide clean air. In urban environments, parks can also reduce the heat island effect associated with large expanses of pavement and other impervious surfaces. Environmental programming can also promote environmental awareness, natural ecosystems and conservation.
**Economic Development**

Estacada is a gateway to the outdoors and thousands of visitors pass through the city each year. In 2013, for example, over 18,000 visitors stopped by the local Forest Service office alone. Public events also attract people to Estacada and its public spaces, including the Timber Festival at Timber Park. As a Bicycle Friendly City, Estacada is also a destination and stopping point for cyclists. A 2012 study showed that cyclists contributed $400 million to the state economy and spent most of their expenditures on day trips and on restaurants and bars.¹

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**Play and Creativity**

In Estacada, access to the outdoors and nature provides wide ranging benefits for play. Play (including nature-based play) fosters imaginative and open-ended opportunities to learn, explore and have fun. Play encourages collaboration, exercise and skill building. Nature play can get children (and parents) more comfortable with nature while promoting more contemplative moments than traditional play areas.

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¹ Oregon Bicycle Travel Survey, 2012
Estacada’s Future Park System
Vision for the Parks System

The people of Estacada were central to the development of the 2018 Parks Master Plan. The planning process provided several opportunities to hear from the community, including in-person meetings and online commenting. Appendix C provides a summary of community needs.

The Vision statement expresses the desired future of Estacada’s parks and recreation system, founded on community interests, ideas and aspirations.

Estacada’s parks offer something for everyone, from play, learning and fitness, to adventure and relaxation. Safe and accessible trails and play areas are nestled in nature and there is always an event or festival to keep you and your family entertained. With connections to the forests, mountains and river, our parks truly make our city unexpected, untamed and unforgettable.

-Parks Master Plan Vision
Goals

Based on the ideas and interests of the community, there are five broad goals that build on past accomplishments and ambitions and that will help direct action towards the future vision. The goals feature example images of successful spaces and facilities, with descriptions that explain how the community can achieve each goal.

Recommendations (Chapter 3) and the Waterfront Concept (Chapter 4) provide additional guidance to help achieve these goals. Photos provided by MIG unless noted.

GOAL 1. Develop and maintain high quality, varied and accessible parks and facilities for everyone’s enjoyment

The people of Estacada are strongly tied to the area’s forests, river, green spaces and many opportunities to connect with nature, play or spend time with friends and family. Parks and recreation facilities should reflect the area’s unique past and provide a unique and memorable experience for everyone’s enjoyment. Each park should provide something different to promote variety, while all parks and facilities should be designed, built and maintained to ensure high quality and enduring public spaces.
GOAL 2. Create an interconnected system of trails and routes for biking and walking that are safe, direct, and easy to navigate.

Estacada’s small-town feel means places are easy to access on foot, wheels, taking transit or driving. Parks and public spaces should be easy to navigate, with safe, interconnected and convenient ways to get-around. Connections will provide opportunities for transportation and recreation, with convenient access between Downtown and the waterfront, Milo McIver Park and Timber Park, and between schools, parks and neighborhoods.

GOAL 3. Emphasize our waterfront through improved connections, welcoming public spaces, and a variety of ways to enjoy the water.

Estacada Lake and the Clackamas River are defining features of Estacada and provide excellent places for water recreation and non-motorized boating. The waterfront is easy to access from Downtown and across Lake Shore Drive, while a shared-use street and expanded public pathway takes users along the waterfront, from the Cazadero Trail, all the way to Faraday Dam.
GOAL 4. Continue and strengthen community collaboration with partners to expand recreation opportunities offered by the City

The Estacada School District is a major recreation provider in Estacada providing sports fields to serve student athletes, as well as the entire community. Oregon State Parks, PGE, Clackamas County and Metro are also key partners that expand recreation opportunities beyond City limits and are essential to the city’s high quality of life. There are also dozens of popular events and public programs that occur year-round and are made possible by a host of volunteers, private sponsors, public agencies and non-profit groups.

Estacada School District Ball Fields, Estacada (Credit: Pamplin Media)

GOAL 5. Incorporate public art, sustainable design, and interpretation to showcase our unique history and identity

Estacada is highly regarded for its art and rich history that embraces the city’s proximity to the forests and as a gateway to the Clackamas River. Parks and public spaces showcase public art and environmental, cultural and historical interpretation, while public facilities and spaces are designed as sustainable, green and functional.

Beacon Mountain, Seattle, WA
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3
RECOMMENDATIONS
Overview

Based on the community vision and goals there are five general categories of recommendations to complete the future system: Existing parks and facilities, future parks and facilities, maintenance, partnerships, and management and administration. Map 2 on the following page shows the envisioned future park system. Along with recommendations in this chapter, Chapter 4 presents the preferred concept and more specific recommendations for the city’s waterfront.

Recommendations by Category

A. Existing Parks and Facilities

A.1. **Complete Phase III of Wade Creek Park:** Wade Creek Park is one of the community’s most popular parks. The City should complete the final phase of Wade Creek Park based on the approved site master plan, including the potential redesign of the pond and creek, and removal of the outfall and pipe. Currently, the pond functions as an amenity to the park and library but a restored creek could provide a similar water-related amenity while also improving habitat, park safety and flood prevention.

A.2. **Add community-oriented facilities including a spray park/water play feature to Estacada’s newest community park:** The park currently known as Campanella Estates Park will provide 8.4 acres of park land in a location that is centrally located to neighborhoods near Estacada schools and newer growth areas. Based on the park function and location, the City should add a spray park/water play feature for use by the entire community. The facility should be a defining feature of this park and located next to the public street and parking. After completion, the City should also consider adding space for a community garden to meet public needs.

A.3. **Provide updates at Estacada Portal and Creek Restoration:** The site requires landscaping improvements especially in areas with bare patches and weedy vegetation. Park restrooms also require updates and eventual replacement. The site’s proximity to Wade Creek could also allow for a future connection to Wade Creek Park along the restored creek as well as connections to the Cazadero/Lake Shore Drive Trail.

A.4. **Update Cazadero Park:** Cazadero Park is currently Estacada’s only developed neighborhood park but primarily serves residents bordering the park due to its location behind homes. The City should improve this site with the goal of enhancing its value to neighbors but minimizing maintenance needs. Consider replacing the aging play area with a nature play feature and provide an accessible pathway to the park and ADA improvements to facilities throughout the site. Other additions should include replacing the turf with Ecolawn, adding seating and a shade structure with picnic facilities, and additional native plantings throughout the park.
MAP 2: FUTURE PARK SYSTEM & CITY-WIDE CONNECTIVITY

- Cazadero Heights Park
- Regan Hill Heights Park
- Cascade Ridge Park
- Hill Way Greenway
- Cazadero Trail
- Clackamas River/Estacada Lake
- Downtown Estacada
- City of Estacada
- Urban Growth Boundary
- Clackamas County
B. Future Parks and Facilities

B.1. Continue leveraging park land level of service standards: The existing park land level of service standards have served the City well in providing new park land through System Development Charges (SDCs). The City should add the three undeveloped park sites into the neighborhood park category and continue using the adopted standards for Community Park and Neighborhood Parks. However, numeric standards alone should not provide the City’s sole standard for adding new parks. Any decision to add new park land should consider a range of factors including park access, needed maintenance and ongoing operating expenses and additional factors as part of the land review process.

B.2. Pursue two-to-three new neighborhood parks by 2035 based on adopted dedication standards: Based on future park needs (Table 3) the City should continue to identify potential future neighborhood parks using approved park dedication standards. Using the current methodology, the City would need approximately two to three new neighborhood parks by 2035 (approximately 8.4 to 14.1 additional acres), or to meet a future population of 5,731. Future needs for a new community park are lower but the City could identify a potential new community park site by 2035 based on opportunities in underserved or expanded growth areas of Estacada.

Table 3: Existing and Future Park Land Level of Service

<table>
<thead>
<tr>
<th>Park/Facility</th>
<th>Total Existing Acres</th>
<th>Existing Park Land Level of Service (acres/1,000)</th>
<th>Adopted Park Land Level of Service Standard (acres/1,000)</th>
<th>Existing Surplus or (Deficit) (acres/1,000)</th>
<th>2035 Future Surplus or (Deficit) Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community Parks</td>
<td>18.4</td>
<td>4.5</td>
<td>4.0 to 5.0</td>
<td>(0.5) to 0.5</td>
<td>(0.8 to 1.8)</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>(4.5 to 10.3)</td>
</tr>
<tr>
<td>Neighborhood Parks</td>
<td>0.6</td>
<td>0.1</td>
<td>2.5 to 3.5</td>
<td>(2.4) to 3.4</td>
<td>(2.4 to 3.4)</td>
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<td>Undeveloped Parks</td>
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<td>N/A</td>
</tr>
<tr>
<td>Existing and Future</td>
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<td>1.4</td>
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<td>(1.1 to 2.1)</td>
<td>(1.5 to 2.5)</td>
</tr>
<tr>
<td>Neighborhood Parks</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>(8.4 to 14.1)</td>
</tr>
</tbody>
</table>

Source: Coordinated Population Forecast for Clackamas County, 2017-2067, PSU; Existing population (2017) = 4,102; Future population (2035) = 5,731.

B.3. Develop a master plan for the Waterfront Hub/Plaza space: Based on the preferred waterfront concept (Chapter 4), the City should develop a master plan to span from concept to site completion. The master plan will help provide the necessary level of detail including more specific cost estimating.
3. Recommendations

B.4. **Integrate the “Estacadian” identity:** Estacdians value their city’s unique history, including timber and hydropower industries. This identity also includes the salmon found in the river and streams, abundant outdoor recreation and status as a gateway to Mount Hood and the upper Clackamas River. Conversations with community members resulted in a strong preference to showcase this history and culture in the design, function and role of parks and recreation across the system.

B.5. **Ensure greater recreation variety:** A common theme throughout the community engagement discussions has been to have parks that attract people through greater variety of amenities and activities. According to the questionnaire, the top reason respondents don’t use parks was due to a lack of facilities, followed closely by not liking what current parks offer. View points, an amphitheater and interpretive elements are some of the amenities that could add more variety while also meeting other key needs.

B.6. **Create well-defined park entrances:** Park entrances are important elements of site design, making it easy to find and access pathways and park facilities. Formal entrances also discourage traffic where it is undesirable, reducing impacts on landscaping and adjacent neighbors. Landscaping, lighting, and park entrance signs are all effective ways to formalize entrances. Parks should have clear and accessible entrances from a public street, pathway and/or off-street parking areas. In most cases, entrances must be suitable for maintenance and emergency vehicles.

B.7. **Add new and varied play areas and equipment:** New and rebuilt play areas should be distinct from nearby play areas of other parks. When a park is located near another play area, consider investing in a single site rather than duplicating the same style and design. Results from the Needs Assessment Summary also highlighted the importance of adding a spray park/water feature to the park system: a top priority of the City and the Parks and Recreation Commission. Facilities that serve the larger community should be located in a community park and include a restroom, direct access to the active transportation system and other amenities to support users from outside the immediate neighborhood.

B.8. **Add nature play elements in parks:** Nature play elements should be added to existing and future parks. The City should consider nature play in addition to or as an alternative to traditional playground equipment in neighborhood parks throughout the City.

B.9. **Integrate natural processes:** Reveal and enhance nature and natural processes using native plants and by using stormwater management as a functional and aesthetic park feature.
B.10. **Provide interpretive signage:** Provide signage and facilities to support environmental education and interpretation, including information on wildlife in developed parks and natural areas, particularly at points of interest such as trailheads, the waterfront, viewpoints and sensitive areas.

B.11. **Integrate energy and resource efficiency:** All new recreation facilities should be designed and constructed using green design and development practices. New facilities should be designed for energy efficiency, water conservation and to minimize impacts to the natural environment.

C. **Maintenance**

C.1. **Track maintenance costs to better understand future impacts on resources:** The City should develop maintenance targets to track resources, especially as more parks are dedicated to the city. This should include a range of routine and ongoing maintenance responsibilities including mowing, trash/recycling pick-up, turf and irrigation repair, as well as longer-term or periodic tasks such as trail/pathway resurfacing and equipment replacement.

C.2. **Use sustainable, easy-to-maintain landscaping materials and practices in all parks:** The City should use Ecolawn as an alternative to standard turf (a slow growing, drought-tolerant turf that requires less mowing, fertilizing, and watering). In natural areas or transition spaces between developed and natural areas, the City should maintain spaces as a meadow habitat (habitat-friendly native grasses and herbaceous perennials/annuals/bulbs that requires annual mowing/pruning and weed management).

C.3. **Implement transitioned edge treatments to reduce maintenance workloads:** The City should develop and implement edge treatments to improve the management of the areas where traditional park features intersect with natural areas. An identified transitional edge zone from lawn to grassland or shrubs, then to creek corridor or wetlands will facilitate maintenance, reduce overall maintenance costs in the medium to longer term, and improve habitat.
C.4. **Establish a tree monitoring and replacement program:** The City should establish a tree health monitoring protocol throughout the park system and develop tree replacement plans for existing parks. Some park sites have mature trees that contribute greatly to the park system’s character. Residents have identified trees and greenspaces as important park elements. Tree replacement plans should be developed and implemented so that young trees are planted and become established before older trees die off.

### D. Partnerships

D.1. **Continue partnering with State Parks to advocate for a bridge and collaborate on recreation information and programming:** The Milo McIver Comprehensive Plan (2013) outlines several goals that involve the City of Estacada. These include a potential non-motorized bridge to connect to Estacada and partnering to look at gateway opportunities in relation to park visitors.

D.2. **Continue formalized partnership with the School District:** The Estacada School District is a major partner in providing events, classes or programs in Estacada. According to the questionnaire, many respondents use school facilities to meet recreation needs. In early 2018, the City and District signed an intergovernmental agreement for expansion of sports fields, a restroom/concessionaire building, creek restoration and related public street and stormwater improvements. The City should continue to fulfill its obligations as part of this agreement to help meet the needs for sports fields in the community.

D.3. **Continue working with partners to encourage community events and activities:** There are many events held year-round for residents and visitors. The City should continue to allow and encourage a range of different events in the city and nearby locations to meet existing needs and drive tourism. There is also a need to work more closely with local businesses to connect with event sponsors to encourage local spending and visitation.

D.4. **Market Estacada as a disc golf destination:** The Milo McIver Comprehensive Plan (2013) calls for expansion of the disc golf course which would add to the area’s already prominent role as a disc golf destination. The disc golf course at Timber Park is also popular and is well used by locals and for larger tournaments.

D.5. **Partner with regional organizations for habitat restoration and environmental education:** Some community members noted the need to better manage invasive species control, habitat restoration and environmental programming. The City should partner with groups such as the Clackamas River Basin Council to provide expertise related to these topics and to encourage more volunteerism in the support and management of the park system.

"You should do a shooting star night at Timber Park when the shooting stars are planned to happen. Like have OMSI come out."

Community Questionnaire open-ended comment
D.6. **Partner with the Parks and Recreation Commission and Estacada Arts Commission to continue arts in parks:** Estacada has a well-established arts program and the City should continue to ensure that art is a primary part of the parks and recreation system.

D.7. **Bolster youth involvement in parks and recreation:** Community members voiced a need to create the future stewards of parks and provide positive opportunities for youth. The City should seek ways to provide mentoring and positive guidance for youth by partnering with the school district and by encouraging volunteers to support programs and activities.

D.8. **Improve safety issues and missing connections:** The planning process identified several concerns related to pedestrian and cyclist’s safety and park access. In collaboration with ODOT, Clackamas County and other City departments, the City should continue to address these issues based on priority and available funding. Prioritized sections should include improving a connection between the waterfront and Downtown and linkages to the Active Transportation Opportunities Routes (Map 2). Locate park entrances and trailheads near transit stops, off-street parking areas, safe crossings and bike racks to promote connections to other transportation modes.

D.9. **Create stronger channels of communication to build support for parks and recreation:** Community members identified a need to improve how the City promotes parks and recreation. This includes use of effective tools and strategies to retain and recruit volunteers, park stewards and advocates.

D.10. **Continue working with other City departments and public and private agencies to capture recreation leakage:** The City has identified a missing opportunity in better capturing the large number of visitors that attend events in and around Estacada. The Statewide Trails Plan found that non-motorized trail use in the Estacada region supports over 9,500 jobs, $342 million in labor income and $513 million in value added benefits (labor income, rents, profits and indirect business taxes). Programs and projects both offer potential solutions to increase visitation to Downtown. As an example, major events should attract participants into Downtown through promotions, incentives and opportunities driven by local businesses. Facilities that attract people, such as a water feature, could be added in Downtown based on opportunities and interest from Downtown land owners.

D.11. **Collaborate on improvements to the Community Center:** The City should seek a partnership with the Friends of the Community Center to rethink the function and design of the Community Center as a true public space. This space can be a revenue generator, especially with the completion of the riverfront hub, while still serving existing users and needs. Potential improvements could include additional classroom space and a large room suitable for weddings or party rentals with windows looking out on the water and if possible a deck or terrace.
3. RECOMMENDATIONS

E. MANAGEMENT AND ADMINISTRATION

E.1. **Adopt function-based park dedication and design standards:** Estacada’s approach to park services should be based on providing different park types that serve a specific function, with two primary park types: neighborhood parks and community parks. New and future parks should be designed and built based on the classification standards. The standards should provide direction for each of the park types, describing parameters for park size, access and types of resources, as follows:

   a. **Neighborhood parks** provide close-to-home recreation opportunities. These parks provide both active and passive recreation opportunities for people living within approximately one-half mile walking distance of the park.

      - Size range: 2 to 5 acres
      - Location/siting: Central to the surrounding neighborhood
      - Access: Must front a public street with connections to nearby trails and active transportation routes
      - Design: A contiguous area of at least 50% should be open and level. At least 50% of site must be bordered by a public street and/or the frontages of surrounding uses
      - Minimum Features: native landscaping, signage, playground equipment, picnic areas, open grass areas for passive use, outdoor basketball courts, and multi-use open grass areas for practice field sports.

   b. **Community parks** are intended for use by the entire city. These parks can accommodate a higher level of use than neighborhood parks and offer facilities that create a community-wide draw.

      - Minimum Size: 8+ acres
      - Location/siting: Accessible to the entire community, at least ½-mile from the nearest community park
      - Access: Must front a public street with connections to nearby trails and active transportation routes
      - Design: The entire site should be open and level unless other existing features are incorporated into the design and function of the site. At least 50% of site must be bordered by a public street and/or the frontages of surrounding uses.
• Minimum Features: Same as neighborhood parks and with off-street parking and restrooms

• Example Community-scale Facilities: spray park, skate park, reservable picnic area, amphitheater, boat launch, disc golf course, regional trailhead, or similar facility

E.2. **Develop criteria and guidelines for land transfer:** The City has limited guidance when land is transferred to the City for use as a potential park. Using the classification standards as a base, the City should develop criteria for land transfer that specify the condition and stipulations for the land and transfer. Along with the standards, the criteria should consider environmental constraints as well as any needed or outstanding improvements.

E.3. **Develop policy for land dedication:** Land dedication is an effective tool for securing needed park land based on anticipated growth caused from new development. Such a policy should be carefully developed and implemented, based on the recommended classification standards and the anticipated cost of developable park land.

E.4. **Revise mission of Parks and Recreation Commission and improve communication:** The Parks and Recreation Commission retreat helped identify several key opportunities and needs related to the commission’s role and function in guiding parks and recreation (Appendix D). The current mission is in need of updating and should better reflect the commission’s charge as a voluntary advisory board. Improved and clarified communication is also needed among the commission, City staff and leadership, including clearer guidelines around official recommendations, budgeting and decision making.

E.5. **Leverage urban renewal funding:** The Urban Renewal District extends from Downtown across the highway to the Riverfront Trail and Community Center. To maximize use of this valuable funding source, the future design of the waterfront should include improvements within the district to the extent possible, especially considering the District’s priority on riverfront improvements.

E.6. **Consider adding a City program and event coordinator:** There is a need for a dedicated event coordinator to better manage the large number of year-round events and activities in Estacada. By coordinating with other providers and regional tourism organizations, a person in this position could also manage promotion of events using the City’s own unique brand.

E.7. **Increase community-building opportunities through public events:** Recreation programs offered by the City should be expanded to increase opportunities for residents to interact and gather. The City should continue to collaborate with a range of partners
to put on public events. This strategy is cost effective and reduces demand on City resources.

E.8. **Promote affordable health and fitness programs for all ages:** City residents value affordable health and fitness opportunities for all ages. The City should continue to encourage area providers, volunteers and organizers to provide programs and classes such as aquatics programming through the school district, as well as more specialized activities that can occur outside of the City or that relay on an outside provider.

E.9. **Provide a digital resource guide for recreation and cultural activities and opportunities:** The community questionnaire highlighted a need for a guide or resource that lists all opportunities related to recreation, classes and events. Currently, there are several different providers of these programs, including the school district, the library and city, non-profits and for-profit organizations and others.

"It would be nice to have... an events/recreation guide quarterly like Sandy does...I often don't know what's available in Estacada."

Community Questionnaire open-ended comment
4 WATERFRONT CONCEPT
Context

Estacada’s history and future is intertwined with the Clackamas River: from dam construction during the early 20th Century, to outdoor recreation and continued hydro-power generation to the present day.

The City’s Downtown and Riverside Area Plan identifies a desire for a stronger connection to Estacada Lake from Downtown, including the potential reuse of land that may become available for an outdoor public space along the waterfront. The plan also envisioned an improved multi-use trail for pedestrians and cyclists. Most recently, the City’s Active Transportation Plan also shows improvements along the waterfront, with safer connections across Highway 224, a multi-use path and shared street along Lake Shore Drive.

Purpose

The waterfront concept illustrates the desired future of Estacada’s public river frontage and identifies key opportunities, design elements and program areas. The concept also provides general direction to guide further master planning and site design.

Site Overview

The waterfront concept study area is located entirely with the limits of the City of Estacada and includes the eastern bank of Estacada Lake extending from Timber Park on the north to the Highway 211 on the south. The study area is bordered on the east by existing public and private development, Highway 224, and Lake Shore Drive.

As of 2018, improvements are limited and include Lake Shore Trail, one bench, and a floating dock. Informal trails have been created in many areas between Lake Shore Trail and the lake. The property where the Lake Shore Trail is located and where improvements to the waterfront may occur is owned by the City, Portland General Electric (PGE), and the Oregon Department of Transportation (ODOT).

Tourism and Hydropower

Estacada Park was built in the early 1900s to attract visitors to the town. The park was located in the general location of the study area. The park was eventually converted to other uses and is no longer present.

Completed in 1911, River Mill Dam was the second dam constructed on the Clackamas River, seven years after the Cazadero Dam was completed in 1904. River Mill Dam is the furthest downstream element of PGE’s hydroelectric project in the Clackamas River basin. The dam is listed on the National Register of Historic Places for its rare design and the role its construction played in the development of Estacada and its contribution to the growing electrification needs of the greater Portland area.

Photo credits: oldoregonphotos.com
PGE Operations

PGE is a major partner and manager of the Clackamas River and has three basic requirements for potential improvements to the waterfront.

- Any improvements cannot affect PGE’s operations including those at River Mill Dam or the bypass pipe carrying fish from North Fork Reservoir to below River Mill Dam. For example, if any floating structures are proposed, they would need to be designed to withstand high flows in the lake or be removed seasonally.

- Any improvements cannot pose a risk to the general public or PGE.

- The City would need to assume maintenance of the improvements.

Concept Development

The Waterfront Concept provides a long-term vision for the desired future of Estacada’s frontage along Estacada Lake. As a major public resource, the planning process included a variety of opportunities to provide ideas and shape the creation of the future concept (Figure 2).

Figure 2: Concept Creation

The Clackamas River originates roughly 40 miles southeast of Estacada in the Oregon Cascades. Before reaching the city, most of the river is Wild and Scenic and popular for white water boating, fishing, as well as picnicking, swimming and camping. The North Fork Reservoir (pictured above), a Portland General Electric (PGE) park, is located south of Estacada.

The main natural resource feature associated with the waterfront area is Estacada Lake, which is the reservoir created by River Mill Dam on the Clackamas River. Estacada Lake stretches from River Mill Dam at Timber Park upstream approximately three miles to the Faraday Dam and Powerhouse. The lake covers an area of approximately 150 acres, which varies seasonally as water levels fluctuate. The upper portion of the reservoir becomes less accessible when water levels in the reservoir are seasonally low.
Early in the process, the public **Tour** and **Site Study** (Appendix E) provided a common understanding for potential opportunities and challenges for the site. Findings from the **Needs Analysis** (Appendix C) confirmed major needs related to water access and activities, trails and other elements.

The City held a **Design Charrette** with City staff, partner agency representatives, parks commissioners and others with a specific background in the Clackamas River, including PGE. The event helped identify preliminary design opportunities and challenges that guided development of three potential concept alternatives, each with a distinctive theme or purpose.

The City held a public **Open House** (Appendix F) to present these alternatives to the public for review and test potential design and programming options. The event featured a series of large poster displays of each concept, and participants placed sticky notes on the posters to provide their opinions.

**Open House Key Themes**

- Improved multi-use path along the river
- Promoting non-motorized boat activity
- Pedestrian/bike connections to Milo McIver Park
- Safe, easy, walkable river access for residents
- Connecting the river with the community in a positive and visible way
- Creating a central gathering place for events
- Protecting and enhancing natural resources, providing all-ages and family-oriented activity, and attracting visitors
- Learning and interpretation, a place to swim, walking or running, viewpoints, and restrooms
- Limiting the impact of development on the river, including tree retention
- Reducing impacts to surrounding residents and neighbors

Comments from the Open House

“Safe access around the lake for bikes and pedestrians would be a huge improvement, as well as officially removing motorized boats from such a perfect place for rowing. It would be nice to have a playground somewhere along this path, as well, beyond just swings, a slide, and tires.”

“I believe that we should focus the development on connecting the river with the community. Instead of turning our back on the resource as we presently do, we should focus on it in a very positive and visible way.”

“A swimming area that is easily accessible by walking from town is key. I grew up in Estacada and as teenagers we always had to drive out a ways to swim.”
Preferred Concept

The Preferred Concept for Estacada’s waterfront builds on the natural and scenic beauty that makes the river such a special place today, emphasizing strong connections, active public spaces and expanded water access.

Strong Connections

Based on Opportunity Routes from the Active Transportation Plan, the Concept prioritizes stronger connections along Lake Shore Drive, and to Timber Park and the Cazadero Trail, Downtown, and eventually to Milo McIver State Park. An improved multi-use path will provide a safe place to walk, roll or bike alongside a shared use street that accommodates a wide range of users. The multi-use path would eventually connect with the existing PGE access road to allow for continuation all the way to Faraday Lake.

Active Public Spaces

Behind the Red Fox Motel, the Riverfront Plaza provides a public gathering space and ties into Downtown at the terminus of Beech Rd., creating a space that is flexible for informal play or quiet reflection and observation, as well as a space to host community events (Figure 3). Nearby, the Riverfront Hub and Boathouse is a community destination for outdoor recreation and water-related activities. The space supports seasonal use including food and boat rentals, as well as public restrooms, an amphitheater and a covered outdoor area for year-round use.¹

Figure 3: Conceptual View of the Riverfront Plaza on Lake Shore Dr. at Beech Rd.

¹ Development of the Riverfront Plaza and Hub is dependent on public use of the site or acquisition from willing sellers. Final location and site features are dependent on City approved design for this site.
Expanded Water Access
Along the multi-use path, enhanced viewpoints, seating and rest areas, interpretive signs and artwork provide opportunities to enjoy the experience and there are multiple locations to access the water, for quiet reflection, play and recreation.

- Because of the steep riverbank, Timber Park provides the only location for beach access through an expanded and more accessible beach for swimming, play and recreation
- The future non-motorized bridge to Milo McIver provides convenient access across Estacada Lake and an excellent vantage point for observation
- An accessible pathway provides a safer route to the existing dock for launching non-motorized watercraft
- Three observation platforms allow views of the water at key points along the waterfront, including Beech Rd.
- An accessible pathway from the Riverfront Hub leads to a new floating dock for swimming, sun bathing and non-motorized boat launching

Phasing
Completion of the Waterfront Concept will span three phases, dependent on funding and site development or partnership opportunities. Phase I will build momentum for the longer-term completion of waterfront. Chapter 5 provides more information on project phasing.

Phase I
- Beech Rd. pedestrian improvements, public art and street paint
- Viewing areas, seating areas and interpretive displays
- Invasive vegetation removal
- Downtown water access/floating dock with accessible trail

Phase II
- Property acquisition and design
- Plaza improvements
- Multi-use pathway improvements

Phase III
- Construction/integration with Estacada Lake Bridge
- Complete Riverfront Hub/Riverfront Plaza and linear park
5

ACTION PLAN

- Developer Direction
- Estacada Way
- Access
- Economic Development
- Attractions
- Retain Visitor
- Priorities
- Connection to DT.
- Event Space
- Malls & Activity Space
- Logging/Timber Interpretation
- Glamping
- Alternative Accommodations
Overview

The envisioned future park system will take a decade or longer to implement. Some projects, such as the Waterfront Hub, will depend on unique opportunities, private interest and other external factors outside of the City’s control. Added and improved facilities and several new parks will also require increased funding for maintenance and reinvestment. This chapter outlines an action plan that:

- Identifies planning level costs for capital projects, reinvestment and maintenance;
- Outlines the phasing of projects linked to funding sources and potential partners; and
- Provides next steps to advance the vision and plan goals.

Capital Projects

The Capital Projects List identifies all capital projects summarized in Chapter 3. Appendix G provides a general order-of-magnitude cost summary to assist in evaluating and prioritizing projects for future consideration in the City-wide CIP.

Together, the proposed capital projects will help achieve planning goals. Every site in the completed park system will help provide high quality, varied and accessible parks and facilities (Goal 1), and showcase unique history and identity (Goal 5). Most will continue and strengthen community collaboration (Goal 4) and create interconnected system of trails and routes (Goal 2) and four sites will help emphasize the waterfront (Goal 3).

Capital Costs

Table 4 and Figure 4 provide a summary of costs by project type, based on cost assumptions detailed in Appendix G. The envisioned future park system would require approximately $4.6 million to improve existing parks (developed and undeveloped parks).

Reinvesting and Sustaining Parks and Facilities

Community members have voiced their support for parks, recreation and natural areas for a variety of reasons. Yet, questionnaire responses showed that respondents didn’t visit existing parks very often.

The planning process found a need to invest in parks and recreation, focusing on adding a greater variety and quality of recreation facilities (see graph below), while also retaining and recruiting park stewards and advocates, including youth and regional partners.

The Action Plan focuses on these key needs to support the long-term success of the park system.

Top Reasons Not Using Parks

(Source: Community Recreation Questionnaire)

<table>
<thead>
<tr>
<th>Reason</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lack of facilities</td>
<td>15.30%</td>
</tr>
<tr>
<td>Feel unsafe</td>
<td>11.40%</td>
</tr>
<tr>
<td>Don’t like what Estacada parks offer</td>
<td>10.20%</td>
</tr>
<tr>
<td>Don’t know what’s available</td>
<td>6.80%</td>
</tr>
<tr>
<td>Poorly maintained</td>
<td>6.40%</td>
</tr>
</tbody>
</table>
The proposed Riverfront Hub would require approximately $2.8 million for land acquisition, planning and development. If the City invested in potential partner sites, improvements would cost approximately $430,000.

Table 4: Ten-Year Capital Project Cost Summary

<table>
<thead>
<tr>
<th></th>
<th>Total Sites</th>
<th>Total Acres</th>
<th>Total Capital Costs (10 years)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community Parks</td>
<td>3</td>
<td>18.4</td>
<td>$2,290,000</td>
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<tr>
<td>Neighborhood Park</td>
<td>1</td>
<td>0.6</td>
<td>$30,000</td>
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<tr>
<td>Linear Park</td>
<td>1</td>
<td>2.0</td>
<td>$1,375,000</td>
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<tr>
<td>Undeveloped Parks</td>
<td>3</td>
<td>5.3</td>
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</tr>
<tr>
<td>Proposed Riverfront Hub</td>
<td>1</td>
<td>4.0</td>
<td>$2,770,000</td>
</tr>
<tr>
<td>Partner/Other Sites</td>
<td>4</td>
<td>121.9</td>
<td>$430,000</td>
</tr>
</tbody>
</table>

Source: MIG; Costs rounded to nearest $1,000; all costs in 2018 dollars

Figure 4: Ten-Year Capital Project Costs as Percent of Total

Reinvestment and Maintenance Costs

Table 5 provides an overview of the reinvestment costs and maintenance costs needed to sustain proposed capital projects. Unlike capital costs, these represent annual investments to take care of the park system. Maintenance costs are based on an average cost per acre to maintain City parks and trails. Consistent with recommendations, community parks will require additional maintenance funds to improve routine and preventative maintenance.

Park reinvestment costs per acre reflect an annual allocation for the capital replacement of outdated or worn facilities as scheduled based on their age and use. While these funds are not needed immediately for new facilities and parks, monies set aside annually will ensure that the City has funds on hand to repair or replace facilities when needed.
For existing developed and undeveloped parks, Table 5 shows that an additional $18,000 would be needed annually for reinvestment and replacement, and $40,000 for annual maintenance. When adding the proposed park, this site would increase the funds needed annually for park maintenance by $12,000. The annual set-aside allowance for facility reinvestment and replacement would increase by $3,000. The City would have no obligations for reinvestment and/or maintenance at partner/other sites.

Table 5: Ten-Year Reinvestment and Maintenance Costs Summary

<table>
<thead>
<tr>
<th></th>
<th>Total Sites</th>
<th>Total Acres</th>
<th>Total Reinvest./Replace. Costs (annual)</th>
<th>Total Maint. Costs (annual)</th>
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<tbody>
<tr>
<td>Community Parks</td>
<td>3</td>
<td>18.4</td>
<td>$15,000</td>
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<tr>
<td>Neighborhood Park</td>
<td>1</td>
<td>0.6</td>
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<td>$1,000</td>
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<tr>
<td>Linear Park</td>
<td>1</td>
<td>2.0</td>
<td>$2,000</td>
<td>$2,000</td>
</tr>
<tr>
<td>Undeveloped Parks</td>
<td>3</td>
<td>5.3</td>
<td>$1,000</td>
<td>$3,000</td>
</tr>
<tr>
<td>Proposed Park</td>
<td>1</td>
<td>4.0</td>
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<td>$12,000</td>
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<tr>
<td>Partner/Other Sites</td>
<td>5</td>
<td>121.9</td>
<td>-</td>
<td>-</td>
</tr>
</tbody>
</table>

Source: MIG; Costs rounded to nearest $1,000; all costs in 2018 dollars

Maintenance costs are identified in three categories to be more in line with the maintenance investment in comparable communities (Appendix G). Some sites will require a greater level of maintenance as noted below.

- **Basic**: The basic level of maintenance includes routine monitoring, inspection and care of recreation facilities, natural areas and landscaping. At a basic level of maintenance, the City provides routine maintenance for health and safety, but no specialized care for asset protection. Costs are calculated for 100% of every site, reflecting maintenance needs after sites are developed or improved.
  
  *Parks: Cazadero Park, Regan Hill Heights*

- **Standard**: More heavily or frequently-used sites require a higher standard of maintenance. These sites receive the types of maintenance provided at “basic” maintenance sites on a more frequent basis. Costs are based on the percentage of developed acreage at selected sites and added to the basic maintenance cost.
  
  *Parks: Campanella Estates Park, Estacada Portal, Cascadia Ridge, Hill Way Greenway*

- **Enhanced**: Enhanced maintenance is needed at sites that include specialized assets and are highly visible and heavily used. These sites are maintained at the highest level and receive priority during peak use times. Costs are based on the percentage of developed acreage at selected sites and added to the basic maintenance cost.
  
  *Parks: Wade Creek Park, Lake Shore Trail, Riverfront Plaza and Hub*
The Community Needs Assessment, staff strategy session and public workshop helped identify priorities to include in the Parks Master Plan. These priorities may take longer or extend beyond the ten-year planning horizon depending on resources. There are three general phases of project priorities:

**Short-Term Priorities**
- Campanella Estates Park and spray ground/water play feature
- Wade Creek Phase III
- Developing new neighborhood parks
- Sports field improvements
- Waterfront Concept Phase I/Lake Shore Trail

**Mid-Term Priorities**
- Cazadero Park improvements
- Hill Way Greenway improvements
- Waterfront Concept Phase II/Lake Shore Trail
- Improvements to Estacada Portal

**Longer-Term Priorities/Opportunity-Based**
- Estacada Lake Bridge
- Cazadero Trail Connection
- Wade Creek Restoration
- Waterfront Concept Phase III/Lake Shore Trail

**Priorities**

- **Short-Term Priorities**: Projects in this category should occur first. The community identified these projects as having a higher priority, or as having a more immediate opportunity to complete (eg. Campanella Estates Park).

- **Mid-Term Priorities**: These projects may take longer to implement depending on available funding. Projects in this category are community priorities but will take additional support and resources to implement.

- **Longer-Term Priorities**: Longer-term projects are dependent on the involvement and support of community partners (eg. Estacada Lake Bridge). Projects in this category could occur sooner depending on opportunity.
Funding Strategy
There are five primary funding sources to complete the priority projects, with three potential resources to help pay for maintenance. Table 5 outlines priority projects, recommended funding sources and potential partners.

Park System Development Charges (SDCs)
The majority of park development funding stems from the City’s SDCs for parks. SDCs should continue to fund the costs of new parks and improvements associated to serve new growth, including Estacada’s three undeveloped neighborhood parks.

Urban Renewal Funding
The City’s Urban Renewal Agency has prioritized the development of improved water access and riverfront improvements. The waterfront plaza, water access area and adjacent Lake Shore Trail improvements are within the City’s Urban Renewal Boundary and should be funded with a mixture of Urban Renewal Funding and other sources.

Parks, Recreation and Natural Areas Grants
Though competitive, grant funding for parks, recreation and natural areas hold potential to support a range of system improvements. Some of the most common funding sources include Oregon’s Recreational Trails Program (RTP) grant that provides funds to develop and maintain recreational trails and trail-related facilities, including non-motorized recreational trail uses. The Local Government Grant Program helps local government agencies fund outdoor park and recreation areas and facilities and acquire property for park purposes. The Oregon Department of Fish and Wildlife also offers grants for land conservation and habitat improvements.

Transportation and Economic Development Grants
Transportation improvements can improve connectivity to parks and provide recreation benefits. Oregon’s Statewide Transportation Improvement (STIP) grants provide transportation improvement funding for projects identified in the local transportation plan. Travel Oregon’s Competitive Grant program also provides funding support for projects that are linked to tourism and demonstrate a direct tie to the mission of Travel Oregon.

Philanthropic Park Support and Advocates
Non-profits and advocacy organizations can provide a powerful resource to raise funding and support for parks and recreation. Many funding sources offer grant funding to support local communities through non-profits. PGE offers several grants for non-profits, as well as local health care providers. Other private entities such as the Ford Family Foundation and Meyer Memorial Trust provide funding to support initiatives that improve local communities.
Table 6: Ten-Year Funding Strategy

<table>
<thead>
<tr>
<th>Priority Capital Projects</th>
<th>Funding Source</th>
<th>Partners</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Short-Term Priorities</strong></td>
<td></td>
<td></td>
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<tr>
<td>Campanella Estates Park</td>
<td>Private Developer</td>
<td>Private Developer</td>
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<tr>
<td>Water play feature</td>
<td>Park SDCs/General Fund</td>
<td>Private Sponsors/Donors</td>
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<tr>
<td>Wade Creek Park Phase III</td>
<td>Grant Funding</td>
<td>Library</td>
</tr>
<tr>
<td>Neighborhood Park Development</td>
<td>Park SDCs</td>
<td>Private Sponsors/Donors</td>
</tr>
<tr>
<td>Sports field improvements</td>
<td>Park SDCs/School District</td>
<td>School District</td>
</tr>
<tr>
<td>Waterfront Concept Phase I/Lake Shore Trail</td>
<td>Urban Renewal Funding</td>
<td>Private Sponsors/Donors</td>
</tr>
<tr>
<td><strong>Mid-Term Priorities</strong></td>
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<td></td>
</tr>
<tr>
<td>Cazadero Park Improvements</td>
<td>General Fund</td>
<td>Neighbors</td>
</tr>
<tr>
<td>Hill Way Greenway Improvements</td>
<td>Grants</td>
<td>Neighbors</td>
</tr>
<tr>
<td>Waterfront Concept Phase II/Lake Shore Trail</td>
<td>Grants/Urban Renewal Funding</td>
<td>PGE, Private Sponsors/Donors</td>
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<tr>
<td>Estacada Portal</td>
<td>Grant Funding/PGE</td>
<td>PGE</td>
</tr>
<tr>
<td><strong>Longer-Term Priorities/Opportunity-Based</strong></td>
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<td></td>
</tr>
<tr>
<td>Estacada Lake Bridge</td>
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<td>Wade Creek Restoration</td>
<td>City/State Resources</td>
<td>State Funding</td>
</tr>
<tr>
<td>Complete Waterfront Concept</td>
<td>Urban Renewal Funding/Grants</td>
<td>PGE/ Private Sponsors/Donors</td>
</tr>
</tbody>
</table>

**Maintenance and Operations Funding**

Along with capital costs, there are three potential sources of funding to support needed maintenance and operations for the envisioned park system.

- **General Fund:** The City could increase the General Fund budget for needed park maintenance and additional staff to ensure adequate resources especially given the expanding park system.

- **Parks Maintenance Utility Fee:** Similar to the City’s fees for water and sewer, the City could consider adding a fee for park maintenance as a City-provided utility.

- **Event Activity Fee:** For events and use of public spaces, the City could charge a use fee for events and programs to help off-set impacts from events held on public spaces and help with maintenance of sites used for these events.
5. ACTION PLAN

Implementation Steps

The Parks Master Plan will take the support of many partners with a dedicated and sustained effort to achieve planning goals and the future vision. The City should take the following initial steps to clarify its role in parks and recreation, and to build capacity for greater support, interest and involvement to carry out this Plan.

1. **Update Park SDCs to reflect costs in this Plan:** Using the updated costs and park land level of service ratios, the City should update SDCs for parks to help align the impacts of new development on City parks and recreation services.

2. **Update the Comprehensive Plan (Goals 5 and 8):** The City’s Comprehensive Plan should be updated to reflect the vision, goals and recommendations of this Master Plan.

3. **Redefine the mission and purpose of the Parks and Recreation Commission:** As volunteers, members of the Commission should focus on their role as an advisory body, reviewing proposals for park improvements, community needs and new opportunities. The Commission should also continue to serve as park and recreation ambassadors for the City, promoting City resources and welcoming new users and supporters of the park system.

4. **Begin Phase I of the Waterfront Concept:** The Waterfront Concept conveys the community vision for the frontage of Estacada Lake and would provide the biggest return on investment for limited City resources. There are several projects that should occur first to meet community needs and build support for the longer-term project phasing. These could include street and plaza space improvements, water access/floating dock, invasive vegetation removal and seating and interpretive displays.

5. **Create a parks and recreation communication and promotional campaign:** Working with Economic Development, local businesses and community advocates, the City should identify a point person to lead a campaign showcasing Estacada’s parks, recreation areas and numerous attractions and events in and around the city. As part of this strategy, the City should convene an ongoing recreation and event partner event to help foster coordination and plan implementation with area partners.

6. **Broadcast the Parks Master Plan:** This Plan should be used to convey the vision to the community and to specific stakeholders and partners. PGE, the Estacada School District and Oregon State Parks (Milo McIver State Park) are all active partners with different roles in the ongoing evolution of Estacada. Developers and investors should also receive this Plan to help guide future growth and system expansion.

7. **Monitor and update this Plan:** The Parks Master Plan provides a guide to help create the envisioned park system and priorities identified in this Plan will change overtime. The Parks and Recreation Commission should routinely review the Plan for consistency with current needs, potential opportunities and new ideas as conditions change overtime.
Acknowledgements

The City thanks all the community leaders and members, friends and partners who contributed to this Plan.

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Tina Meyer
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Partners
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