

# CITY OF MOLALLA PARKS, RECREATION AND TRAILS MASTER PLAN



DRAFT REPORT



Updated January 2014

# ACKNOWLEDGEMENTS



## City of Molalla Park, Recreation and Trails Master Plan July 2007 Updated January 2014

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*A special thanks to the citizens of Molalla who participated in this project by providing their time and support for the community, including those who took part in our public meetings.*

# TABLE OF CONTENTS

Executive Summary .....	1
1. Existing Conditions .....	4
2. Future Conditions and Priorities .....	9
3. Proposed Park, Recreation and Trail Standards.....	12
4. Recommended Approach .....	15
5. Costs and Funding Sources .....	26
6. Strategic Planning Elements .....	27

Appendices: The following appendices are available in a separate document.

## List of Appendices:

- A. PAC Meeting Summaries
- B. Public Meeting Summaries
- C. Meeting Flyers
- D. Media Releases
- E. Questionnaire
- F. Questionnaire Summary
- G. Trail Design Standards
- H. Tables: On-street, off-street trails
- I. List of Funding Sources
- J. Trail Maintenance Guidelines
- K. Implementation Report



# EXECUTIVE SUMMARY

## CITY OF MOLALLA PARKS, RECREATION AND TRAILS MASTER PLAN – DRAFT REPORT • UPDATED JANUARY 2014



### Planning Process

This plan is a guide for future decisions and activities concerning how the City of Molalla will acquire, develop, operate and maintain land, facilities and programs related to parks, recreation and trails over a 20-year period. It should be updated approximately every five to ten years to ensure that goals, objectives and recommended actions continue to reflect the changing needs of City residents.

The plan is intended to meet the needs and reflect the desires of Molalla residents. Molalla is a fast-growing rural community located in the southwest section of Clackamas County. The City has a wealth of recreation opportunities available to its citizens and visitors. The City plans to promote the theme of a recreational community as it grows, ensuring adequate recreational opportunities to people who live and visit there.

This plan was developed through a participatory process that involved community members through the following activities:

- Meetings of a Project Advisory Committee (PAC) that met four times to provide guidance on plan goals, priorities and approaches to meeting future needs. This group reviewed and commented on all draft work products and assisted in informing other Molalla residents about the process.
- Two public meetings to review draft approaches, priorities, goals and strategies for meeting park, recreation and trail needs.
- Community survey distributed in the City's water bill to solicit opinions about priorities for different types of parks, recreation programs and facilities, and trail locations.
- Information about the project on the City's Web site and via notices and news articles in the Molalla Pioneer.
- Public work sessions and hearings with the City's Planning Commission and City Council.



## Overall Goals

This Plan includes the following overall goals for meeting future park, recreation and trail needs:

- Provide neighborhood and community parks to serve all residents of Molalla.
- Develop and maintain a city-wide system of trails to provide recreational opportunities such as walking, bicycling, jogging and horseback riding and to encourage safe alternative modes of transportation consistent with community priorities identified in this plan.
- Provide sports and recreation facilities and programs for city residents of all ages and abilities.
- Preserve open space throughout the city.
- Provide adequate funds to develop, improve, maintain and operate park and recreation facilities consistent with City goals, policies and standards.

Chapter 7 of the Plan includes detailed strategies recommended to implement each goal.

## Summary of Needs

To achieve the goals summarized above and provide park, recreation and trail facilities to the standards identified by city residents, the City has identified the following overall needs:

- **Acquire and develop space for additional park space** within existing and new portions of the City over the next twenty years. Neighborhood park needs are concentrated in the western portions of the City, particularly the northwestern



area and in potential future urban growth boundary expansion areas.

- **Create a strong trail system that links parks, other community facilities and destinations throughout the City** and ultimately provides opportunities for connections to recreation areas outside the city. Priority trails include the Molalla Rail Trail, Bear Creek Corridor and on-street trail connections along Highways 211 and 213 and Toliver Road.
- **Build a new community recreation center.** The City will explore the feasibility of building a new multi-purpose, multi-generational community center. It could include a variety of facilities to meet community meeting and recreational needs.
- **Improve existing facilities** at Fox, Clark and Ivor Davies Parks, as well as the Molalla Aquatic Center.
- **Expand recreational programming**, with an emphasis on health and wellness programs, and activities for youth and seniors.
- **Use a variety of funding sources and tools to acquire land and develop facilities**; establish adequate on-going funding for regular maintenance and operation of facilities as well as large-scale capital improvements.

## Overall Recommended Approach to Meeting Needs

The following approaches are recommended to meet specific needs:

- Acquire land adjacent to existing housing developments for new neighborhood parks whenever possible, including upon bringing additional land into the city limits.
- Identify and pursue acquisition of park sites well before development occurs, including during the annexation process.
- Consider joint development and maintenance of play equipment and picnic areas at one of the school sites on the west side of town to create a neighborhood park facility on an existing site.
- Develop one new 10 to 15-acre community park inside the city limits in the western part of town. Develop one new 10-15-acre community park outside the current city limits when additional land is brought into the urban area.
- Develop playing fields in conjunction with development of new neighborhood and community parks. Partner with local sports groups to develop and maintain these facilities.
- Consider the need for, and economic feasibility of, constructing a new community center based on a more specific assessment of community recreation needs and the cost-effectiveness and financial feasibility of building and operating the facility. Consider constructing the center adjacent to the Molalla Aquatic Center.
- Update the City's system development charge methodology, rate and fees to reflect the needs identified in this Plan.
- Assess the ability of grants, land dedications, voluntary donations and SDCs to cover the cost of needed facilities. If more funds are needed, consider use of bond measures or other funding tools to cover any identified funding shortfalls.
- Conduct an analysis of needed operation and maintenance funding. Regularly update these assessments and adjust plans and standards as needed to ensure consistency between identified needs and available funding.

# 1. EXISTING CONDITIONS

The City of Molalla is a fast-growing rural community located in the southwest section of Clackamas County. Molalla is approximately 14 miles south of Oregon City via State Highway 213, approximately 25 miles northeast of Salem, and approximately 27 miles south of Portland. Molalla is generally surrounded by farmland and other agricultural land uses.

Molalla has always had a wealth of recreation opportunities available to its citizens and visitors. The City plans to promote the theme of a recreational community as it grows, ensuring adequate recreational opportunities to people who live and visit there.

The City of Molalla's Park, Recreation and Trails Master Plan is a guide for future decisions about how the City acquires, develops, maintains and operates parks, facilities and trails over a 20-year period.

This plan identifies service standards, park acreage, trails priorities and other recreational facilities needed to meet the city's need over the planning period. It also outlines goals

and strategies for meeting the needs and standards identified in the plan.

This plan establishes the planning framework for the city's park, recreation and trails system for the next 20 years. However, this is a living document that should be updated regularly. The City should continue to revisit this plan as the community grows and periodically survey residents about their preferences and priorities for parks and recreation facilities and programs.

## Park and Recreation Facilities

The City of Molalla currently owns a variety of park facilities. Some are used primarily for active recreation (e.g., neighborhood and community parks, playing fields), while others are designed more for passive uses (open spaces and natural areas such as Ivor Davies Park).

The City currently owns about 75 acres of park space, over half of which is in undeveloped parks or open space. In addition, about 37 acres of playing fields owned by the Molalla River School District are available for community use when not in use by the school district. Park conditions vary greatly by park and within parks. The condition of park facilities is closely related to age. Only about half of all public facilities are ADA accessible. Generally, playing fields are heavily used and many are reportedly in poor condition, including both tracks.



Tables 1 and 2 briefly describe different types of parks and recreation facilities and, where relevant, indicates the number of facilities and total acreage that the City currently owns. In addition to the facilities listed in Tables 1 and 2 that fall into typical categories, the City owns a Skate Park and a playing field at Sheets Field. The school district owns playing fields at its elementary school, middle school, high school, Heckard Field and tennis courts at 5th and Swiegle, all of which are used in part for community use.

Molalla Youth Sports, funded in part by user fees and donations, provides youth sports opportunities for youth from kindergarten through eighth grade. The school district’s community education program also provides recreational programs for both youth and adults and coordinates the use of school district facilities.

Most of the existing city-owned park and recreation facilities in the city are concentrated on the east side of town, while the west side of town is served primarily by school-district properties (see Figure 1). Long Park and Fox Park are the two facilities that serve as neighborhood parks; both of these are located near downtown towards the east side of town (see Figure 2). The northwestern part of the city, particularly where new, relatively dense housing development has occurred, is most in need of park land.

Major roads and other physical features act as barriers to some park facilities. For example, Oregon Highway 211 is an obstacle to people walking from areas to the south of the highway to

**Table 1. City of Molalla Existing Facilities**

Type of Facility	Number	Total Existing Acreage
Neighborhood Park	2	3.3
Community Park	1	10.15
Aquatic Center	1	1.2
Natural Areas/Open Space	3	44.5
Other Parks and Facilities	4	18
<b>Total Acreage</b>		<b>77.5</b>

city-owned parks north of the highway where most are located. Other roads that act as barriers to some degree include N. Molalla Avenue and N. Cole Street.

In addition to city-owned and school district facilities, recreational areas outside the city provide opportunities for city residents. Future trails within and outside the city ultimately could provide connections and access to these areas. They include Molalla River State Park in Canby, a multi-use natural area at the confluence of the Molalla, Willamette and Pudding Rivers as well as Hardy Creek mountain biking trails – a popular destination for mountain bikers from throughout the region.

**Table 2. Parks and Recreation Facility Descriptions**

Type of Facility and Examples	Description	Sample Facilities
Neighborhood Park • Long Park	Parks that meet the recreational needs of the surrounding residential neighborhood including informal play areas, green open space and opportunities for informal recreation. Typically 2-5 acres in size.	Children’s play areas; picnic areas; trails, open grass areas; outdoor basketball courts; pet areas; multi-use sports fields.
Community Park • Clark Park	Larger parks that provide active and passive recreation opportunities. Accommodates large group activities including facilities for organized recreation and programs.	Sports fields; group picnic areas; informal lay areas; walking paths; community gardens; skate or BMX facilities; pet areas; rest rooms and associated parking.
Aquatic Center • Molalla Aquatic Center	Indoor and/or outdoor swimming pools and associated facilities that provide opportunities for swimming and other aquatics classes, leisure pool activities, competitive swimming events and other water-related activities.	Swimming pools and associated facilities (e.g., restrooms, changing rooms) and instructional programs.
Community Center • None	Facilities that provide year-round, community social, cultural and recreational activities, including services and programs for children, adults, teens, seniors and families.	Community meeting rooms; gymnasium; multi-purpose classrooms; fitness room; performance spaces; parking and play areas.
Linear Park/Trails • Trails in Ivor Davies Park	Land following corridors such as abandoned railroad rights-of-way or power line corridors. Preserve open space and provide public access to trail-oriented activities such as walking, biking, hiking, etc.	Paved bikeways and walkways, directions and control signage; multi-purpose paved trails; soft-surface trails; boardwalks; gates; benches; overlooks; interpretive facilities; connections to the City sidewalk and street system.
Natural Areas/Open Space • Ivor Davies Park • Bear Creek Annex North • Aquatic Center open space	Relatively undeveloped areas that may incorporate wetlands or other water areas or be predominantly characterized by tree/forest cover. Greenways are relatively undeveloped lands that may follow stream corridors or other natural features and may provide trails.	Trails; signage; interpretive features and natural areas

6

Project staff analyzed the existing street network and land uses to identify areas of greatest need and potential for trails.

Improvements that connect to significant environmental features, schools, public facilities, local neighborhoods and business districts in Molalla and throughout the region are recommended.

## Population and Demographics

The population of Molalla was estimated to be 8,108 in 2010. Population growth has been strong in Molalla, averaging 4.0% annually over the last 20 years, slightly higher than the 50 year average of 3.4% annual growth. The population increased steadily from 1970 to 2000, averaging approximately 70 persons per year. Population increases jumped from 1990-2010, averaging around 200 persons per year. On average, households in Molalla are much younger (31.4 year old versus 40.6 year old) and slightly larger than those in the region (2.82 persons per household versus 2.56).

The City uses system development charges and park in lieu of fees to acquire parks land from developers.”



### Table 3. Inventory of Parks, Open Spaces and Recreational Facilities

Name	Size (acres)	Features	Accessibility	Condition	Other Comments
Long Park	1	Playground, shelter, restrooms	Not compliant	Newer playground structure. Facilities are in mixed condition	
Skatepark	0.25				
Fox Park	2.3	Basketball, restrooms, playground, splash pad, shelter	Fully compliant	New/Very Good	
Clark Park	10.15	Multiple playing field, concession stand, restrooms, horse shoes, Frisbee golf, shelter and playground	Not compliant	No sidewalks through park Facilities in mixed condition	Fields used by various youth sports in the community.
Sheets Field	3.4	BMX track, playing field, concession stand, restrooms	Not compliant	Good condition	BMX track attracts hundreds of people during state wide meets. Fields used by various youth sports in the community.
Oddfellows Pocket Park	0.25	Picnic area	Fully compliant		
Ivor Davies Park	38	Picnic area, open space, trails, shelter, pond	Fully compliant		
Bear Creek North Annex	3				Will be added to natural area. Added restroom and parking are planned.
Molalla Aquatic Center Park	3.5		Fully compliant	New/nearly new condition	Owned by school district with long-term lease.
Molalla Elementary School	9.75	Playground and track		Track in poor condition	Fields used by various youth sports in the community.
Molalla Middle School	9	Playground, shelter and multiple fields			Soccer and Baseball fields used by Molalla Youth Sports about 60% of the time. Fields used by various youth sports in the community.
Tennis Courts	0.14			Poor condition	Owned by the Molalla River School District.
Heckard Field	18.62	Multiple playing field, concession stand, restrooms		Track new condition	Fields used by various youth sports in the community.
Molalla Aquatic Center	1.2	Swimming pool, restrooms	Fully compliant	Like new condition	Owned by school district with long-term lease.

## 2. FUTURE CONDITIONS AND PRIORITIES

### Future Population and Growth

The City of Molalla has experienced significant growth in recent years, including a significant amount of new housing development. According to population estimates, the city population grew 20% between 2001 and 2006 (from 5,690 to 6,830). These trends are projected to continue; the population estimate for 2027 is approximately 12,100.

The draft updated comprehensive plan for the City of Molalla includes a vision of the City as a complete recreation community with adequate recreational facilities for Molalla residents and outdoor attractions for regional visitors. The City hopes to exceed typical city recreation standards and establish Molalla as a recreation center for the region.

### Public Involvement and Community Priorities

Public participation was a key element of the master planning process and consisted of three approaches.

A project advisory committee (PAC) consisting of City employees, City Council members and representatives of Clackamas County, Molalla River School District, Molalla Youth Sports, Molalla Buckeroo, Molalla Area Chamber of Commerce and TEAM MolallaFirst provided guidance throughout the planning process.

The PAC met four times during the course of the planning process to advise city and consulting staff on priority park, recreation and trails needs, level of service standards, plan alternatives and to review the draft master plan.

Two public meetings hosted by the city were open to all interested community members and provided a variety of mechanisms for feedback. The meetings were held to solicit community input on park and recreation needs, plan alternatives and strategies. Both meetings included brief presentations from staff and consultants, a question and answer session and opportunities for written input through voting exercises and comment forms.

The city distributed a community questionnaire to all residents of Molalla in their water bills in March, 2007. The questionnaire (see Appendix B) asked residents to identify the greatest needs for parks, recreational programs and trails and to identify specific areas they would like to see the city focus on.

Public input from all three sources was fairly consistent and community members indicated very similar levels of support for most types of recreational facilities.

Figure 1: Molalla Parks and School Facilities

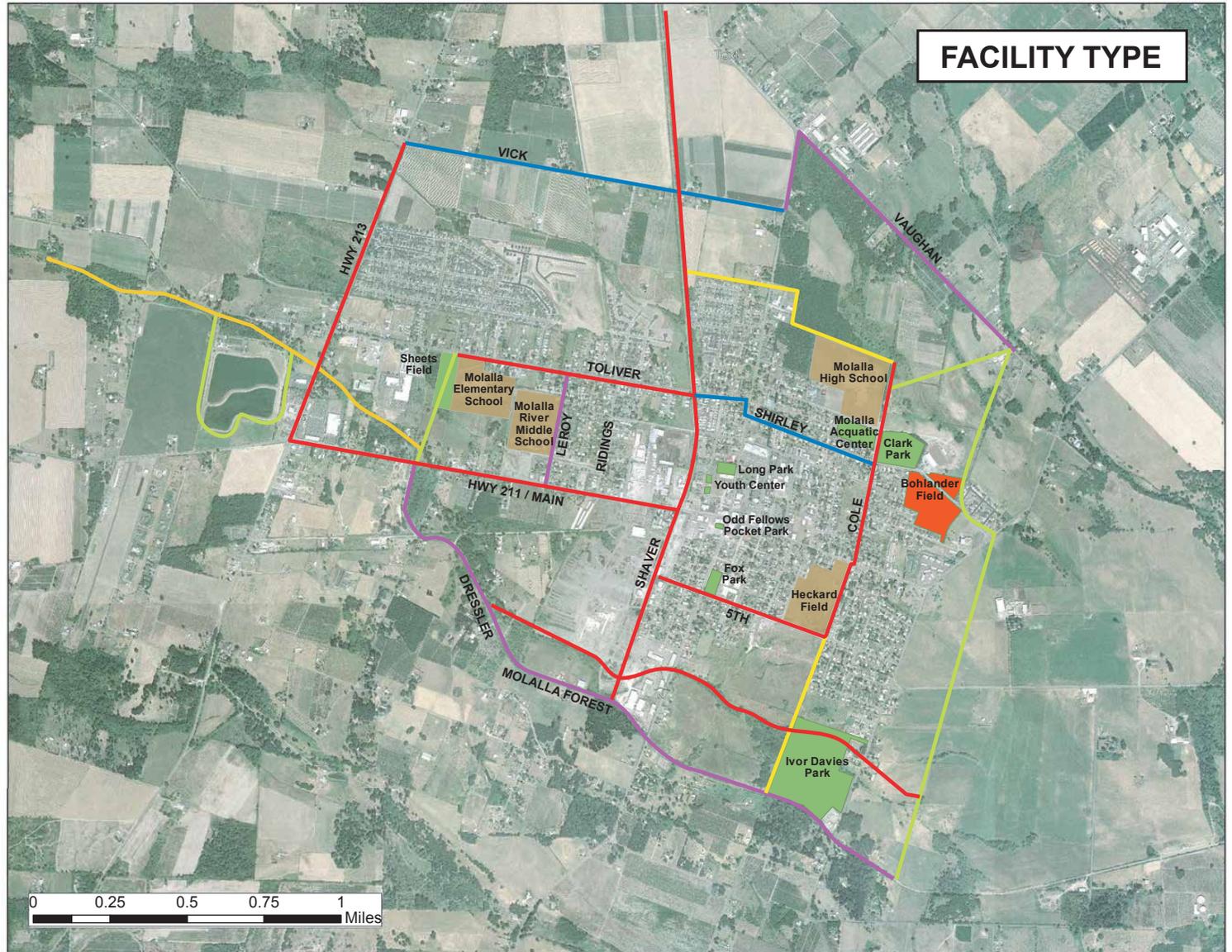
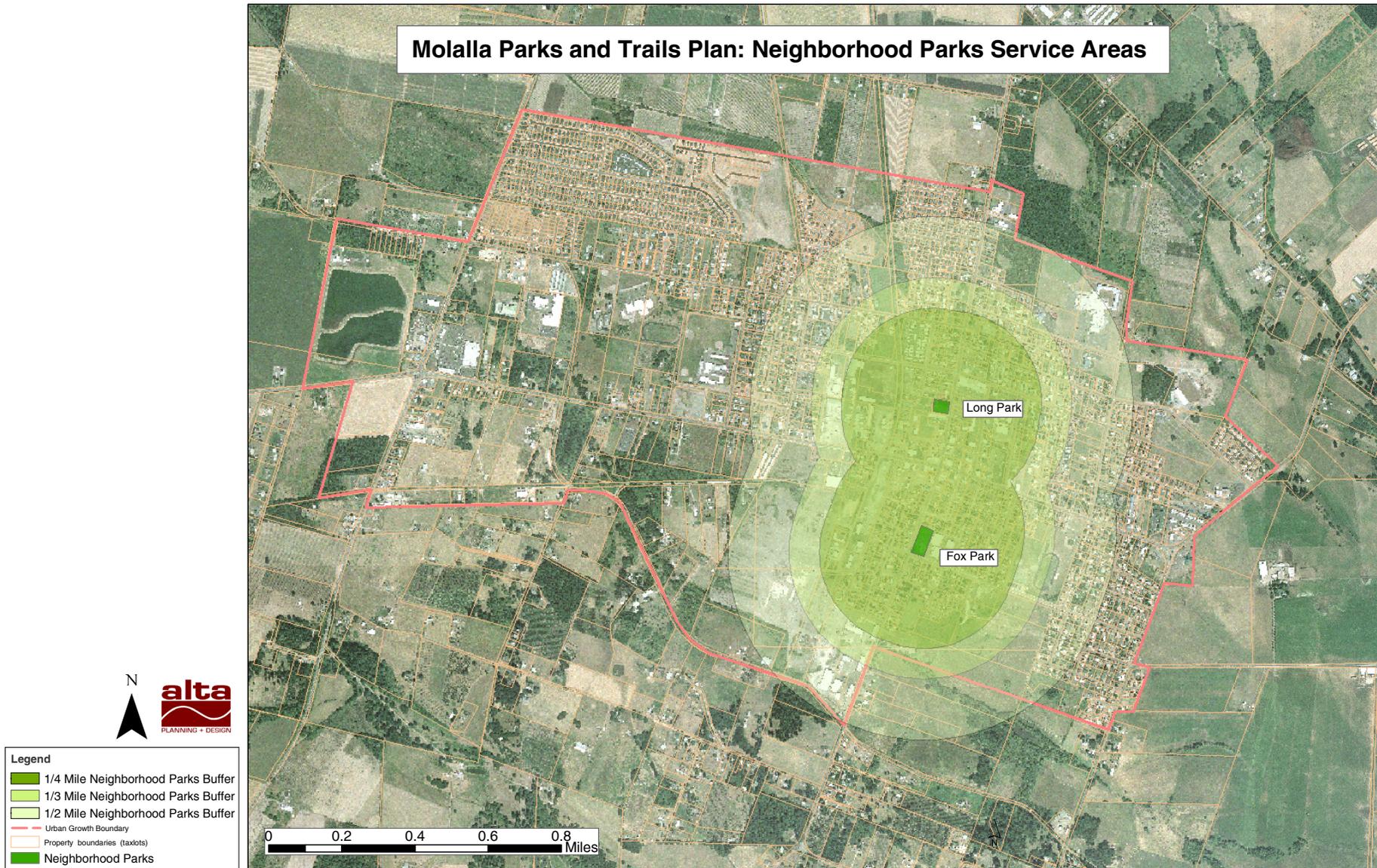


Figure 2: Molalla Neighborhood Parks



## 3. PROPOSED PARK, RECREATION AND TRAIL STANDARDS

Level of service standards are used by communities to evaluate current conditions and determine future park and recreation needs. The National Recreation and Park Association (NRPA) recommends standards for several types of parks, playing fields and other facilities. Recently, the NRPA has moved away from recommending specific standards at the national level towards suggesting general guidelines that allow greater flexibility at the local community level. Following is a summary of proposed level of service standards for the City of Molalla. These standards are based on an analysis of existing conditions and on input from the PAC.

### Overall Standard

The City of Molalla's Comprehensive Plan recommends an overall standard of 10 acres of parks and open space per 1,000 people, including approximately 10 acres of developed park land and 2.5 acres of open space. This Plan assumes this overall standard for all planning alternatives.

### Parks and Playing Fields

The proposed standard for neighborhood parks is towards the higher end of the scale suggested by the National Park and Recreation Association (NPRA). This relatively high standard is consistent with community and PAC input that places a relatively high priority on neighborhood parks and on locating parks within relatively close proximity to residents (approximately ¼ mile).

Implementing this standard would require the creation of several more neighborhood parks, particularly on the west side of the City.

City staff and PAC members also have recommended relatively high standards for playing fields which exceed NPRA guidelines. Preliminary proposed city standards are 25% to 50% higher than NPRA guidelines. While public meeting participants suggested even higher standard for baseball and softball fields, those increased measures are not recommended in this Plan at this time, given the resulting cost and significant differential between existing and future standards. The City may choose to increase standards for those facilities at a later time, depending on its progress in implementing the recommendations in this Plan.

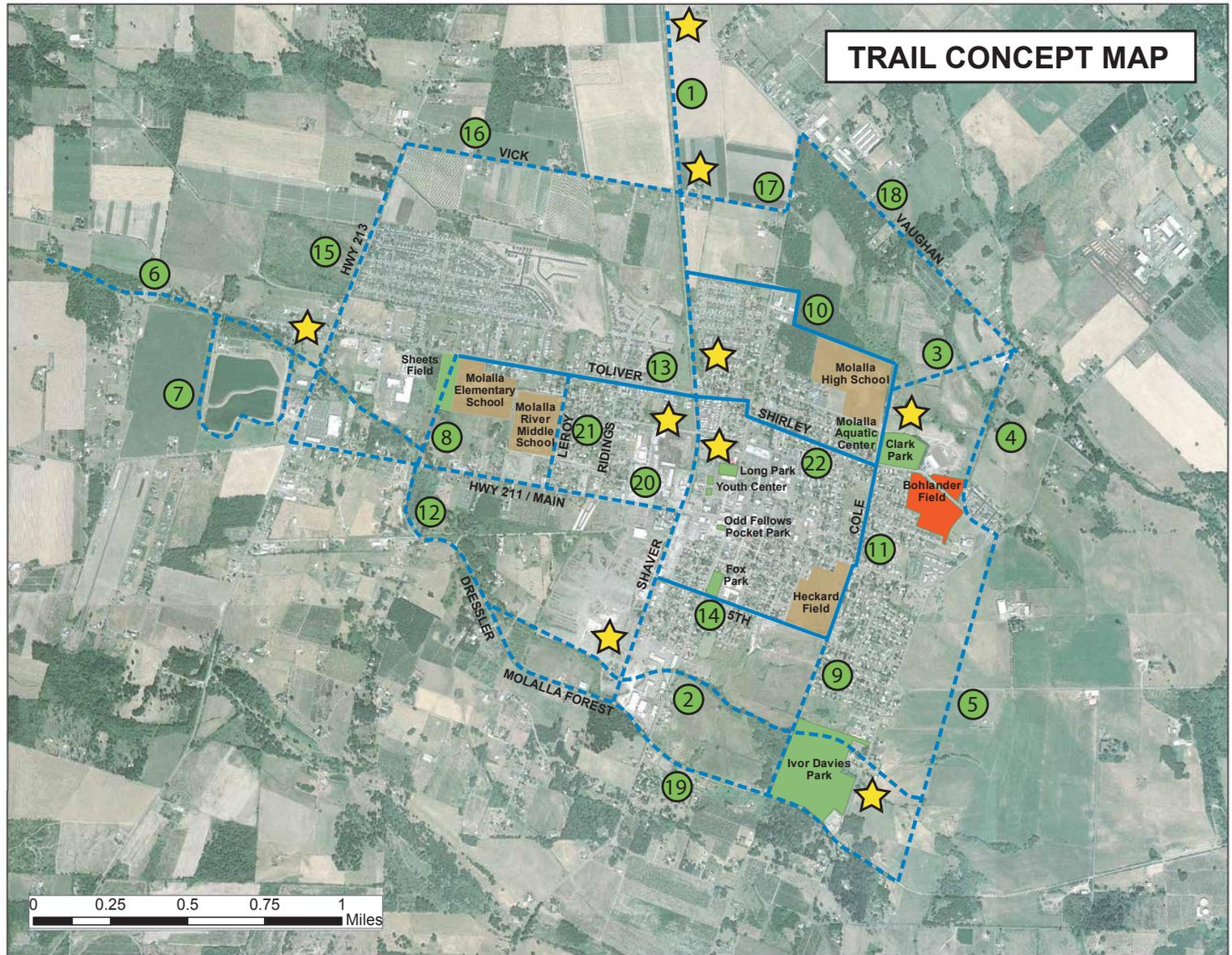
### Open Space

The City currently has a significant amount of passive open space and exceeds recommended standards for natural areas based on the current supply. Community members have expressed support for preserving these spaces and acquiring additional open space throughout the City as new development occurs.

**One goal of this plan is to create an integrated system of trail loops.**



Figure 3 - Trail System Concepts



**Table 4. Inventory of Parks, Open Spaces and Recreational Facilities**

Type of Amenity	Size	NPRA Guideline (acres per 1,000 residents)	Proposed Molalla Standard
Neighborhood Parks	2-5 acres	2-4	3 acres/1,000 residents; within ¼ to ½ mile of all city households
Community Parks	10-25 acres	3-5	3 acres/1,000 residents; within 1 to 1 ½ mile of all city households
Natural/Open Space	NA	NA	4 acres/1,000 residents
Other Facilities (e.g., community center, aquatic center, etc.)	NA	NA	2.5 acres/1,000 residents
Trails	NA	NA	Within ½ mile of all residents
Baseball/Softball Fields	NA	1 per 2,000	1 per 1,500 residents
Soccer Fields	NA	1 per 1,500	1 per 1,000 residents
Football/Rugby/Lacrosse Fields	NA	1 per 5,000	1 per 4,000 residents
Basketball Courts	NA	1 per 500	1 per 500 residents
Tennis Courts	NA	1 per 2,000	1 per 1,500 residents

**Recreational Programs**

Currently, the Molalla Adult Center provides a range of activities and recreational options for local seniors. As the population of the City ages and many new families move into the City, there is expected to be a need for continuing this type of programming as well as adding programs for youth including before- and after-school programs. Community survey and open house respondents strongly supported these two types of programs, among others.



**Improvement of existing facilities is a higher priority for most respondents (61%).**

## 4. RECOMMENDED APPROACH

Based on input from the PAC and the community, this plan generally recommends Alternative A as the preferred alternative for the City. In this alternative, the City meets its overall park, recreation and trail needs on its own, without relying on school-district owned properties to help meet its long-term needs for playing fields. However, given the aggressive standards for playing fields and the expense associated with acquiring and operating those and other facilities, it is recommended that the City continue or pursue its relationship with the school district for joint use of some school district-owned facilities where there are opportunities to do so. Following is a suggested approach for meeting park, recreation and trail needs in Molalla. Additional recommended goals and strategies are incorporated in the Strategic Planning Element in the following section of the Plan.

### Parks

#### Neighborhood Parks

An acreage standard of three to five acres is recommended for new neighborhood parks. Size of neighborhood parks will be determined in part by the availability of land. As such, new parks outside the existing city limits may be somewhat larger than those within the city limits.

This is likely to result in

- 18 acres in five new parks within the city boundaries

- 15 acres in three to four new parks outside the current city limits

The most significant need for neighborhood parks is in the northwest part of the city. However, this area is relatively densely developed, restricting the potential to develop new parks. Strategies to overcome this shortage include:

- Develop and jointly maintain play equipment and picnic areas at one of the school sites on the west side of town
- Acquire land adjacent to existing housing developments for new neighborhood parks whenever possible, including upon bringing additional land into the city limits
- Identify and pursue acquisition of park sites well before development occurs, including during the annexation process. This will help the city reduce land costs and improve the chances of identifying and acquiring sites before they are programmed for development.

**The most significant need for neighborhood parks is in the northwest part of the city.**

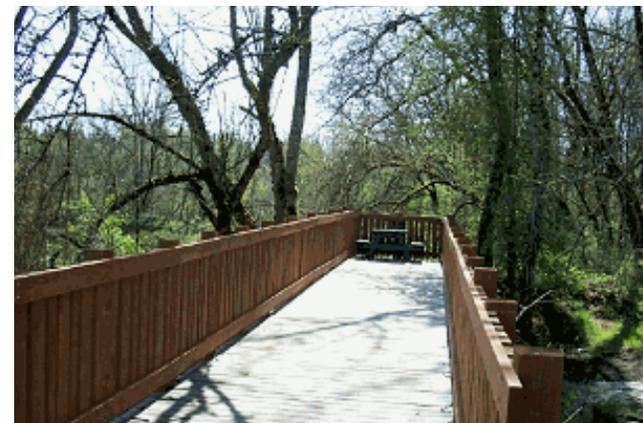


Figure 4: Neighborhood Park Site Opportunity Areas

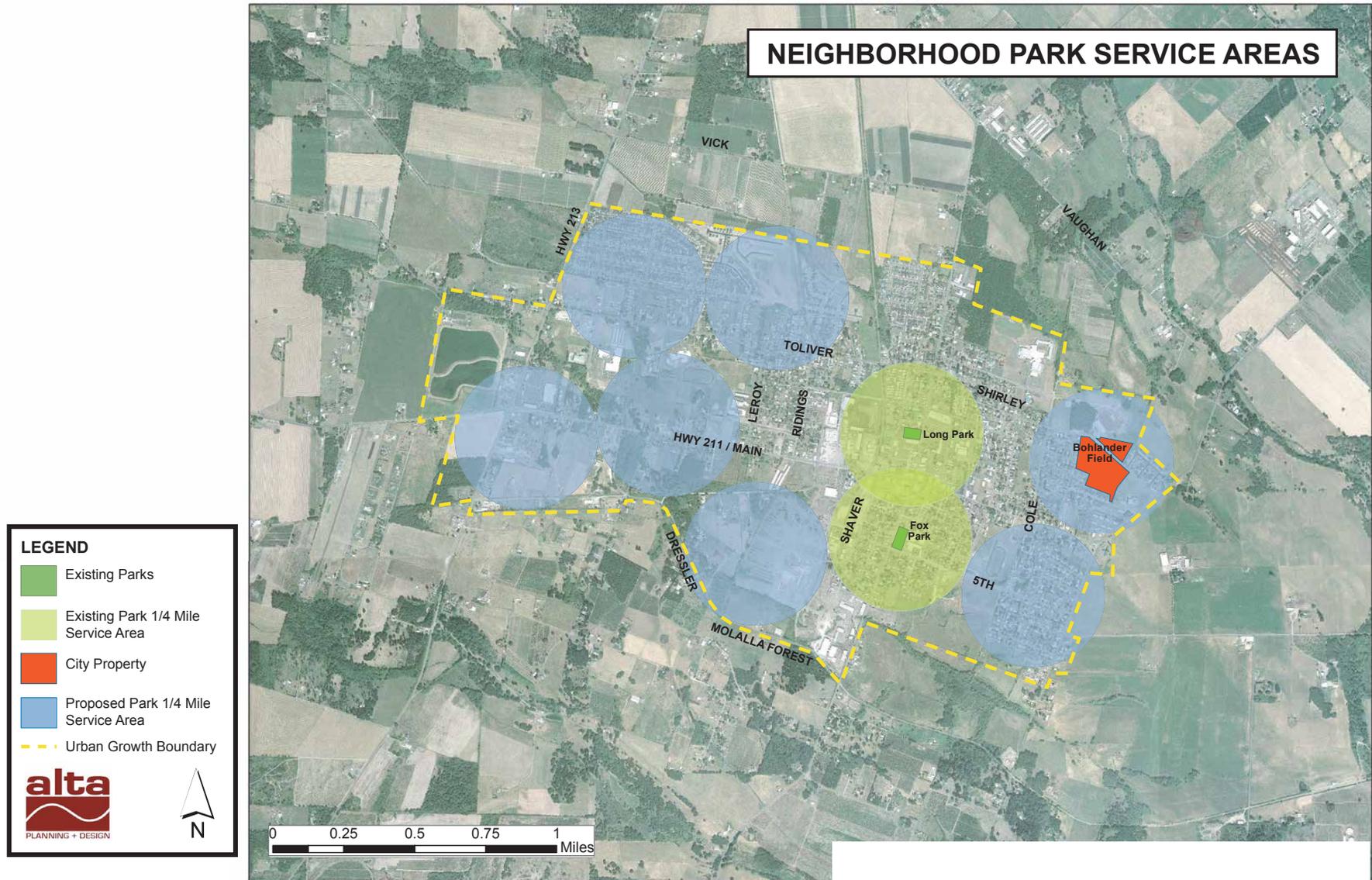
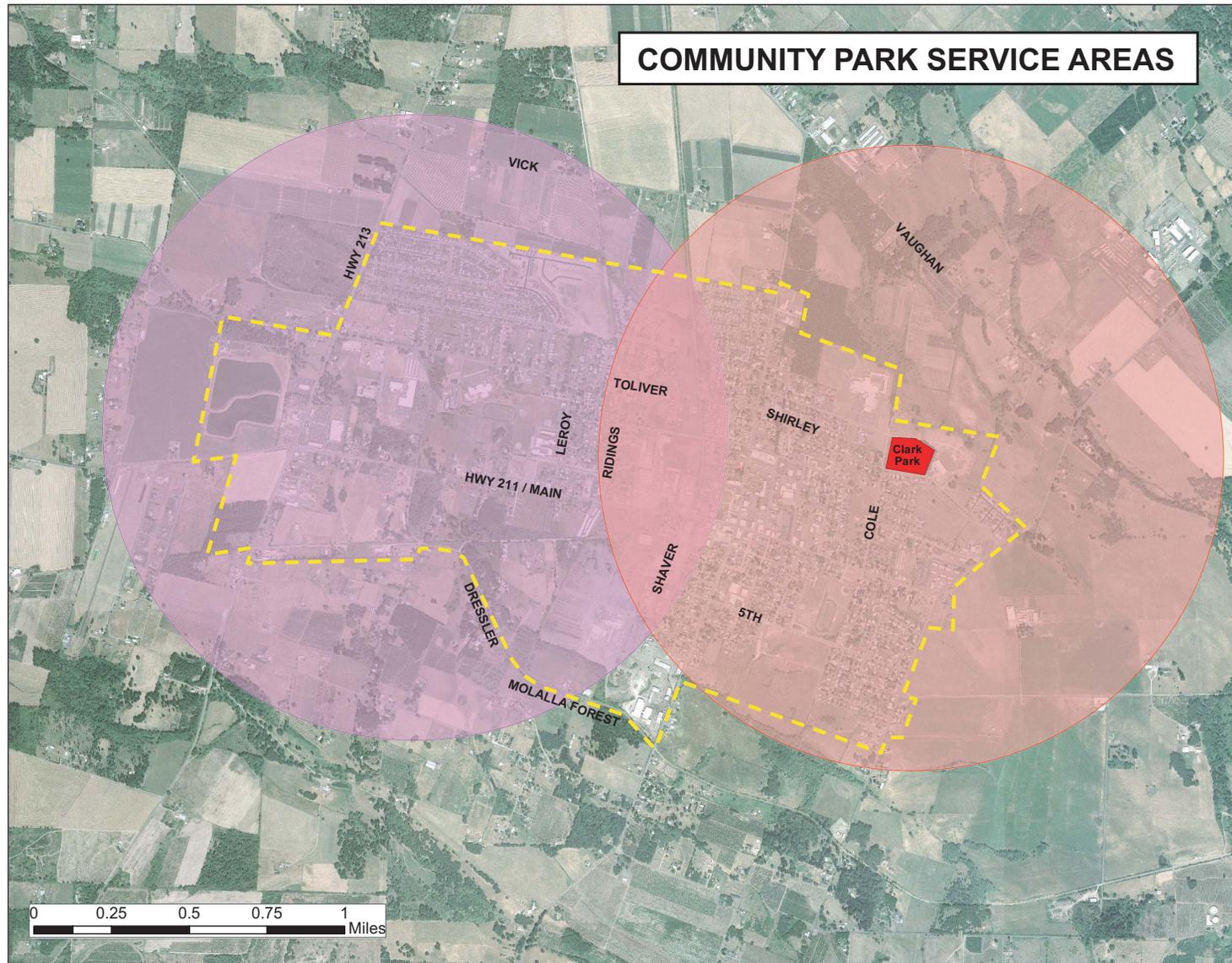


Figure 5: Community Park Site Opportunity aAreas



One strategy for building a community center would be to construct it on the same site as the Molalla Aquatic Center to create a combined aquatic/community center. This would be consistent with trends in many communities and recreation districts which tend toward construction of multi-purpose, multi-generational facilities, including combined recreation and aquatic centers.

### Open Space

Ivor Davies Park contributes to most of the existing open space in the City. To meet city standards for open space, it is recommended that the city maintain and potentially expand Ivor Davies Park. In addition, the City should incorporate the following types of areas in establishing a city-wide open space system:

- Continue to require dedication of a specific percentage of open space as part of the subdivision and residential development review processes.
- Combine designation of open space with protection of environmentally sensitive or natural areas.
- In targeting specific areas for open space acquisition, dedication or protection, prioritize natural area and open space protection and management to maximize natural resource values.
- Identify, acquire and conserve key open space areas adjacent to proposed trail corridors or linear parks, including the Bear Creek corridor. Use these to enhance the trail system and provide for well-connected pockets of open space throughout the community.



### Trails

In order to determine the appropriate location for trails, existing opportunities and constraints to trail development were analyzed. Specific information is presented in the following tables.

#### Trails Concept

Different trail types can be used throughout the trail network to respond to the environment and urban context and meet the trail plan’s major goals of trail connectivity, access, community linkages and trail loops.

Trail types recommended in the Molalla Trails Plan include:

Off-Street facilities	On-Street Facilities
Shared Use Paths	Sidewalks/Pathways
Natural Trails	Bicycle Lanes
	Shared Roadways
	City Trails
Accessways	Accessways

#### Backbone Trails

Molalla’s “backbone trails” form the heart of the trail network. One north-south trail and one east-west trail provide residents with corridors with outstanding scenic value and outstanding community connectivity. Both trails have the potential for future expansion as the city grows and/or opportunities arise. Both are off-street shared use paths.

There are two planned backbone trails in Molalla:

- Molalla Rail Trail: this is a north-south rail-to-trail project along the historic rail alignment that runs through the heart of Molalla.

- Bear Creek Greenway: this is an east-west trail following Bear Creek, which runs along the south edge of Molalla.

These two backbone trails should have their own right-of-way and minimize conflict between users and automobile traffic. These trails should be designed to meet the Americans with Disabilities Act (ADA) standards, American Association of State Highway and Transportation Officials (AASHTO) and the Manual on Uniform Traffic Control Devices (MUTCD) standards, Oregon Department of Transportation (ODOT) standards and other State

and Federal guidelines. These backbone trails serve bicyclists, pedestrians, wheelchair users, skaters and others.

### Primary Ring Trail Network

Molalla's two backbone trails are connected with a primary ring trail network, creating a large loop around the city. This trail network is made up of several different trail types (covered in the design guidelines section). The ring network provides community linkages to schools and parks, as well as providing opportunities for user-defined trail loops.

**Table 5. Site Specific Opportunities**

#	Location	Description of Issue
<b>Opportunities</b>		
1	Abandoned Rail corridor	Former rail corridor runs north-south through the center of Molalla, providing an excellent rail-to-trail conversion opportunity. The corridor is already well used as an informal trail.
2	Molalla River State Park	Eventual opportunity may exist to connect to Molalla River State Park in Canby.
3	Long Park, Adult Center, Skate Park	Potential destinations of trail users and residents of all ages. Adult Center may have trailhead potential.
4	Toliver Road	A recent project provided bike lanes on both sides and a continuous south-side sidewalk on Toliver Road, making this route a good on-street connector between trails. Toliver is used by both elementary and high school students as a primary school access route for walking and biking.
5	Heintz Street path	Informal, well-used pathway already exists between Ridings Ave. and the rail corridor.
6	Molalla Elementary School	Major attractor and generator for trail users: about 400 children. Toliver Rd. right-of-way can provide access to the trail.
7	Sheets Field	Connection to well-used sports fields and BMX park.
8	Public lands	Public land may facilitate trail planning and construction.
9	Existing trail	Existing substandard trail from Highway 213 to elementary school
10	Highway 213	Existing bike lanes and sidewalks provide on-street connection to potential trails.

### Table 5. Site Specific Opportunities (continued)

#	Location	Description of Issue
<b>Opportunities</b>		
11	Highway 211	ODOT is currently developing a plan for OR 211 that will upgrade most of the corridor to bike lanes and sidewalks, significantly improving this route for pedestrians and cyclists.
12	Downtown Molalla	A major destination for many residents and visitors. Provides parking, shopping, and dining opportunities in addition to numerous services.
13	Existing trail near Buckeroo Grounds	Existing substandard trail across from Molalla Buckaroo Grounds.
14	Molalla High School, school fields, Clark Park, Molalla Buckeroo Grounds	Major hub of potential destinations for trail users. Trail would serve high school students biking and walking to school as well.
15	Playing fields	Connection to well-used playing field.
16	Fifth Street	A recent project upgraded Fifth Street bicycle and pedestrian facilities, providing bike lanes and sidewalks. Good on-street connection.
17	Bear Creek wetlands	Wetlands provide a possible trail interpretive site.
18	Ivor Davies Park and Trail	Connection to park facility and on-site trails.
19	Hardy Creek mountain biking trails	Possible eventual on-street connection to trails at Hardy Creek, approximately 10 miles southeast of Molalla at the Molalla River. Trails are open to both mountain bike and equestrian uses.
20	Molalla River Middle School, Fox park	On-street connection from potential rail-trail to middle school (with approximately 700 students) and well-used community park.
21	Bear Creek	Stream corridor may be good candidate for trail development, which provides an opportunity to improve the stream conditions.
22	Bear Creek Wetlands	Wetlands provide a possible trail interpretive site.
23 24 25 26	Potential Trailheads	Potential trailhead locations at Vick Rd (25), Heintz Rd (26), Main St./OR 211 (27), South Molalla Ave. (28)
27	Potential Trail Access Points	Possible access to rail trail at Creamery Creek Ln. (27) and Toliver Rd. (28)
29	5.5-acre parcel adjacent to Bohlander Field	Potential property for trade, sale or development

## Table 6. Site Specific Constraints

#	Location	Description of Issue
<b>Constraints</b>		
1	Heintz Street wetlands	Wetlands may limit where trails may be placed and/or require special construction techniques (such as boardwalks).
2	Wetlands near rail corridor	Wetlands may limit where trails may be placed and/or require special construction techniques (such as boardwalks).
3	S. Vick Road	No pedestrian facilities on S. Vick Rd.
4	Rail line in active use	Rail corridor is in active use north of South Molalla Rd., potentially limiting northward expansion of rail-trail.
5	Bear Creek wetlands	Wetlands may limit where trails may be placed and/or require special construction techniques (such as boardwalks).
6	Wetlands near S. Hezzie Lane and Highway 211	Wetlands may limit where trails may be placed and/or require special construction techniques (such as boardwalks).
7	Highway 211	Pedestrian and bicycling conditions are poor on Highway 211, with many segments lacking sidewalks or served only by a substandard sidepath. No bike lanes are present on Hwy 211.
8	Highway 211 trail crossing	Potential rail-trail alignment will have to cross Hwy 211 at this unsignalized location. Traffic speeds and volumes will make an untreated crossing difficult.
9	Existing industrial use	Former rail alignment is in active industrial use. Easement or acquisition may be challenging.
10	Main Street (Hwy 211)	Main St. through historic downtown has extremely limited right-of-way, which may result in poor connections for bicyclists and pedestrians.
11	Highway 211 crossing	Trail or on-street connection at N. Cole Ave. must to cross Hwy 211 at this unsignalized location. Traffic speeds and volumes will make an untreated crossing difficult.
12	Bear Creek wetlands	Wetlands may limit where trails may be placed and/or require special construction techniques (such as boardwalks).
13	S. Molalla Avenue trail crossings	Any trails at Bear Creek or Molalla Forest Rd. must to cross S. Molalla Ave at an unsignalized location. Traffic speeds and volumes may make an untreated crossing difficult.
14	Ivor Davies Park and Trail	No parking or trailhead facilities limit use of this facility.
15	Residential development	Completed residential development in northwest area of city limits corridors available for trail development

Most trails in the primary ring trail network are either off-street shared use paths or separate facilities (i.e., a sidewalk or pathway for pedestrians and on-street bike lanes for bicyclists) that meet State and Federal standards. Safety for bicyclists and pedestrians on these routes is paramount, especially as they parallel Highway 213, a busy roadway.

However, some primary ring network trails follow neighborhood streets, in which case pedestrians are accommodated with a sidewalk or shared use path and bicyclists share the roadway with vehicles. Primary ring network trails on arterial and collector streets will be implemented when the roadway is widened or improved.

### Recommended Strategy

The recommended trail network provides a comprehensive network of trails that connect to schools, parks, community centers, the downtown business district and natural areas. It sets the stage for future trail connections to Canby and other parts of Clackamas County. It serves multiple users, multiple interests, and improves access for residents of varying physical capabilities, ages and skill levels.

The following details of the network should be noted:

- The Conceptual Trails Plan Map shows all proposed trails, including all trail design types detailed in the design guidelines in Appendix L. Many trail projects call for improvements to existing but substandard facilities.
- “Accessways” – those providing a direct connection from cul-de-sacs and other disconnected developments – will be



determined through development review and permitting processes. Since accessway locations cannot be known until the development applicant provides a site plan, accessways are not shown on the map.

- The trails shown are largely conceptual. Most need to be further studied and designed. The location of the trail may change as a result.
- Some sidewalks are shown as local trails because they fulfill the needs of local pedestrian circulation and connections.

### Trailheads and Trail Access

Good access to the trail system is a key element to its future success. Trailheads (formalized parking areas) serve the local and regional population arriving to the pathway and trail system by car. Neighborhood trail access points do not require a parking lot, and primarily serve residents who live near the trail.

As seen on the Conceptual Trails Map, this Plan identifies several potential trailhead and/or trail access locations. Trailheads provide essential access to the trail system and provide amenities like parking, restrooms, and signage for trail users. Additional trailhead siting will occur with further planning processes for individual projects.

### Development

Many of the trails shown on the Conceptual Trails Map, particularly local trails located along roadways or intended as accessways, will be developed over time by Molalla property owners and new development, much like the sidewalk system has been developed. In some cases, the City will be able to

require the property owner to construct the trail as part of the development review process. In other cases, the City will work with the property owner to ensure the City can develop the trail itself in the future.

## Goals and Objectives

This Plan aims to develop a comprehensive network of multi-purpose trails that link important pedestrian generators, environmental features, historic landmarks, public facilities, Town Centers and businesses districts. The following goals were derived from existing plans and input from Project Advisory Committee members, public workshop participants, city staff and elected officials, and citizens of Molalla.

### Goal 1: Trail Connectivity

Provide a trail system within Molalla that, when fully implemented, will permit residents to travel around the community entirely using the trail network. Ensure that new development and subdivisions connect to this system. Establish future potential trails connections to the adjacent communities of Canby, unincorporated Clackamas County and the greater Portland metropolitan region, as well as providing a nonmotorized connection to the natural areas southeast of the city.

### Goal 2: Access

Develop a trail system for people of all abilities, pedestrians, bicyclists, equestrians and other non-motorized trail users. Connect to a complementary system of on-road bicycle routes and pedestrian facilities.

### Goal 3: Community Linkages

Link trails to residential neighborhoods, community facilities such as the library and city hall, parks, schools, the aquatic center, downtown, as well as other commercial and retail activity centers in Molalla. Support and enhance existing and future parks and recreation facilities.

### Goal 4: Trail Loops

Provide a trail system that creates integrated loops of various distances to provide residents with opportunities to travel different distances and experience varied scenery.

## Project Priorities and Phasing

The projects in each category were ranked based on a consideration of feasibility and community priorities, and the priorities were vetted with the Project Advisory Committee and at Public Meeting #2. As a result, the projects have been grouped by trail type (on-street and off-street) into Tier 1 and Tier 2 project priorities (Table 7).

**Tier 1** projects are the top priority trail projects for short-term project implementation and are targeted for completion in the next five to fifteen years.

**Tier 2** projects are long-term projects recommended for implementation between the next 15 and 50 years from Plan adoption.

The near and long-term schedule may change according to available funds, changing priorities, new roadway projects, new development and redevelopment opportunities, or other factors.

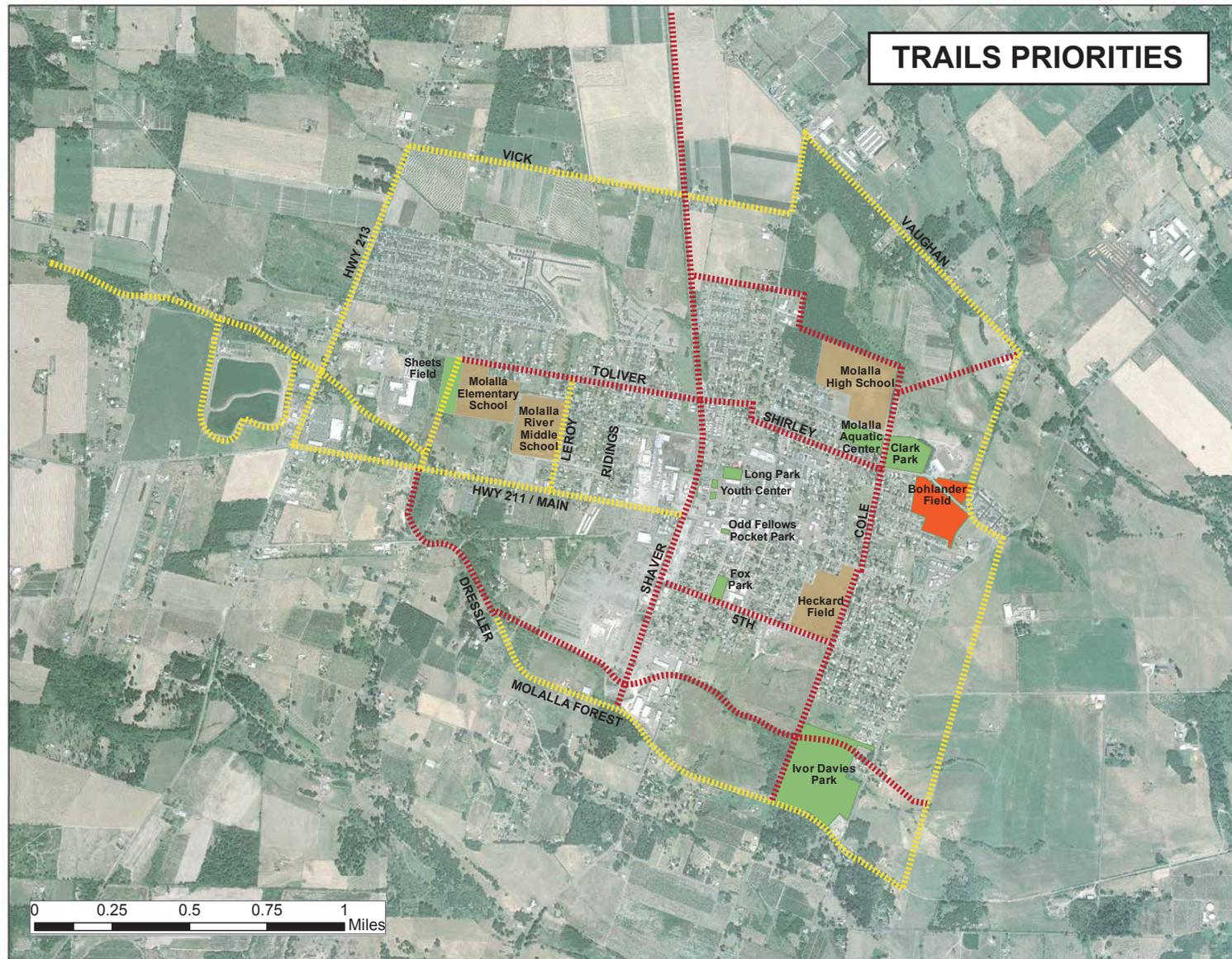


It should be noted that the purpose of this exercise is to understand the relative priority of the projects so that the City may apportion available funding to the highest priority projects. Long-term projects also are important, and may be implemented at any point in time as part of a development or public works project. The ranked lists should be considered a “living document” and should be frequently reviewed to ensure they reflect current Molalla priorities.

**Table 7: Molalla Trail Priorities: Off-Street Facilities**

<b>Tier 1: 5-15 years</b>	<b>Tier 2: 15-50 years</b>
Molalla Rail Trail	Buckeroo to Land Lab
Bear Creek Greenway	Buckeroo Equestrian Trail
Land Lab Trail	Bear Creek West Trail
Cole Avenue Trail	Water Treatment Trails
Rail to High School Connector	OR 211 to Toliver Connector

Figure 6: Molalla Trails Planning Priorities



## 5. COST AND FUNDING SOURCES

The cost of implementing the recommended approach alternative will include both capital costs for new facilities (land acquisition and facility development), capital improvements to existing facilities and annual maintenance and operation costs. Capital improvements are identified in the City's Park System Development Charge methodology prepared in 2004. That document also identifies a community center and the railroad right-of-way linear park.

These costs are based on the following assumptions:

- Facility development, operation and maintenance costs are based on unit costs (per acre) from other park and recreation service providers.
- Land costs are based on local current local land prices per acre.
- Costs should be considered for planning purposes only and viewed in total. Costs for individual facilities may vary significantly.
- Costs for playing fields assume construction of grass fields. The cost for synthetic fields would be significantly higher. However, the capacity of synthetic fields is also higher and annual average maintenance costs are much lower. At the same time, replacement costs are also higher.
- Costs for baseball and soccer fields have been reduced

somewhat to reflect the fact that most fields are expected to be multi-purpose fields (i.e., used for different sports during different times of the year). A 20% shared-use reduction has been applied to these costs.

### Funding Sources

#### Acquisition and Development

The City expects to use the following funding sources to help pay for the acquisition and development of future park and recreation land and facilities:

- System development charges
- Land dedication
- State, federal and local grants
- Voluntary land donations or fundraising
- Bond measures



## 6. STRATEGIC PLANNING ELEMENTS

The following goals, objectives and actions are intended to help the city meet park, recreation and trails needs over the next 20 years as identified in this plan.

### **Goal: Provide neighborhood and community parks to serve all residents of Molalla.**

- Provide neighborhood parks at a standards of 3 acres/1000 and within ¼ to ½ mile of all city households
- Provide community parks at a standard of 3 acres/1,000 residents and within 1 to 1 ½ mile of all city households.
- In planning for new parks, consider the impact of arterial roads and state highways as barriers to nearby parks and locate parks to minimize and or take into account such barriers.
- Provide other parks and facilities (such as community center, skatespots and others) consistent with this plan.
- Work with neighboring residents to design parks and park amenities to meet local community needs.
- Regularly maintain neighborhood and community parks and amenities within them.
- Work with local community groups and neighboring residents to develop partnerships for maintaining neighborhood parks.
- Make targeted improvements to existing parks and recreational facilities, consistent with community priorities.

### **Goal: Develop and maintain a city-wide system of trails to provide recreational opportunities such as walking, bicycling, jogging and horseback riding and to encourage safe alternative modes of transportation, consistent with community priorities identified in this plan.**

- Attempt to make some trails fully accessible to people of all abilities.
- Link trails to community destinations such as parks, schools and shopping areas.
- Furnish trails with amenities such as interpretive and directional signage, benches, parking and other services.
- Link trails to on-road bicycle lanes and sidewalks/pedestrian routes; use on-street facilities to provide links between off-street trails.
- Designate selected trails for equestrian uses.
- Establish easements for trails in developing areas as part of the development approval process, consistent with proposed trail corridors identified in this plan.

### **Goal: Provide sports and recreation facilities and programs for city residents of all ages and abilities.**

- Offer recreational options to meet a range of community needs including continuing to offer programs for seniors at the Adult Center and create before- and after-school programs for city youth.



- Regularly assess the programming needs and priorities of residents in establishing and refining program offerings.
- Improve ADA accessibility for city parks and facilities.
- Explore the possibility of developing a community center.
- Increase the number of sports fields of all types throughout the city, consistent with level-of-service standards identified in this plan.
- Explore partnerships with the school district, Molalla Buckeroo or other entities for joint development, use, maintenance and operation of facilities; formalize such partnerships in intergovernmental agreements (IGAs).
- Ensure the safety of park users and provide adequate policing of parks and trails; explore opportunities to co-locate park or trail facilities near public safety offices (e.g., police or emergency service offices).

#### **Goal: Preserve open space throughout the city**

- Continue to maintain and improve Ivor Davies Park as the city's primary community open space facility. Explore opportunities to expand the park, and/or facilities within it, to better utilize it as open space.
- Acquire open spaces to serve as buffers between developed areas.
- Require dedication of open spaces/parks in housing developments, consistent with zoning and subdivision ordinance requirements.

#### **Goal: Seek to provide adequate funds to develop, improve, maintain and operate park and recreation facilities, consistent with city goals, policies and standards.**

- Use a variety of funding sources and tools to acquire land in order to develop park and recreational facilities, including system development charges (SDCs), grants, bond measures, private donations and other mechanisms.
- Consider increasing the SDC methodology and rate to aid in funding the park improvements identified in this plan; incorporate information from this plan related to levels of service and capital improvement needs in the update process.
- Establish adequate on-going funding for regular maintenance and operation of facilities as well as large-scale capital improvements. Options may include dedication of general funds, use of a special district, community partnerships and other means.
- Establish user fees, where appropriate to recover costs for use of recreational facilities to the greatest extent reasonably possible.

## Implementation Priorities

The following priorities should be used to help guide and prioritize use of resources, particularly in the short term. Other actions also may be identified as priorities, depending on specific opportunity areas, funding sources or other factors.

- Refine and implement the City's Capital Improvement Plan for existing park, recreation and trail facilities, including identifying specific funding sources and a schedule for making needed improvements.
- Identify future urban growth areas and identify appropriate sites within these areas for acquisition and improvement for park, recreation and/or playing facilities.
- Develop a short-term implementation plan for acquiring the right-of-way or an easement for the rail corridor trail and establish a schedule and approach for implementation.
- Identify potential grant programs that may be used to meet specific park, trail or other facility needs and identify an approach and schedule for pursuing the most viable opportunities.



