



# COMPREHENSIVE PARKS AND RECREATION MASTER PLAN

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**CITY OF CANBY, OR**

**MAY 2022**



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# Acknowledgements

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# Executive Summary

## A. Purpose of This Plan

The City of Canby operates parks, facilities, and limited recreation services to the Canby community. Park services are overseen by the director of public works under a council/manager form of governance.

This Comprehensive Parks and Recreation Master Plan and System Development Charges (SDC) Methodology Update will serve to chart a new course for parks and recreation services in the city. Currently, the city does not have a formal parks and recreation program or department or employ a professional parks and recreation administrator.

The last time the city adopted a master plan for parks and recreation services was 2009, so this plan presents a significant update to the previous plan. This plan, along with a series of other work documents referenced within, provide a framework for future planning efforts, and will act as a road map, guiding the city over the next five years and beyond.

## B. Planning Process Summary

Development of the Comprehensive Parks and Recreation Master Plan and SDC Methodology Update was accomplished by a team of staff, community members, and the consulting team. Assisting BerryDunn was the team from RRC Associates. The plan blends consultant expertise with the local knowledge of staff, community members, appointed and elected city officials, and stakeholders.

The development of this plan included the following tasks:

- Document collection and review
- Demographics and trends analysis
- Community engagement
- Organizational, financial, and recreation programming analysis
- Maintenance and operations analysis
- Facility inventory and Level of Service (LOS) analysis
- Potential funding opportunities
- An updated system development charge methodology
- Recommendations: goals, objectives, an action plan, and a capital improvement plan

Figure 1: Key Elements of the Master Planning Process



## C. Public Engagement

The planning process was based almost entirely on community member input that included stakeholder interviews, focus group meetings, public forums, and statistically valid and open-link surveys. Over 1,100 community members provided input or completed the statistically valid and open-link surveys.

## D. Key Issues Summary

The collective master planning process identified the following top five desires and needs related to parks and recreation:

### Needs

1. Encourage and support the Canby Area Parks and Recreation District (CAPRD – an independent Oregon Special District that is not part of the city) to establish a formal tax rate which may require altering the district’s boundaries, requiring a vote of district community members
2. Establish a formal parks and recreation department, by developing a recreation program and hiring a professional parks and recreation administrator
3. Enhance communication that will occur if a new department is formed
4. Complete a Department of Justice-required Americans with Disabilities Act (ADA) transition plan
5. Establish a greater focus on diversity, equity, and inclusion (DEI)

### Desires

1. Complete a master plan for Wait Park with subsequent renovation
2. Complete a master plan for Community Park with subsequent renovation
3. Enhance and expand to provide an improved and connected trail system
4. Provide enhanced recreation access to the Willamette River
5. Provide enhancements to services offered such as a dog park, update to the swimming center, an inclusive play area, and park maintenance

To develop the goals, objectives, and actions for the master plan, key issues identified from qualitative input (staff, community, and leadership input) and quantitative input (survey, planning documents, and an evaluation of parks and facilities' LOS) were synthesized and prioritized. A visioning workshop with city and department leadership was held to assist in clarifying and prioritizing the issues below.

The consultants, staff, leadership, and community members considered the input and findings, resulting in identification of key issues that were presented in a series of meetings with staff, key stakeholders, and the public. The key issues formed the basis for potential recommendations and are organized by categories. The key issues are rooted in community member input and are in **Appendix A**.

### **Organizational Effectiveness**

- The city's residential growth demonstrates a clear need for an independent parks and recreation department with an efficient organizational structure
- There is significant room for improvement in marketing and communication about parks and recreation facilities and services
- The highly functioning Parks and Recreation Advisory Board may benefit from additional support
- Staff positions to support parks and recreation are deficient (up to five full-time equivalents [FTEs])

### **LOS for Parks, Trails, and Facilities**

- The city does not have sufficient rectangle or diamond athletic facilities to host tournaments and activities/leagues
- Among all city recreational opportunities, needs for athletic fields and courts are least met
- The city relies on schools to supplement LOS for sports fields
- As population grows, the park system will need major investments to add components and amenities such as basketball courts, community gardens, diamond and rectangle fields, tennis courts, dog parks, and another skate park
- Some children aged 14 and under lack walkable access to a park with a playground (17%)
- Trails and walking opportunities are in high demand
- Connected trails and open spaces are the most important parks to residents
- The Traverso property needs a concept or master plan
- The disc golf course has potential to be a regional attraction
- The city needs a dog park to support dog owners
- Locust Street Park is heavily used by the multi-family housing surrounding the park; additional park facilities in the general area may benefit community members

### **Financial Considerations**

- Registered voters in Canby may support the existing maintenance fee and the swim center fee on a permanent basis
- The land dedication and system development charge methodology needs to be corrected to reflect the current LOS and the cost of park development
- A better alignment of capital growth and maintenance resources is needed

## E. Inventory Assessment and LOS Summary

Canby has 23 developed parks/facilities with 70 components and a number of underdeveloped or undeveloped park spaces. The two indoor facilities, the Canby Adult Center and the Swim Center, are in city-owned facilities located on Canby School District property. Observations based on visits to each park or facility include the following:

- There is a lack of consistent signage across the system for some park signs, trails, and the trails that support biking
- The city lacks a dog park
- The city relies on schools to supplement service, especially in terms of sports fields/courts
- Canby has some options for a future sports complex
- The city should hold to standards for benches, shelters, etc.
- Complete and implement an ADA transition plan and maintain accessibility within parks
- Canby should consider addressing a need for a playground replacement schedule
- Help ensure new development is providing walkable access to a neighborhood park

In addition, there are 22 alternative provider parks and facilities, including another 74 components. These include HOAs, schools, and state or county parks within or adjacent to Canby.

Undeveloped or underdeveloped properties make up over two thirds of parkland owned by the city, and development or improvements to the undeveloped or underdeveloped properties would increase service to a great number of community members. Even so, the properties may be best suited as passive natural and open spaces.

Canby's parks and properties are well distributed across the city. In terms of walkable access, almost three fourths of the city's land area have service that exceeds a target value of components appropriate to the city. Low-scoring areas (22%) have access to some recreation, but not the target level. Over 90% of community members have access to recreation opportunities within a 10-minute walk of their homes.

Combining the LOS with census data, the analysis indicates that parks are generally well placed. While the percentage of underserved residents is low, there are several opportunities to increase the LOS by addressing low-scoring properties. Analysis shows nearly 100% of residents have access to target service levels within 1 mile.

When comparing Canby to other agencies and parks in the dataset, no parks are in the top 100 parks overall, or the top 10% in terms of GRASP® score. Additional findings in these comparisons reveal that Canby is above the average compared to other similar-sized agencies in total locations and parks per capita. However, Canby scores lower in components per location and average park score and components per capita. These scores are directly related to the large number of parks that are currently underdeveloped or minimally developed. Although not the best measure of user experience, the number of acres per 1,000 residents can add perspective. Canby offers approximately 5.4 acres of developed parkland per 1,000 residents, which is below the National Recreation and Parks Association median of 7.7 acres for other similar-sized agencies. An additional 43 acres of developed park space needs to be added to the system to meet that median.

Overall, the system’s playgrounds provide service to over 85% of community children. However, six playgrounds in Canby are located at three parks, which limits access to some children. Better distribution of playgrounds will increase access to children without current walkable access. Canby should also consider adding basketball courts, community gardens, diamond fields, dog parks, rectangular fields, and tennis courts. Improving or adding skateboard opportunities may also be necessary as population grows.

Several of the parks may benefit significantly from an update—Community Park and Wait Park, if reimagined as master planned, may provide significant impacts on Canby residents’ quality of life.

### Current LOS

The city offers residents a wide range of park opportunities at over 16 acres of developed and undeveloped parkland per 1,000 population. To maintain the same LOS given an anticipated population growth of 6%, the city will need to add an additional 25 acres of developed parkland (which would still be below what a typical, similar-sized agency may provide). The current standard of parkland per 1,000 residents is 10 acres of developed parkland, and there is no recommendation to change this standard. In 2022, the city offers 4.35 acres of developed parkland per 1,000 residents, 4.79 acres per 1,000 residents, and .84 miles of trails per 1,000 residents. See **Table 1**.

In addition, capital projects to maintain and enhance the system are anticipated to require an additional investment of \$10 million over the five-year planning horizon.

**Table 1: Park Classification Acres**

Park Classification	Acres	Acres Per 1,000
Community parks	46	2.42
Neighborhood parks	26	1.37
Mini-parks (pocket)/special use	10.6	.56
Natural areas	90.8	4.79
Undeveloped parkland	139	7.48
<b>Total developed and undeveloped parkland</b>	<b>312.4</b>	<b>16.62</b>
Developed trails classification	Miles	Miles Per 1,000
Linear parks (trails in miles)	16	.84
<b>Total</b>	<b>16</b>	<b>.84</b>

**Table 2: Park Facilities, Size, and Components**

LOCATION	Acres	Aquatics, Spray Pad	Basketball Court	Concessions	Diamond Field	Diamond Field, Practice	Disc Golf	Educational Experience	Event Space	Loop Walk	Natural Area	Open Turf	Passive Node	Pickleball Court	Playground, Local	Public Art	Rectangular Field, Large	Shelter, Large	Shelter, Small	Skate Park	Trail Access Point	Trailhead	Water Access, Developed	Water Access, General	Water, Open	Total Components	Component Diversity	
Arneson Garden	1.9							1		1	1															3	100%	
Art Park	0.2											1							1								2	100%
Community River Park	22					1			1		1	1			1								1	1	1	9	100%	
Dodds	2.3	Undeveloped																								0		
Eco Park	24										1										1	1				3	100%	
Faist Park	0.3											1														1	100%	
Fish Eddy Landing	1.7	Undeveloped																								0		
Legacy Park	6			1						1		1	1		2		1	1								8	88%	
Locust Street Park	0.9		1										1		1				2							5	80%	
Logging Road Trail	16																				7					7	14%	
Maple Street Park	9	1	2	1	2					1		1		1	2			2	1							14	71%	
Nineteenth Avenue Loop Natural Area	1.8										1															1	100%	
Northwood Park	1.5											1			1											3	100%	
Redwood Landing	5										1															1	100%	
Skate Park	0.4																			1						1	100%	
Three Sisters Ranch Property	37	Undeveloped																								0		
Timber Park	1.2											1														1	100%	
Transit	0.5																		1							1	100%	
Traverso	98	Undeveloped																								0		
Triangle Park	0.2															1										1	100%	
Wait Park	1.7												1		2	1		1								5	80%	
Willamette Wayside Natural Area	89						1				1													1		3	100%	
Willow Creek Park	6											1	1													2	100%	
<b>System Total</b>	<b>328</b>	<b>1</b>	<b>3</b>	<b>2</b>	<b>2</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>3</b>	<b>7</b>	<b>9</b>	<b>2</b>	<b>1</b>	<b>9</b>	<b>2</b>	<b>1</b>	<b>5</b>	<b>6</b>	<b>1</b>	<b>8</b>	<b>1</b>	<b>1</b>	<b>2</b>	<b>1</b>	<b>71</b>		

## F. Recommended Goals and Objectives Summary Table

The BerryDunn team and the city identified goals and objectives during the planning process to best meet the community’s needs and desires related to parks, recreational opportunities, facilities, and services.

<b>Goal #1: Create a financially resilient organizational structure to deliver parks and recreation programs and services that position the city for growth</b>	
<b>Objective 1.1</b>	<ul style="list-style-type: none"> <li>• Create a parks and recreation department with an efficient organizational structure</li> </ul>
<b>Objective 1.2</b>	<ul style="list-style-type: none"> <li>• Explore opportunities for long-term sustainable funding for parks and recreation</li> </ul>
<b>Objective 1.3</b>	<ul style="list-style-type: none"> <li>• Consider staff positions to support parks and recreation as population grows (up to five FTE)</li> </ul>
<b>Objective 1.4</b>	<ul style="list-style-type: none"> <li>• Advise and support the CAPRD to assist with funding parks and recreation services</li> </ul>
<b>Objective 1.5</b>	<ul style="list-style-type: none"> <li>• Adopt an update to the city’s Parks and Recreation Land Dedication and System Development Fee Methodology</li> </ul>
<b>Objective 1.6</b>	<ul style="list-style-type: none"> <li>• Improve and enhance marketing and communication for parks and recreation facilities and services</li> </ul>
<b>Goal #2: Enhance and expand healthy recreation opportunities provided by the city and community partners</b>	
<b>Objective 2.1</b>	<ul style="list-style-type: none"> <li>• Explore and offer recreation programs that meet the desires and needs of the Canby community</li> </ul>
<b>Objective 2.2</b>	<ul style="list-style-type: none"> <li>• Enhance recreation center and aquatic opportunities for the Canby community</li> </ul>
<b>Goal #3: Expand and enhance community member park experiences</b>	
<b>Objective 3.1</b>	<ul style="list-style-type: none"> <li>• Continue to enhance park user experiences</li> </ul>
<b>Objective 3.2</b>	<ul style="list-style-type: none"> <li>• Provide high-quality athletic facilities to meet the needs of the growing community</li> </ul>
<b>Objective 3.3</b>	<ul style="list-style-type: none"> <li>• Expand and enhance low-scoring components and amenities in parks</li> </ul>
<b>Objective 3.4</b>	<ul style="list-style-type: none"> <li>• Expand and enhance connected trails and open spaces</li> </ul>
<b>Objective 3.5</b>	<ul style="list-style-type: none"> <li>• Site and open a permanent off-leash dog park</li> </ul>
<b>Objective 3.6</b>	<ul style="list-style-type: none"> <li>• Enhance and improve user experience at community parks and natural areas</li> </ul>
<b>Goal #4: Provide and enhance access to parks and facilities for all Canby community members</b>	
<b>Objective 4.1</b>	<ul style="list-style-type: none"> <li>• Help ensure current and future programs, facilities, communication, etc. comply with the ADA and are fully inclusive, regardless of ability</li> </ul>
<b>Objective 4.2</b>	<ul style="list-style-type: none"> <li>• Provide a heightened focus on diversity, equity, inclusion, and a sense of belonging</li> </ul>

*Arneson Gardens*  
2000

**ARNESON GARDEN PARK**  
adopted by  
**Hollywood Video**  
  
City of Canby  
Adopt-a-Park Program

Arneson Gardens  
City of Canby





# Section I:

## The Planning Context and Integrated Planning Efforts

### A. The Strategic Framework – A Foundation for Parks and Recreation Services in Canby

The vision for the Comprehensive Parks and Recreation Master Plan and SDC Methodology Update is to provide a five-year guiding document that the city can use as a tool to plan, develop, and maintain safe recreation facilities and programs for the Canby community.

Needs and desires for recreation services continue to evolve in this dynamic community. The city has grown in population by 26% since 2000 and is projected to reach a population of 19,907 by 2026. Along with the population growth, the community is aging. As a percentage of overall population, youth under 19 years old are decreasing while individuals 50 and older are increasing. This doesn't suggest that younger populations are not in need of facilities and services, only that the emphasis may be changing. In fact, Canby's youth population as a percent of total population is greater than the state of Oregon and the United States, overall. Diversity in the city has remained fairly constant over the past two decades with approximately 20% of the community identifying as Hispanic or Latino.

The changing environment suggests that the city requires a new look forward to best meet its recreation and facility needs. The last time the city completed a parks and recreation master plan was in 2009. As in many small communities, the city's Public Works Department oversees park management, and two nonprofit organizations offer aquatics and senior programs in city-owned facilities. Given the changing landscape and increased population, there is now a need for a more consistent and formal parks and recreation system.

The master plan includes achievable strategies and implementation approaches that directly impact community members' quality of life over a five-year term and beyond. This document is intended to be practical, with goals, objectives, and action items that are possible to implement as prioritized into ongoing, short-term, mid-term, and long-term action items.

To serve as the best possible planning tool, parks and recreation master planning should include a process that:

- Provides a framework for orderly and consistent planning
- Provides a framework for acquisition, development, and capital planning
- Recommends efficiencies and improvements for administration of parks and recreation services
- Recommends resources, programs, and facilities that can best contribute to a positive and healthy quality of life for Canby residents

At the outset of the process in June 2021, the city identified five critical success factors used to both guide the planning process and serve as an objective and evaluative tool.

- 1** Adopt a 5 to 10-year master plan that builds on city planning documents to include the city's Comprehensive Plan, Trail System Master Plan, Transportation System Plan, and other planning documents. The master plan will become an element of the Comprehensive Plan and establish the framework for integration into and utilization of other work programs and plans.
- 2** Complete a comprehensive needs analysis to identify current and future recreation and facility needs through public engagement, surveys, demographics, and trends analysis. The process should be inclusive, affording community members adequate opportunity to provide input. The survey should aspire to have a margin of error of +/-5%. The results would be statistically valid citywide and can be analyzed with appropriate sub-groups.
- 3** Identify current conditions at city parks and determine a phased and prioritized capital improvement program, and best management practices for operations.
- 4** Develop a funding strategy for capital and operational needs.
- 5** Complete a System Development Charges Justification Study that identifies potential methodology, fees, and land dedication policy.

## Canby History – Understanding and Perspective

The City of Canby continues to grow as a community in the northern Willamette Valley of Oregon. The 4.57 square mile city is the ninth largest city in Clackamas County, less than 30 miles from both Portland and Salem. The city enjoys a rich heritage from tribes of local Indigenous Peoples.

Canby's early historical pioneer, railroad, and agricultural heritage remains evident today as mainstays of the city's charm and culture. Canby was incorporated in 1893, making it the second oldest city in Clackamas County. The city is bordered by the Willamette and Molalla Rivers, providing opportunities for active and passive recreation.

For many years, three covered bridges crossed the Molalla River from Canby and in 1914, local businessmen established a ferry service across the Willamette River. Today, the Canby Ferry remains an iconic and important part of the regional culture.

As the city continues to grow, community members greatly value the city's past and want to help ensure that the parks and recreation system reflects the small-town feel of its agricultural past, a sense of community, and the importance of the Molalla and Willamette Rivers.

## B. Past Parks and Recreation Aspirations

The city completed a visioning process in 2013, adopting visions and action items that included parks and recreation. The focused aspirations were:

- Develop multi-purpose trails – complete the Emerald Necklace and look for opportunities for external connections
- Upgrade parks in order to provide expanded recreation opportunities for all ages, abilities, ethnicities, and interests
- Acquire, develop, and connect riverfront access for public recreation
- Continue pursuing options to provide a complex to offer opportunities for recreation/ programs

## C. Delivery of Parks and Recreation in Canby

The city manages over 328 acres of public park space made up of five open-space natural areas, two community parks, four neighborhood parks, one linear trail, and 10 pocket/special-use parks. The city owns the Canby Swim Center and the Canby Adult Center, both located on Canby School District property and operated by nonprofit agencies.

The city does not offer a formal recreation program, including enrichment classes, and only a few special events run by city staff as “other duties as assigned.” The events are typically in the downtown area in or near Wait Park and include:

- First Thursday Night Market
- Canby Independence Day Celebration
- Canby’s Big Night Out Street Dance
- Light up the Night (holiday lighting of Wait Park)

Canby is also home to the Canby Rodeo, the Clackamas County Fair, and other local festivals that draw people to Canby from the Portland metropolitan area and beyond.

## D. The Planning Process and Methodology

The master plan is built on community needs and desires, identified during an extensive engagement process that included stakeholder and focus group interviews, staff interviews, a needs analysis survey, several public meetings and briefings, and input opportunities with a project steering committee. As a result of the COVID-19 pandemic, some of the engagement was completed virtually using the Zoom digital platform.

The planning process included a strategic kickoff meeting on June 16, 2021, where expectations and critical success factors were discussed with city leadership. The consultants visited the city to tour facilities; inventory and assess parks, park components, and amenities; and facilitate staff and community input opportunities. The consultants also visited the city January 18 and 19, 2022, to present findings to the community and conduct a visioning workshop with staff. See *Figure 2*.

Figure 2: The Master Planning Framework



## E. Integrated Planning Efforts

The consultants reviewed a series of planning documents, applying relevant content to the master plan. Many of the key issues, needs, and desires voiced by community members were confirmed through this review. The review of each document provides background information and perspective, and not necessarily findings or recommendations for this master plan.

### City of Canby Comprehensive Plan – October 2019

The parks and recreation goals from the Comprehensive Plan include:

#### GOAL 5

To help assure the adequate provision of parks and recreation services to meet the needs of the residents and property owners of Canby

#### GOAL 6

To help assure the provision of a full range of public facilities and services to meet the needs of the residents and property owners of Canby

### FINDING NO. 1

The City of Canby has a variety of park and recreation facilities, as well as public space available to residents and visitors, including two neighborhood parks, three community parks, three mini-parks, one recreation center, one swim center, one multi-use trail, and two protected wetlands. The Molalla River State Park and Blue Heron Recreational District provide additional open spaces outside the city limits. There are currently 5.38 acres of city-owned parkland in Canby per 1,000 residents (developed and undeveloped parkland).

**POLICY NO. 1** – Canby shall maintain, repair, or replace all current parks system elements to continue providing an adequate level of park and recreational services.

Implementation measures:

- Improve the level of maintenance in current city parks and recreation facilities
- Standardize park and recreation amenities for ease of maintenance and aesthetics
- Improve park and recreation signage
- Improve access to facilities to comply with the ADA
- Improve the perceived level and actual safety of parks and recreation facilities

## FINDING NO. 2

Projections for park and recreation facilities are based on an urban growth boundary area to serve the city in 2020. A figure of 10 acres per 1,000 residents has been adopted as the city's overall park standard.

**POLICY NO. 2** – Canby shall maintain, repair, replace, or expand its parks system to meet future park and recreation service needs.

Implementation measures:

- Acquire and develop land for park and recreation facilities by 2020 to meet the community standard of 10 acres of developed parkland per 1,000 residents
- Allocate land needed for mini-parks and neighborhood parks in rapidly developing areas on the edges of the city
- Identify potential trail connections and linkages to schools and other recreational sites in the Canby vicinity
- Develop bike lanes to connect bicyclists to parks, natural areas, and off-road bicycling opportunities
- Develop connections between Canby parks, trails, the Molalla River State Park, and the Willamette River with a hub in Wait Park

## FINDING NO. 3

The City of Canby must plan and pay for needed parks facilities and services. A timeline and cost estimates should be developed for capital improvements to the parks system. A number of funding sources should be explored to generate the necessary revenue in a fair and logical manner.

**POLICY NO. 3** – Canby shall adopt and periodically update a capital improvement program for major parks projects and utilize all feasible means of financing needed for parks system improvements in an equitable manner.

Implementation measures:

- Continue to update the city's Park and Recreation Master Plan, which identifies needed capital improvements and standards for the parks system
- The City of Canby adopted a Park and Recreation Master Plan Update in 2002. Capital improvement projects listed in the master plan are listed in Section 3 of the city's Public Facilities Plan
- Utilize user fees to pay for the operation and maintenance of existing facilities and to replace, upgrade, and/or expand these facilities when necessary
- Use bonds to acquire additional land for new park facilities and to replace the existing pool facility
- Explore creation of a separate park and recreation district to help provide and pay for new park facilities

## Canby Public Facilities Plan, April 2006

The plan concluded the city would need to add 141.2 acres of new parkland to serve the projected population in 2020. Identified parks system needs include:

### Improvement and Maintenance

- Improve the level of maintenance in current city parks and recreation facilities.
- Move toward standardized park and recreation amenities for ease of maintenance and aesthetics. Recycled plastic benches, garbage receptacles, drinking fountains, picnic tables, lighting, restrooms, irrigation, and some play equipment have been identified as desired amenities
- Improve park and recreation signage, including identifying entrances to Canby's parks where they are obscure or in poor condition, and directional signage along main arterial streets
- Improve universal access. Bathrooms in some parks may need upgrades to comply with the ADA. Currently, Wait Park, Maple Street Park, and Canby Community Park are not fully accessible
- Improve the perceived level and actual safety of Canby's parks and recreation facilities

### Acquisition, Development, and Trail Connections

- Acquire and develop 141.2 additional acres of park and recreation facilities by 2020 to meet the community standard of 10 acres of developed parkland per 1,000 residents
- Allocate land needed for neighborhood parks in rapidly developing areas on the edges of the city. Residents living in the southeast areas within the urban growth boundary are most underserved
- Identify potential trail connections and linkages to schools and other recreational sites in the Canby vicinity. A map generated at an August 2000 community forum identifies Canby Transportation System Plan recommendations and recommended bike and multi-use trails as conceptual planning tools
- Develop bike lanes to connect bicyclists to parks, natural areas, and off-road bicycling opportunities. The Canby Transportation System Plan identifies needed bike lanes
- Connect Eco Park/Logging Road Trail with the Molalla River State Park
- Develop a hub of trails and parks in Wait Park
- Develop connections between the Willamette River and Canby Parkland and recreation projects
- Develop Phase II of the Canby Regional Park with multiple sports fields, lighting for nighttime play, and a dual-use parking area
- Develop the 13th Avenue Park site into a neighborhood park
- Develop the Eco Park site as a nature park for recreation and nature enjoyment
- Acquire, protect, and restore sensitive riparian and wetland areas along the Molalla River, particularly the Canby Utilities property, and create the necessary rights-of-way to connect Canby Community Park to Knight's Bridge with a trail system, benches, and river access (the "Molalla River Greenway" concept)
- Construct an additional swimming pool. The Canby Swim Center is currently at or near maximum capacity
- Develop currently owned public property designated for parks, recreation, and open space, and acquire new property as opportunities arise. Suggested property includes the Marshall House property and remaining portions of the Willow Creek Wetland

## Capital Projects Identified in the Plan

- Canby Regional Park Phase II
- 13th Avenue Park
- Eco Park (includes a master plan)
- Trail acquisition and development of new parkland
- Swim center replacement/addition

## City of Canby Community Visioning 2013

The city completed a community visioning process in 2013, documenting five key aspirations related to parks and recreation. The aspirations section of the visioning report includes specific action steps and is in **Appendix B**.

### **Bike, Pedestrian, and Equestrian Aspiration:**

**Develop multi-purpose trails – complete the Emerald Necklace and look for opportunities for external connections**

- PRIORITY GAP: Lack of Trails for Bikes, Pedestrians, Equestrians, and Complete the Emerald Necklace
- PRIORITY GAP: Logging Road Trail Improvements

### **General Parks Aspiration:**

**Upgrade parks in order to provide expanded recreation opportunities for all ages, abilities, ethnicities, and interests**

- PRIORITY GAP: Expand Funding and Resources
- PRIORITY GAP: Parks District – CAPRD
- PRIORITY GAP: Water Fountains, Features, and Other Amenities
- PRIORITY GAP: Camping Facilities

### **River Recreation and Amenities Aspiration:**

**Acquire, develop, and connect riverfront access for public recreation activities**

- PRIORITY GAP: Funds
- PRIORITY GAP: River Access

### **Community Recreation/Sports Complex Aspiration Statement:**

**Continue pursuing options to provide a complex to offer opportunities for recreation/programs**

- PRIORITY GAP: An Umbrella Organization is Needed
- PRIORITY GAP: Funds
- PRIORITY GAP: Locations



## Canby Park Acquisition Plan

The Park and Open Space Acquisition Plan was completed in 2002 and a summary is provided for reference. The plan created a framework for land acquisition for 20 years. Specifically, the plan:

- Identified park and open space needs at the community and neighborhood level.
- Incorporated public input as a component of park and open space needs
- Identified park and open space issues and opportunities for six sub-areas of Canby
- Established a framework for evaluating park and open space acquisition priorities
- Identified funding strategies for park and open space acquisition
- Provided a five-year implementation plan for the city's park and open space acquisition program

## Scoring Criteria for Park Acquisition

The plan provided criteria for future park acquisition:

- Within an area identified as strategic or a priority
- Is the topography, geology, access to, parcel size, and location of land in the development good for parks?
- Is the action compatible with the Parks Master Plan, Public Facilities element of the Comprehensive Plan, and the City of Canby Parks Acquisition Plan in effect at the time of dedication?
- Is the site accessible by multiple transportation modes or can be accessed by multiple transportation modes?
- Are there potential adverse/beneficial effects on environmentally sensitive areas?
- Does it protect natural and historical features, scenic vistas, watersheds, timber, and wildlife for parks?



# Section II: City of Canby Community Profile

## A. Demographic Analysis

The City of Canby demographic profile was developed to provide an analysis of household and economic data in the area, helping to understand the type of park and recreation components that may best serve the community. Data referenced throughout this report was primarily sourced from Esri Business Analyst as of September 2021.

This study also analyzed data from Population Research Center (PRC), located with the College of Urban Planning and Affairs at Portland State University, which tracks Oregon’s growth and demographic changes. Data available from PRC provided estimates for population, housing units, and race from the 2020 census—these were slightly different from Esri Business Analyst which, at the time of this report, had already generated estimates for 2021. While PRC and Esri both utilize the U.S. Census as their primary data source, the data represented here differs due to many local and regional estimates. When compared in this report, those differences in data were noted and analyzed.

In addition, when applicable, other sources were referenced such as the American Community Survey for information about disabilities, and the Robert Wood Johnson Foundation’s County Health Rankings for data related to health outcomes.

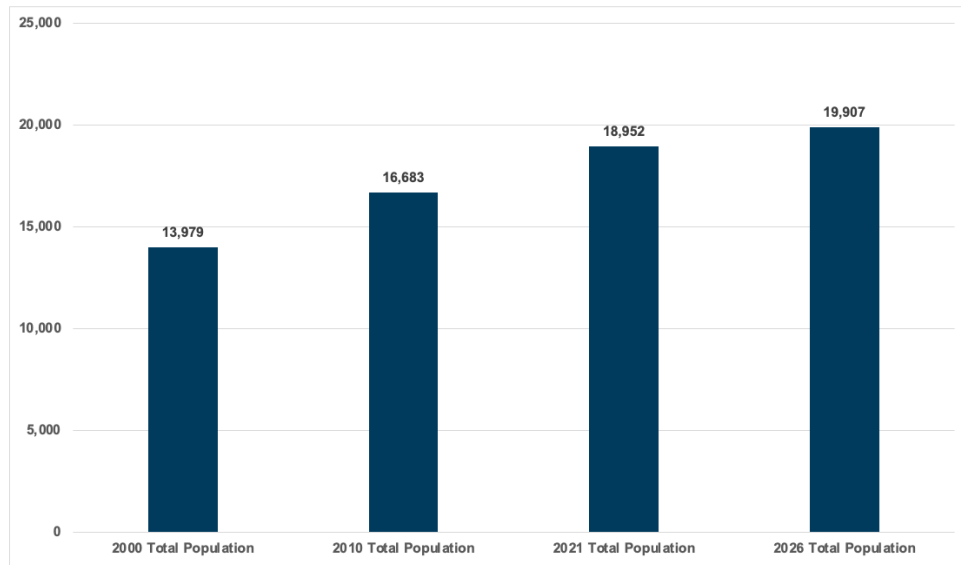
### Population

From a population of just under 14,000 in 2000, the city continued to grow steadily over the past two decades. In 2021, the population in Canby was estimated at 18,952—with an anticipated 0.99% compound annual growth rate between 2021 and 2026. If this growth rate continues, the population could reach 19,907 in 2026. The PRC estimated that the city of Canby had a slightly lower population in 2020 at 18,171—growing 14.8% in total since 2010. In those 10 years, the city added 2,342 residents. The average household size in the City of Canby was estimated at 2.78 in 2010 and increased to 2.79 in 2021.<sup>1</sup>



<sup>1</sup> According to the Portland State University PRC, the average household size was 2.79 in 2010, and only 2.71 in 2020, which is a 2.8% decline.

**Figure 3: Projected Population Growth in the City of Canby, 2000 – 2026**



Source: Esri Business Analyst

### Age

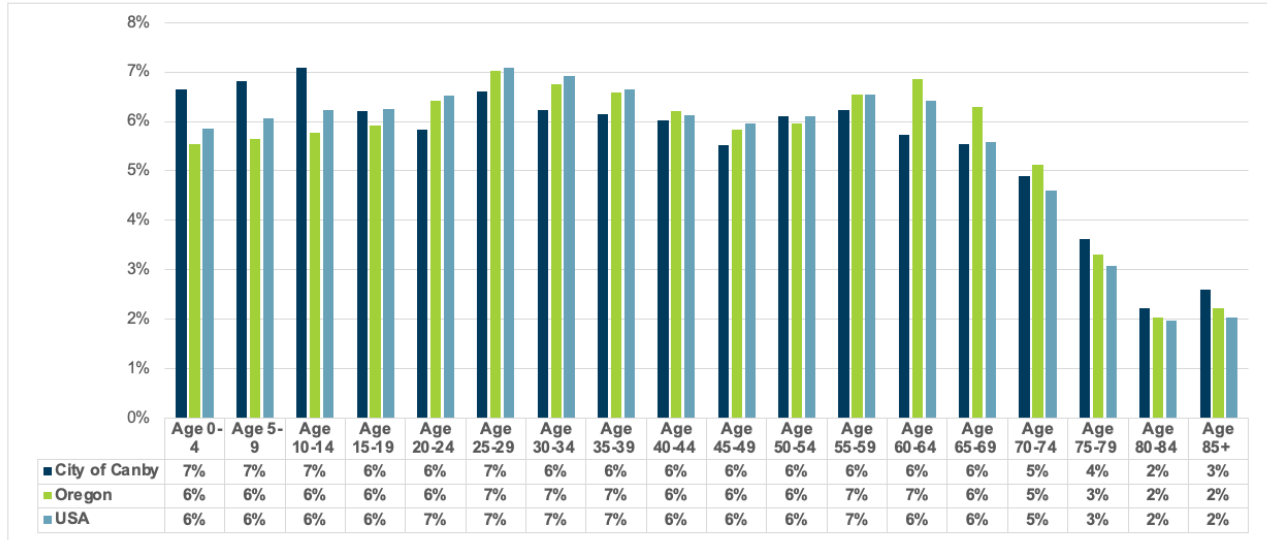
**38.7**  
Median Age

Source: 2021 Esri Business Analyst

According to Esri Business Analyst, the median age in the City of Canby was 38.7 years old, slightly younger than the state of Oregon (40.3) and the United States (38.8). The median age is projected to increase to 39.3 in the city by 2026.

The age distribution in the City of Canby in 2021 is reflective of families with young children and closely tracks national and state averages. Approximately 21% of the population was under 15 years old—slightly more than the state of Oregon and the United States.

**Figure 4: Age Distribution in Canby Compared to Oregon, United States**



Source: 2021 Esri Business Analyst

**Table 3** below demonstrates the change in age groups among residents. Although those under 19 experienced a decline in overall population distribution, their demographic makeup is still slightly higher in 2021 than the state of Oregon and the United States. The age groups that are experiencing the highest growth are those in their 20s and those between the ages of 55 to 79 years old.

**Table 3: Age Group Distribution from 2010 to 2021**

Age Group	2010	2021
Age 0 – 4	7.5%	6.6%
Age 5 – 9	7.8%	6.8%
Age 10 – 14	8.2%	7.1%
Age 15 – 19	7.7%	6.2%
Age 20 – 24	5.0%	5.8%
Age 25 – 29	5.8%	6.6%
Age 30 – 34	6.4%	6.2%
Age 35 – 39	6.4%	6.2%
Age 40 – 44	6.9%	6.0%
Age 45 – 49	7.2%	5.5%
Age 50 – 54	6.1%	6.1%
Age 55 – 59	5.9%	6.2%
Age 60 – 64	5.2%	5.7%
Age 65 – 69	4.3%	5.6%
Age 70 – 74	2.8%	4.9%
Age 75 – 79	2.4%	3.6%
Age 80 – 84	2.2%	2.2%
Age 85+	2.4%	2.6%

## Diversity in Canby

Understanding the race and ethnic character of Canby residents is important because it is reflective of the diverse history, values, and heritage of the community. This type of information can assist the city in creating and offering recreational programs that are relevant and meaningful to residents. In addition, this type of data, when combined with the LOS analysis, can be used in finding gaps and disparities when it comes to equitable access to parks.

Based on historical data, the city is increasingly becoming more diverse over time. In 2010, 20.64% of the population identified as Hispanic. This percentage increased to 23% in 2021, compared to 13.91% in the state of Oregon, and 18.92% in the United States.<sup>2</sup>

Figure 5: Race Comparison for Total Population in Canby



Source: Esri Business Analyst, 2020

### A Responsibility to Support Racial Equity

Local governments have the unique responsibility to serve all members of the public. However, disparities have long existed that affect outcomes for residents and employees of color. The systems, policies, and practices that are integrated in local governments may unintentionally create racial inequity. According to the Government Alliance on Race and Equity, racial equity is realized when race can no longer be used to predict life outcomes. Within local parks and recreation, diversity can be integrated in the system through simple but powerful changes:

- Requiring translation and interpretation services at recreation centers and facilities
- Building pathways for economic opportunity for people of color
- Establishing multiracial alliances, coalitions, and movements with partners to advance policy changes
- Teaching the full history of the American Outdoors
- Increasing economic accessibility to create more access points for all
- Expanding the definition of outdoor recreation to be inclusive of small urban parks

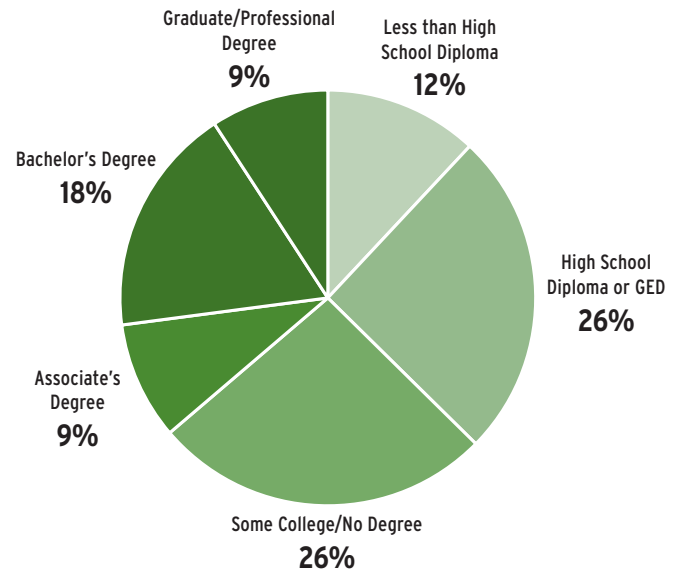
Source: Government Alliance on Race and Equity

<sup>2</sup> Portland State University PRC measures race and ethnicity differently, accounting for Hispanic or Latino origin by race, rather than looking individually at the specific races alone. Therefore, this data was not compared in the study.

## Educational Attainment

**Figure 6** shows the percentage of residents (25+) that obtained various levels of education in the City of Canby. Only 12% of the residents had not received a high school or equivalent diploma. Another 18% had completed a bachelor's degree with an additional 9% who earned a graduate or professional level degree.

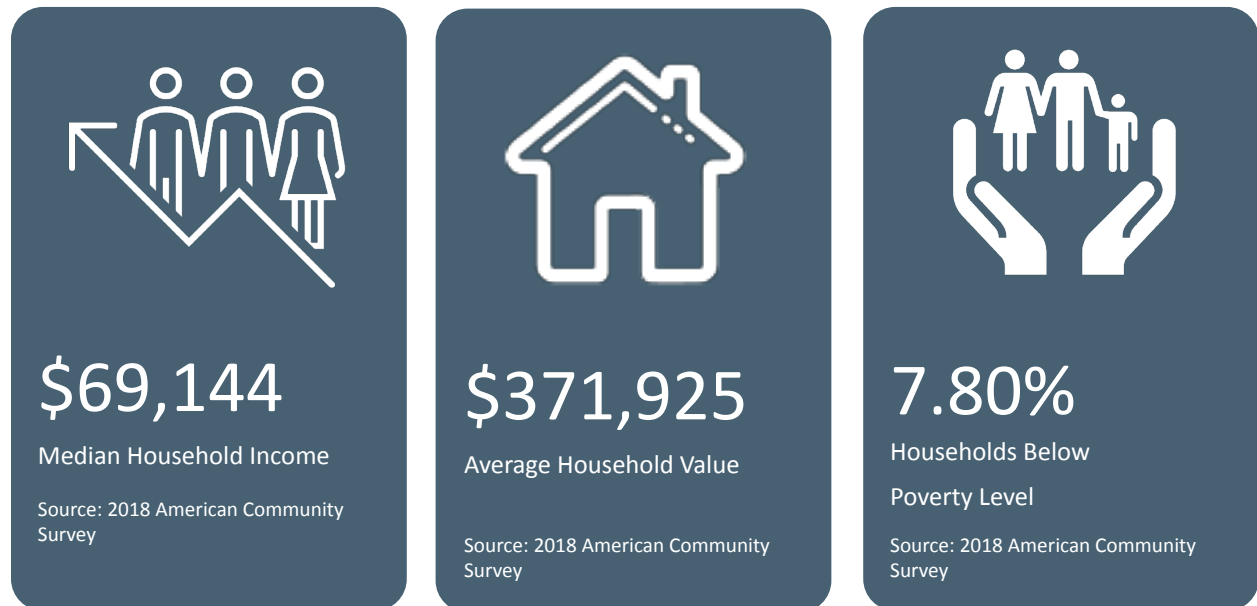
**Figure 6: Age Distribution in Canby**



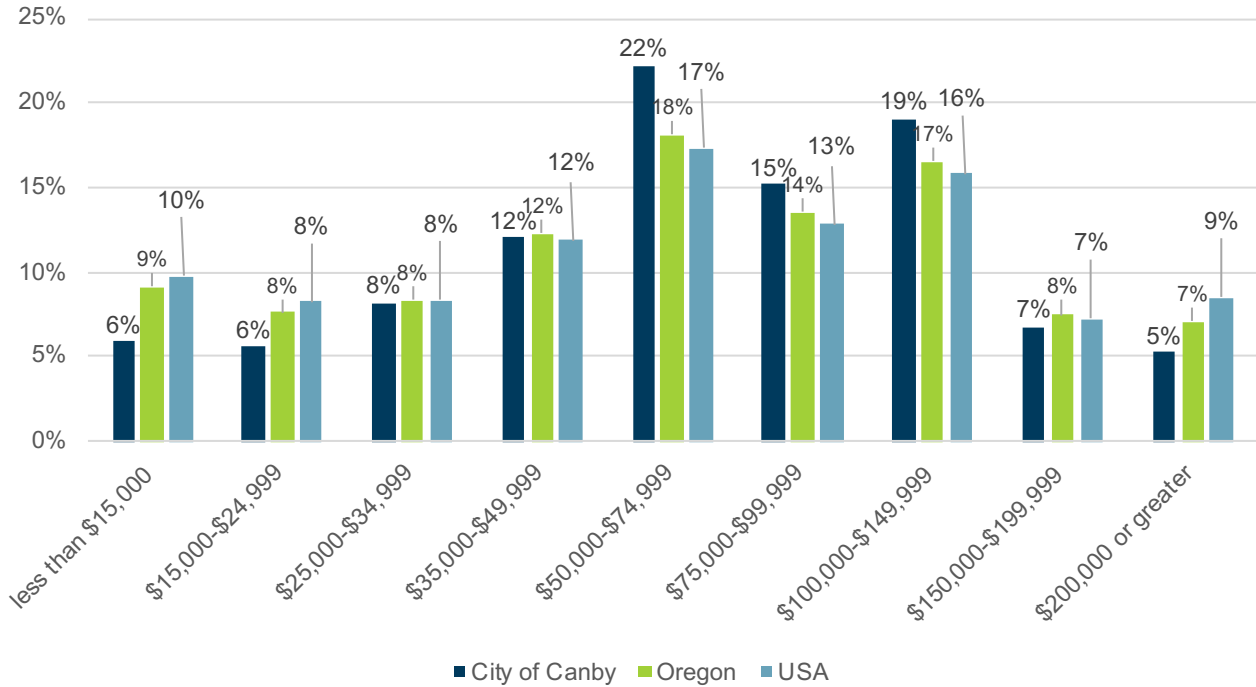
## Household Overview

Approximately 7.80% of city households were under the poverty level in 2018, with a median household income in 2021 of \$69,188. The household income in the city was slightly higher than the state of Oregon (\$65,472) and the United States (\$64,730). Approximately 22% of Canby households made between \$50,000 and \$74,999, as seen in **Figure 7**. Only 6% of households made less than \$15,000 per year.

**Figure 7: Household Overview**



**Figure 8: Median Household Income Distribution, 2021 Estimates**



Source: Esri Business Analyst

### Employment

In 2021, an estimated 4.5% of the City of Canby’s population was unemployed, lower than the state of Oregon (6.3%) and lower than the United States (6.2%). Approximately 61% of the population was employed in white collar positions, which encompass jobs where employees typically perform in managerial, technical, administrative, and/or professional capacities. Another 29% of the city’s population was employed in blue collar positions, such as construction, maintenance, etc. Finally, 10% of Canby’s residents were employed in the service industry. An estimated 80.7% of working residents drive alone to work, while 17% of residents spent seven plus hours a week commuting to and from work in areas outside of the city.

**4.5%**  
Unemployment Rate

Source: 2021 Esri Business Analyst



## People With Disabilities



According to the American Community Survey, 12.6% of Canby's population in 2021 experienced living with some sort of hearing difficulty, vision difficulty, cognitive difficulty, ambulatory difficulty, self-care difficulty, and/or independent living difficulty. This is lower than the state at 14.7%, but still reaffirms the importance of inclusive programming and ADA transition plans for parks and facilities.

### Types of disabilities within the City of Canby:

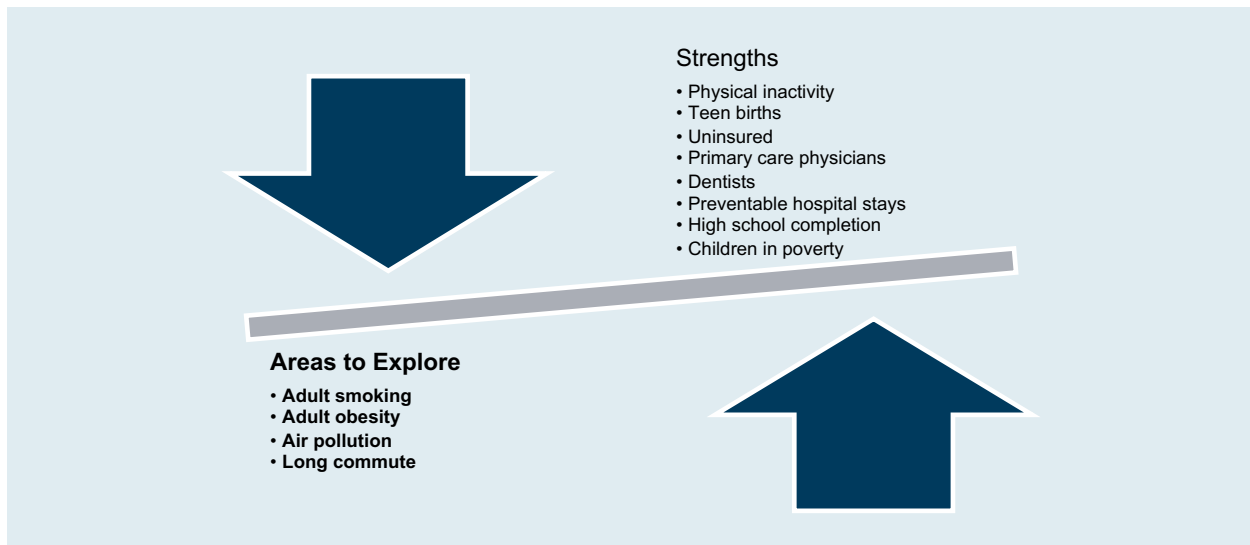
- Hearing difficulty – 5.0%
- Vision difficulty – 2.5%
- Cognitive difficulty – 3.4%
- Ambulatory difficulty – 5.6%
- Self-care difficulty – 1.6%
- Independent living difficulty – 4.4%

## Health and Wellness

Understanding the status of a community's health can help inform policies related to recreation and fitness. Robert Wood Johnson Foundation's County Health Rankings and Roadmaps provided annual insight on the general health of national, state, and county populations. Clackamas County is ranked among the healthiest counties in Oregon; in 2020, it ranked 4th out of 34 Oregon counties for health outcomes. **Figure 9** provides additional information regarding the county's health data as it may relate to parks, recreation, and community services.<sup>3</sup> The strengths indicated below are those areas where Clackamas County ranked higher than top U.S. performers or the state of Oregon. The areas to explore are those where the county ranked lower than the state or top U.S. performers.

3 Robert Wood Johnson Foundation, County Health Rankings 2020, <http://www.Countyhealthrankings.org>

Figure 9: Canby County Health Rankings Overview



Source: Robert Wood Johnson Foundation's County Health Rankings and Roadmaps

### Parks and Recreation as Wellness Hubs

Parks and recreation agencies are adapting to serve as community wellness hubs, places for community members to improve health outcomes and enhance quality of life. Whether by providing access to healthy foods, physical activity, social connections, or nature, local parks and recreation departments can increase the health in their communities. Numerous studies have continued to indicate the health benefits of outdoor spaces, recreation programs, and community centers. According to the National Recreation and Parks Association:

- Living close to parks and other recreation facilities is consistently related to higher physical activity levels for both adults and youth
- Adolescents with easy access to multiple recreation facilities were more physically active and less likely to be overweight or obese than adolescents without access to such facilities
- Increasing access to recreation facilities is an essential strategy for preventing childhood obesity
- Organized park programs and supervision may increase the use of parks and playgrounds and may also increase physical activity, particularly among youths
- Park renovations can increase vigorous physical activity among children and can also increase the use of certain types of facilities, including playgrounds and skate parks.
- Parks and recreation agencies are the second largest public feeder of children, next to schools. Parks and recreation agencies annually serve approximately 560 million meals to children through summer and after-school programs

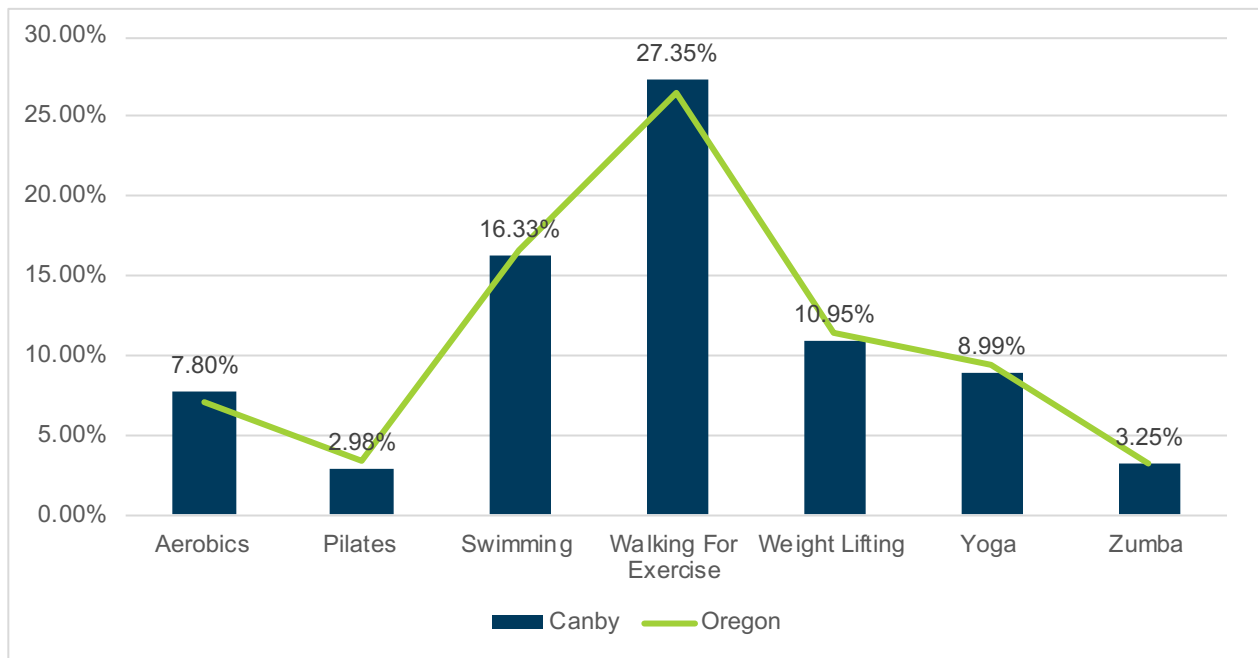


## B. Parks and Recreation Influencing Trends

The following pages summarize some of the key trends that could impact the City of Canby over the next five to ten years. When applicable, figures and data from Oregon’s Statewide Comprehensive Outdoor Recreation Plan (SCORP) from 2019 to 2023 were referenced for local context related to youth and senior recreation participation.

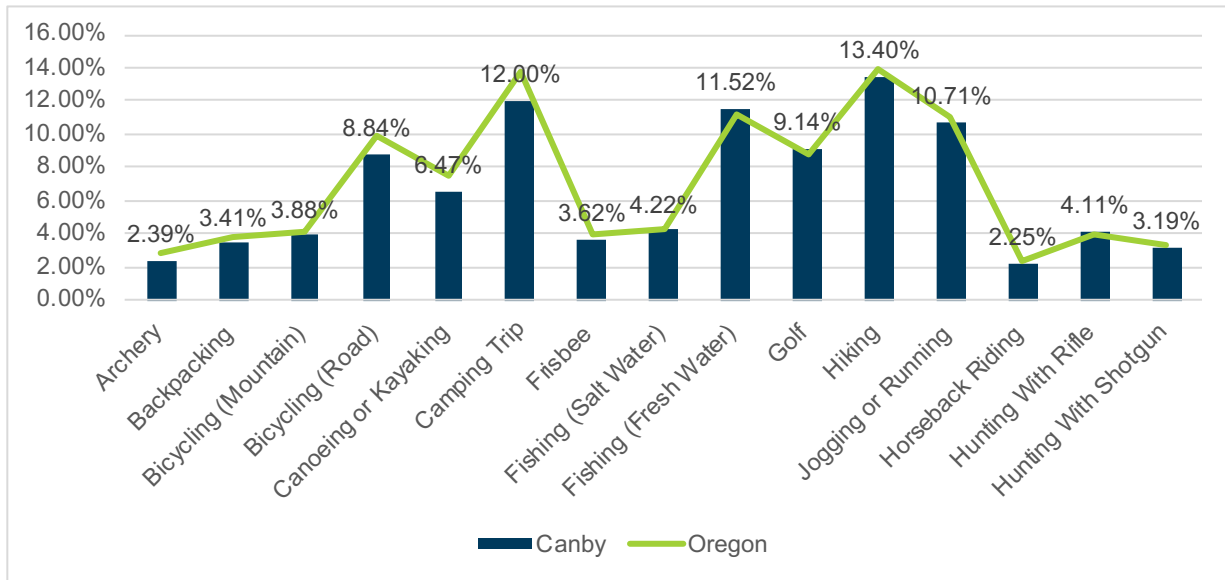
In addition to local participation from SCORP, Esri Business Analyst provides estimates for activity participation and consumer behavior based on a specific methodology and survey data to make up what Esri terms “Market Potential Index.” The following charts showcase the participation in leisure activities, outdoor recreation, and sports teams for adults 25 and older in Canby, compared to the state of Oregon. The activities with the highest participation include walking for exercise, swimming, hiking, camping, and freshwater fishing.

**Figure 10: Adult Participation in Fitness Activities**



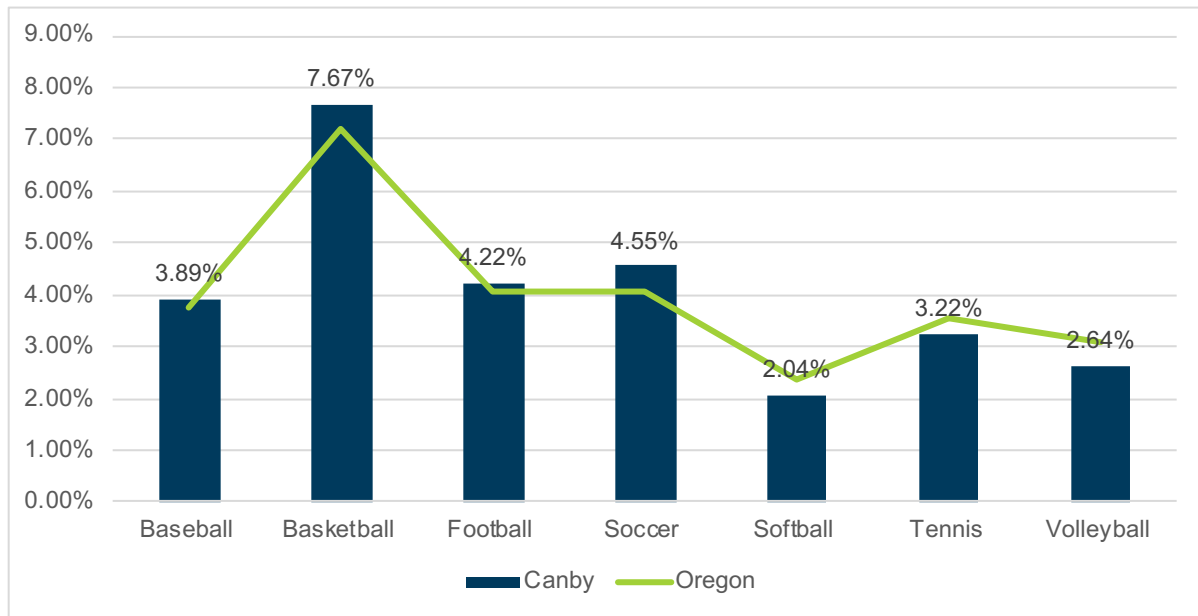
Source: Esri Business Analyst

**Figure 11: Adult Participation in Outdoor Recreation**



Source: Esri Business Analyst

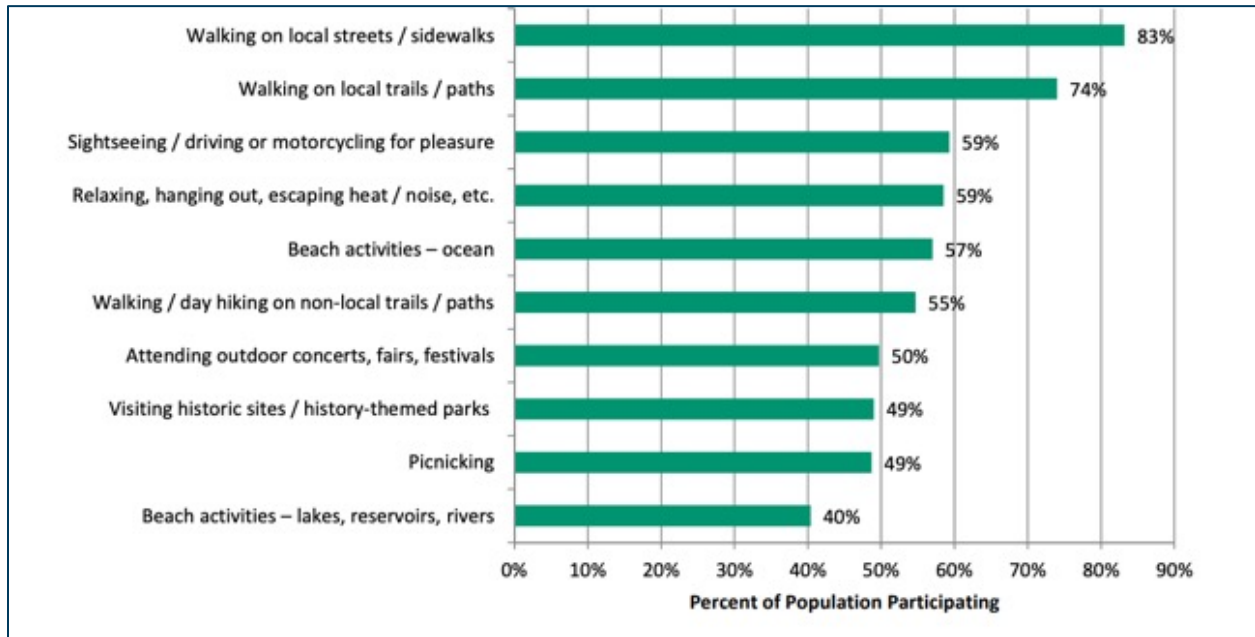
**Figure 12: Adult Participation in Team Sports**



Source: Esri Business Analyst

The Oregon SCORP reflected similar participation trends, as noted in the figure below. Walking on local streets, sidewalks, and trails was the top activity. Following this was sightseeing, relaxing, beach activities, day hiking, and outdoor concerts.

Figure 13: Top 10 Activities for Oregon Residents in 2017



Source: Oregon SCORP

**Table 4: Community Recreation Program Need in Oregon, 2017**

Type of program, class, or event	Do you have a need for this program, class, or event?		If yes, how well is your need being met? – Mean score*	Which programs are most important?			
	% Yes	% No		% 1st Choice	% 2nd Choice	% 3rd Choice	% 4th Choice
Farmer’s market	68.6	31.4	3.83	40.8	16.6	10.3	7.1
Concert	56.3	43.7	3.29	9.9	18.1	14.0	9.1
Outdoor sports	48.5	51.5	3.43	13.8	8.2	9.0	9.4
Outdoor movies	46.2	53.8	2.63	3.2	7.5	9.5	11.9
Water exercise	41.0	59.0	3.00	5.8	6.8	6.5	7.5
Historical tours	40.2	59.8	2.75	2.9	5.6	8.7	8.9
Arts and crafts (ceramic, painting)	39.8	60.2	3.04	4.0	6.9	7.3	7.5
Quiet zone for reading or meditating	38.8	61.2	3.20	4.8	6.5	6.9	7.1
Environmental education	34.9	65.1	2.74	3.1	4.6	5.9	7.4
Yoga	34.4	65.6	3.12	3.0	4.5	4.8	4.5
Game area (e.g., chess, cards)	26.4	73.6	2.58	1.2	2.3	3.3	4.4
Walking club	26.3	73.7	2.73	0.7	1.1	1.2	0.5
Computer education	25.5	74.5	2.77	1.3	2.4	3.4	4.0
Social dancing	24.3	75.7	2.68	1.3	2.5	3.0	4.2
Aerobics	22.8	77.2	3.10	1.1	1.7	1.8	1.7
Tai Chi	20.8	79.2	2.73	1.5	2.2	2.0	2.1
Zumba	18.7	81.3	3.02	1.0	1.6	1.6	1.6
Pilates	18.4	81.6	2.84	0.5	0.8	0.8	1.2

\* 5-point Likert Scale (1= “Not being met” to 5 = “Fully met”)

Source: Oregon SCORP

## ADA Compliance

On July 26, 1990, the federal government officially recognized the needs of people with disabilities through the ADA. This civil rights law expanded rights for activities and services offered by both state and local governmental entities (Title II) and nonprofit/for-profit entities (Title III). Parks and recreation agencies are expected to comply with the legal mandate, which means eliminating physical barriers to provide access to facilities and providing reasonable accommodations in regard to recreational programs through inclusive policies and procedures.<sup>4</sup>

It is a requirement that agencies develop an ADA transition plan, which details how physical and structural barriers will be removed to facilitate access to programs and services. The transition plan also acts as a planning tool for budgeting and accountability.

<sup>4</sup> “Changes Are Coming to ADA – New Regulation Standards Expected for Campgrounds, Parks & Beaches.” [Recmanagement.com, 2012, recreationmanagement.com/feature\\_print.php?fid=201211fe03](https://www.recreationmanagement.com/2012/09/20/changes-are-coming-to-ada-new-regulation-standards-expected-for-campgrounds-parks-beaches/). Accessed 30 Sept. 2021.

## Community Centers

Community centers are public gathering places where people of the community may socialize, participate in recreational or educational activities, obtain information, and seek counseling or support services, among other things.<sup>5</sup> Several studies have found a correlation between the outdoor leisure involvement that community centers provide and a person’s greater environmental concern. The main impact from the addition of these centers is the improvement in community health, social connectivity, and mental well-being.

A national long-term study conducted of over 17,000 teens who frequented recreation facilities found that they were 75% more likely to engage in the highest category of moderate to strenuous physical exercise. Because these activities involve a considerable amount of effort, the benefits have been shown to include “reduced obesity, a diminished risk of disease, an enhanced immune system and most importantly, increased life expectancy.”<sup>6</sup>

Clubs and sports offered by community centers also strengthen social connections and reduce social isolation.<sup>7</sup> Along with an increase in social connectivity brought by community centers comes a sense of satisfaction with a person’s choice of friends and perceived success in life. The evidence strongly suggests that this satisfaction can rise to much higher levels if participation in outdoor recreation begins in childhood. The following infographic demonstrates the potential for community services in offering nontraditional services.

## Outdoor Fitness Trails

A popular trend in urban parks for health, wellness, and fitness activities is to install outdoor fitness equipment along trails. The intent of the outdoor equipment is to provide an accessible form of exercise for all community members, focusing on strength, balance, flexibility, and cardio exercise. These fitness stations—also known as “outdoor gyms”—are generally meant for adults but can be grouped together near a playground or kid-friendly amenity so that adults can exercise and socialize while supervising their children. The fitness equipment can also be dispersed along a nature trail or walking path to provide a unique experience to exercise in nature. Educational and safety signage should be placed next to equipment to guide the user in understanding and utilizing the outdoor gyms.

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5 *Community centers*. County Health Rankings & Roadmaps. (2020, January 21). <https://www.countyhealthrankings.org/take-action-to-improve-health/what-works-for-health/strategies/community-centers>.

6 National Association of Community Health Centers, Inc. (2012, August). Powering Healthier Communities: November 2010 Community Health Centers Address the Social Determinants of Health.

7 *Community centers*. County Health Rankings & Roadmaps. (2020, January 21). <https://www.countyhealthrankings.org/take-action-to-improve-health/what-works-for-health/strategies/community-centers>.

Figure 14: Nontraditional Services Desired in Community Centers



Source: NRPA Park Pulse

## Community and Special Events

Community-wide events and festivals often act as essential place-making activities for residents, economic drivers, and urban brand builders. Chad Kaydo describes the phenomenon in the *Governing Magazine*: “Municipal officials and entrepreneurs see the power of cultural festivals, innovation-focused business conferences and the like as a way to spur short-term tourism while shaping an image of the host city as a cool, dynamic location where companies and community members in modern, creative industries can thrive.”<sup>8</sup> According to the 2020 Event Trends Report by EventBrite, the following trends are expected to impact event planners and community builders in the coming years:<sup>9</sup>

8 Kaydo, Chad. “Cities Create Music, Cultural Festivals to Make Money.” *Governing*, *Governing*, 18 Dec. 2013, [www.governing.com/archive/gov-cities-create-music-festivals.html](http://www.governing.com/archive/gov-cities-create-music-festivals.html). Accessed 30 Sept. 2021.

9 “The 2020 Event Trends Report- Eventbrite.” *Eventbrite US Blog*, 2020, [www.eventbrite.com/blog/academy/2020-event-trends-report/](http://www.eventbrite.com/blog/academy/2020-event-trends-report/). Accessed 30 Sept. 2021.



- **Focus on sustainability:** Zero-waste events are quickly becoming an expectation. Some of the primary ways of prioritizing environmental sustainability include e-tickets, reusable or biodegradable items, offering vegan/vegetarian options, encouraging public transport and carpooling, and working with venues that recycle
- **DEI:** Helping to ensure that the venue is inclusive to not only all abilities by offering ADA facilities, but also welcoming to all races, ethnicities, and backgrounds through signage messaging, and the lineup of speakers. Ways to incorporate a focus on inclusivity include planning for diversity through speakers, talent, and subject matter, enacting a code of conduct that promotes equity, and possibly providing scholarships to attendees
- **Engaging experiences:** Being able to customize and cater the facility to create immersive events that bring together culture, art, music, and elements of a company’s brand will be critical in creating a more authentic experience

## Dog Parks

Dog parks continue to see high popularity and have remained among the top-planned additions to parks and recreational facilities over the past three years. They help build a sense of community and can draw potential new community members and tourists traveling with pets.<sup>10</sup> *Recreation Magazine*<sup>11</sup> suggests that dog parks can represent a relatively low-cost way to provide a popular community amenity. Dog parks can be as simple as a gated area, or more elaborate with “designed-for-dogs” amenities like water fountains, agility equipment, and pet wash stations, to name a few. Even “spraygrounds” are being designed just for dogs. Dog parks are also places for people to meet new friends and enjoy the outdoors.

The best dog parks cater to people with design features for their comfort and pleasure, but also with creative programming.<sup>12</sup> Amenities in an ideal dog park might include the following:

- Benches, shade, and water – for dogs and people
- At least 1 acre of space with adequate drainage
- Double-gated entry
- Ample waste stations well stocked with bags
- Sandy beaches/sand bunker digging areas
- Custom designed splash pads for large and small dogs
- People-pleasing amenities such as walking trails, water fountains, restroom facilities, picnic tables, and dog wash stations

See **Appendix C** for sample dog park siting criteria.

10 Joe Bush, “Tour-Legged-Friendly Parks, *Recreation Management*, February 2, 2016.

11 “State of the Industry Report, Trends in Parks and Recreation,” *Recreation Management*, June 2021.

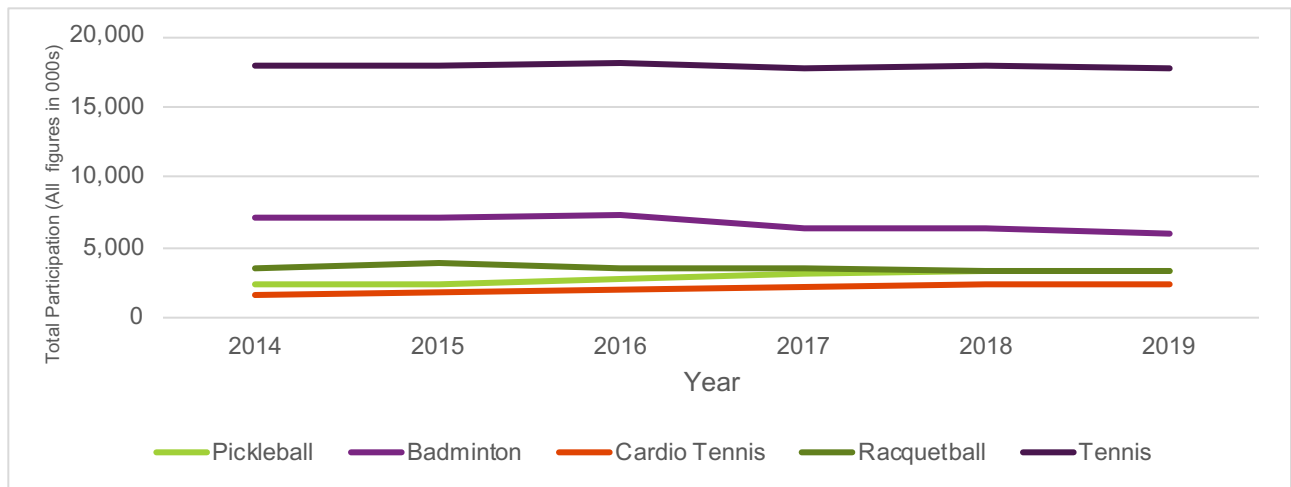
12 Dawn Klingensmith “Gone to the Dogs: Design and Manage an Effective Off-Leash Area”, *Recreation Management*, March 2014. ([http://recmanagement.com/feature\\_print.php?fid=201403fe02](http://recmanagement.com/feature_print.php?fid=201403fe02)).

## Pickleball

Pickleball continues to be a fast-growing sport throughout America. Considered a mix between tennis, ping pong, and badminton, the sport initially grew in popularity with older adults but is now expanding to other age groups. According to the American Council on Exercise (ACE), regular participation in pickleball satisfied daily exercise intensity guidelines for cardio fitness for middle-aged and older adults.<sup>13</sup> The sport can be temporarily played on existing indoor or outdoor tennis courts with removable equipment and taped or painted lining. This lining, if painted on tennis surfaces, may interfere with requirements for competitive tennis programs or tournaments. Agencies will need to look at their community's tennis and pickleball participation to determine the benefits and costs of constructing new pickleball courts versus utilizing existing tennis courts. Best practices regarding pickleball setup and programming can be found on usapa.com, the official website for the United States Pickleball Association.

According to the 2020 Sports and Fitness Industry Association (SFIA) Topline Report, over the past five years, from 2014 to 2019, total participation in pickleball increased 7.1% on average each year. From 2018 to 2019, the sport grew 4.8%. Out of the most common racquet sports, pickleball and cardio tennis are the only sports that have seen positive growth on average over the past five years. Tennis is still the most popular racquet sport by far, although participation growth has slowed over the past five years.<sup>14</sup>

**Figure 15: Racquet Sport Participation From 2014 – 2019**



Source: 2020 SFIA Topline Report

13 Green, Daniel, August 2018. "ACE-Sponsored Research: Can Pickleball Help Middle-aged and Older Adults Get Fit?" American Council on Exercise. Accessed 2020. <https://www.acefitness.org/education-and-resources/professional/certified/august-2018/7053/ace-sponsored-research-can-pickleball-help-middle-aged-and-older-adults-get-fit/>

14 "SFIA Sports, Fitness and Leisure Activities Topline Participation Report" February 2020. Sports & Fitness Industry Association. Accessed 2020.

## Sports Trends

According to the Sports and Fitness Industry Association, high-intensity interval training (HIIT) and cross-training style workouts, or CrossFit, are two of the top trending aerobic activities. CrossFit combines elements of gymnastics, weightlifting, running, rowing, and other sports to create a varied fitness regime.

- With regard to individual sports, off-road triathlons have seen almost 17% average annual growth for the last five years. These races, such as XTERRAs, consist of a competitive combination of swimming, mountain biking, and trail running.
- Pickleball, a paddle sport mixing badminton, tennis, and table tennis, is still trending, gaining an average 8% growth each year. Growing even slightly faster is cardio tennis at 9.1%. Cardio tennis is a fitness program that focuses on combining a full body workout with elements of tennis.
- Engaging non-participants is one of the challenges of parks and recreation agencies. According to the 2018 SFIA report, income has been seen to impact activity rates; households making under \$50,000 are significantly less active than those making more. Data shows that having someone to join first-time users will increase participation more than any other reason.

Figure 16: Sports Trends by Canby Community Members

### Sports Trends

Water Sport	5 Year Avg. Annual Growth
Stand Up Paddling	↑ 20.2%
Kayaking (whitewater)	↑ 6.0%
Recreational Kayaking	↑ 5.2%
Rafting	↓ -1.4%
Water Skiing	↓ -3.8%
Jet Skiing	↓ -5.0%

Team Sport	5 Year Avg. Annual Change
Rugby	↑ 16.5%
Baseball	↑ 10.4%
Swimming on a Team	↑ 10.1%
Fast Pitch Softball	↓ -2.7%
Touch Football	↓ -3.5%
Ultimate Frisbee	↓ -8.7%

Aerobic Activity	5 Year Avg. Annual Change
High Impact Intensity Training (HIIT)	↑ 9.3%
Cross-Training Style Workouts	↑ 6.6%
Row Machine	↑ 5.8%
Stair Climbing Machine	↑ 5.6%
Aquatic Exercise	↑ 5.0%
Tai Chi	↑ 5.0%
Strength Activity	5 Year Avg. Annual Change
Kettleballs	↑ 7.0%
Individual Sports	5 Year Avg. Annual Change
Triathlon (Off-Road)	↑ 17.1%
Martial Arts	↑ 11.2%
MMA for Fitness	↑ 11.1%
Trail Running	↑ 9.6%
Boxing for Competition	↑ 9.5%
Adventure Racing	↑ 7.3%
Boxing for Fitness	↑ 6.2%
Racquet Sports	5 Year Avg. Annual Change
Cardio Tennis	↑ 9.1%
Pickleball	↑ 8.5%

Source: 2018 Sports, Fitness, and Leisure Activities Topline Participation Report, 2012 - 2017

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## Synthetic Turf

Demand for fields has risen with the popularity of youth and adult sports. Synthetic turf can solve many challenges in parks and recreation departments because they can withstand the constant use from players. They require less maintenance and are not easily damaged in wet weather conditions. Synthetic turf requires periodic maintenance, including brushing the turf to stand up the fibers, which allows it to wear better, the addition of infill in high-traffic areas (soccer goals, corner kicks, etc.), and an annual deep cleaning. However, synthetic turf costs significantly more up front, and requires replacement about every 10 years. This can have a large environmental and economic footprint unless the products can be recycled, reused, or composted.

Safety concerns primarily stem from the chemicals found in crumb rubber. For the last 20 years, crumb rubber has been the common choice for fields. It often has a distinct plastic smell, and can leach chemicals, like zinc, into downstream waters. There are also concerns about off-gassing of crumb rubber and the potential health impacts of this material. Fortunately, advances in technology have allowed for new products to be developed without crumb rubber. New innovations have allowed more sustainable and safer synthetic turf to be used by athletes, removing the negative perception. In the future, shock pads may become commonplace—this is the layer under the turf that can absorb an impact and reduce the chance of a concussion. The incorporation of non-rubber infills will continue to grow.

## Trails and Health

A connected system of trails increases the level of physical activity in a community, according to the Trails for Health initiative of the Centers for Disease Control (CDC). Trails can provide a wide variety of opportunities for being physically active, such as walking, running, hiking, rollerblading, wheelchair recreation, bicycling, cross-country skiing and snowshoeing, fishing, hunting, and horseback riding.

The health benefits are equally as high for trails in urban neighborhoods as for those in state or national parks. A trail in the neighborhood, creating a “linear park,” makes it easier for people to incorporate exercise into their daily routines, whether for recreation or non-motorized transportation. Urban trails need to connect people to places they want to go, such as schools, transit centers, businesses, and neighborhoods.

# Section III: Community Input – The Foundation of the Master Planning Process

## A. Outreach Strategy

To fully understand the parks and recreation needs and desires of Canby community members, a series of focus group meetings, interviews with key stakeholders, two public meetings, and a needs analysis survey were completed in 2021. This section summarizes the outreach process and provides background, as well as qualitative and quantitative data collected. The outreach strategy included four elements:

- Focus groups meetings
- Stakeholder interviews
- Public forums
- Statistically valid and open-link surveys

## B. COVID-19 Pandemic

Department leadership and BerryDunn prioritized safety and well-being of all personnel and community members involved in the planning process. The Centers for Disease Control and Prevention and the governor of Oregon’s safety protocols were carefully followed, and as a result, some of the public input was received using BerryDunn’s Mobile Optimized Engagement (M.O.E.) tools, utilizing the Zoom digital platform. The engagement with this planning effort was comprehensive and encouraging.

## C. Focus Group Meetings and Stakeholder Interviews

To gather information pertinent to the comprehensive master plan, the City of Canby leadership and staff, key stakeholders, and community members were interviewed between July 27 and 29, 2021, followed by a public forum on July 29, 2021. The goal of these sessions was to guide the development of the parks and recreation needs assessment survey and collect input on the needs and desires of community members. Participant contacts included:

City of Canby community members attending the public forum	(30)
Stakeholders who included elected city council members, Parks and Recreation Advisory Board leadership, and members of the city’s executive leadership team	(18)
Focus group participants who included community members, sports providers, civic group leadership, educators, and members of Canby’s business community	(38)
City staff	(06)

Parks and recreation priorities and desires were identified and summarized in the PowerPoint presentation used on July 29, 2021. **See Appendix D.**

Comments from the public input process identified focus areas and key issues, priorities, and programs, described below.

### Focus Group Meetings

These meetings were by invitation, and intended to solicit broad-based perspectives. Each meeting was approximately 60 to 90 minutes long and a series of questions were facilitated by BerryDunn to help ensure that adequate input was received from all attendees. In-depth interviews were held with 38 community members. The key partners included leaders of nonprofit groups, sport providers, civic groups, education representatives, teens, and seniors.

### Stakeholder Interviews

Stakeholder interviews were conducted that included elected members of the city council, the city administrator, and the Parks and Recreation Advisory Board. Each meeting included one to three stakeholders. Nine stakeholders were interviewed and, in total, 18 individuals were interviewed.

### City Staff Interviews

Additionally, city staff provided invaluable input for the master plan. During the process, individual members of city departments worked closely with the consultants to develop service assessments included in the plan.

**Table 5: Stakeholder Interview Summary**

Strengths of parks, recreation, trails, and services delivered by the City of Canby?	Areas of potential improvement	What new recreational activities should be offered?
<ul style="list-style-type: none"> <li>• Maple Street Park – splash pad, pickleball courts, softball fields</li> <li>• Wait Park – community gathering space</li> <li>• Staff do an incredible job with limited resources</li> <li>• The variety of spaces and parks for all community members</li> <li>• The parks are very well maintained</li> <li>• The swim center is well maintained</li> </ul>	<ul style="list-style-type: none"> <li>• Sports fields not owned by the Canby School District</li> <li>• A stronger relationship with the Canby School District</li> <li>• A new vision and renovation of Wait Park</li> <li>• Improved maintenance of sports fields; turf fields</li> <li>• There is a need for a more connected trail system</li> <li>• The community needs more opportunities to play</li> </ul>	<ul style="list-style-type: none"> <li>• Summer camps</li> <li>• Community education and enrichment programs</li> <li>• Farmer’s markets</li> <li>• Winter activities</li> <li>• Saturday markets</li> </ul>

New park amenities and/or facilities	The vision for city parks and recreation services	Are there any market segments that are underserved?
<ul style="list-style-type: none"> <li>• A community center</li> <li>• The swim center needs to be renovated</li> <li>• Beach access on the Willamette River</li> <li>• Develop the Ackerman Complex</li> <li>• Turf fields</li> <li>• Need to upgrade the skate park/add shade</li> <li>• Accessible and inclusive play structures</li> <li>• Need to add/replace tennis courts</li> </ul>	<ul style="list-style-type: none"> <li>• A robust adult population attending the adult center</li> <li>• An indoor community center</li> <li>• Allocated funding for park maintenance in line with growth</li> <li>• Great facilities and parks</li> <li>• Community recreation program</li> <li>• Large community events</li> <li>• Improve relationships with the Canby School District</li> </ul>	<ul style="list-style-type: none"> <li>• Dog owners – no dog park in the city</li> <li>• Locust Street Park neighbors feel the park is too small</li> <li>• Youth and teens</li> <li>• The entire community (community education, enrichment, summer camps)</li> <li>• Young families</li> <li>• Active adults – baby boomers and millennials</li> </ul>
Underserved areas in the city	Key partners and stakeholders	Parks and recreation priorities
<ul style="list-style-type: none"> <li>• Auburn Farms off Locust Street – park promised by developer but not built</li> <li>• Maple Street Park neighborhood</li> <li>• 13th and Ivy area</li> <li>• No trails on the west side of town</li> <li>• Southside in general</li> <li>• Higher density areas</li> <li>• Areas along the Willamette River</li> <li>• There are no parks for kids North of Hwy 99</li> </ul>	<ul style="list-style-type: none"> <li>• The Canby School District</li> <li>• The business community in Canby</li> <li>• The Canby Center (food bank, Clothing Closet, summer camps)</li> <li>• Canby Kids</li> </ul>	<ul style="list-style-type: none"> <li>• Community center/sport complex</li> <li>• Master plan Wait Park and Community Park</li> <li>• Year-round athletic fields</li> <li>• Improved relationship with the Canby School District</li> <li>• Outdoor swimming pool</li> <li>• Conversion of parks maintenance and swim center fees to permanent</li> <li>• A formal parks and recreation department</li> <li>• Tournament-quality sports fields</li> <li>• Greater trail connectivity to parks</li> <li>• Complete the Emerald Necklace</li> <li>• Locust Street Park expansion</li> <li>• A dog park</li> <li>• Develop Three Sisters Ranch property next to Willamette Wayside</li> </ul>

Other comments received included:

- Loss of young families because the offerings are limited for kids in Canby
- Provide direction and support for the CAPRD
- The city should provide a community page on the new city website

## D. Public Forums

Two public forums were held to solicit feedback and gather information. A third was held to present the draft findings and receive final feedback on the master plan.

July 29, 2021  
Information Gathering

The first public forum focused on information gathering to learn community members' needs, desires, and priorities for the city. The public forum included an informational presentation that summarized results

from the public engagement process and an interactive question-and-answer session. Thirty community members participated.

### The Information Gathering Public Forum

The public forum held on July 29, 2021 (6:30 – 8 p.m.), was attended by community members who offered the following comments:

- The Logging Trail is an asset.
- Parking around Locust Street Park must be addressed.
- The trees in Wait Park are aging, damaged, and need to be addressed.
- Active adults/baby boomers see the adult center differently.
- Publicly owned sports fields are preferred to school-owned sports fields.
- Traverso Property – the property should be addressed in the master plan.
- Maple Street Park is a model of what parks should be.
- Canby needs to be a walkable community with a complete sidewalk system.
- Complete the Emerald Necklace trail system.
- Park user needs should strike a balance between passive and active recreation.
- Park hosts at Community Park can save the city money.
- Families leave town to recreate because the city does not have a recreation department.

January 18, 2022  
Findings

Findings were presented that included a demographic profile of the city based on U.S. Census ERSI data, results from the statistically valid and open-link surveys, relevant trends, a summary of the public engagement to date, and

the LOS analysis. Twenty-five members of the public attended the virtual meeting. Clarifying questions were asked by members of the public.



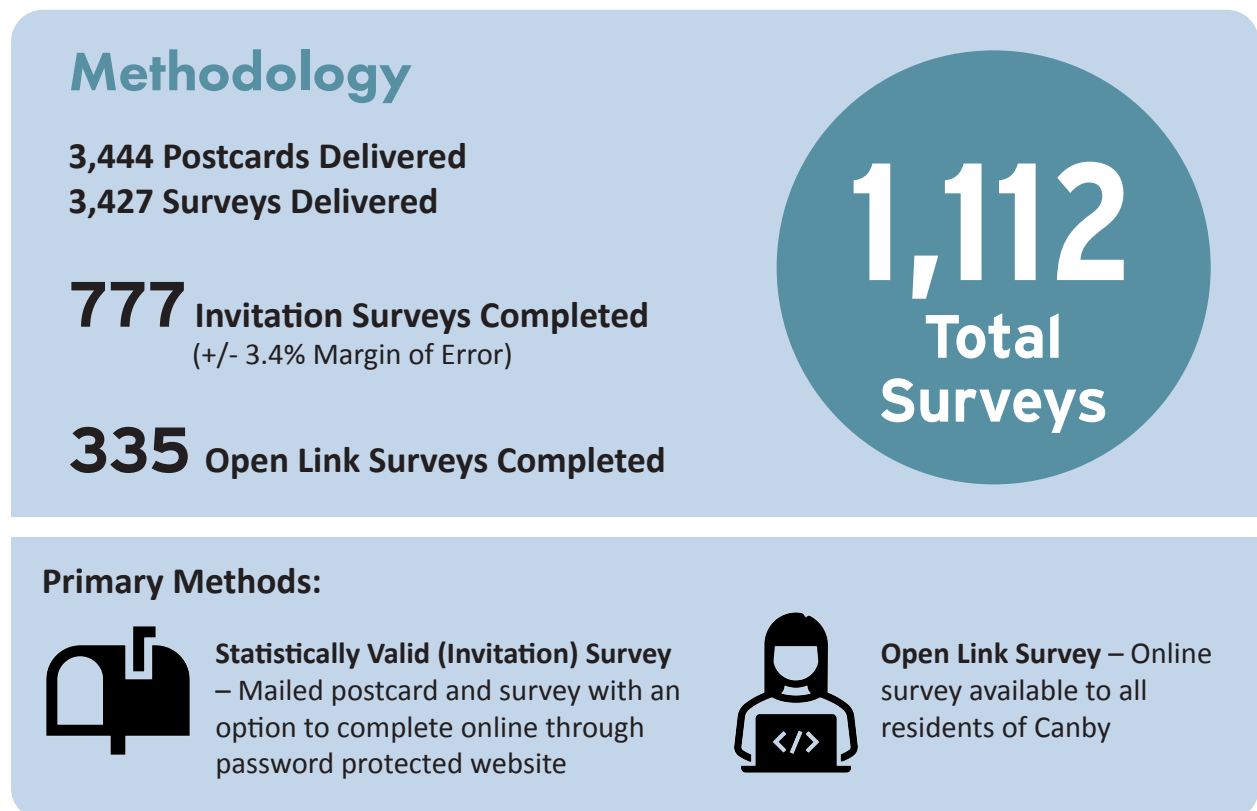
## E. The Needs Assessment Survey

A random invitation survey and an open-link survey were completed between September and November 2021. The survey focused on usage of parks and recreation programs, satisfaction, priorities, financing options, and communication. The survey was forward looking—examining future facilities, amenities, and program opportunities for improvement. Questions were formulated based in part on the community engagement process for the master plan.

RRC Associates designed the random invitation survey based on information gathered from the stakeholder and staff interviews, focus group meetings, and the first public forum. The survey was mailed to a randomly selected group of 3,444 Canby households that had the option of completing the survey by hand or online using a unique passcode. In addition to providing statistically valid responses, the random invitation survey also served to capture opinions of community members who may not have utilized parks or department programs in the past. Approximately three weeks later, an open-link survey was introduced, allowing all community members to complete the survey online. The public engagement process and results from the survey identified key areas of focus and recommendations to provide the city with a better understanding of the community’s future needs and priorities.

Results from the two surveys were reviewed and found to have very similar responses. Both the random invitation and the open-link survey results are reported separately and collectively in the master plan.

Figure 17: The Needs Assessment Survey



Results from the survey are referenced throughout the master plan. For more detailed information, please see **Appendix E: Canby Comprehensive Parks and Recreation Master Plan Survey Report** and community member comments, December 2021.

Respondents were 91% white, slightly overrepresenting the 78% of Canby’s white population. Responses were weighed to help ensure the opinions of the 21% of the Hispanic/Latino population were appropriately represented by the 15% of survey respondents who reported they were of Hispanic or Latino background. Community members who participated in the survey were entered into a community raffle.

**Figure 18: Ethnicity & Race by Canby Community Members**

## Ethnicity & Race

Respondent ethnicity and race.

**Q: Are you of Hispanic, Latino, or Spanish origin? by "Source"**

	Overall	Invite	Open Link
Yes	15%	18%	7%
No	85%	82%	93%
n=	947	705	242

**Q: What race do you consider yourself to be? (Check all that apply) by "Source"**

	Overall	Invite	Open Link
White	91%	90%	94%
Some other race	7%	7%	4%
Asian	4%	5%	1%
American Indian and Alaska Native	4%	5%	1%
Black or African American	2%	2%	0%
Native Hawaiian and Other Pacific Islander	1%	1%	1%
n=	934	703	231

## Key Findings

After reviewing all data received through the survey, the consultant team summarized key findings, which are in **Figure 19** and **Figure 20**. These findings present a quick overview of the survey results.

Figure 19: Key Findings From the Needs Assessment Survey

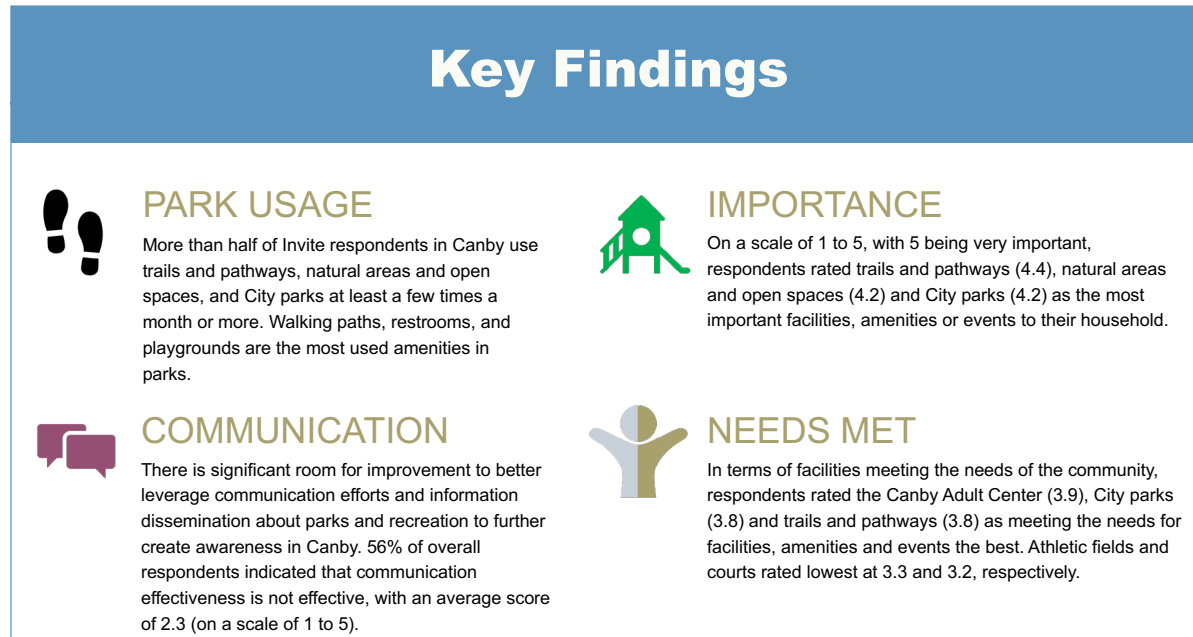
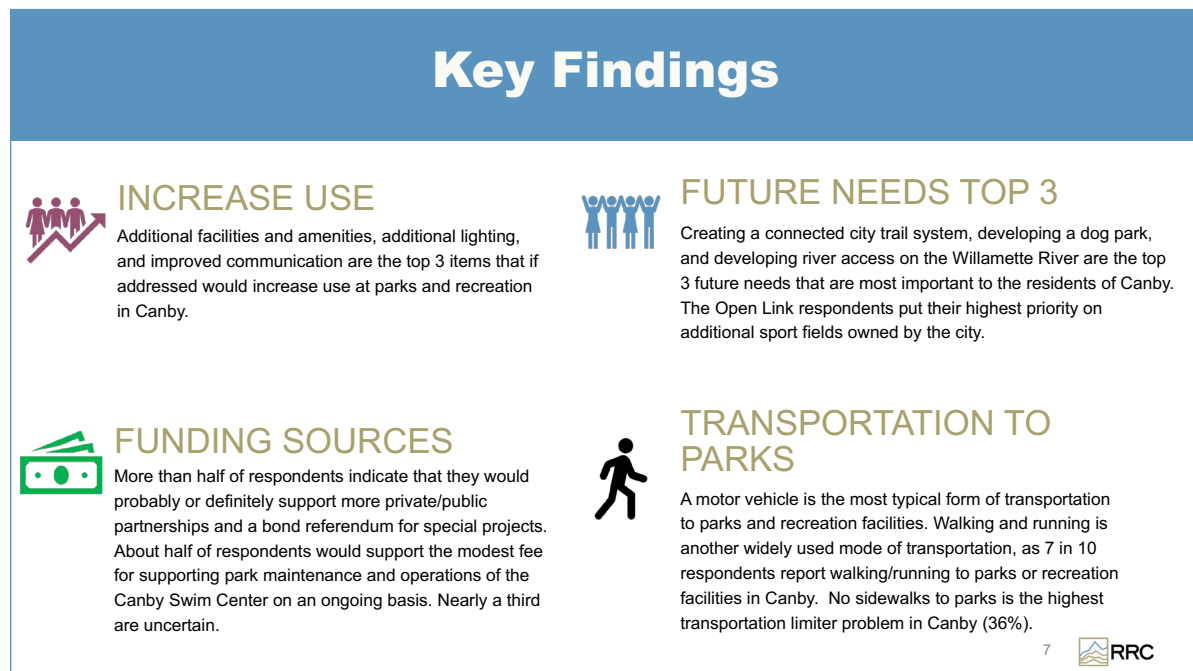


Figure 20: Key Findings From the Needs Assessment Survey



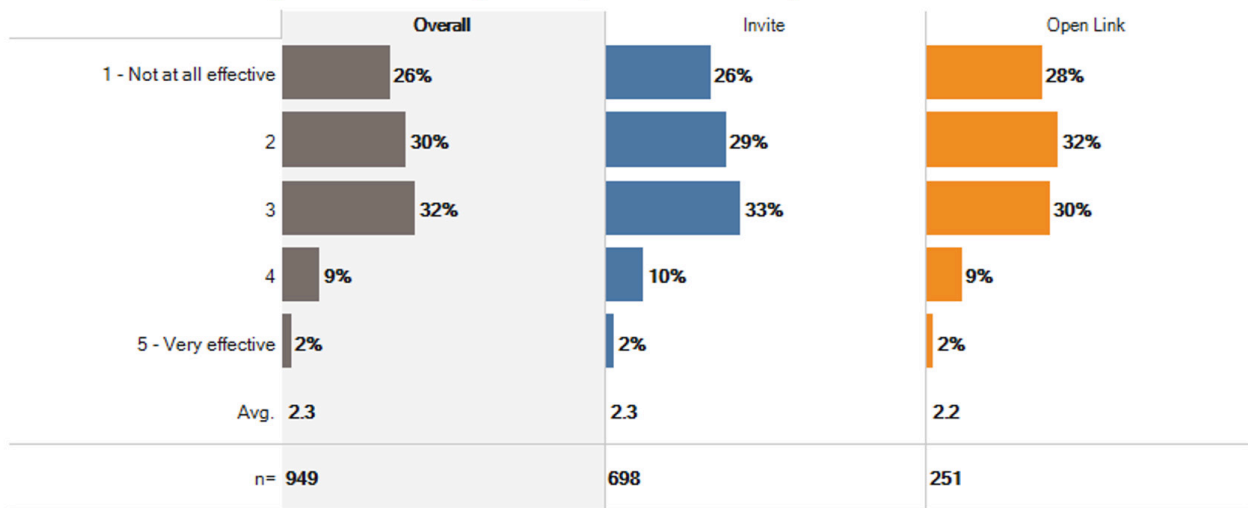
Other select findings from the survey are listed below and were integrated into the development of recommendations and actions for the master plan.

## Communication Effectiveness

Overall, 56% of survey respondents rated communication about parks and recreation as not effective. There is significant room for improvement to better leverage communication efforts and information dissemination about parks and recreation to further create awareness.

**Figure 21: Communication Effectiveness with Canby Community Member**

**Q: How well does the City communicate with you about parks & recreation? by "Source"**

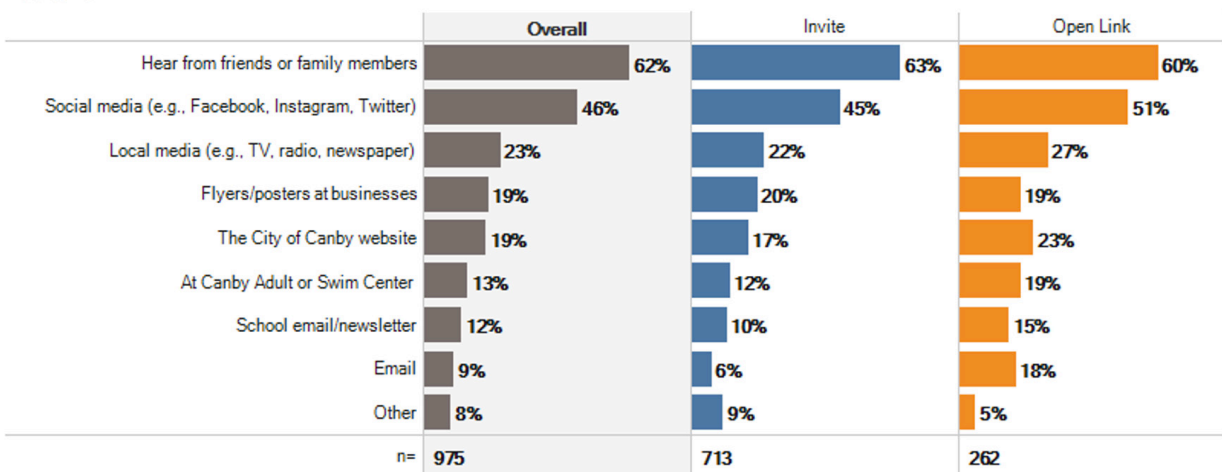


## Communication Methods

Word of mouth is how residents of Canby are currently receiving information about parks and recreation opportunities the most, followed by social media and local media. However, the preferred methods of communication are email, social media, and the city's website. See *Figures 21* and *22*.

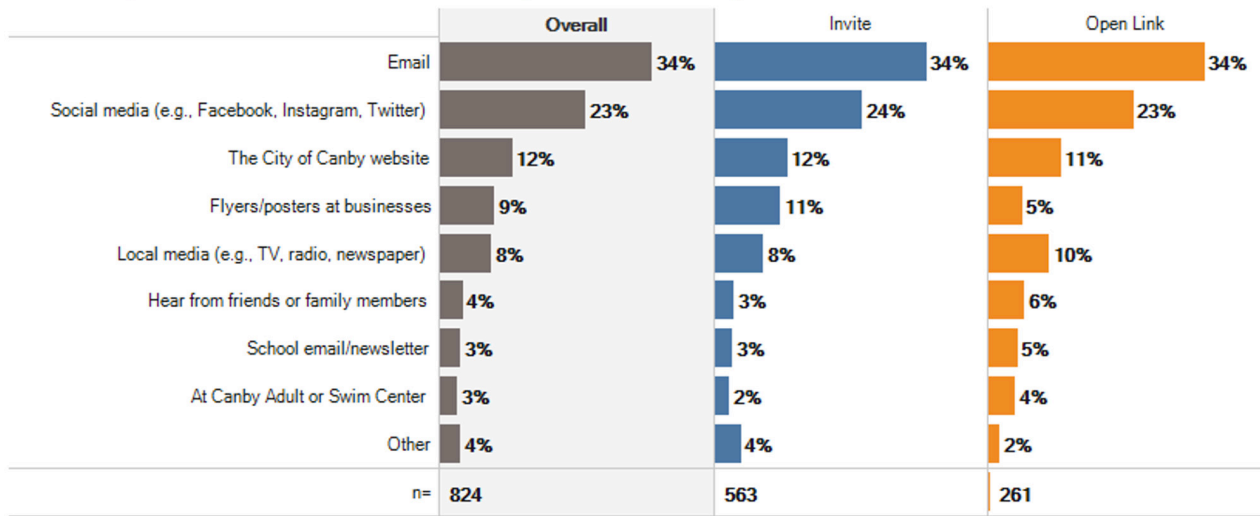
**Figure 22: Current Methods of Receiving Information by Canby Community Members**

**Q: How do you currently receive information on parks, facilities, and services offered by the City of Canby? (Check all that apply) by "Source"**



**Figure 23: Preferred Methods of Receiving Information by Canby Community Members**

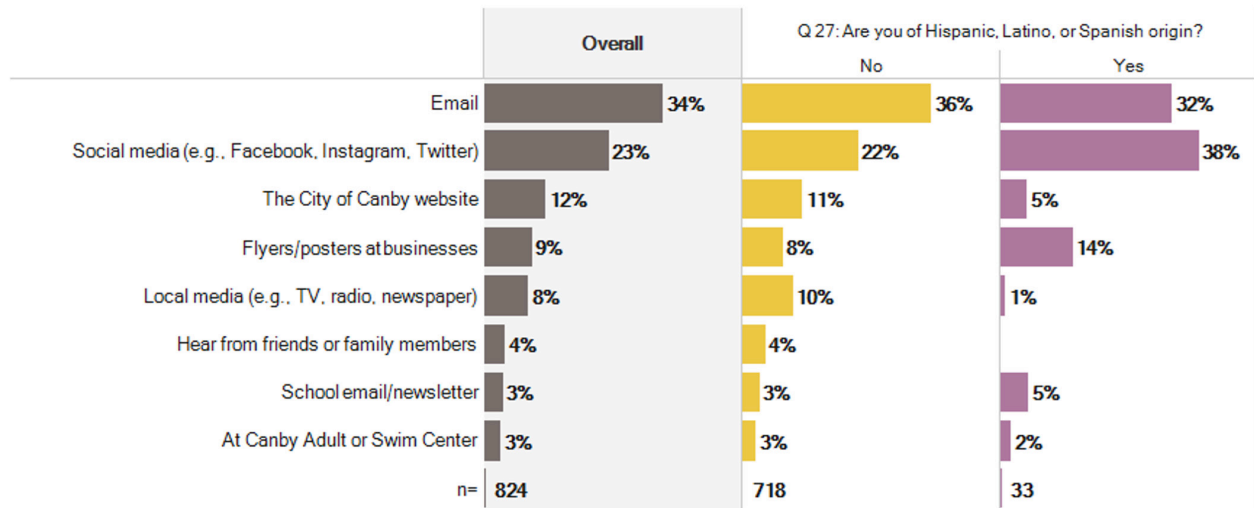
**Q: How do you want to receive information about parks & recreation? by "Source"**



While Canby Hispanic and Latino community members share the same communication preferences as the rest of the community, (email, social media, and the city’s webpage), they were much more interested in receiving information via social media (38% compared to 22%) and much less likely to be reached via the city’s website (5% compared to 11%).

**Figure 24: Preferred Methods of Receiving Information by Hispanic and Latino Canby Community Members**

**Q 14: How do you want to receive information about parks & recreation? by "Ethnicity"**



## Importance of Parks and Recreation Opportunities to Canby Community Members

Trails and pathways, natural areas, open spaces, and city parks were the most important opportunities reported by the community. *See Figure 25.* Survey respondents consistently suggested that creating a connected trail system, improving or enhancing maintenance of existing parks, acquiring land for new parks, and creating better access to the Willamette River were important ways of increasing use of the parks and recreation system. *See Figure 26.*

**Figure 25: Importance of Parks and Recreation Opportunities to Canby Residents**

Q: How important are the following facilities, amenities and events to you or members of your home? by "Ethnicity"

	Overall		Q 27: Are you of Hispanic, Latino, or Spanish origin?		5 - Very important 4 3 2 1 - Not at all important	
	n	Score	No	Yes		
Trails and pathways (e.g., Logging Road Trail)	n=1,040	4.4	n=876	4.4	n=43	4.4
Natural areas and open spaces	n=1,044	4.2	n=879	4.2	n=43	4.5
City parks (e.g., Maple Street Park, Skate Park)	n=1,032	4.2	n=872	4.2	n=42	4.4
Amenities at city parks	n=1,020	4.1	n=857	4.0	n=43	4.3
Molalla River State Park	n=1,033	4.0	n=870	4.0	n=43	4.3
Athletic fields (e.g., baseball, soccer)	n=1,001	3.4	n=844	3.4	n=41	3.6
Special events	n=999	3.4	n=842	3.3	n=42	3.6
Canby Swim Center	n=1,023	3.4	n=863	3.4	n=42	3.4
Athletic courts (e.g., basketball, tennis)	n=1,006	3.3	n=847	3.3	n=43	3.6
Canby Adult Center	n=1,008	2.8	n=852	2.7	n=41	2.7

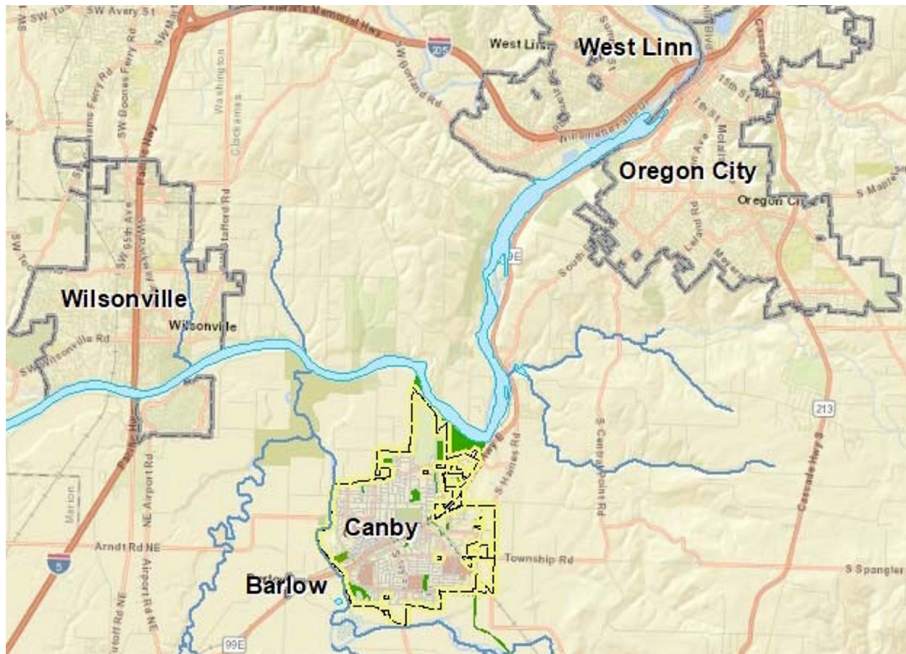
**Figure 26: Improvement Areas of Parks and Recreation Opportunities**

Q: What would you or members of your home like to see improved in the City of Canby over the next 5 to 10 years? by "Source"

	Overall		Invite		Open Link		5 - Very important 4 3 2 1 - Not at all important
	n	Score	n	Score	n	Score	
Creating a connected city trail system	n=889	3.9	n=649	3.9	n=240	3.7	
Better maintenance of existing parks & recreation facilities	n=823	3.8	n=590	3.8	n=233	3.9	
Acquiring land for new parks	n=853	3.7	n=619	3.7	n=234	3.9	
Developing river access on the Willamette River	n=884	3.7	n=647	3.7	n=237	3.7	
Renovating/upgrading Community Park	n=846	3.6	n=613	3.6	n=233	3.6	
Updating the Swim Center	n=828	3.5	n=601	3.5	n=227	3.5	
Providing community recreational programs	n=855	3.5	n=618	3.5	n=237	3.6	
Developing a new recreation center	n=850	3.5	n=614	3.5	n=236	3.6	
Renovating/upgrading Wait Park	n=858	3.5	n=625	3.5	n=233	3.3	
More recreation amenities at existing parks	n=848	3.4	n=612	3.4	n=236	3.5	
Developing accessible and inclusive play structures	n=827	3.4	n=597	3.4	n=230	3.3	
Developing a dog park	n=876	3.4	n=638	3.5	n=238	3.0	
Providing education and enrichment classes	n=862	3.3	n=628	3.3	n=234	3.2	
Additional sport fields owned by the city	n=801	3.3	n=570	3.1	n=231	3.8	
Providing special events	n=850	3.2	n=628	3.3	n=222	3.2	
Updating the Adult Center	n=779	3.1	n=571	3.0	n=208	3.1	
Developing an outdoor pool	n=833	2.9	n=612	2.9	n=221	2.7	
Developing outdoor, artificial turf fields	n=822	2.8	n=592	2.6	n=230	3.2	

# Section IV: Parks and Facilities Inventory and Assessment

Figure 27: Canby and Surrounding Area



Canby has 23 developed parks/facilities with 70 components and some park spaces that are undeveloped or partially developed. The city offers two indoor facilities—the Canby Adult Center and the Canby Swim Center. Observations based on visits to each park or facility include the following:

- Lack of consistent signage across the system for park ID signs, trails, and bike systems although the city has made improvements to park signs in the past few years
- The system lacks a dog park
- The city relies on schools to supplement sports fields and courts
- Canby has some options for a future sports complex
- The city may benefit from consistent standards for benches, shelters, etc.
- There is a need to create an ADA self-evaluation and transition plan to help maintain accessibility within parks
- There is a need for a playground replacement schedule
- The city should help ensure new development is providing walkable access to a neighborhood park



---

In addition, there are 22 alternative provider parks and facilities that include another 74 components. These include HOAs, schools, state, and county parks within or adjacent to Canby.

Canby's parks and properties are well distributed across the city. Development or improvements to the undeveloped properties would greatly increase service across the city.

## Evaluating LOS

A standard approach to evaluate park opportunities is using a methodology called Level of Service (LOS), which measures how a system provides community members access to parks, open spaces, trails, and facilities. Determining the LOS delivered by parks in a community requires a thorough inventory of what is available and accessible to community members. While some communities look primarily at acres per population, the consultant team used the Geo-Referenced Amenities Standards Process® (GRASP®)-IT audit tool to record and evaluate all aspects of a park, not just the acreage.

GRASP® utilizes Geographic Information System (GIS) data to offer new ways to measure LOS and display the value of components in parks, trails, open space, facilities, programs, and other amenities.

## A. Inventory – Canby's System of Parks

In August 2021, the consultant team used the GRASP®-IT audit tool (more detail found in **Appendix F**) in each park and facility. This tool was used to count and score the function and quality of:

Components – Major features of a park such as playgrounds, tennis courts, or picnic shelters  
Modifiers – Amenities in a park that enhance comfort and convenience such as shade, drinking fountains, or restrooms

Evaluators assigned a quality value using a scale of 0 (below expectations) – 3 (exceeds expectations) for each component and modifier for all parks throughout the city. This system allows the comparison of sites and analysis of the overall LOS provided by the city. This assessment is significantly more detailed and is a more accurate way of determining if a community has enough parks and if those parks can deliver a quality user experience.



**Figure 28: Example of Community River Park Scorecard and GIS Inventory**  
See the Inventory Atlas, a Supplemental Document to the Master Plan.

Community River Park					
<b>Initial Inventory Date:</b> 8/6/2021		<b>Approximate Park Acreage:</b> 29.3			
<b>43.2</b> Total Neighborhood GRASP® Score	<b>43.2</b> Total Community GRASP® Score	<b>Owner:</b> Canby			
Drinking Fountains	2	Shade	2	<b>Design and Ambiance</b> <b>2</b>	
Seating	2	Trail Connection	1		
BBQ Grills	2	Park Access	2		
Dog Pick-Up Station	0	Parking	2		
Security Lighting	0	Seasonal Plantings	0		
Bike Parking	2	Ornamental Plantings	2		
Restrooms	1	Picnic Tables	2		
<b>General Comments</b>					
Large natural park with river access. Lacks irrigation and paths Has older components, aged restroom					
<b>Components with Score</b>					
MAPID	Component	Quantity	Neighborhood Score	Community Score	Comments
L02	PARCEL	1	2	2	
C062	Shelter, Large	1	2	2	
C061	Event Space	1	1	1	Small outdoor classroom. Limited capacity
C060	Water Access, Developed	1	2	2	Boat ramp
C059	Other	1	2	2	Gaga ball
C010	Natural Area	1	2	2	
C009	Water Access, General	1	2	2	River and ponds
C008	Playground, Local	1	1	1	Older, metal, aged
C007	Diamond Field, Practice	1	1	1	Poor condition
C006	Open Turf	1	1	1	Lacking irrigation
C005	Water, Open	1	2	2	River and ponds

Team members created a scorecard and GIS Inventory Map for each park in Canby. The Inventory Atlas provided as a supplemental document to the master plan includes all parks and facilities.

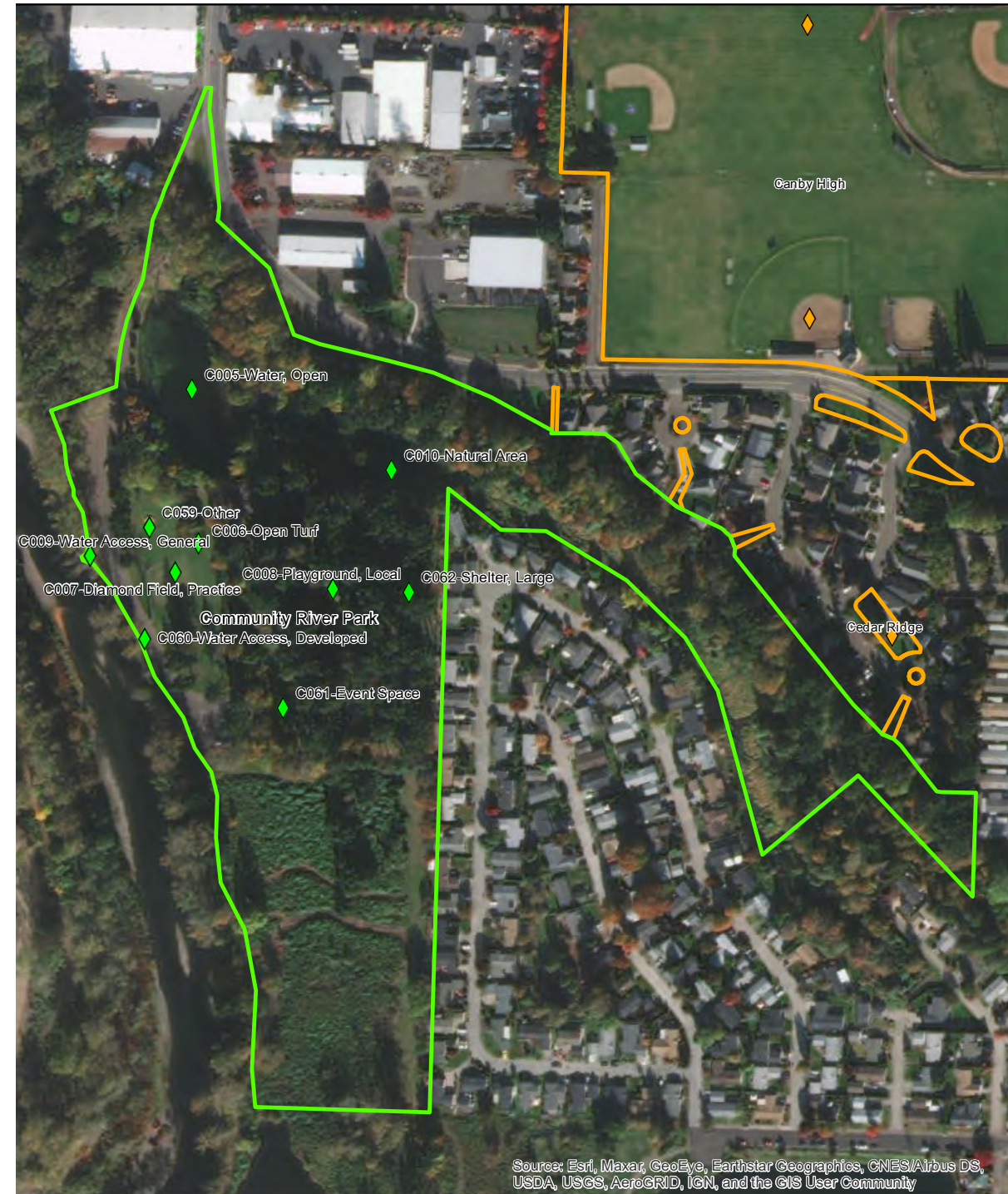
**Park Summary**

Canby has 23 developed parks/facilities with 70 components. In addition, 22 alternative provider parks and facilities were visited and mapped, including another 74 components. *Table 5* shows the type and quantity of components located within each park.

**Community River Park**



- ◆ Components
- ◇ AltPro Components
- Locations
- AltPro Locations
- + Indoor Facilities
- CanbyTrails



Source: Esri, Maxar, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

Current Canby parks range from 0.2 acres at Triangle Park to 22 acres at Community River Park. Maple Street Park, Community River Park, and Legacy Park offer the greatest recreation opportunities.

Several properties, such as Transit and Triangle, offer public access but limited recreation opportunities. Large parcels such as 98 acres at Traverso, Willamette Wayside Natural Area (89 acres), Three Sisters Ranch Property (territorial in the table below) (37), and others have limited components and public access.

**Table 6: Summary of Parks/Outdoor Locations and Their Components**

LOCATION	Acres	Aquatics, Spray Pad	Basketball Court	Concessions	Diamond Field	Diamond Field, Practice	Disc Golf	Educational Experience	Event Space	Loop Walk	Natural Area	Open Turf	Passive Node	Pickleball Court	Playground, Local	Public Art	Rectangular Field, Large	Shelter, Large	Shelter, Small	Skate Park	Trail Access Point	Trailhead	Water Access, Developed	Water Access, General	Water, Open	Total Components	Component Diversity
Arneson Garden	1.9							1		1	1								1							3	100%
Art Park	0.2											1							1							2	100%
Community River Park	22					1			1		1	1			1			1				1	1	1	1	9	100%
Dodds	2.3	Undeveloped																								0	
Eco Park	24										1										1	1				3	100%
Faist Park	0.3											1														1	100%
Fish Eddy Landing	1.7	Undeveloped																								0	
Legacy Park	6			1						1		1	1		2		1	1								8	88%
Locust Street Park	0.9		1									1			1				2							5	80%
Logging Road Trail	16																				7					7	14%
Maple Street Park	9	1	2	1	2					1		1		1	2			2	1							14	71%
Nineteenth Avenue Loop Natural Area	1.8										1															1	100%
Northwood Park	1.5											1			1				1							3	100%
Redwood Landing	5										1															1	100%
Skate Park	0.4																			1						1	100%
Three Sisters Ranch Property	37	Undeveloped																								0	
Timber Park	1.2											1														1	100%
Transit	0.5																		1							1	100%
Traverso	98	Undeveloped																								0	
Triangle Park	0.2															1										1	100%
Wait Park	1.7												1		2	1		1								5	80%
Willamette Wayside Natural Area	89						1				1												1			3	100%
Willow Creek Park	6										1	1														2	100%
<b>System Total</b>	<b>328</b>	<b>1</b>	<b>3</b>	<b>2</b>	<b>2</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>3</b>	<b>7</b>	<b>9</b>	<b>2</b>	<b>1</b>	<b>9</b>	<b>2</b>	<b>1</b>	<b>5</b>	<b>6</b>	<b>1</b>	<b>8</b>	<b>1</b>	<b>1</b>	<b>2</b>	<b>1</b>	<b>71</b>	

## Indoor Facilities

Indoor facilities include the adult center and the swim center, and both are centrally located within Canby. Recreation spaces are summarized in the table below.

**Table 7: Indoor Facility Inventory**

Location / Facility	Aquatics, Lap Pool	Kitchen - Commercial	Multi-Purpose Room	Patio/Outdoor Seating	Shelter, Small
Canby Adult Center		1	6	1	
Canby Swim Center	1				1

## B. Assessing Parks Based on a Target LOS

To assess the overall and potential user experience, the presence of three components and access to a trail system was established as a target LOS. The evaluation is based in part on how well each park meets the target.

In terms of walkable access, almost three fourths of the city's land area has service that exceeds the target value. Low-scoring areas (22%) have access to some recreation, but not the target level. Less than 10% of the city's land is without access to recreation opportunities within a 10-minute walk. Combining LOS with census data, the analysis indicates that parks are generally well placed and capture a higher population than land area. Canby is well positioned, with 99% of residents in walking distance to some outdoor recreation opportunities, including 87% within a target score area. While the percentage of underserved residents is low, there are several opportunities to increase these percentages by addressing low-scoring properties. Analysis shows nearly 100% of residents have access to target service levels within 1 mile.

## C. Assessment and Analysis – How Is the City Doing?

### Park Scoring

In addition to locating components, the assessment includes quality, function, condition, and modifiers. Cumulative scores reflect the number and quality of these components and the availability of modifiers such as restrooms, drinking fountains, seating, parking, and shade. Higher scores reflect more and better recreation opportunities than lower scores. There is no ultimate or perfect score. The scores illustrate how the parks and components serve residents and users reasonably. Properties at the bottom of the list have limited public access to current development.

Table 8: Park Scores

Park / Location	GRASP® Score
Maple Street Park	67.2
Community River Park	43.2
Legacy Park	38.4
Logging Road Trail	35.2
Locust Street Park	33.6
Wait Park	28.8
Arneson Garden	19.2
Eco Park	19.2
Northwood Park	19.2
Art Park	13.2
Timber Park	9.6
Transit	9.6
Willamette Wayside Natural Area	7.7
Willow Creek Park	5.5
Nineteenth Avenue Loop Natural Area	4.4
Redwood Landing	4.4
Skate Park	4.4
Triangle park	4.4
Faist Park	3.3
Dodds	2.2
Fish Eddy Landing	2.2
Territorial	2.2
Traverso	2.2

## What is Level of Service and why do we use it?

Level of Service (LOS) measures how a system provides residents access to parks, open spaces, trails, and facilities. It indicates the ability of people to connect with the outdoors and nature and pursue active lifestyles with implications for health and wellness, the local economy, and quality of life. LOS for a park and recreation system tends to mirror community values, reflective of peoples' connection to their communities. It is also useful in benchmarking current conditions and directing future planning efforts. The service offered by a park or a component is a function of two main variables: what is available at a specific location and how easy it is for a user to get to it.

## What is GRASP?

Geo-Referenced Amenities Standards Process<sup>®</sup> (GRASP<sup>®</sup>) has been applied by GreenPlay in many communities across the country as a measure of LOS. With GRASP<sup>®</sup>, information from the inventory combined with Geographic Information Systems (GIS) software produces analytic maps and data, called Perspectives that show the distribution and quality of these services.

## What do Perspectives do for us?

Perspectives can take the form of maps showing the LOS of a particular type of service, or other analyses incorporating statistics, diagrams, tables, and charts that provide benchmarks or insights

useful in determining community success in delivering services. The inventory performed with the GRASP<sup>®</sup>-IT tool provides details of what is available at any given location, and GIS analysis measures user access. People use various ways of reaching a recreation destination: on foot, on a bike, in a car, via public transportation, or some combination of those methods. In GRASP<sup>®</sup> Perspectives, there are two distinct types of service areas for examining the park system to account for this variability:

1. **Neighborhood Access Perspective** – uses a travel distance of 1 mile to each component. It is intended to account for users traveling from home or elsewhere to a park or facility most likely by way of a bike, bus, or automobile.
2. **Walkable Access Perspective** – uses a travel distance of ½ mile, a suitable distance for a 10-minute walk.

For each Perspective, combining the service area for each component and the assigned GRASP<sup>®</sup> score into one overlay creates a shaded "heat" map representing the cumulative value of all components. This allows the LOS to be measured for any resident/user or location within the study area. The deeper the shade of orange, the higher the LOS. Further discussion on Perspectives and other GRASP<sup>®</sup> terminology is found in the Appendix.

Notes:

1. Proximity relates to access. A component within a specified distance of a given location is considered "accessible." "Access" in this analysis does not refer to access as defined in the Americans with Disabilities Act (ADA).
2. Walkable access is affected by barriers, obstacles to free and comfortable foot travel. The analysis accounts for these.
3. The LOS value at a particular location is the cumulative value of all components accessible to that location.

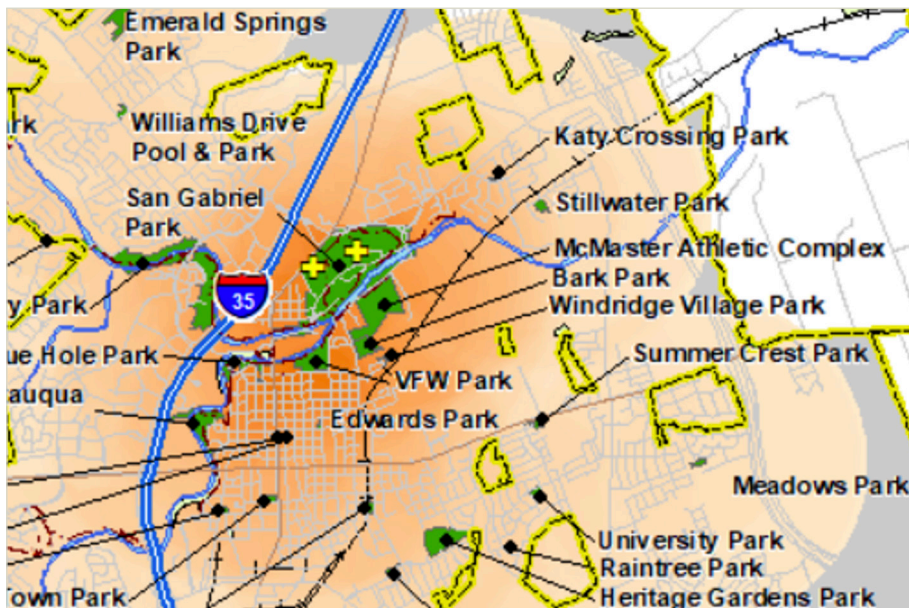
Figure 29: Example of a GRASP<sup>®</sup> LOS Perspectives Heat Map





# Section V

## Canby Parks and Facilities LOS



### Walkable Access To Recreation Pedestrian Barriers

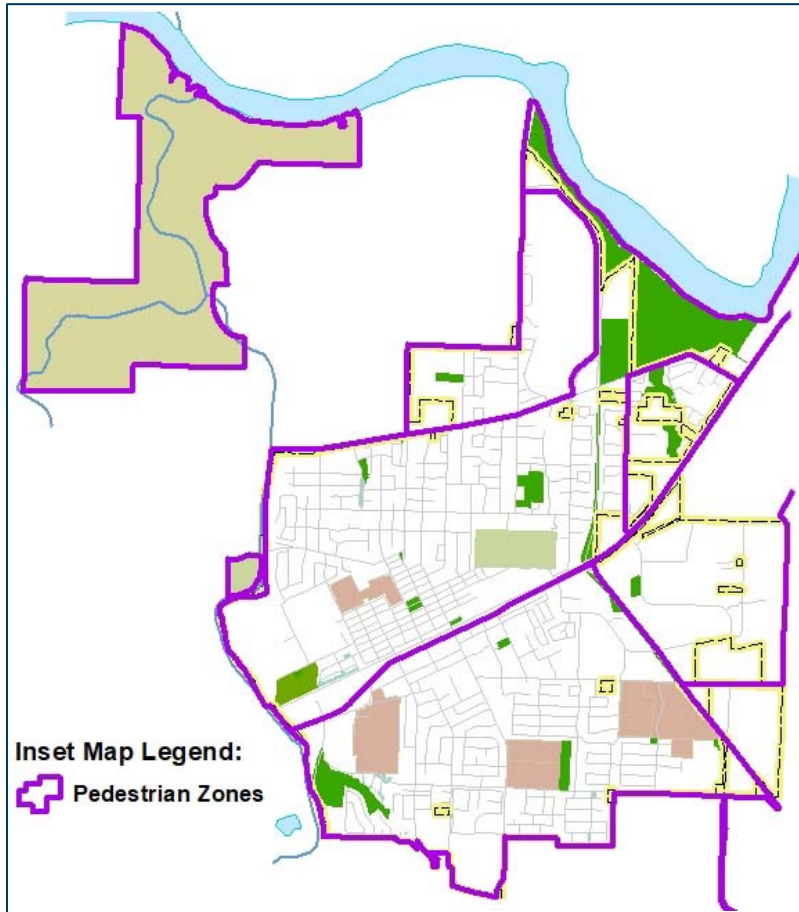
Pedestrian barriers such as major streets, highways, railroads, and rivers significantly impact walkable access in Canby. Zones created by identified barriers, displayed as dark purple lines, serve as discrete areas accessible without crossing a major street or another obstacle. Green and tan parcels represent parks, while red/brown parcels symbolize schools.

Walkability is a measure of how user friendly an area is to people travelling on foot and benefits a community in many ways related to public health, social equity, and the local economy. Many factors influence walkability, including the quality of foot-paths, sidewalks or other pedestrian rights-of-way, traffic and road conditions, land use patterns, and public safety considerations, among others.

Walkability analysis measures access to recreation by walking. One-half mile catchment radii have been placed around each component and shaded according to the GRASP® score. Scores are adjusted to reflect the added value of walkable proximity, allowing direct comparisons between neighborhood access and walkable access.

Environmental barriers can limit walkability. The LOS in the walkability analysis has been "cut-off" by identified barriers where applicable.

**Figure 30: Walkability Barriers**

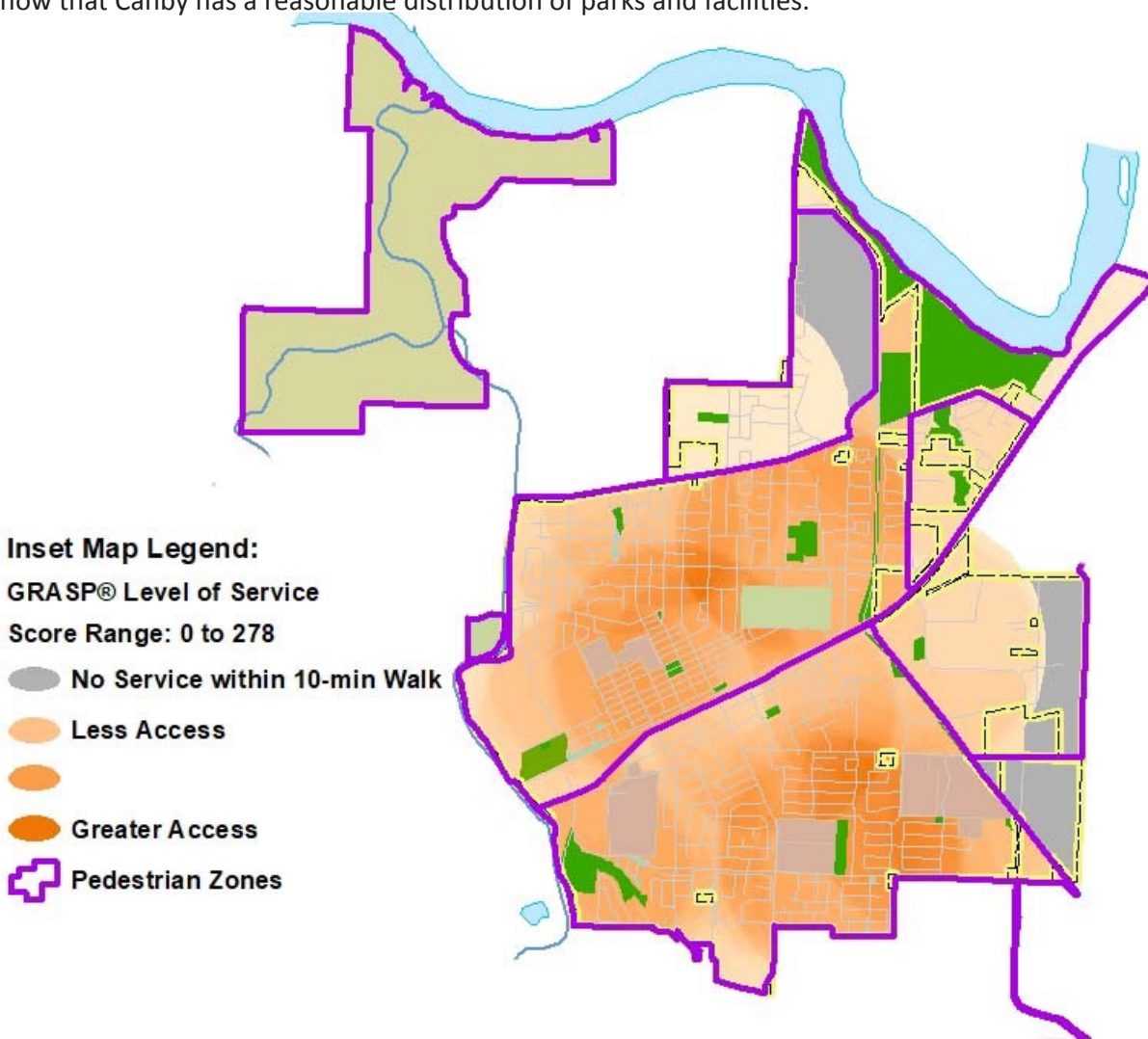


These barriers "cut-off" service areas where applicable. The purple boundaries represent pedestrian barriers.

The analysis shows the LOS available across Canby, based on a 10-minute walk. The images' darker gradient areas indicate higher-quality recreation assets available based on a half-mile service area.



Gray areas fall outside of a 10-minute walk to recreation opportunities. In general, these images show that Canby has a reasonable distribution of parks and facilities.



**Inset Map Legend:**  
**GRASP® Level of Service**  
**Score Range: 0 to 278**  
 ● No Service within 10-min Walk  
 ● Less Access  
 ● Greater Access  
 □ Pedestrian Zones



The figure (left) shows the high-value area. The red star indicates the maximum GRASP® value area score of (278) in the image above. Aerial photography suggests this is a highly residential neighborhood where users can access 26 components at six Canby parks and 9 components at four alternative provider sites within this area.

The ability to show where service and access are adequate or inadequate is an advantage of GIS analysis. First, an appropriate

LOS for Canby residents is determined. A review of the scores suggests that a reasonable target is three to four components and access to a significant trail corridor or six elements where trail access is more limited. In this case, the target value would be comparable to Northwood Park and the Logging Road Trail. Parks such as Legacy Park, Community River Park, and Maple Street Park can reach this target without trail access. The diversity within these parks represents the critical finding that parks vary greatly, yet score similarly in the GRASP® system, and are shown in the following table.

**Table 9: Target Park Calculation**

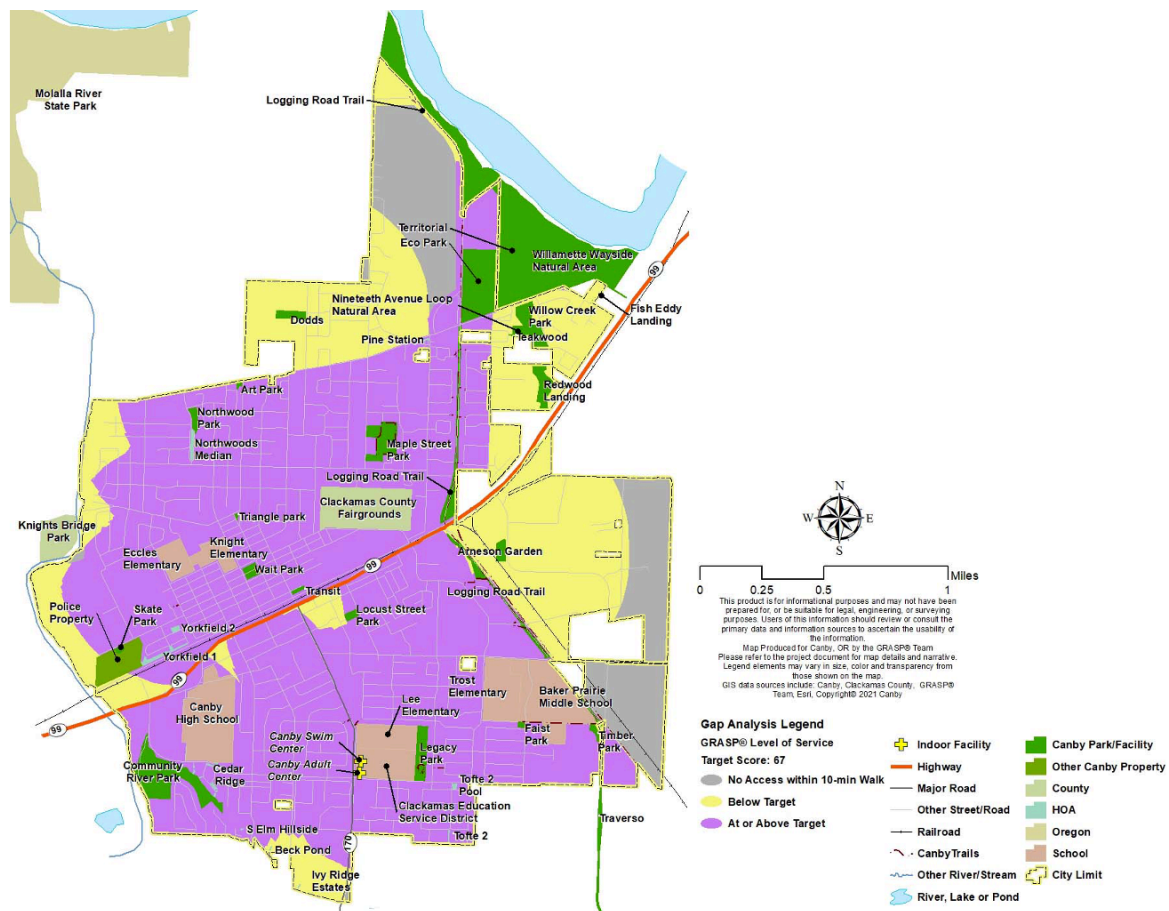
Park / Facility	Acres	Educational Experience	Loop Walk	Natural Area	Open Turf	Playground, Local	Shelter, Small	Trail Access Point	Trailhead	Total Components	Component Diversity
Arneson Garden	1.9	1	1	1						3	100%
Eco Park	24			1				1	1	3	100%
Northwood Park	1.5				1	1	1			3	100%



## Walkability Gap Analysis

These parks and their components will likely attract users from a walkable distance. The following map brackets GRASP® values to areas that meet this target score or are below the target score. Purple areas indicate where walkable LOS values meet or exceed the target in the following figure. Areas shown in yellow on the map can be considered areas of opportunity. These areas are currently available land and assets, but do not provide the target value. Improving the LOS value in such areas may be possible by enhancing the quantity and quality of features in existing parks without acquiring new lands or developing new parks. Another option might be to address pedestrian barriers in the immediate area.

Figure 31: GRASP® Walkable Gap Analysis



In this analysis, only almost three fourths of the city’s land area has LOS that exceeds the target value shown in purple. Yellow regions (22%) have access to some recreation, but not at the target level. Less than 10% (gray) is without access to recreation opportunities within a 10-minute walk. The picture is even more favorable when considering where people live in Canby.

The following chart displays the LOS based on where people live. Combining LOS with census data, the analysis indicates that parks are generally well placed and capture a higher population than land area. Canby is well positioned, with 99% of residents in walking distance to some outdoor recreation opportunities, including 87% within a target score area. While the percentage of underserved residents is low, there are several opportunities to increase these percentages by addressing low-scoring properties.

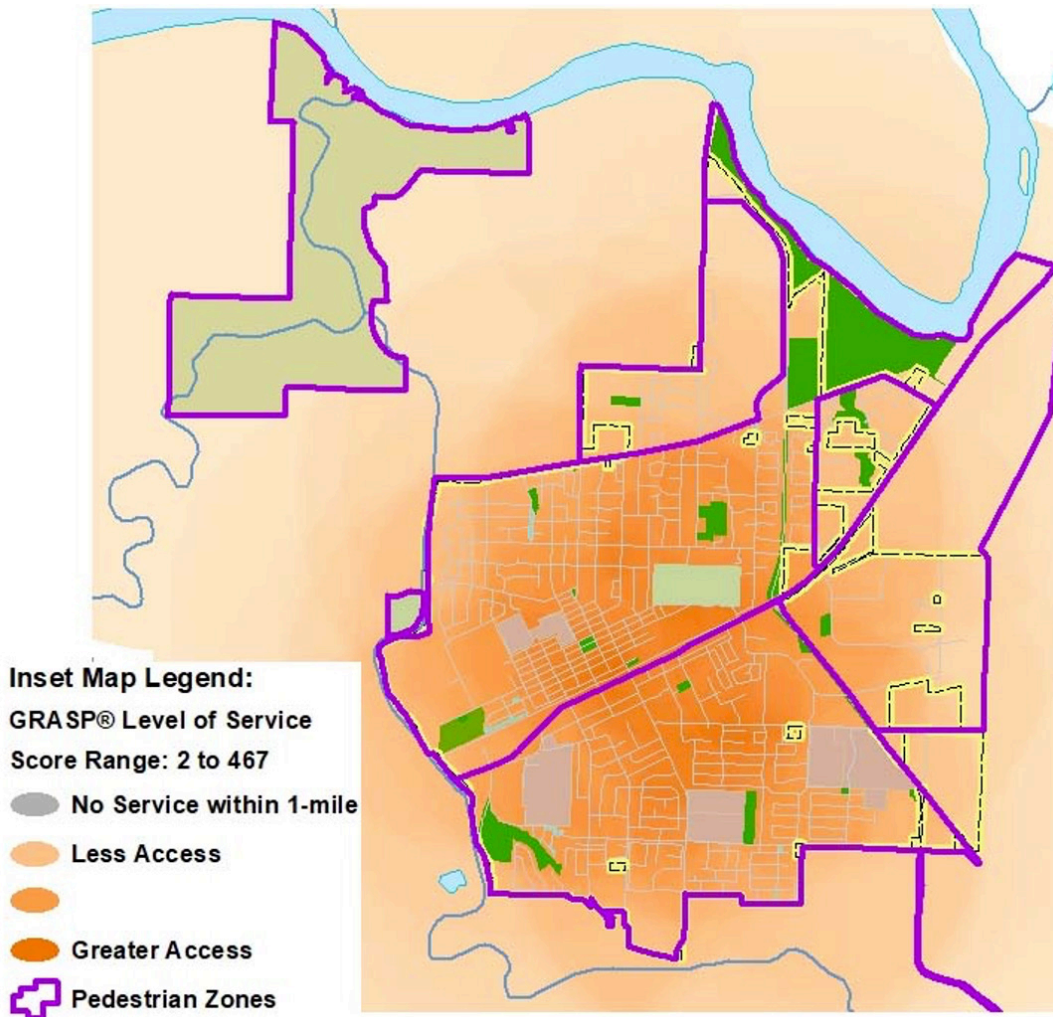
**Figure 32: Percentage of Population by Service Level**



## Neighborhood Access to Outdoor Recreation

Perspectives also examine neighborhood or one-mile access to recreation opportunities. Darker gradient areas on the following images indicate higher-quality recreation assets based on a one-mile service area. In general, these images also show that Canby has an excellent distribution of parks and facilities related to current residential development. Note: the blending of color suggests a more equitable distribution of parks and outdoor opportunities.

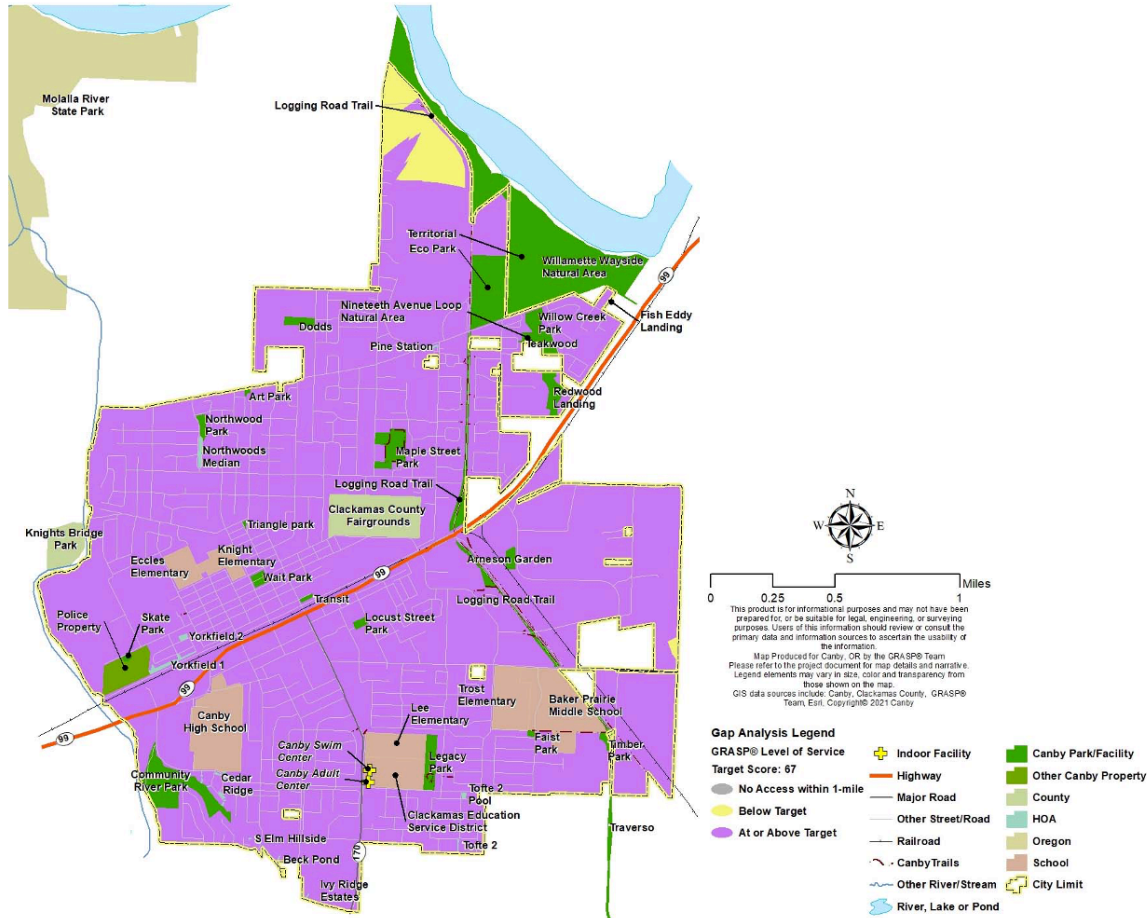
Figure 33: Canby Neighborhood Access to Outdoor Recreation



## Neighborhood Gap Analysis

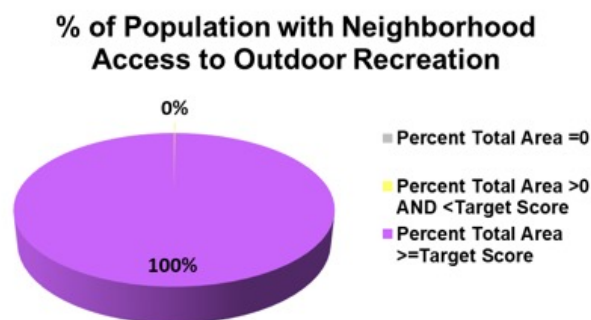
Analysis shows nearly 100% of all residents have access to target service levels within 1 mile.

Figure 34: Neighborhood Gap Analysis



Further analysis of this perspective indicates that most Canby residents are within 1 mile of an existing park or outdoor recreation opportunity.

Figure 35: Percentage of Population by Service Level



## A. Comparing Canby's Park LOS With Other Similar-Sized Communities

When comparing Canby to other agencies and parks in the dataset, no parks are in the top 100 parks overall or the top 10% in terms of GRASP® score. Additional findings in these comparisons reveal that Canby is above the average other similar-sized agencies in total locations and parks per capita. However, Canby scores lower in components per location and average park score and components per capita. These scores are directly related to the large number of parks that are currently underdeveloped or minimally developed. Canby offers approximately 5.4 acres of developed parkland per 1,000 residents. This ratio is below the National Recreation and Parks Association median of 7.7 acres for other similar-sized agencies. An additional 43 acres would need to be added to the system to meet that median.

Six playgrounds in Canby are located in three parks. Multiple playgrounds at a single park limit the distribution of playgrounds and access to more children. Better distribution of playgrounds will increase access to children without current walkable access. Canby should also consider adding basketball courts, community gardens, diamond fields, dog parks, rectangular fields, and tennis courts. Improving or adding skateboard opportunities may also be beneficial.

### GRASP® Comparative Data

Canby parks are comparable to other agencies across the county by using these scores. The GRASP® National Dataset currently consists of 81 agencies, 5,116 parks, and over 27,700 components. When comparing Canby to other agencies and parks in the dataset, one park is in the top 600 parks overall and one in the top 10% in terms of GRASP® Score.



Additional findings in these comparisons reveal that Canby is above the average compared to other similar-sized agencies in total locations and parks per capita.



However, Canby scores lower in components per location and average park score and components per capita. These scores are directly related to the large number of parks that are currently underdeveloped or minimally developed.



The table on this page provides additional comparative data from other communities of similar populations to Canby across the United States. Because every community is unique, there are no standards or “correct” numbers.

Table 10: GRASP® Comparative Data

City / Agency	Fruita, CO	Canby, OR	Angleton, TX	Golden, CO	Wilsonville, OR	Lathrop, CA	Average
Year	2020	2021	2019	2016	2017	2020	2016-2021
Population	13,398	18,952	19,878	20,201	22,919	24,049	19,900
Study Area Size (Acres)	5,175	2,986	7,454	6,221	4,858	13,377	6,679
# of Sites (Parks, Facilities, etc.)	23	23	13	25	21	25	22
Total Number of Components	90	70	106	183	177	148	129
Average # of Components per Site	4	3	8	7	8	6	6
Total GRASP® Value (Entire System)	462	374	428	778	1,092	785	653
GRASP® Index	34	20	22	39	48	33	33
Average Score/Site	20	16	33	31	52	31	31
% of Total Area w/LOS >0	100%	98%	89%	NA	95%	72%	91%
Average LOS per Acre Served	223	265	128	NA	388	174	236
Components per Capita	7	4	5	9	8	6	7
Average LOS / Population Density per Acre	86	42	48	NA	82	97	71
Population Density (per acre)	2.6	6.3	2.7	3.2	4.7	1.8	4
% of Population with Walkable Target Access	97%	87%	24%	70%	67%	87%	72%
People per Park	583	824	1,529	808	1,091	962	966
Park per 1k People	1.7	1.2	0.7	1.2	0.9	1.0	1.1

Better than the average

Below the average





## B. Outdoor Parks, Properties, and Focus Areas

The community engagement process, the survey, and the LOS analysis identified key areas the city may want to focus on to improve LOS in the future. The Willamette Wayside Natural Area, athletic facilities, trails, access to playgrounds, and dog off-leash areas/parks, were important themes addressed in this section.

### Willamette Wayside Natural Area

This park space is located on the Willamette River, providing great opportunities for enhanced river access. The property sits outside the city and urban growth boundary. While zoning laws help prevent it from active use, such as for a sports park, development of the property for passive use or preservation as a natural area can provide a regional asset for the area. The master plan for the Willamette Wayside Natural Area was completed in 2002. A legal finding by Joseh Lindsay, Canby City Attorney describes appropriate use of the Willamette Wayside property:

The only property that can be used beyond conservation is the 34 acres of property call the Three Sister’s property. And for that particular parcel, there are restrictions of the 100 year flood plain, the Willow Creek waterway, and the fact that it was bought with sewer funds for wastewater purposes. That said, of the 16 or so acres of build-able land suitable for parks, the fact that it is in the county (and outside our UGB) zoned RRF-5 means that our government-owned, recreational uses are limited to those described in the county code section 316-6. Please see those for more details.

### Athletic Facilities

The city provides a limited number of athletic facilities (three diamond, one rectangular) and relies on agreements with the Canby School District to help meet the demand for athletic fields. Due to school district policies, the city nor the volunteer sports group Canby Kids<sup>15</sup> have the opportunity to affect the maintenance and upkeep of the fields. Key observations regarding athletic fields include:

- Community members voiced a need for better access and upkeep of fields. A future athletic complex would solve a host of issues related to operations and maintenance
- The city does not have sufficient rectangle or diamond athletic facilities to host tournaments and activities/leagues
- Among all city recreational opportunities, needs for athletic fields and courts are least met

### Trails – Connecting the City to Walkable Spaces and Parks

The Emerald Necklace plan envisions connecting new trails along the Willamette and Molalla Rivers with the existing Logging Road Trail to form a large loop around the perimeter of Canby. This concept, in combination with additional cross-town connections, should form the framework to guide future trail development.

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15 The Canby Kids Inc., founded in 1975, is a nonprofit 501(3)(C) umbrella organization for sports that provides youth recreational and competitive teams with sports opportunities for children in and around the Canby area on a year-round basis.

New trails should follow the general alignment shown on the Emerald Necklace plan, but can deviate to take advantage of any opportunities offered by partnering land agencies (such as state and county parks), new subdivisions or other land developments, and infrastructure improvements such as transportation, stormwater, or other utility projects. However, the final alignment can deviate to take advantage of opportunities as they arise. An example of this is shown in the Southwest Canby Master Plan, which includes trail connections between South Elm and South Ivy that could take the place of the far southwest segment along the river shown on the Emerald Necklace plan. Connections to parks, schools, and other public spaces should be a priority, but between these destinations, the route can take advantage of utility corridors, street modifications, and other opportunities as they arise.

Meanwhile, existing on-street bike routes might be modified to create cross-town multi-use trail connections and create shorter sub-loops within the overall ring. These would also provide connections from urban neighborhoods to the more rural parts of the trail. For example, 13<sup>th</sup> Avenue provides a direct connection across the south side of Canby between Canby Community Park and the Logging Road Trail. It may be possible to utilize the existing on-street bike lanes and adjacent sidewalks to form a combined multi-use off-street trail. This could be done by integrating the bike lane and sidewalk on one side of the street into a combined use trail, perhaps with a curb, bollards, or other barrier between the trail and traffic lane. Helping to assure that curb cuts and ramps are in place along the entire route to allow for smooth travel by bikes, wheelchairs, strollers, and others using a widened sidewalk would turn it into a suitable multi-use trail. The addition of benches, landscaping, and other amenities where adjacent space is available would turn the route into a viable recreational trail. A similar approach to Township Road could provide a cross-town connector in the middle of the city, and Ivy Street can form a north/south connector.

The recommendation is that a more detailed study be completed to generate a citywide trails plan, with the following priorities:

- 1) Identify potential alignments, routes, and segments that could be used to complete the trail system. Prioritize these and develop a strategy for implementation. The acquisition of land, easements, or partnership agreements to secure the connections needed to implement the trail system should be a high priority, with construction occurring as funds are made available.
- 2) Develop alternatives and strategies for reconfiguring the cross-town connectors along existing streets into recreational trails as described above. Coordinate these with plans for upgrading, repaving, or other improvement projects along these streets.
- 3) Develop an implementation strategy with timeline and budgets for implementation and completion of the trail system

Creating a connected trail system was at the top of the list of community desires identified by the needs assessment survey. The city should consider exploring a policy of safe routes to parks, completion of the Emerald Necklace, further development of the Logging Road Trail, and coordination with future active transportation plans. A map from the city's 2013 Vision process shows the Emerald Necklace concept in **Figure 37**.

This master plan analyzes the effectiveness and efficiency of the city's delivery of parks and recreation facilities, programs, and services. This section is useful as a framework to establish goals.

**Figure 36: Top Three Important Areas for Improvement**

**Q: Which 3 future needs would be MOST important to you or members of your home? by "Source"**

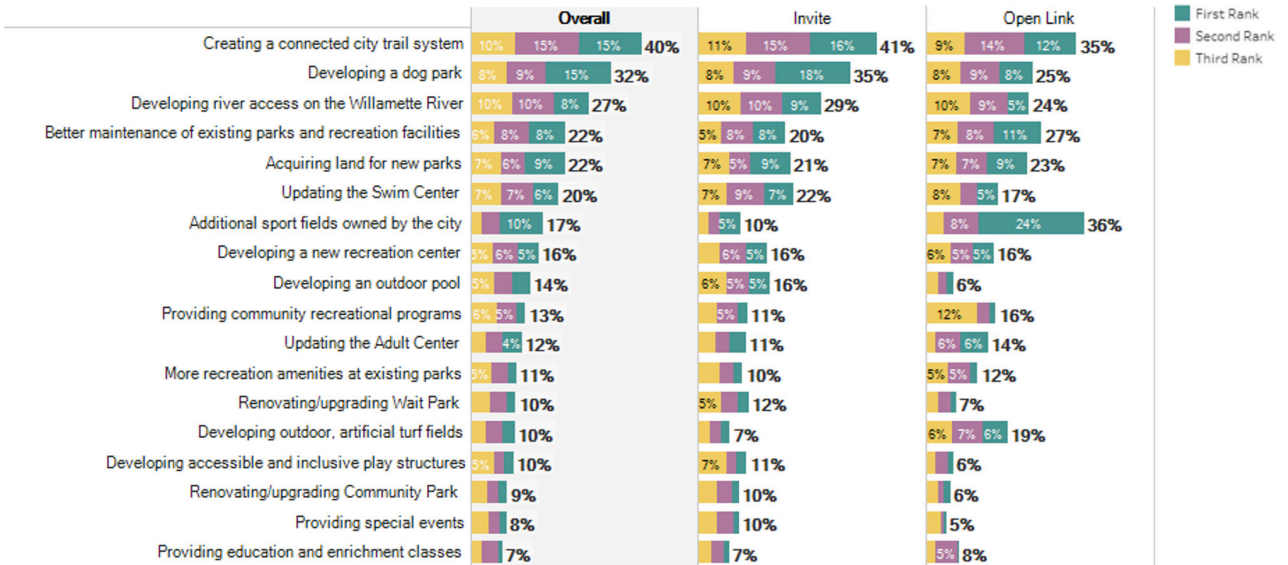
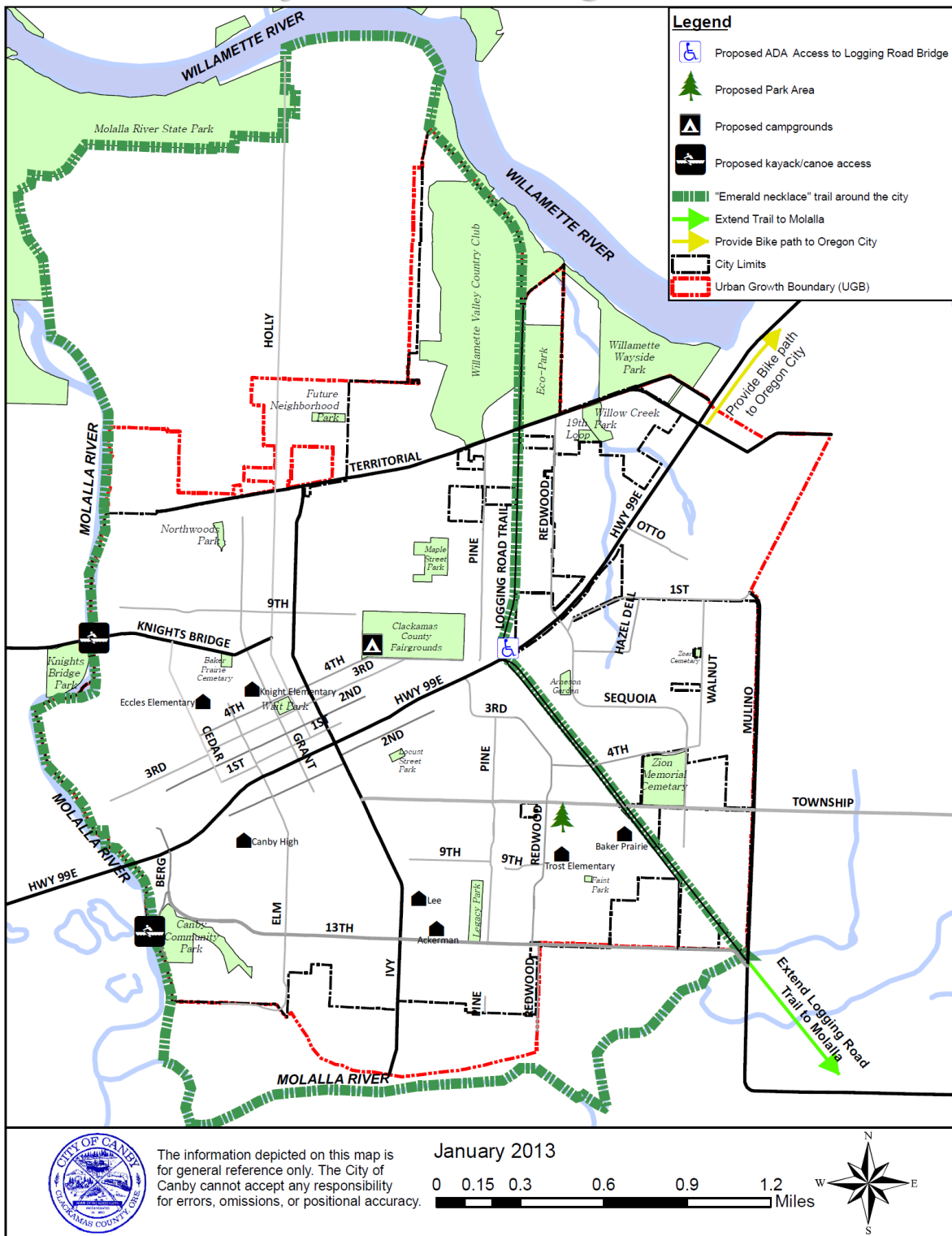


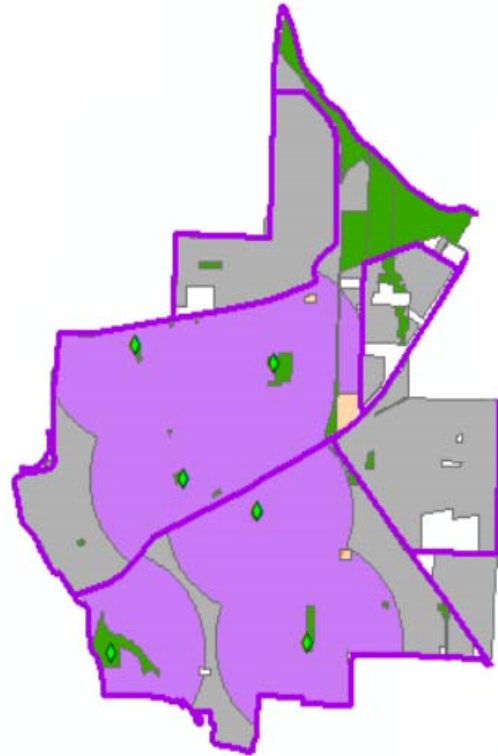
Figure 37: Emerald Necklace Concept in Canby



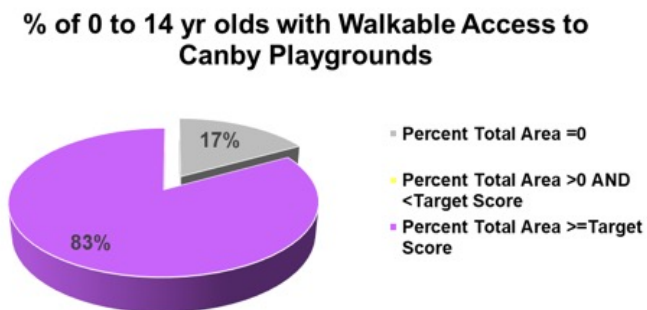
## Access to Playgrounds

In the following figure, playgrounds in Canby parks are shown with a green diamond. A 10-minute walk buffer (purple) has been similarly applied to previous analyses. Comparison to census data shows that 17% of children (age 0 – 14) do not have walkable access to a Canby playground.

**Figure 38: Walkable Access to Playgrounds in Canby Parks (right)**



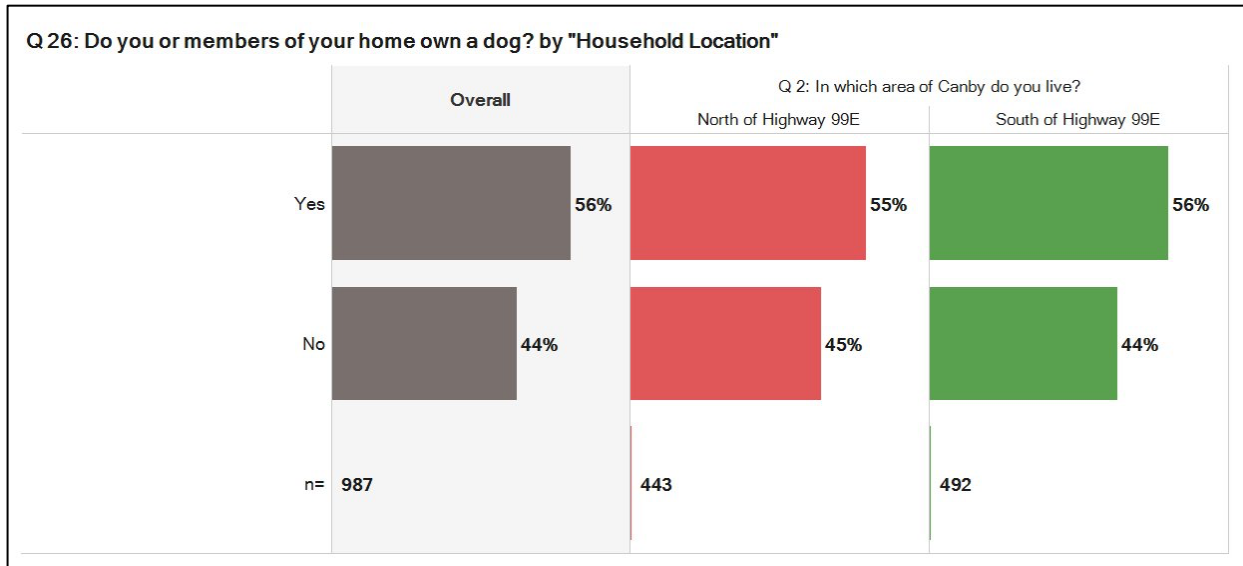
**Figure 39: Population Analysis of 0 – 14-Year-Olds With Walkable Access to Playgrounds**



## Dog Off-Leash Parks

The consultants estimate that approximately 3,750 households in Canby own a dog. However, the city lacks a formal off-leash dog park. The needs assessment survey suggested that developing a dog park was the second most important need, after a connected trail system. The survey results also demonstrated that most households with dogs are located north of Highway 99E.

**Figure 40: Dog Ownership in Canby**



### Off-Leash/Dog Park Siting Criteria

Siting an off-leash dog park requires a robust public involvement process and application of applicable siting criteria in the areas of access, size, environmental conditions, design/operation and maintenance considerations, and other uses of a park.

The National Recreation and Park Association (NRPA) suggests that each community should have one (minimum 1 acre) dog park per each 11,148 population. The terms “dog park” and “off-leash area,” although different in application, are considered interchangeable for the purposes of these criteria.

#### Access

- Users should have close, walkable access
- Dog parks should provide ADA access from ADA parking stalls to entrances to a shaded area with benches and ADA companion seating
- Dog parks should be distributed throughout the city/community
- Proximity to other dog parks should be considered
- The dog park must have sufficient adjacent parking, preferably off street, which does not require users to cross a street. Curbside parking is an option but is less desirable

#### Size

- The recommended minimum is 1 acre and should comprise a minimum of three quarters of an acre for big dogs, and a minimum of one quarter of an acre for small or older dogs

#### Environmental Considerations

- Siting should avoid affecting fish and wildlife habitats
- Siting should avoid risks to water quality
- Consideration should be given to adjacent land-use compatibility

- Siting should avoid areas with threatened animals/plants
- Consideration should be given to seasonal suspensions of off-leash activities, to allow wild-life to nest, breed, and rear their young

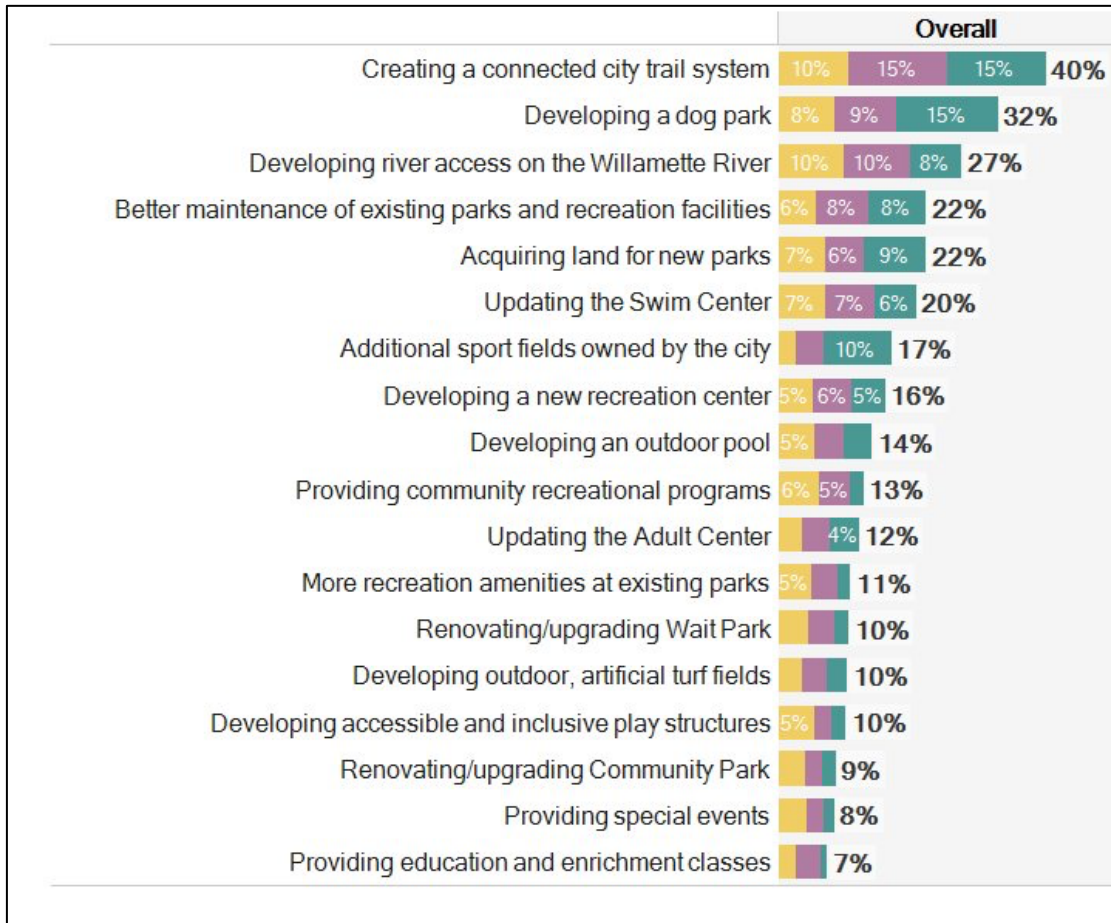
#### **Design/Operation and Maintenance Considerations**

- Dog parks are best on relatively level spaces (slopes and heavy tree canopies should be avoided whenever possible)
- Areas should be dry and irrigated rather than wet (place barriers and buffer zones to protect sensitive and highly erodible areas)
- Avoid siting dog parks adjacent to streets with heavy traffic
- Dog parks should be maintainable in a way that is safe for dogs and people
- Dog parks should be sited that can easily be closed to allow for turf regeneration/rest
- Available shade is a high priority
- Operations and maintenance funding and staff should be available to empty dog waste which is much more dense than regular park trash and are physically taxing on staff to empty
- Appropriate soil with moderate erosion, drainage, etc. should be considered
- Proximity to potable water supply is critical

#### **Park Use**

- Siting decisions should be made after a robust community engagement process
- Dog parks should be sited away from school playgrounds
- A park's main circulation should be outside of off-leash areas
- Consideration should be given to areas with current high dog-off-leash use (informal)
- Consideration should be given to avoid potential user conflicts
- Dog parks should not be close to or on sports fields/courts
- Dog parks generally should not displace organized recreational use or unstructured use in a park
- Siting of dog parks shall present a minimal impact on adjacent residential areas (200' from residents with moderate buffer, 100' from residents with good buffer)
- The location of a designated dog park should be far enough away from residential or commercial land use that the single-event sound of a dog bark would generally be perceived as a background or ambient noise, or would be screened by traffic noise

**Figure 41: Most Important Needs for Improvement (Top Three Choices)**





## C. Park-Specific Considerations and Recommendations

Based on the consultants' evaluation of each park and each component relating to access to recreation, the quality of the park components and the overall assessment related to neighborhood and community benefit support the following recommends for the city to consider:

### Community River Park

This park seems old and in need of upgrades, but it could be a signature park in the system. The turf seems very dry. The consultants recommend a comprehensive master plan for the park that considers:

- A destination playground
- Irrigation upgrades
- Restrooms should be replaced and add changing rooms
- New park paths
- Addition of a sports court, such as tennis or pickleball

### Locust Park

Overall, Locust Park is a nice park with a new playground and heavy, dense use. Explore options for adjacent properties and consider street closures for events and activities. Address parking through signage.

Consider adding:

- ADA picnic table
- New basketball backboards
- Plants in the boxes near the playground
- Shade structure near the benches at the playground

### Northwoods Park

This park has an overall poor design and minimal development, which offers room for new components.

### Skate Park

This skate park sits below a police station and could be better used if benches, shade, shelter, and other comfort features were available.

### Timber Park

This park could be improved with a new access path and ADA picnic table.

## Wait Park

This park is a classic town square park with some historic features. Some trees appear in decline after damage from severe weather incidences and restrict turf. This park could be improved by:

- Considering a master plan that balances the historical nature and current needs.
- Improving turf (currently showing extreme wear in places)
- Updating the playground(s)
- Replacing the restrooms. Although functional, they don't quite fit the scene with the ambience of the park and the classic gazebo

## Schools

Generally, the schools have a playground, covered basketball courts, a diamond, and a rectangle athletic field. Basketball courts are covered, and playgrounds are in the process of being renovated. Rectangle fields seem functional. Middle schools have athletic tracks.

Parks and recreation opportunities at the schools could be improved by enhancing maintenance and upkeep of diamond fields.

## D. Alternative Providers

Many alternative providers help supplement parks and recreation opportunities in and near Canby. Schools, while having limited public access, typically offer sports courts and fields. Elementary schools also feature playgrounds. HOA parks provide walkable access in some neighborhoods. County and state parks provide drive-to facilities and special events to local community members and visitors.

A full summary of alternative providers can be found in Appendix C.

## E. Park Classifications

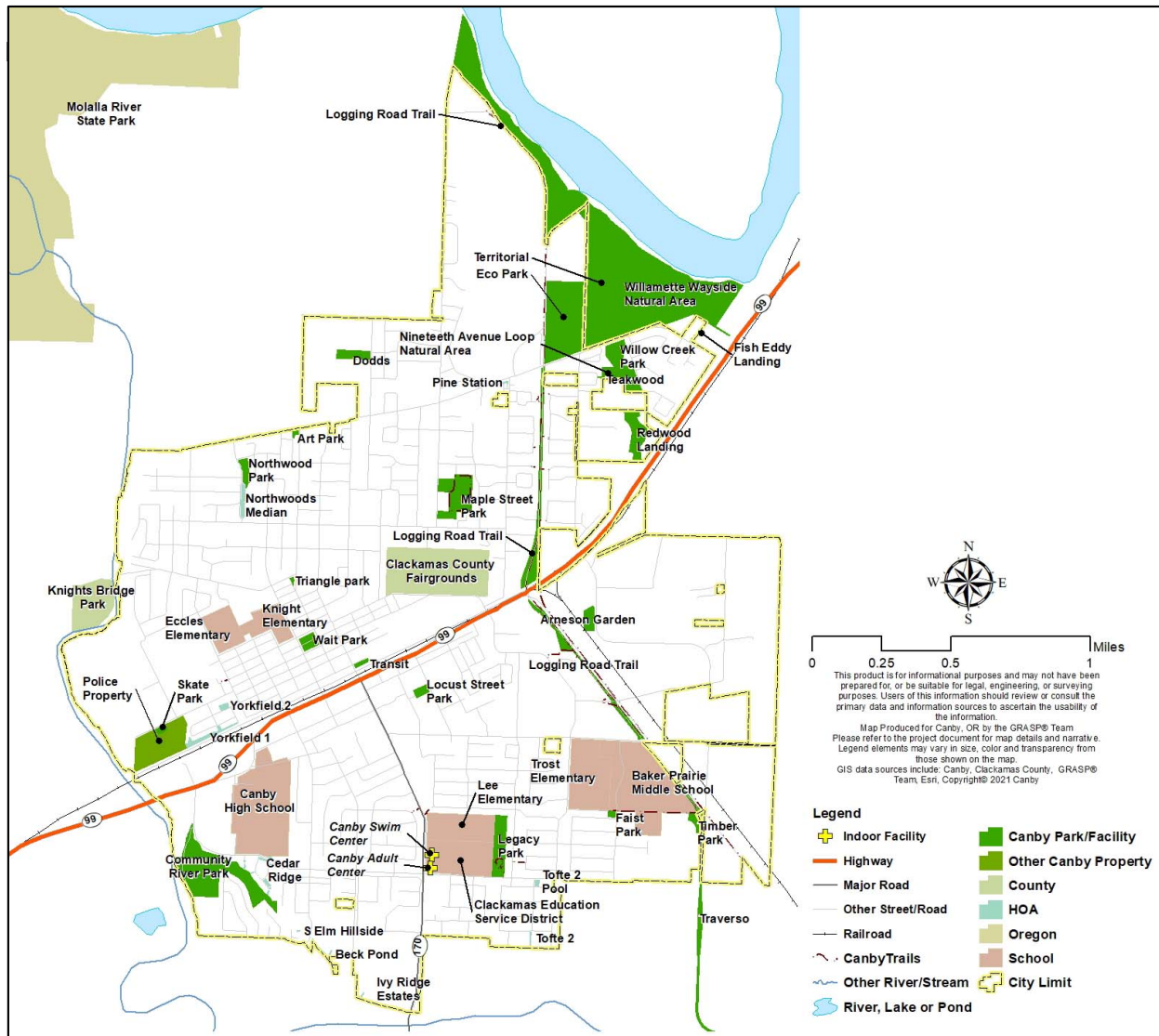
Park classifications should serve to create a blend of different kinds and sizes of parks. In Canby, there is a general sense that pocket parks are less desirable than the much larger community parks. This was made clear to the consultants during both the community input process and during staff interviews. As a result, the following classifications are recommended:

Community Park	2.5 acres per 1,000 population
Neighborhood Park	1.5 acres per 1,000 population
Pocket Park	0.0 acres per 1,000 population
Open Space	5.0 acres per 1,000 population
Greenway Trails	1.0 miles per 1,000 population

## System Map

The system inventory map shows the relative size and distribution of existing parks and recreation facilities across Canby. Because of size and scale, this map does not display the entire Traverso property. Canby properties are green, county and state parks are muted green and tan, and schools are designated as red/brown on the following map.

Figure 42: System Map. Larger scale maps are located in Appendix G



## F. Capacity Analysis and GRASP® Perspectives

### Capacity Analysis

A traditional tool for evaluating service is capacity analysis. It compares the number of assets to the population. As the population grows over time, components may need to be added to maintain the same proportion. **Table 11** shows the current capacities for selected elements in Canby. The table's usefulness depends on future residents' interests and behaviors and the assumption that they are the same as today. While there are no correct ratios, use this table in conjunction with input from focus groups, staff, and the general public to determine if the current ratios are adequate. It also assumes that today's capacities are in line with needs. The analysis is based on the number of assets without regard to distribution, quality, or functionality. Higher LOS is achieved only by adding assets, regardless of the location, condition, or quality of those assets. In theory, the LOS combines location, quantity, and quality. A small projected population growth limits the usefulness of this table.

**Table 11: Canby Capacities**

	Current Quantity	Current Population 2021	Current Ratio	Ratio per component	Projected Population 2026	Total Needed Based on Growth	Add
<b>Population</b>		<b>18,952</b>			<b>19,907</b>		
Aquatics, Spray Pad	1		0.05	18,952		1	0
Basketball Court	3		0.16	6,317		3	0
Concessions	2		0.11	9,476		2	0
Diamond Field	2		0.11	9,476		2	0
Diamond Field, Practice	1		0.05	18,952		1	0
Disc Golf	1		0.05	18,952		1	0
Educational Experience	1		0.05	18,952		1	0
Event Space	1		0.05	18,952		1	0
Loop Walk	3		0.16	6,317		3	0
Natural Area	7		0.37	2,707		7	0
Open Turf	9		0.47	2,106		9	0
Passive Node	2		0.11	9,476		2	0
Pickleball Court	1		0.05	18,952		1	0
Playground, Local	9		0.47	2,106		9	0
Public Art	2		0.11	9,476		2	0
Rectangular Field, Large	1		0.05	18,952		1	0
Shelter, Large	5		0.26	3,790		5	0
Shelter, Small	6		0.32	3,159		6	0
Skate Park	1		0.05	18,952		1	0
Trail Access Point	8		0.42	2,369		8	0
Trailhead	1		0.05	18,952		1	0
Water Access, Developed	1		0.05	18,952		1	0
Water Access, General	2		0.11	9,476		2	0
Water, Open	1		0.05	18,952		1	0

Compared to its current LOS, the following table indicates that Canby provides approximately 5.4 acres per 1,000 people. It also shows that the city should consider adding 5 acres of developed parks over the next five years to meet the current ratio based on projected population growth. That may mean developing some of the currently undeveloped lands (224 acres) or acquiring additional parklands.

**Table 12: Acres of Park Land Per 1,000 Residents**

		2021 GIS Acres*
<b>INVENTORY</b>		
Canby Parks		103
<b>Current Ratio of Park Acres per 1000 Population</b>		
<b>CURRENT POPULATION 2021</b>	18,952	
<b>Current Ratio of Park Acres per 1000 Population</b>		5.4
<b>PROJECTED POPULATION - 2026</b>	19,907	
<b>Total acres needed to maintain current ratio park acres with growth</b>		108
<b>Acres to add</b>		5

*\*does not include 224 acres of undeveloped park land at Faist Park, Willamette Wayside Natural Area, Traverso, and Territorial*

Compared to national statistics published in the 2021 NRPA Agency Performance Review: Park and Recreation Agency Performance Benchmarks, Canby falls short in most of these components and would need to add components to meet median values. In addition, the city would need to add about 43 acres of developed parks to meet the current median for park acres per capita. Canby should consider adding basketball courts, community gardens, diamond fields, dog parks, rectangular fields, and tennis courts. Improving or adding skateboard opportunities may also be necessary.

**Table 13: Outdoor Park and Recreation Facilities – Median Population Served Per Facility**

2021 NRPA Agency Performance Review: Park and Recreation Agency Performance Benchmarks						
Outdoor Park and Recreation Facilities						
Outdoor Facility	Agencies Offering this Facility	Median Number of Residents per Facility	Canby Residents per Facility	Canby Current Quantity	Need to add to meet current median	Need to add with population growth
Residents Per Park	NA	2,523	146	19		
Acres of Park Land per 1,000 Residents	NA	7.7	5.4	103 acres		
Basketball courts	87.4%	4,051	6,317	3	2	2
Community gardens	48.3%	9,001	NA	0	2	2
Diamond fields: baseball - adult	51.3%	7,989	9,476	2	0	0
Diamond fields: baseball - youth	78.0%	3,000			4	5
Diamond fields: softball fields - adult	65.5%	5,663			1	2
Diamond fields: softball fields – youth	59.3%	5,447			1	2
Dog park	64.9%	11,148	NA	0	2	2
Playgrounds	94.4%	2,132	2,106	9	0	0
Rectangular fields: overlay	8.7%	4,385	NA	0	4	4
Rectangular fields: multi-purpose	66.4%	3,895	18,952	1	4	4
Rectangular fields: soccer field - adult	43.6%	7,541			3	3
Rectangular fields: soccer field – youth	48.9%	3,433			6	6
Skate park	39.3%	11,000	18,952	1	1	1
Tennis courts (outdoor only)	81.4%	2,748	NA	0	7	7
<i>Comparison based on median for less than 20,000 population comparison</i>						
Surplus						
Possible Deficit						
*19 developed parks (4 undeveloped)						

### More on Utilizing GRASP® Perspectives

GRASP® perspectives evaluate the LOS throughout an area. Their purpose is to reveal possible gaps in service. However, it is not necessarily beneficial for all community parts to score equally in the analyses. The desired LOS for a location should depend on the type of service, the site’s characteristics, and other factors such as community need, population growth forecasts, and land-use issues. For example, commercial, institutional, and industrial areas might reasonably have lower service levels for parks and recreation opportunities than residential areas. GRASP® perspectives focus attention on gap areas for further scrutiny. Perspectives can determine if current LOS is appropriate if used in conjunction with other assessment tools such as needs assessment surveys and a public input process.

# Section VI

## Services Analysis

This master plan analyzes the effectiveness and efficiency of the city's delivery of parks and recreation facilities, programs, and services. This section is useful as a framework to establish goals, objectives, and action items related to park operations, effectiveness of the delivery of recreation programs, the current and future organizational structure, and how the parks and programs are funded.

### A. Financial Analysis

To best understand the level of the city's investment in parks and recreation, NRPA's 2021 Agency Performance Review<sup>16</sup> offers opportunities to compare the city to other similar communities. Over 1,000 agencies across the United States provided data used to make these comparisons. The comparisons used throughout this chapter are but one of many mechanisms to consider when making management decisions.

The City of Canby adopts an annual budget that sets priorities, guides staff, and helps ensure resources are available to meet community members' parks and recreation needs. The General Fund is the primary operating fund, which includes property tax revenues used for operating and capital expenditures. Along with the General Fund, the city collects fees used to operate the Canby Swim Center on a five-year operating levy. The city also collects a \$5.00 per household park maintenance fee. Because the city does not currently have a parks and recreation department and only limited recreation programs and activities, most of the funding is dedicated to management of the city's parks. Since 2018, the city's investment in parks and recreation has increased from \$818,174 to \$1,325,783.

#### Park Maintenance Fee

In August 2017, the Canby City Council authorized collection of a \$5.00 per month park maintenance fee under Canby ordinance 1466, effective January 1, 2018. The fee is collected from each household as part of monthly utility payments. The park maintenance fee accounts for \$487,000, or 37%, of 2021 funding to deliver parks and recreation services.

#### Canby Swim Center Local Operating Levy

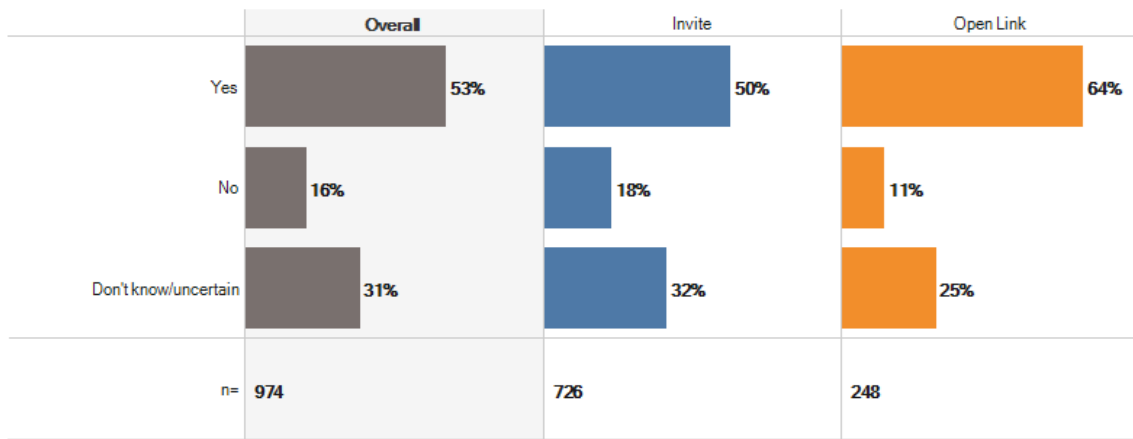
In November 2021, voters passed a five-year operating levy that funds the swim center operations from 2022/23 to 2026/27. Total fees collected are anticipated to be approximately \$5,000,000, which levies .49 per 1,000 of assessed property value. The swim center local operating levy accounts for 80% of the funds needed to operate the swim center.

Operating levies are intended to be a stopgap and not a permanent funding source. The majority of registered voters in Canby expressed interest in seeing the two fees become permanent.

<sup>16</sup> NRPA 2020 Agency Performance Review

**Figure 43: Support for Canby Swim Center**

Q: Canby residents are asked to approve a modest fee every five years to support park maintenance and operations of the Canby Swim Center. Would you support these fees on a permanent, ongoing basis? by "Source"



### The CAPRD

This special district operates under the oversight of the Clackamas County Board of Commissioners, with a Board of Directors but without a permanent tax rate. Due to the district boundaries expanding beyond the city, district voters have historically been reluctant to support a permanent tax rate. CAPRD is exploring opportunities to reduce the district boundaries (to mirror city boundaries), which may provide an excellent opportunity to fund parks and recreation services. Establishing a tax rate that both adequately funds current operating and capital needs and foresees future growth is of paramount importance to Canby community members.

**Table 14: Canby’s Investment in Parks and Recreation**

	2018/19	2019/2020	2020/2021	2021/2022
Personnel Services	\$603,368	\$608,004	\$616,624	\$665,692
Materials and Services	\$206,728	\$203,698	\$362,278	\$380,091
Capital Outlay	\$8,078	\$393,089	\$340,181	\$280,000
Total	\$818,174	\$1,204,791	\$1,319,083	\$1,325,783



## **Parks and Recreation Projects Currently on the City's 2021/2022 Capital Improvement Plan:**

- Locust Park Shelter
- Maple Park Sport Court
- Maple Park Splash Pad
- Locust Park Playground Equipment Replacement
- Logging Road Trail Culvert Replacement
- Legacy Park Improvements

### **Canby Swim Center Revenues and Expenditures**

The swim center levy is budgeted in 2021 – 2022 to receive \$1,005,971 in tax revenue and an additional \$125,000 in revenues from swimming lessons and other pool-related activities. Expenditures are budgeted that include \$617,468 in personnel, \$141,374 in maintenance and supplies, and \$650,000 for capital expenditures. The Swim Center Levy Fund will transfer \$139,099 for allocated costs in the current budget.

### **Revenue to Support Parks and Recreation Services**

Approximately \$50,000 per year are realized from events (\$13,000) and other miscellaneous sources (\$35,000). The cost recovery for parks and recreation is 7%.

### **Measuring the City's Investment in Parks and Recreation**

There are several ways to gauge the financial health and resource allocation for parks and recreation in Canby. Benchmarking against other similar communities can assist with planning and leadership decisions. However, because each community is different, benchmarking is not intended to be the sole tool for making such decisions.

### **Revenue-to-Operating Expenditures**

The typical parks and recreation agency in the United States recovers 25.3% of its operating expenditures from non-tax revenues. Because the city does not have a formal parks and recreation department and few community recreation programs, achieving a cost recovery of greater than the current 4% is not anticipated in the near future.

**OPERATING  
EXPENDITURES  
PER CAPITA:  
\$114.62**



Source: 2020 NRPA Agency Performance Review

### **Operating Expenditures Per Capita**

Another metric NRPA aggregates and reports on annually in its Agency Performance Review is typical operating expenditures per capita, which measures non-capital spending for each person living in the city. In 2021, the typical municipal agency similar in size to Canby invested \$114.62 for each person within its service boundary. The city is budgeted to spend \$63.57 in Fiscal Year (FY) 19/20 and is budgeted to spend \$71.32 per capita in FY 21/22.

### **Potential Funding Support**

During the community engagement process for this master plan, focus groups and stakeholder interviews identified the desire to help ensure that parks are well maintained, safe, and clean. Typical agencies may spend from \$3,749 (low) to \$21,708 (high) with a median of \$7,959 per acre of park space. The city spent \$2,475 per acre to maintain 328 acres

of park space in 2019/2020 and is budgeted to spend slightly more, \$3,188 per acre, in 2021/2022. Typical agencies spend 44% of their operating budgets on parks and maintenance operations. The department expends nearly 100% of its General Fund budget on park operations.

## **Funding Challenges**

### **Increased Costs Associated With Growth**

Population is expected to grow in Canby by at least 955 new community members, requiring an additional 17.21 acres of developed parkland (to maintain the current LOS). Maintaining the new park space at the same service level will require an additional \$54,876 annually in operating funds.

### **Increased Costs Associated With Higher LOS**

As a result of public input, the needs analysis, and widespread concerns related to the LOS in parks, it is recommended that the city increase investment in park maintenance and aspire to reach the national median of \$7,959 per acre. By 2026, this will require an additional \$1.6 million in operating costs.

## **Managing Growth Through Impact Fees**

There are three basic options to pay for growth. Either existing residents pay for new growth through taxes or fees, provide parks and recreation services at a lower LOS by absorbing growth into existing resources, or developers and home builders pay for the impact of growth so that the growth pays its own way.

Option 1 unfairly assigns responsibility for funding growth. Option 2 creates a slippery slope, where the LOS (often determined as a percentage of developed acreage per 1,000 residents) will decrease over time as new residential developments are added, without contributing to the funding of new

parks. This may lead to new residents either not using parks or needing to travel further distances because they may not have access near their homes. Also, this option may create greater density of use and a less comfortable experience (parking, overuse of sports fields, etc.). Option 3 allows growth to pay its own way in a more equitable manner. Growth is addressed through land dedicated by developers for parks, while construction of the parks is paid through development fees, also known as impact or system development charges. Home builders typically include park development in the price of the homes, as they would other infrastructure costs.

### Current and Future Development Fee Methodology

As part of this master plan, a system development methodology study was completed, resulting in maximum justified impacts to fees, shown in **Table 15**.

**Table 15: Current and Justified Residential SDC Fees and Fees in Lieu of Land Dedication**

	Current	Future Maximum
Single-Family Dwelling Unit	\$6,025	\$9,833
Multi-Family Dwelling Unit	\$6,272	\$8,221
Mobile Home	\$5,032	\$8,725

Commercial/industrial SDC fees per employee represent 10%. The maximum fees are \$514 per employee, up from the current \$483 per employee.

### Residents’ Preferences for Capital Funding

Expansion of parks and recreation systems is often paid through voter-approved bonds or levies. To gauge general support, the needs assessment survey looked at respondents’ willingness to pay for future capital funding. The top preferences were private/public partnerships and bond referendums for specific projects. See Figures 46 and 47. The preferences remained consistent among registered voters and non-registered voters. See Figure 48. Registered voters showed support for their top priorities that included: including:

- A connected trail system
- Better maintenance of existing parks
- Acquiring land for new parks
- Developing river access on the Willamette River
- Renovating Community Park
- Updating the swim center
- Providing community recreation programs
- Renovating/updating Wait Park
- Updating amenities in Parks

**Figure 44: Canby Residents' Support for Potential Funding Sources**

**Q: What do you think are the best ways to pay for long-term improvements for parks and recreation facilities? by "Source"**

Rating Category	Crosstab by:	Avg.	n=	Percent Responding:		
				1 & 2	3	4 & 5
More private/public partnerships	Invite	4.1	648	7%	20%	25% 48% 73%
	Open Link	4.2	229	6%	15%	33% 46% 79%
Bond referendum for specific projects	Invite	3.6	640	17%	23%	33% 27% 60%
	Open Link	3.7	228	14%	18%	39% 29% 68%
New hospitality tax	Invite	2.7	594	26% 16% 41%	29%	18% 29%
	Open Link	3.1	218	17% 30%	27%	26% 17% 43%
New parcel tax	Invite	2.5	555	32% 17% 48%	28%	14% 24%
	Open Link	2.8	204	25% 17% 42%	27%	19% 31%
Increased property tax	Invite	2.1	645	47% 17% 64%	17%	14% 19%
	Open Link	2.5	233	33% 18% 51%	18%	26% 31%

**Figure 45: Canby Residents' Support for Potential Funding Sources by Registered Voters**

**Q: What do you think are the best ways to pay for long-term improvements for parks and recreation facilities? by "Registered Voter"**

	Overall	Q 24: Are you a registered voter in the City of Canby?	
		No	Yes
More private/public partnerships	n=877 4.1	n=58 3.9	n=802 4.1
Bond referendum for specific projects	n=868 3.6	n=56 3.5	n=794 3.6
New hospitality tax	n=812 2.8	n=52 2.8	n=741 2.9
New parcel tax	n=759 2.6	n=53 2.5	n=691 2.6
Increased property tax	n=878 2.2	n=57 2.3	n=803 2.2

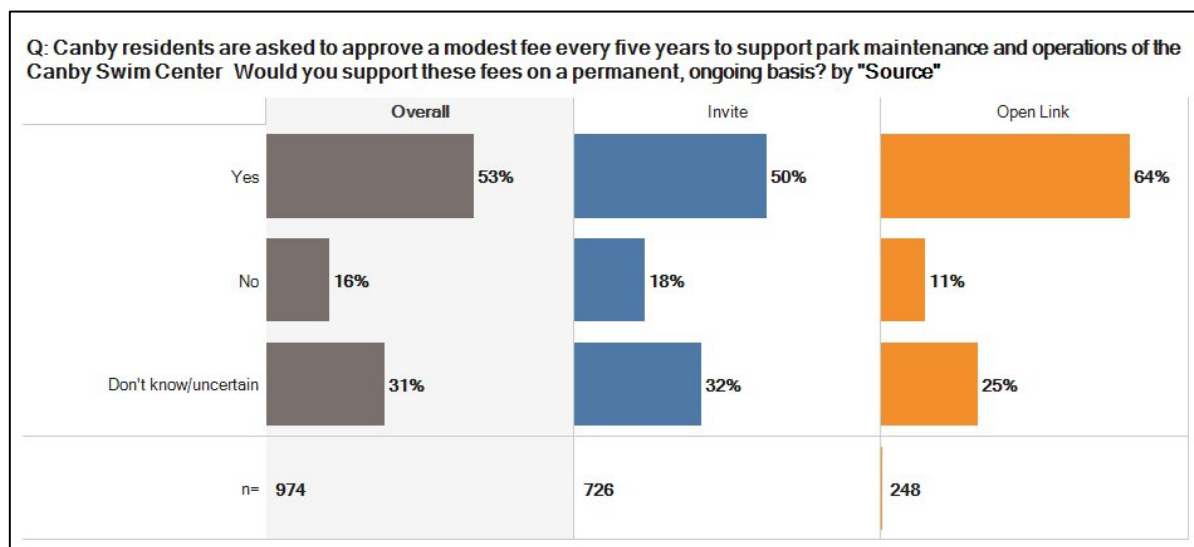
**Figure 46: Canby Registered Voters' Preferences for Improvements**

Q: What would you or members of your home like to see improved in the City of Canby over the next 5 to 10 years? by "Registered Voter"	Q 24: Are you a registered voter in the City of Canby?		
	Overall	No	Yes
	n	n	n
Creating a connected city trail system	889 3.9	60 4.2	796 3.8
Better maintenance of existing parks & recreation facilities	823 3.8	52 3.9	745 3.8
Acquiring land for new parks	853 3.7	53 3.8	771 3.8
Developing river access on the Willamette River	884 3.7	55 3.5	798 3.7
Renovating/upgrading Community Park	846 3.6	52 4.1	770 3.6
Updating the Swim Center	828 3.5	55 3.0	747 3.6
Providing community recreational programs	855 3.5	55 3.0	773 3.6
Developing a new recreation center	850 3.5	53 3.3	768 3.5
Renovating/upgrading Wait Park	858 3.5	52 3.8	779 3.4
More recreation amenities at existing parks	848 3.4	54 3.0	767 3.5
Developing accessible and inclusive play structures	827 3.4	51 3.7	748 3.4
Developing a dog park	876 3.4	55 3.1	789 3.4
Providing education and enrichment classes	862 3.3	53 3.3	782 3.3
Additional sport fields owned by the city	801 3.3	48 3.0	725 3.3
Providing special events	850 3.2	51 2.6	772 3.3
Updating the Adult Center	779 3.1	50 3.0	705 3.1
Developing an outdoor pool	833 2.9	47 2.3	758 2.9
Developing outdoor, artificial turf fields	822 2.8	49 2.4	745 2.8

### Voter Support for the Swim Center and Park Maintenance Fees

The survey respondents were very much in support of long-term, ongoing funding to replace the park maintenance fee and swim center operating fee. See **Figure 47**.

**Figure 47: Canby Residents' Support for the Park Maintenance and Swim Center Operating Fees**



## Alternative Funding Opportunities

There are a variety of mechanisms that local governments can employ to provide services and to make public improvements. Parks and recreation operating and capital development funding typically come from conventional sources such as sales, use, and property tax referendums voted upon by the community, along with developer exactions. In the state of Oregon, property tax rates are capped by legislation. They may fluctuate based on the economy, public spending, or assessed valuation and may not always keep up with inflationary factors. In the case of capital development, “borrowed funds” sunset with the completion of loan repayment and are not available to carry over or reinvest without voter approval.

The city should consider and implement funding sources identified during this master plan update. The following provides a summary of most easily used (some are already in use) funding sources the city may consider. The planning effort identified 86 new funding sources the city has not used in the past. A detailed description of 125 different funding sources is in the appendix.

- Traditional Operating Funds
- Development Funds
- Revenue Resources
- Loan Mechanisms
- Alternative Service Delivery and Funding Strategies
- Partnership Opportunities
- Community Resources
- Grants
- Gifts in Perpetuity
- Community Service Fees and Assessments
- Contractual Services
- Permits, Licensing Rights, and Use of Collateral Assets
- Enterprise Funds
- Cost Savings Measures
- Greening Trends

## B. Organizational Analysis

GreenPlay broadly assessed the organizational and management structure for parks and recreation services to determine the most effective and efficient structure for meeting current and future needs.

### Current Organizational Structure

The City of Canby's population has grown from 13,979 in 2000 to 18,952 in 2021 and is expected to expand to 19,907 by 2026. This represents a 30% population boom, which has created a greater need for expanded parks, recreation services, and a new model for delivering parks and recreation. Formation of a parks and recreation department is recommended.

Currently, the city offers an aquatics program through the Canby Swim Center, provides support for an adult center, and manages pocket, neighborhood, and community parks. A variety of special events are supported by various city departments. Currently, parks maintenance and capital improvements are organized as part of the city's Public Works Department, and aquatics programs are assigned directly to the city manager.

### Current Staffing

The aquatics program employs an aquatics program manager who is supported by 5.5 FTE positions. Park maintenance is overseen by a park lead who is supported by six full-time and one seasonal FTE. *See Tables 16 and 17* for current aquatics and park maintenance staffing.

**Table 16: Aquatics FTEs**

- Aquatics Program Manager 1.00
- Swim Center Operator 1.00
- Swim Program Coordinator 1.00
- Head Lifeguard 1.55
- Lifeguard II/Instructor II 2.00
- Lifeguard I/Instructor I 2.00

**Table 17: Park Maintenance FTEs**

- Parks Lead 1.00
- Maintenance Worker III 3.00
- Maintenance Worker II 1.00
- Maintenance Worker I 2.00
- Part-Time Seasonal 1.16

NRPA’s Agency Performance Review can be helpful to gauge staffing levels.

For a typical agency serving a population just under 20,000 residents, FTE positions would typically be around 21.5. When applying a population standard of FTE per 10,000 residents, a typical agency might fund a median of 20 FTEs. Canby invests in only 16.71 FTEs. Agencies on the higher end may invest up to 42.8 FTEs.

**Table 18: Parks and Recreation Staffing for a Community of 20,000 Residents**

	Percent of Total Staffing	Typical Agency	Canby Current Staffing	Percent of Current Canby Staffing	+/- FTE
Park Operations and Maintenance	45%	9.0 FTE	8.2 FTE	49%	- .8 FTE
Recreation Programming*	31%	6.2 FTE	8.6 FTE	51%	+ 2.4 FTE
Administration	17%	3.4 FTE	0.0 FTE	0%	- 3.4 FTE
Capital Development	3%	0.6 FTE	0.0 FTE	0%	- .6 FTE
Other	4%	0.8 FTE	0.0 FTE	0%	- .8 FTE
Total	100%	20.0 FTE	16.8 FTE	100%	- 3.2 FTE

\*Aquatic staff funding by the swim center fee

## Key Areas for Operational Enhancement

The needs assessment, including input from community and key stakeholder engagement, the statistically valid survey, and LOS analysis, along with the consultants’ expertise, has identified five key areas:

- The City of Canby’s residential growth demonstrates a clear need for an independent parks and recreation department with an efficient organizational structure
- Delivering parks and recreation services in Canby can no longer be “other duties as assigned” and requires a professional director who can assume semi-autonomous responsibility for both short-term and long-term planning and visioning, park maintenance, recreation programs, and expansion to additional facilities and services
- A highly functioning Parks and Recreation Advisory Board is in place but in need of a greater level of support, best delivered by professional administrative support and a parks and recreation director
- Park maintenance and operations is very ably, professionally, and effectively overseen by a lead employee. It is recommended that duties assumed by this position are by a supervisor with an appropriate classification
- The nonprofit Canby Adult Center provides a highly functioning, viable senior program. As a result, no additional staffing in this area is recommended



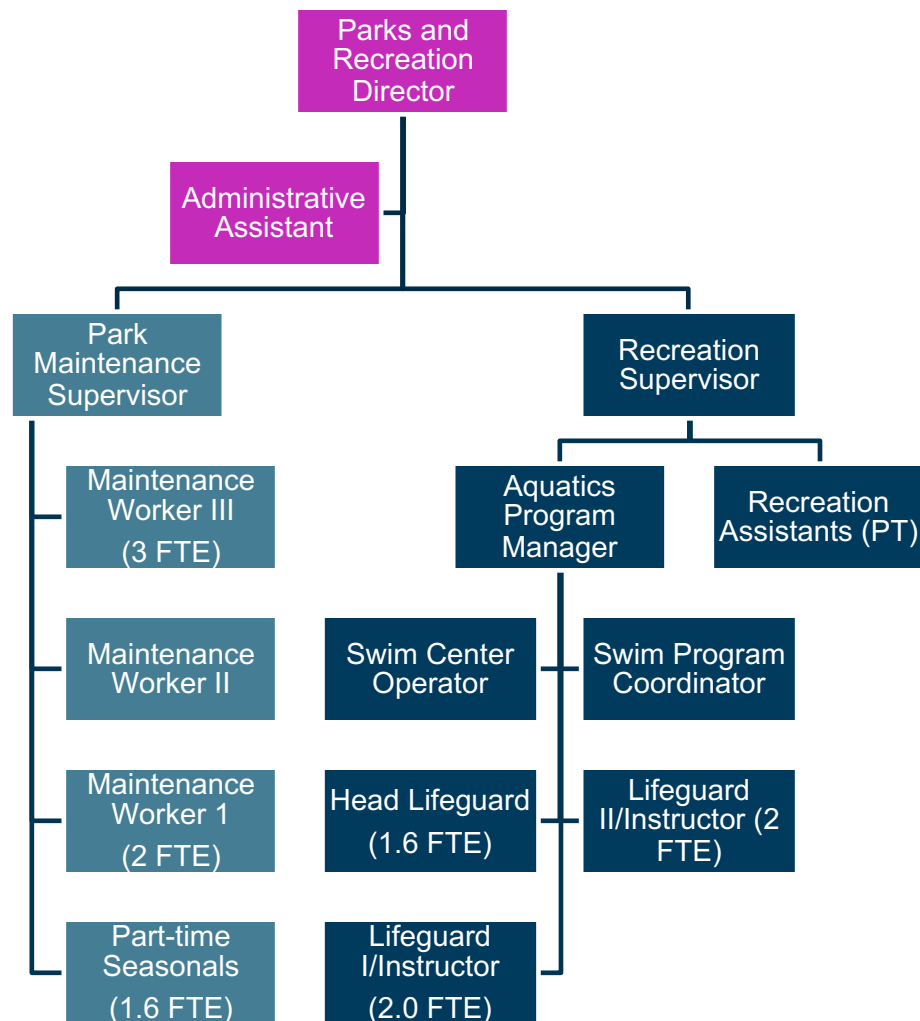
## Proposed Organizational Structure

Over the next five years, it is recommended that a parks and recreation department be formed that would include both current staffing (16.8 FTEs) and an additional 4 FTEs and conversion of one position. These positions may include:

Parks and Recreation Director	1 (FTE)
Administrative Assistant	1 (FTE)
Parks Maintenance Supervisor	1 (FTE) (Conversion of existing position)
Recreation Supervisor	1 (FTE)
Recreation Assistants (Part-time)	1 (FTE)

Please see **Figure 48** for a proposed organizational structure for a new parks and recreation department.

**Figure 48: Proposed Organizational Structure**



## C. Recreation Program Analysis

The purpose of a recreation program analysis is to identify gaps in service and opportunities to increase and improve delivery of recreation services. Because the City of Canby does not have a formal parks and recreation department, this analysis assumes most identified needs can be considered gaps in service. Aquatics and some limited special events are offered by the city, while senior activities are offered by a local nonprofit organization.

It is helpful to consider other agencies of similar size and what recreation programs are offered. NRPA suggests programming can span a variety of park and recreation activities, with many touching one or more of NRPA's three pillars: Conservation, Health and Wellness, and Social Equity. Key programming activities offered by at least 60% of park and recreation agencies of all sizes across the county are in **Figure 49**.

**Figure 49: Parks and Recreation Activities**



Agencies of similar size to Canby, serving a population of less than 20,000, typically offer 40 fee-based programs per year.

Oregon's SCORP identified the following programs, classes, or events as community education needs cross-tabulated by importance and offered across the state of Oregon. The SCORP report is considered current until 2023.

**Table 19: Oregon SCORP Community Recreation Programs**

Type of program, class, or event	Do you have a need for this program, class, or event?		If yes, how well is your need being met? – Mean score*	Which programs are most important?			
	% Yes	% No		% 1st Choice	% 2nd Choice	% 3rd Choice	% 4th Choice
Farmer’s market	68.6	31.4	3.83	40.8	16.6	10.3	7.1
Concert	56.3	43.7	3.29	9.9	18.1	14.0	9.1
Outdoor sports	48.5	51.5	3.43	13.8	8.2	9.0	9.4
Outdoor movies	46.2	53.8	2.63	3.2	7.5	9.5	11.9
Water exercise	41.0	59.0	3.00	5.8	6.8	6.5	7.5
Historical tours	40.2	59.8	2.75	2.9	5.6	8.7	8.9
Arts and crafts (ceramic, painting)	39.8	60.2	3.04	4.0	6.9	7.3	7.5
Quiet zone for reading or meditating	38.8	61.2	3.20	4.8	6.5	6.9	7.1
Environmental education	34.9	65.1	2.74	3.1	4.6	5.9	7.4
Yoga	34.4	65.6	3.12	3.0	4.5	4.8	4.5
Game area (e.g., chess, cards)	26.4	73.6	2.58	1.2	2.3	3.3	4.4
Walking club	26.3	73.7	2.73	0.7	1.1	1.2	0.5
Computer education	25.5	74.5	2.77	1.3	2.4	3.4	4.0
Social dancing	24.3	75.7	2.68	1.3	2.5	3.0	4.2
Aerobics	22.8	77.2	3.10	1.1	1.7	1.8	1.7
Tai Chi	20.8	79.2	2.73	1.5	2.2	2.0	2.1
Zumba	18.7	81.3	3.02	1.0	1.6	1.6	1.6
Pilates	18.4	81.6	2.84	0.5	0.8	0.8	1.2

\* 5-point Likert Scale (1=“Not being met” to 5 =“Fully met”)

The SCORP report identified the City of Canby among Oregon cities with the greatest needs for activities that focus on Hispanic and Latino populations, as well as those with children.

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## Recreation Facilities

The city provides two facilities to serve the aquatics and senior needs in the community.

### The Canby Swim Center

The swim center is a 50-year-old indoor swimming pool providing aquatic activities to Canby and the surrounding communities. The facilities include a 25-yard six-lane pool with spectator area, dressing and shower facilities, an office, and lobby. The city-owned and operated facility is situated on Canby School District property. The city leases the property on a one-year lease, which makes long-term investments challenging. The pool offers open swimming for 21 hours per week and lap swimming for 32 hours per week, as well as limited water exercise programs. The swim center hosts swimming teams and offers a full range of swimming lessons. Facility improvements were identified during the public input process as a high priority. The facility is funded primarily by a funding levy that requires voter approval every five years. An update of the facility is needed, as is a long-term funding solution. See Table X for historical usage of the swim center.

### Highlights From 2020 – 21

- Continued to upgrade and improve the air flow (HVAC) system to operate more effectively and efficiently
- Responded quickly to changes due to COVID-19, wildfires, and the ice storm
- Provided a space for people to exercise when allowed, including lap swimming and swim team
- Painted the ceiling of the pool area before the estimated deadline
- Continued to support community activities and programs by providing free swims to many different community programs

### 2021 – 22 Goals

- Upgrade and remodel the dressing rooms, office, and lobby area
- Restore programs and adjust to changes post COVID-19
- Address maintenance issues during the annual closure and throughout the year
- Provide swimming lessons to local schools and the public
- Provide a safe environment for swimming and water activities
- Continue to support community activities and programs
- Renew the pool operating levy to fund the swim center for FY 2022 – 27

**Table 20: Historical Usage of the Canby Swim Center 2016 – 2020**

	FY16-17 Actuals	FY17-18 Actuals	FY18-19 Actuals	FY19-20
Public lessons taught (Penguin Club)	23,072	22,000	21,500	13,200
School lessons taught	4,909	4,950	4,500	1,700
Public use hours per week	90	90	90	87
Private use rental hours per week	10	10	10+	10+
Usage from Canby community members	50%	50%	50%	50%
Usage from outside Canby residents	50%	50%	50%	50%

### The Canby Adult Center

The adult center is owned by the city and run by a nonprofit organization. The building sits on Canby School District property, and is on a year-to-year lease, making city investments and improvements challenging.

The nonprofit Canby Adult Center is operated by a director who is supported by an excellent team of staff and many dedicated volunteers. Funding for the center comes from investment income (49%), federal and state grants (26%), donations (14%) and fundraising efforts (11%). Budgets are supplemented by facility rentals and modest fees.

### Programs and Services

The center places a focus on five service areas:

- Nutrition (congregate meals, Meals-on-Wheels)
- Transportation (to the adult center and other transportation needs in the commuting area)
- Fitness/wellness (classes and activities)
- Recreation (social interaction, library, enrichment classes, movies and events)
- Client services (home delivery of meals, information and referral, energy access and assistance, and legal assistance)

### 2022 – 2023 Goals for the Adult Center

- Reopen with a full complement of services and activities post COVID
- Expand evidence-based wellness and fitness offerings
- Identify and address changing needs of baby boomer generation of older adults
- Reconfigure and remodel building interior to provide needed equipment and structural upgrades, create additional office space, and offer a more welcoming environment for clients
- Help ensure uninterrupted power supply to the center in the event of a major, long-lasting power outage

## 2018 – 2019 Selected Performance Indicators

- Client services direct contact cases – approximately 1,400
- Bus rides given (to and from center, day trips) – 3,350
- Dining room meals – 13,736
- Home-delivered meals – 26,649

## 2020 – 2021 Selected Performance Indicators (Building Largely Closed to Public)

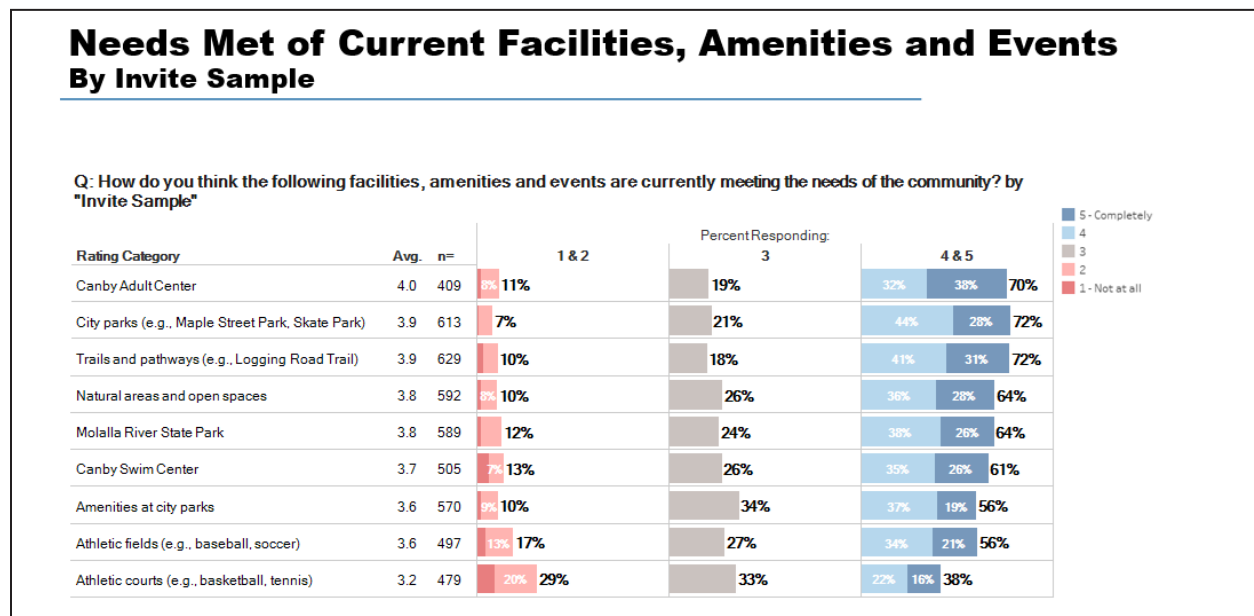
- Client services phone contact cases – 970
- Bus rides – n/a, service suspended due to COVID-19
- Home-delivered meals – 45,707

It is notable how meals served was impacted by COVID-19 in 2020 – 2021: while the dining room was closed, Home Delivery Meals (HDMs) were increased to over 5,000 meals greater than the combined dining room/HDMs pre-COVID. The center signed up a number of new clients who wouldn't traditionally qualify for HDMs, but who wanted to stay close to home.

## Program Effectiveness

The needs assessment survey highlighted that among facilities, amenities, and events, the two facilities did a very good job meeting community needs. The Canby Adult Center does an exceptional job meeting community need (70% of the community reporting that their needs were met), and the swim center reported the 61% of the needs for aquatics activities were met.

Figure 50: Recreation Needs Met in Canby



## Outdoor Facilities That Support Recreation Programs

### Athletic Fields

Children and adults in the city use athletic facilities in the parks and on school properties for organized and self-directed sports participation. Primary concerns around the quality of the fields were identified as a need to work closely with the Canby School District to improve field maintenance.

### Event Space

Most special events take place at Wait Park in the center of the city. The park could benefit from a specific master plan and a much-needed update.

### Specialized Facilities

- The skate park is a specialized facility that may benefit from shade
- There are new pickleball courts and a spray feature at Maple Street Park, which provide a great addition to the system
- The city needs a dog park/off-leash area



## Community Member Recreation Participation

Participation trends and desires were identified in the master plan process, which included key program and activity categories and partnership opportunities for implementing enrichment, athletic activities, aquatic activities, and special events.

### Focus Group Meetings, Public Forums, and Stakeholder Interviews

Ninety-two members of the community identified a desire for summer camps, community education and enrichment programs (yoga, tai chi, etc.), farmers markets, indoor winter activities, and Saturday markets.

### The Needs Assessment Survey

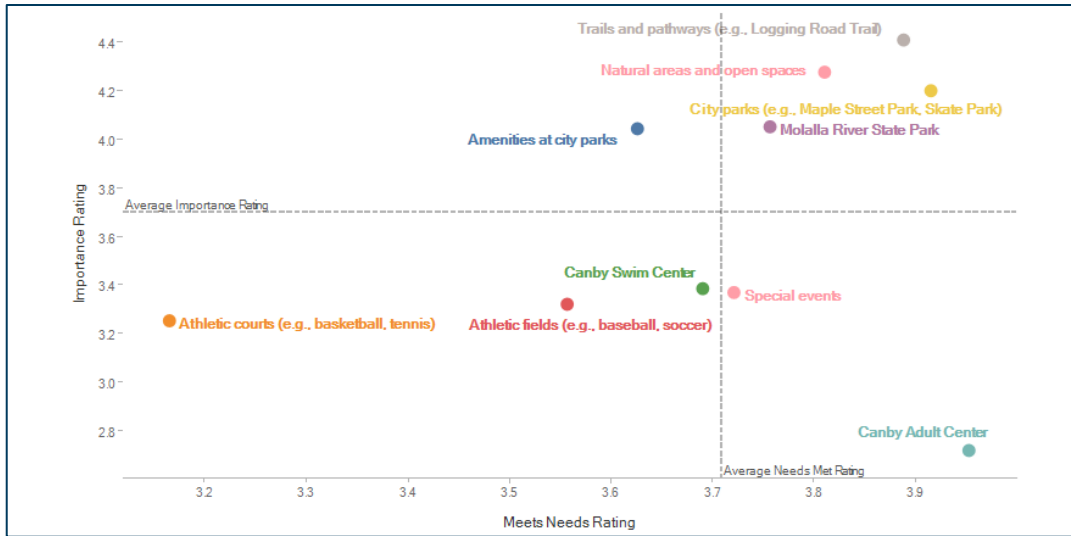
The survey identified both how important facilities, amenities, and events are to the community, as well as how well needs are being met. By applying an Importance-Performance Matrix model, we can best identify those areas the city should focus on. See **Figure 51**.

**Figure 51: Importance Performance Matrix**

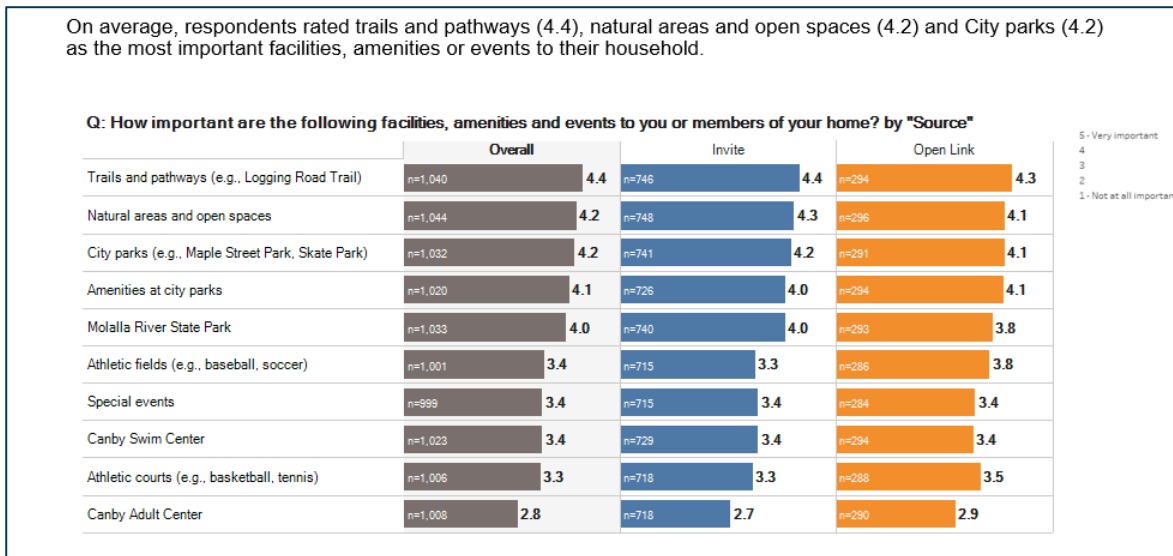
<b>Average Importance- Performance Matrix</b>	<b>High importance/ Low needs met</b>	<b>High importance/ High needs met</b>
	<p>These are key areas for potential improvements. Improving these facilities/programs would likely positively affect the degree to which community needs are met overall.</p>	<p>These amenities are important to most respondents and should be maintained in the future, but are less of a priority for improvements as needs are currently being adequately met.</p>
	<p>These “niche” facilities/programs have a small but passionate following, so measuring participation when planning for future improvements may prove to be valuable.</p>	<p>Current levels of support appear to be adequate. Future discussions evaluating whether the resources supporting these facilities/programs outweigh the benefits may be constructive.</p>
	<b>Low importance/ Low needs met</b>	<b>Low importance/ High needs met</b>



**Figure 52: Average Important/Performance Matrix by Invite Sample**



**Figure 53: Importance of Current Facilities, Amenities, and Events**



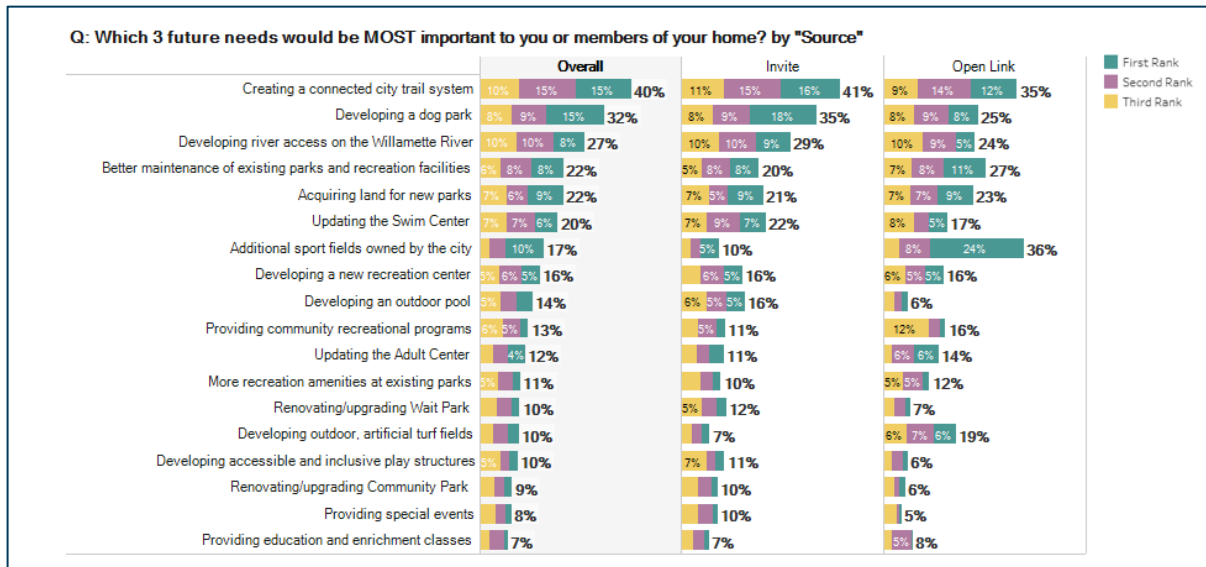
**Figure 54: Importance of Current Facilities, Amenities, and Events**

**Q: How do you think the following facilities, amenities and events are currently meeting the needs of the community? by "Source"**

	Overall	Invite	Open Link
Canby Adult Center	n=581 3.9	n=409 4.0	n=172 3.7
City parks (e.g., Maple Street Park, Skate Park)	n=853 3.8	n=613 3.9	n=240 3.5
Trails and pathways (e.g., Logging Road Trail)	n=872 3.8	n=629 3.9	n=243 3.6
Natural areas and open spaces	n=828 3.7	n=592 3.8	n=236 3.5
Molalla River State Park	n=811 3.7	n=589 3.8	n=222 3.5
Canby Swim Center	n=723 3.6	n=505 3.7	n=218 3.4
Special events	n=674 3.6	n=480 3.7	n=194 3.3
Amenities at city parks	n=806 3.5	n=570 3.6	n=236 3.2
Athletic fields (e.g., baseball, soccer)	n=722 3.3	n=497 3.6	n=225 2.7
Athletic courts (e.g., basketball, tennis)	n=695 3.0	n=479 3.2	n=216 2.6

Improvement opportunities include recreation facilities and programs. See **Figure 55**.

**Figure 55: Top Three Future Improvements of Parks and Recreation Opportunities**



## Opportunities to Establish a New Community Recreation Program

Opportunities and recommendations are described below as goals with accompanying action items and are mostly dependent upon establishment of a formal parks and recreation department within the city. Primary goals the city may consider when establishing a community recreation program include:

**Table 21: Goals and Opportunities**

Goal 1: The department should offer a robust and relevant recreation program for Canby community members	<ul style="list-style-type: none"> <li>• The city should identify adequate funding and staffing to help ensure safe and relevant programs</li> <li>• The city should begin slowly with special events and continued support for the two existing facilities to allow the new department to grow organically</li> </ul>
Goal 2: Help ensure programs are offered in an inclusive manner	<ul style="list-style-type: none"> <li>• Establish programs that are in compliance with the ADA of 1990 and subsequent updates</li> <li>• Focus on offering life-long skill programs that enrich the lives of community members</li> </ul>
Goal 3: Establish partnerships to provide high-quality recreation programs	<ul style="list-style-type: none"> <li>• Partner with civic groups and utilize the Parks and Recreation Advisory Board to assist with priority setting</li> </ul>
Goal 4: Increased and improved communication for program opportunities	<ul style="list-style-type: none"> <li>• Establish a quarterly program brochure to assist community members with program registration</li> <li>• Establish a social media presence</li> </ul>
Goal 5: Offer programs and activities identified as priority by the Canby community	<ul style="list-style-type: none"> <li>• Youth and adult sports programs</li> <li>• Youth development and teen-focused activities</li> <li>• Adult enrichment and life-long learning opportunities</li> <li>• Special events</li> <li>• Outdoor recreation programs</li> <li>• Senior programs</li> <li>• Aquatic programs</li> </ul>

### Marketing Future Programs

If a department is established, a detailed and formal marketing plan is recommended three years after inception to create promotion strategies. A resource allocation study is also recommended in the future to develop a fee policy.

The program brochure is recommended to promote program opportunities. The publication of a quarterly program brochure is part of a greater strategy for communicating program opportunities. Along with posts to websites, email, social media, and community presentations, the program brochure is one way to publicize programs, activities, policies, and events.

Even as different communities may have different preferences for how they receive information, program brochures continue to be the most widely preferred method to parks and recreation program participants, regardless of location within the United States or size of agency. It is important to follow best practices when establishing a program brochure:

1. Maximize return on investment (ROI) from the brochure through offering various registration tools, times, etc. Agencies should make it as easy as possible for patrons to enroll in classes and activities.
2. Welcome notes and letters to patrons should not be placed on the front or back cover or on the first couple of inside pages. These are prime spaces for attracting registrants.
3. Program descriptions should follow five “C”s to attract registration:

- **Clear** – be clear in a broad sense. Describe the activity in a way that does not limit the instructor: “this class may include crafts and music projects”
- **Concise** – don’t use phrases like “This class will” “You will learn.” Assume that they know it will be fun, but don’t say it. All recreation classes should be fun. Do not say the age in the title or in the body of the description—it should already be listed in the activity category
- **Creative** – use different descriptive words. Try not to repeat the same words if possible.
- **Consistent** – confirmation information should be at the end of the description. For example: “Bring sunscreen and a hat”
- **Catchy** – description should be unique. A customer should not have to look at a page of activities where they all start the same way

4. An automated registration system is important for most agencies. In addition to assisting with internal controls, an automated system can provide easy data reporting with real time, efficient program registration, and a higher level of quality customer service.
5. Distribution of the program brochure – best practices may call for either direct mail or distribution through a school system. Agencies need to be aware of the printing cost and potential perceptions around environmental issues when printing large quantities of program brochures.
6. Selling advertising space in the brochure may be an option to offset the cost of the brochure.

## Ongoing Evaluation of Future Programs

It is important to have a process in place for users and staff to continually evaluate the programs and activities offered. Comment cards with survey questions to rate the quality of the programs can work well to gauge user satisfaction. Performance measures, developed internally by staff, can be very effective in driving a program that continually improves. As staff develops and manages programs, the following questions may be helpful to ask:

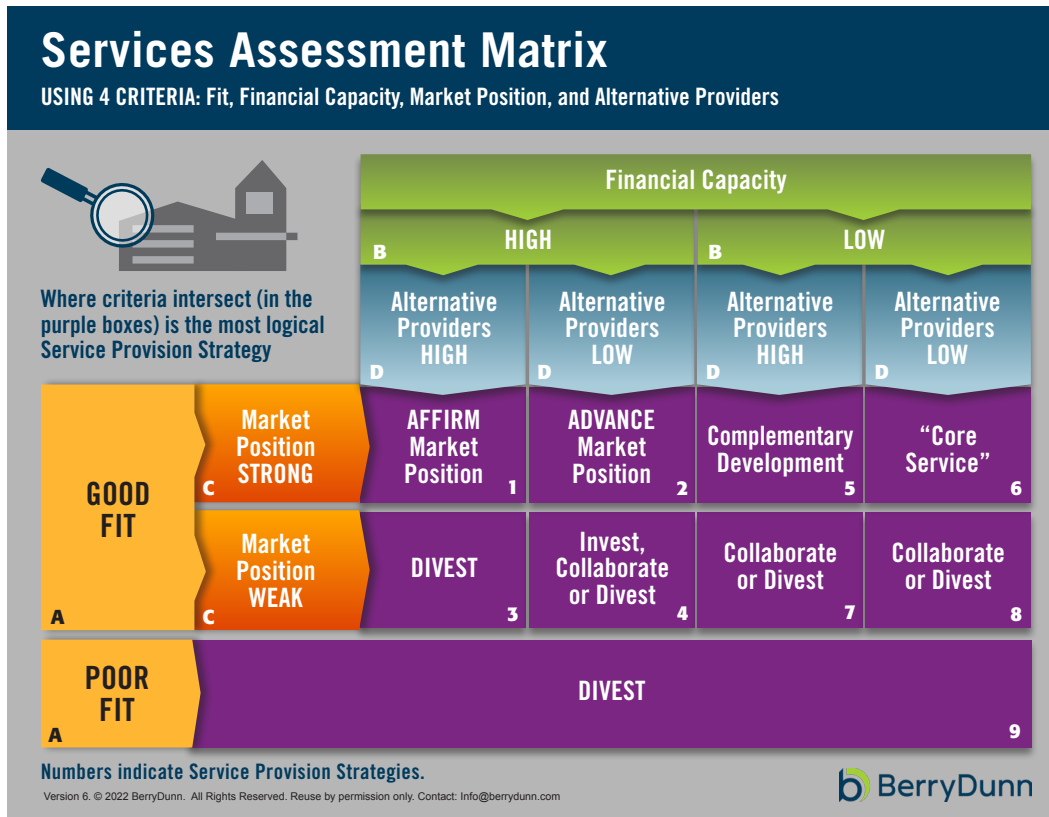
- Is participation increasing or decreasing? If participation is increasing, then it could mean that the program should be continued. If participation is decreasing, are there steps to take to increase interest through marketing efforts, changes to the time/day of the program, format, or instructor? If not, it may be time to discontinue the program
- Is there information contained in the participation/staff feedback that can be used to improve the program?
- Are cost recovery goals being met? If not, can costs be reduced or can fees be realistically increased?
- Is there another program provider that is more suitable to offer it? If yes, the department could provide referrals for its customers
- Is this program taking up facility space that could be used for expansion of more popular programs or new programs in demand by the community?



## The Services Assessment Matrix

GreenPlay/BerryDunn created the service matrix below to assist agencies with programming decisions to best gauge whether programs should be offered, continued, or discontinued.

Figure 56: Services Assessment Matrix



## Performance Measures

Once the program is established, quarterly performance measures will be an important part of the continued evaluation of the programs for effectiveness and efficiency. Performance measures should be applied to all programs and activities and reported on a regular basis. Some examples are in **Table 22**.

Table 22: Examples of Recreation Performance Measures

Performance Measure	Purpose	Outcome
# of new classes per quarter	Maintain a fresh and novel recreation program	Attract new and returning participants
# of program cancellations	Keep programming from stagnating	Make efficient use of coordination time and marketing budget
Participant satisfaction rates	Encourage high-quality program delivery	Maintain and attract advocates; strong, sustainable revenues; and word of mouth marketing

## D. Parks Maintenance and Operations Analysis

### Background

BerryDunn generally assessed parks maintenance practices in the City of Canby. Maintenance and operations of the parks system is assigned to the public works director, who is supported by a park manager (lead maintenance) who oversees the day-to-day park operations. The city maintains parks and facilities in 25 locations spanning 328 acres of parks and open space properties, and 14 additional areas (medians, street areas, city hall, etc.).

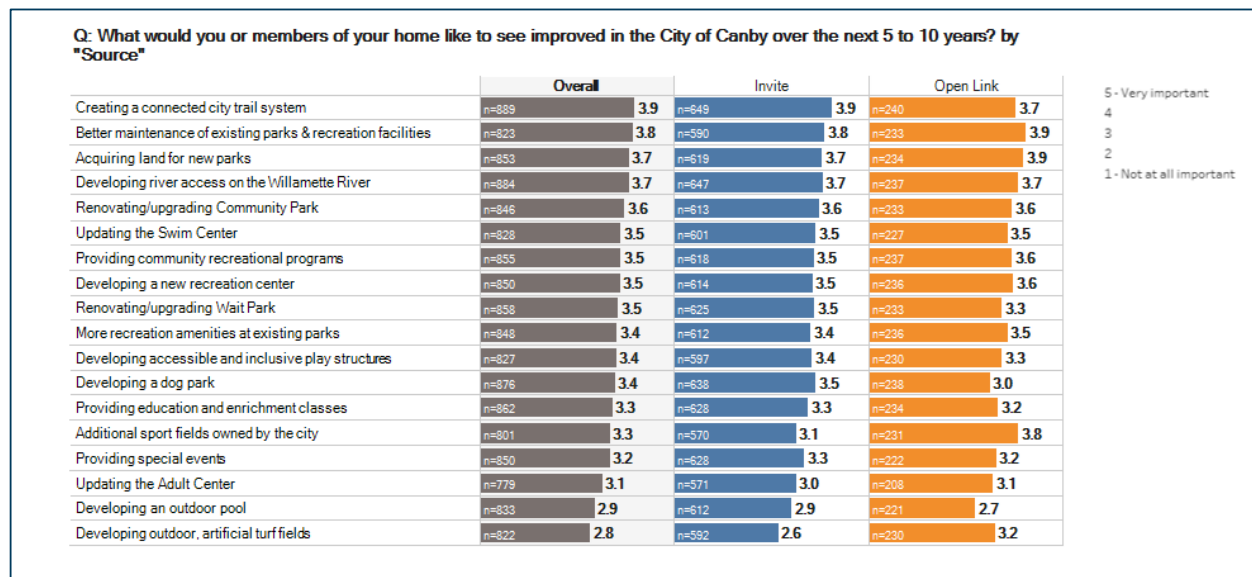
### Desired Outcome

The goal for this assessment is to identify opportunities to refine and optimize the city’s maintenance practices and to develop recommendations that will help ensure the city is able to deliver parks that are safe, clean, and green.

### Current Satisfaction With Parks and Operations

The needs assessment survey demonstrated that better maintenance of existing parks and recreation facilities was a top priority. See **Figure 57**.

**Figure 57: Important Areas for Improvement in Canby**



The results did not change specifically for individuals who reported they were of Hispanic or Latino origin, but respondents did rate improvements in park maintenance of existing parks as their top priority for improvement. See **Figure 58**.

**Figure 58: Improvements by Ethnicity**

	Overall	Q 27: Are you of Hispanic, Latino, or Spanish origin?	
		No	Yes
Creating a connected city trail system	n=889 <b>3.9</b>	n=791 <b>3.9</b>	n=36 <b>3.9</b>
Better maintenance of existing parks & recreation facilities	n=823 <b>3.8</b>	n=733 <b>3.7</b>	n=37 <b>4.2</b>
Acquiring land for new parks	n=853 <b>3.7</b>	n=756 <b>3.7</b>	n=36 <b>3.9</b>
Developing river access on the Willamette River	n=884 <b>3.7</b>	n=790 <b>3.7</b>	n=36 <b>3.8</b>
Renovating/upgrading Community Park	n=846 <b>3.6</b>	n=761 <b>3.6</b>	n=35 <b>4.1</b>
Updating the Swim Center	n=828 <b>3.5</b>	n=736 <b>3.5</b>	n=37 <b>3.5</b>
Providing community recreational programs	n=855 <b>3.5</b>	n=764 <b>3.5</b>	n=36 <b>3.7</b>
Developing a new recreation center	n=850 <b>3.5</b>	n=761 <b>3.5</b>	n=35 <b>3.8</b>
Renovating/upgrading Wait Park	n=858 <b>3.5</b>	n=765 <b>3.4</b>	n=36 <b>3.8</b>
More recreation amenities at existing parks	n=848 <b>3.4</b>	n=758 <b>3.4</b>	n=36 <b>3.7</b>
Developing accessible and inclusive play structures	n=827 <b>3.4</b>	n=739 <b>3.3</b>	n=34 <b>4.0</b>
Developing a dog park	n=876 <b>3.4</b>	n=776 <b>3.3</b>	n=36 <b>3.9</b>
Providing education and enrichment classes	n=862 <b>3.3</b>	n=769 <b>3.3</b>	n=36 <b>3.8</b>
Additional sport fields owned by the city	n=801 <b>3.3</b>	n=712 <b>3.3</b>	n=34 <b>3.1</b>
Providing special events	n=850 <b>3.2</b>	n=763 <b>3.3</b>	n=31 <b>3.2</b>
Updating the Adult Center	n=779 <b>3.1</b>	n=693 <b>3.0</b>	n=33 <b>3.0</b>
Developing an outdoor pool	n=833 <b>2.9</b>	n=743 <b>2.9</b>	n=33 <b>2.9</b>
Developing outdoor, artificial turf fields	n=822 <b>2.8</b>	n=735 <b>2.8</b>	n=32 <b>2.8</b>



## The Importance of Quality Park Maintenance

Proper maintenance of parkland can reduce the possibility of accelerated depreciation of park amenities, increased crime, gang activity, and vandalism, negative public perception of city operations, decreased property values surrounding Canby parks, and increased renovation costs in the future. Opportunities to address safety and security issues in parks primarily fall into the responsibility of the park maintenance team.



## Financial Resources

The city allocated \$1,045,783 in park maintenance and facility operations in the 2022 budget and an additional \$280,000 in capital investments.

To evaluate funding allocated to park maintenance, it is helpful to benchmark against other typical agencies with similar populations. NRPA’s Agency Performance Review suggested that typical agencies may expend from \$3,749 (low) to \$21,708 (high) with a median of \$7,959 per acre of park space. For cities like Canby with population density greater than 2,500 persons per square mile, the need for resources tends to increase toward the upper quartile (Canby’s population density is 4,146 per square mile).

The city invests only \$3,188 per acre to maintain the 328 acres of park space. However, the consultants recognize two significant factors – first, five parks/properties (Three Sisters Ranch property, Traverso, Willamette Wayside, Fish Eddy landing, and the Dodds Property) are natural areas or undeveloped properties requiring minimal maintenance, and secondly, two of seven positions are dedicated outside of typical parks operations.

Typical agencies expend 44% of their operating budgets on parks and maintenance operations. The city allocates nearly all of its General Fund resources allocated to parks and recreation, to parks. Source: 2020 NRPA Agency Performance Review.

## Park Maintenance Fee

In August 2017, the Canby City Council authorized collection of a \$5.00 per month park maintenance fee under Canby ordinance 1466, effective January 1, 2018. The fee is collected from each household as part of monthly utility payments. The park maintenance fee accounts for \$487,000, or 37%, of 2021 general funds to deliver parks and recreation services.

## Staffing Resources

The city’s park maintenance and operations are overseen by a long-term lead employee supported by 7.16 regular FTE positions. Of the seven positions, one is allocated to the Zion Cemetery, one for street landscaping, and five for park maintenance. In addition, the city attempts to supplement with three to thirteen seasonal employees, some of whom are needed between six and nine months per year. All employees, including the lead, are represented by the American Federation of State, County and Municipal Employees (AFSCME) 350-6. See **Table 23**.

**Table 23: 2022 Budgeted Full-Time/Regular Staffing Dedicated to Park Maintenance**

• Park Lead Employee	1.00
• Maintenance Worker III	3.00
• Maintenance Worker II	1.00
• Maintenance Worker I	2.00
• Part-Time Seasonal	1.1

The maintenance team also assists recreation staff for special events and dedicates significant time to the Light up the Night event at Wait Park each November – December. Approximately .3 FTE, or 700 hours, are expended annually to support recreation programs in the community.

## Canby Park Assets

A listing of parks and acreage is provided in Section IV, Table X. Specific assets maintained by the city are in **Table 24**.

**Table 24: Canby Park Assets Maintained by the City**

- Basketball Courts (3)
- Concessions Areas (2)
- Diamond Ballfields (3)
- Disc Golf Course (1)
- Event Spaces (2)
- Public Art (2)
- Walking Loops (3)
- Natural Areas (7)
- Open-Turf Areas (9)
- Restrooms (13)
- Playgrounds (9)
- Pickleball Courts (1)
- Rectangular Ballfields (1)
- Shelters (11)
- Skate Park (1)
- Trailhead/Access (9)
- Spray Pads (1)

## Park Maintenance Resource Challenges

There is a need for a larger investment in park maintenance that results from three key factors:

### 1. Growth

The city is anticipated to see continued growth, which will require new park space. Additional resources will also be needed to maintain new parks and the greater density of use of existing parks. To meet median acres of parkland for communities similar to Canby, the city would need to add 43 acres with a current maintenance cost of \$449,651 at the current standard. To only maintain the current ratio of developed parks per 1,000 residents, the city would need to provide 5.4 acres of developed park space per 1,000 residents, for the new projected residents, the city would need to add 5.1 acres of new developed park space at a cost of \$54,000 annually.

### 2. Homelessness

Issues related to homelessness are generally controlled and negligible compared to the larger Portland metropolitan area. Workloads are affected for trash removal and cleanup. A staff resource for addressing homeless issues is in **Appendix D**.

### 3. Climate Change

As temperatures have increased in the Pacific Northwest, seasonal use of parks has become greater. The increased density of use will continue to create resource challenges in the future. In the recent past, density of use has increased substantially.

## Relationship With Public Safety

The city has a very good relationship with local law enforcement and work well with police and code enforcement to address inappropriate behavior in the parks. Police have codes to gain access into the parks.

## Performance Measures

The city has a carefully thought out schedule for park maintenance tasks and is encouraged to develop S.M.A.R.T. (specific, measurable, achievable, relevant, and time bound) performance measures in the following and other areas related to core parks maintenance functions:

- Litter Control – all litter should generally be removed from the parks daily within 24 hours. Litter control minimum services may be two to three times per week in very low use areas
- Graffiti should be removed within 48 hours, or 24 hours if it includes offensive language/graphics. The district should maintain an inventory of replacement signs
- Repairs to park components and amenities within 48 hours and signs posted closing an amenity needing repair. Repairs to all elements should be done immediately when problems are discovered, provided replacement parts and technicians are available to accomplish the job. When disruptions to the public might be major and the repair is not critical, repairs may be postponed to a time that is least disruptive to the usage patterns
- Restroom maintenance and service should be completed daily, each day a restroom is open to the public and as needed based on permits
- Park inspections – comprehensive inspections should be completed weekly; staff should inspect restrooms and playgrounds daily
- Irrigation – turf should have a green appearance except for dedicated natural areas. Priority areas for irrigation should be reviewed annually
- The superintendent is encouraged to publish a weekly park inspection schedule

Both written and adopted maintenance standards and performance measures are necessary to encourage and help assure proper and timely maintenance of the parks. See sample maintenance standards in **Appendix H**.

## 2022 Goals Identified by the City for Parks and Park Operations

- Continue to maintain all city park assets in the most cost-effective, efficient manner possible while addressing customers' concerns in a timely manner
- Continue to work with all city departments to provide lateral support and make the best use of all city equipment and personnel
- Continue to utilize volunteer groups to help maintain city properties and nurture community support

- Continue to track all park maintenance hours and work on the list of deferred maintenance tasks
- Maintain the restrooms, playgrounds, and landscaping to provide a safe and accessible park system for Canby community members
- Develop and maintain an annual park maintenance program schedule
- Develop a new parks master plan and update the SDC methodology

## Findings and Recommendations

- This evaluation of maintenance and operations for the city recognizes many of the same topics identified in the public input process and needs assessment survey. Park security and safety and the need for greater resources have been identified as priority areas.
- Satisfaction with park maintenance is somewhat average but understandable given resources
- Community members rate park maintenance improvements as very important determinants of increased park use at 3.8 on a scale of 1 to 5. Individuals identifying as Hispanic feel even stronger, with a rating of 4.2
- The park maintenance team is understaffed, in part due to responsibilities around the cemetery and streets, and responsibilities for natural areas and open spaces
- Some of the parks require updating, which makes day-to-day maintenance challenging.
- The parks are very densely used in the summer, which creates challenges for maintenance practices
- Homeless issues in the area place a burden on park maintenance
- Growth in population will require significantly greater resources over the next 5 to 10 years for park maintenance and operation
- Community members would like to see better maintenance of athletic facilities, including schools. The city should continue conversations with the school district to improve ballfield maintenance
- Greater consistency in park assets and an asset management plan would greatly assist park operations

# Section VII

## The Plan Forward – Key Issues and Action Plan

### A. Key Issues

Key issues were identified during the planning process from quantitative and qualitative sources in several categories. A matrix of key issues that identified the origin of each issue can be found in *Appendix I*.

#### Organizational Effectiveness

- The city’s residential growth demonstrates a clear need for an independent parks and recreation department with an efficient organizational structure
- There is significant room for improvement in marketing and communication about parks and recreation facilities and services
- The highly functioning Parks and Recreation Advisory Board may benefit from additional support
- Staff positions to support parks and recreation are deficient (up to five FTEs)

#### LOS for Parks, Trails, and Facilities

- The city does not have sufficient rectangle or diamond athletic facilities to host tournaments and activities/leagues
- Among all city recreational opportunities, needs for athletic fields and courts are least met
- The city relies on schools to supplement LOS for sports fields
- As population grows, the park system will need major investments to add components and amenities such as basketball courts, community gardens, diamond and rectangle fields, tennis courts, dog parks, and another skate park
- Some children aged 14 and under lack walkable access to a park with a playground (17%)
- Trails and walking opportunities are in high demand
- Connected trails and open spaces are the most important parks to residents
- The Traverso property needs a concept or master plan
- The disc golf course has potential to be a regional attraction
- The city needs a dog park to support dog owners
- Locust Street Park may be too densely used by the multi-family housing surrounding the park

#### Financial Considerations

- Registered voters in Canby may support the existing maintenance fee and the swim center fee on a permanent basis
- The land dedication and system development charge methodology needs to be corrected to reflect the current LOS and the cost of park development
- A better alignment of capital growth and maintenance resources is needed

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## **B. Goals, Objectives, the Action Plan, Cost Estimates, and Prioritization**

The following goals, objectives, and action items came from public input, a needs assessment survey, LOS analysis, feedback from two community forums, and additional information gathered during the planning process. These items provide tangible actions that the city can employ to complete the desired goals and objectives. All cost estimates are in 2022 figures where applicable.

Most capital and operational cost estimates are dependent on the extent of the enhancements and improvements implemented. Both the capital and operating estimates are to provide planning scope and scale.

Time frame designations recommended to complete action items are as listed below:

- Ongoing (occurs continuously)
- Short-term (up to three years)
- Mid-term (four – six years)
- Long-term (seven – ten years)

## Goals, Objectives, and Action Items

Many of the goals, objectives, and action items included in this section are dependent on the city meeting Goal 1 that creates a formal parks and recreation department.

### Goal #1: Create a financially resilient organizational structure to deliver parks and recreation programs and services that positions the city for growth

Objective 1.1 Create a parks and recreation department with an efficient organizational structure			
Actions	Capital Cost Estimate	Operational Budget Impact	Time Frame to Complete
1.1.a Hire a professional parks and recreation administrator.	N/A	\$200,000	Short-term
1.1.b Consider oversight of parks operations, the Canby Swim Center, and the Canby Adult Center to be realigned under the new department.	N/A	Staff-time	Short-term
1.1.c Working with the Parks and Recreation Advisory Board, create and implement a two-year strategic plan for initiation of the new department. The plan should include a mission/vision statement, benchmarking with similar communities, financing and staffing plan, special events schedules, and potential partnerships.	\$20,000	Staff-time	Short-term
1.1.d Create and implement program registration process (short-term and long-term).	N/A	Varies	Short-term
1.1.e Establish a cost recovery goal for the new department.	N/A	Staff-time	Mid-term
1.1.f Following standards for policy development within the Council for Parks and Recreation Accreditation, develop appropriate policies for the new department.	N/A	Staff-time	Mid-term

Objective 1.2 Explore opportunities for long-term sustainable funding for parks and recreation			
Actions	Capital Cost Estimate	Operational Budget Impact	Time Frame to Complete
1.2.a Consider any of the new and unused funding opportunities identified during the master planning process.	N/A	Staff-time	Short-term
1.2.b Continue to align system growth with maintenance resources as the city grows. Fund O&M at time of capital project approval.	Varies with capital projects	Staff-time	Mid-term

**Objective 1.2 Explore opportunities for long-term sustainable funding for parks and recreation**

<b>1.2.c</b> Once a new department is formed, explore sponsorship and development funding.	N/A	Staff-time	Mid-term
<b>1.2.d</b> Explore opportunities for capital grant funding through the State of Oregon Parks and Recreation Department to include the Local Government Grant Program (LGGP) funded by lottery proceeds, the Oregon Recreation grants, Heritage grants, Land and Water Conservation Fund grants, etc. Focus priorities on the trails grant opportunities to complete the Emerald Necklace.	N/A	Staff-time	Mid-term

**Objective 1.3 Consider staff positions to support parks and recreation as population grows (up to four FTEs)**

<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Time Frame to Complete</b>
<b>1.3.a</b> Consider three additional parks maintenance positions as demand and need dictate.	N/A	\$125,000 per FTE	Short-term
<b>1.3.b</b> Explore opportunities to add full-time maintenance positions in the place of casual/seasonal staffing.	N/A	Varies with position classification	Short-term
<b>1.3.c</b> Consider part-time recreation coordinator and part-time marketing position once the new department is formed.	N/A	\$50,000 – \$100,000	Mid-term
<b>1.3.d</b> Explore the role of parks staff in the maintenance of the cemetery and street shapes. Consider maintaining by the Public Works Department.	N/A	Staff-time	Mid-term

**Objective 1.4 Advise and support the CAPRD to assist with funding parks and recreation services**

<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Time Frame to Complete</b>
<b>1.4.a</b> Support, as appropriate, the district’s opportunities for creating a permanent tax rate.	N/A	Staff-time	Short-term
<b>1.4.b</b> Facilitate goal setting with the district to help ensure both the city and district’s goals are aligned.	N/A	Staff-time	Mid-term



**Objective 1.5 Adopt an update to the city’s Parks and Recreation Land Dedication and System Develop Charges Methodology**

Actions	Capital Cost Estimate	Operational Budget Impact	Time Frame to Complete
1.5.a Adopt the proposed land dedication and SDC methodology study completed as part of the master planning process.	N/A	Staff-time	Short-term

**Objective 1.6 Improve and enhance marketing and communication for parks and recreation facilities and services**

Actions	Capital Cost Estimate	Operational Budget Impact	Time Frame to Complete
1.6.a Enhance the city parks webpage specific to parks and recreation with up-to-date parks and program information.	N/A	Staff-time	Ongoing
1.6.b Establish parks and recreation department social media accounts. Consider a part-time/casual position to manage both social media and recreation program information (See 1.4.c).	N/A	Staff-time	Ongoing
1.6.c Create and distribute a quarterly program guide; consider only an electronic version for the first two years. Build an email distribution database.	N/A	Staff-time, \$50,000	Mid-term

**Goal #2: Enhance and expand healthy recreation opportunities provided by the city and community partners**

**Objective 2.1 Explore and offer recreation programs that meet the desires and needs of the Canby community**

Actions	Capital Cost Estimate	Operational Budget Impact	Time Frame to Complete
2.1.a Utilize space at city hall, the Canby Adult Center, and the Canby Swim Center as possible to hold programs.	N/A	Varies	Ongoing
2.1.b Initiate a schedule of neighborhood special events, including concerts and movies in the parks, and establish partnership with neighborhood planning committees.	N/A	\$50,000	Short-term
2.1.c Initiate a series of community education and recreation enrichment programs and activities. Consider contracting instructors to provide enrichment classes and activities.	N/A	75% cost recovery	Mid-term
2.1.d Develop agreements with the Canby School District and the library to hold programs. Consider leased space to host programs.	N/A	Varies	Mid-term

### Objective 2.2 Enhance recreation center and aquatic opportunities for the Canby community

Actions	Capital Cost Estimate	Operational Budget Impact	Time Frame to Complete
<b>2.2.a</b> Explore long-term lease from the Canby School District or purchase of the property that the swim center and adult center are located on.	N/A	Staff-time	Short-term
<b>2.2.b</b> Consider upgrading the Canby Swim Center – focus on locker rooms, customer traffic flow, birthday party rooms, mechanical evaluation, etc.	Based on scope	Staff-time	Mid-term
<b>2.2.c</b> Explore opportunities for a community center co-located with an outdoor aquatics facility that includes operator, financing, program, location, etc.	Feasibility study \$50,000 – \$75,000	Varies based on design and program	Long-term
<b>2.2.d</b> Explore opportunities to upgrade and expand the adult center that include a reconfiguration and remodel of the building interior to provide needed equipment and structural upgrades, create additional office space, include upgraded electric and infrastructure, and offer a more welcoming environment for clients.	Based on scope	Staff-time	Long-term

### Goal #3: Expand and enhance community member park experiences

#### Objective 3.1 Continue to enhance park user experiences

Actions	Capital Cost Estimate	Operational Budget Impact	Time Frame to Complete
<b>3.1.a</b> Implement design standards to create consistency in the parks and facilities.	\$40,000	Staff-time	Mid-term
<b>3.1.b</b> Create an asset management plan and focus on bringing all park assets to working condition.	\$25,000	Staff-time	Mid-term
<b>3.1.c</b> Adopt and implement park acreage standards as developed in the master plan. Limit mini-parks and focus on community parks.	N/A	Staff-time, maintenance costs vary by type of park	Mid-term
<b>3.1.d</b> Focus on improving community member satisfaction with park maintenance by enhancing park components and amenities.	Varies	Varies	Mid-term, long-term

**Objective 3.1 Continue to enhance park user experiences**

<p><b>3.1.e</b> Add 5 acres of developed neighborhood and community parks or develop currently owned and undeveloped park space. Explore site acquisition for community parks based on size appropriate for athletic facilities. Explore opportunities around existing parks like Legacy and Maple Street.</p>	<p>\$381,595 per acre = \$1,907,975 + land cost</p>	<p>\$8,000 per acre</p>	<p>Long-term</p>
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**Objective 3.2 Provide high-quality athletic facilities to meet the needs of the growing community**

Actions	Capital Cost Estimate	Operational Budget Impact	Time Frame to Complete
<p><b>3.2.a</b> Enhance the disc golf course to help meet potential as a regional attraction.</p>	<p>\$1,500 per hole for high-quality course, not including land development. A new course including design, fees, and construction is \$30,000 – \$40,000.</p>	<p>Staff-time</p>	<p>Mid-term</p>
<p><b>3.2.b</b> Explore opportunities for an athletic complex that would include feasibility study, owner, operator, financing, and program.</p>	<p>\$100,000 to \$200,000 for feasibility study, based on scope. Construction and development can be \$5,000,000+ depending on components and size.</p>	<p>Staff-time</p>	<p>Long-term</p>

**Objective 3.3 Expand and enhance low-scoring components and amenities in parks**

Actions	Capital Cost Estimate	Operational Budget Impact	Time Frame to Complete
<p><b>3.3.a</b> Aspire for all children aged 14 and under to have walkable access to a park with a playground. Consider nature-based playgrounds. Some key locations/general areas to improve walkable access include:</p> <ul style="list-style-type: none"> <li>• Skate park</li> <li>• Ivy Ridge estates</li> <li>• East Logging Trail north of Baker Prairie Middle School</li> </ul>	<p>\$2,000,000 for three special-use playgrounds</p>	<p>Varies</p>	<p>Long-term</p>
<p><b>3.3.b</b> Consider additional infill components in parks to meet the median for typical communities Canby's size:</p> <p>1)Basketball Courts (2)                  2)Community Gardens (2)                  3)Diamond Fields – Youth Baseball (5)                  4)Diamond Fields – Adult Softball (2)                  5)Diamond Fields – Youth Softball (2)                  6)Rectangle Fields – Adult Soccer (3)                  7)Rectangle Fields – Youth Soccer (6)                  8)Tennis Courts (7)</p> <p>The numbers in parentheses represent maximum number of additional components.</p>	<p>1) \$250,000                  2) \$100,000 (50 plots per garden on ½ acre)                  3) \$2,500,000 includes fencing, dugouts, bleachers, and irrigation, but not lighting                  4) \$1,000,000 includes fencing, dugouts, bleachers, and irrigation, but not lighting                  5) \$1,000,000 includes fencing, dugouts, bleachers, and irrigation, but not lighting                  6) \$1,200,000, includes irrigation but does not include lights or bleachers                  7) \$2,000,000 includes irrigation but does not include lights or bleachers                  8) \$600,000 includes surfacing, fencing, nets, and benches, but does not include lights or bleachers</p>	<p>Varies by component</p>	<p>Long-term</p>

**Objective 3.3 Expand and enhance low-scoring components and amenities in parks**

**3.3.c** Consider upgrading or adding comfort amenities at many park locations. Specific priorities are recommended:

**Seating**

- Logging Road Trail
- Willow Creek Park
- Nineteenth Avenue Loop Natural Area

**Security Lighting**

- Timber Park

**Restrooms**

- Community River Park
- Skate park
- Logging Road Trail
- Willamette Wayside Natural Area

**Shade**

- Eco Park
- Logging Road Trail
- Timber Park
- Redwood Landing
- Nineteenth Avenue Loop Natural Area

**Trail Connections**

- Community River Park
- Traverso

**Park Access**

- Willow Creek Park
- Willamette Wayside Natural Area
- Nineteenth Avenue Loop Natural Area
- Dodds

**Parking**

- Logging Road Trail
- Community River Park

**Seasonal and Ornamental Plantings**

- Legacy Park
- Eco Park
- Locust Street Park
- Logging Road Trail
- Nineteenth Avenue Loop Natural Area
- Triangle Park

**Picnic Tables**

- Skate park

Benches – \$75,000 for 100 benches

Restrooms – \$2,000,000 for four restrooms

Shelters – \$400,000 for five 30x30 foot shelters

Ornamental Plantings (500 Sq ft. of planter beds at each site) – \$60,000 for six sites

Picnic tables – \$5,000 for four tables

Staff-time, varies by component/amenity

Long-term

### Objective 3.4 Expand and enhance connected trails and open spaces

Actions	Capital Cost Estimate	Operational Budget Impact	Time Frame to Complete
<b>3.4.a</b> Create a long-term trails masterplan with a focus on connecting neighborhoods, parks, and trails.	\$20,000 – \$30,000	Staff-time	Short-term
<b>3.4.b</b> Help ensure a full strategic and phased plan is developed as part of a city active transportation plan to complete the Emerald Necklace.	\$10,000 to update current plan	Staff-time	Long-term
<b>3.4.c</b> Enhance the Logging Road Trail and connectivity by making improvements in access, seating, etc.	Costs based on improvements, water availability, etc.	Varies, staff-time	Long-term

### Objective 3.5 Site and open a permanent off-leash dog park

Actions	Capital Cost Estimate	Operational Budget Impact	Time Frame to Complete
<b>3.5.a</b> Site a 2 – 5 acre off-leash dog park by applying park siting criteria contained in the master plan and include parking, restroom, water station, dual gates, benches, etc.	\$1,000,000 with the full restroom building included and other amenities. Could include some basic lighting.	\$5,000 – \$10,000	Short-term
<b>3.5.b</b> Complete a robust public involvement process and create operating hours, policies, surfaces, amenities, closure periods, etc.	N/A	Staff-time	Short-term

### Objective 3.6 Enhance and improve user experience at community parks and natural areas

Actions	Capital Cost Estimate	Operational Budget Impact	Time Frame to Complete
<b>3.6.a</b> Complete a park master plan for Community River Park that includes a revisioning of the park, focus on the river access, and explore appropriate parking, health of the pond, etc. Implement the master plan that creates a facelift for the park, new restrooms, horticulture, etc.	\$75,000	Staff-time	Mid-term
<b>3.6.b</b> Implement passive use of the Willamette Wayside Property by contracting for a master plan that includes parking, beach access, and other appropriate amenities identified during the master planning process.	\$75,000 (based on level of detail and scope)	Staff-time	Mid-term

<b>Objective 3.6 Enhance and improve user experience at community parks and natural areas</b>			
3.6.c Complete a park master plan for Wait Park that includes a revisioning of the park, focus on the river access, and explore appropriate parking, health of the pond, etc. Implement the master plan that creates a facelift for the park, new dual-use restrooms, tree evaluation and horticulture, etc.	\$75,000	Staff-time	Long-term
3.6.d Complete a park master plan for the Traverso property, which requires a park master plan to make the space more usable.	\$75,000	Staff-time	Long-term

**Goal 4: Provide and enhance access to parks and facilities for all Canby community members**

<b>Objective 4.1: Help ensure current and future programs, facilities, communication, etc. comply with the ADA and are fully inclusive, regardless of ability</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Time Frame to Complete</b>
4.1.a Promote and help ensure members of the community with disabilities are aware of how to access programs and facilities.	\$0	Staff-time	Ongoing
4.1.b Create and implement an ADA evaluation and transition plan for all parks and facilities. Address physical barriers, policies, and programmatic requirements.	ADA evaluation – \$85,000; implementation costs based on the plan	Staff-time	Short-term Mid-term
4.1.c Help ensure compliance with the 2010 ADA Update, specifically with Section § 33.130, through provision of inclusion resources where necessary.	N/A	Staff-time	Ongoing

<b>Objective 4.2 Provide a heightened focus on DEI and a sense of belonging</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Time Frame to Complete</b>
4.2.a Improve and enhance communication to members of the Hispanic and Latino community in Canby.	N/A	Staff-time	Ongoing
4.2.b Place a focus on acknowledging the contributions of Native American heritage and support for community members.	N/A	Staff-time	Ongoing
4.2.c Consider hosting cultural events in parks that engage Hispanic and Latino populations.	N/A	\$5,000	Short-term

