



Oregon

Theodore R. Kulungoski, Governor

Department of Land Conservation and Development

635 Capitol Street, Suite 150

Salem, OR 97301-2540

(503) 373-0050

Fax (503) 378-5518

www.lcd.state.or.us



NOTICE OF ADOPTED AMENDMENT

2/12/2010

TO: Subscribers to Notice of Adopted Plan
or Land Use Regulation Amendments

FROM: Plan Amendment Program Specialist

SUBJECT: City of Grants Pass Plan Amendment
DLCD File Number 008-09

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Due to the size of amended material submitted, a complete copy has not been attached. A Copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: Friday, February 26, 2010

This amendment was submitted to DLCD for review prior to adoption pursuant to ORS 197.830(2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

***NOTE:** The Acknowledgment or Appeal Deadline is based upon the date the decision was mailed by local government. A decision may have been mailed to you on a different date than it was mailed to DLCD. As a result, your appeal deadline may be earlier than the above date specified. NO LUBA Notification to the jurisdiction of an appeal by the deadline, this Plan Amendment is acknowledged.

Cc: Tom Schauer, City of Grants Pass
Gloria Gardiner, DLCD Urban Planning Specialist
John Renz, DLCD Regional Representative

<paa> YA



FORM 2

DLCD

Notice of Adoption

This Form 2 must be mailed to DLCD within **5-Working Days after the Final Ordinance is signed** by the public Official Designated by the jurisdiction and all other requirements of ORS 197.615 and OAR 660-018-000

DATE STAMP	☐ In person ☐ electronic ☐ mailed
	DEPT OF
	FEB 08 2010
	LAND CONSERVATION AND DEVELOPMENT
For Office Use Only	

Jurisdiction: **City of Grants Pass**

Local file number: **09-40500007**

Date of Adoption: **2/3/2010**

Date Mailed: **2/5/2010**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? ☒ Yes ☐ No Date: 10/16/2009

☒ Comprehensive Plan Text Amendment

☐ Comprehensive Plan Map Amendment

☐ Land Use Regulation Amendment

☐ Zoning Map Amendment

☐ New Land Use Regulation

☐ Other:

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

Adoption of a new Park and Recreation Master Plan. Repeals old Parks and Recreation Master Plan, and repeals and revises old comprehensive plan provisions to make remaining provisions consistent with newly adopted plan.

Does the Adoption differ from proposal? Yes, please explain below:

Original proposal was October 2009 draft document. Adopted plan incorporates additional recommendations from Parks Advisory Committee, Planning Commission, and staff, incorporated in January 2010 document. (Clarifies discussion of project costs; updates information about public involvement process; revises priority projects list and associated references throughout document; revises projects in Chapter 5 (lists A and B), revises information and maps regarding trail/bikeway/sidewalk designations; updates maps; corrects typographical items and miscellaneous minor inconsistencies in plan; clarifies facilities identified for parks are recommendations; removes references to amphitheater specific to River Road Reserve property; revises maps to remove public properties not associated with park/recreation use; updates Appendix B "Design Guidelines" for consistency with main document; changes references throughout the plan from "River Road Regional Park" to reference a regional park at River Road Reserve property or other comparable property; adds reference to Table 9 to clarify recommendations are not mandatory or all-inclusive; includes a Foreword that clarifies relationship between this plan and any future "Local Park Master Plan" as defined in OAR 660-034 and the associated approvals, explains how plan relates to City and various partners and potential partners).

Plan Map Changed from: **N/A**

to: **N/A**

Zone Map Changed from: **N/A**

to: **N/A**

Location: **N/A**

Acres Involved: **N/A**

Specify Density: Previous: **N/A**

New: **N/A**

Applicable statewide planning goals:

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
☒	☐	☐	☐	☒	☐	☐	☒	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐

Was an Exception Adopted? ☐ YES ☒ NO

Did DLCD receive a Notice of Proposed Amendment...

45-days prior to first evidentiary hearing?

☒ Yes ☐ No

If no, do the statewide planning goals apply? (N/A)

☐ Yes ☐ No

If no, did Emergency Circumstances require immediate adoption? (N/A)

☐ Yes ☐ No

DLCD file No. 008-09 (17899) [15978]

Please list all affected State or Federal Agencies, Local Governments or Special Districts:

Josephine County, Oregon Department of Land Conservation and Development Oregon Parks and Recreation Department

Local Contact: **Tom Schauer, Senior Planner**

Phone: **(541) 474-6355** Extension: **6418**

Address: **101 NW 'A' Street**

Fax Number: **541-476-9218**

City: **Grants Pass**

Zip: **97526**

E-mail Address: **tschauer@grantspassoregon.gov**

ADOPTION SUBMITTAL REQUIREMENTS

This Form 2 must be received by DLCD no later than 5 days after the ordinance has been signed by the public official designated by the jurisdiction to sign the approved ordinance(s) per ORS 197.615 and OAR Chapter 660, Division 18

1. This Form 2 must be submitted by local jurisdictions only (not by applicant).
2. When submitting, please print this **Form 2** on **light green paper if available**.
3. Send this Form 2 and **One (1) Complete Paper Copy and One (1) Electronic Digital CD** (documents and maps) of the Adopted Amendment to the address in number 6:
4. **Electronic Submittals: Form 2 – Notice of Adoption will not be accepted via email or any electronic or digital format at this time.**
5. The Adopted Materials must include the final decision signed by the official designated by the jurisdiction. The Final Decision must include approved signed ordinance(s), finding(s), exhibit(s), and any map(s).
6. **DLCD Notice of Adoption must be submitted in One (1) Complete Paper Copy and One (1) Electronic Digital CD via United States Postal Service, Common Carrier or Hand Carried to the DLCD Salem Office and stamped with the incoming date stamp.** (for submittal instructions, also see # 5)] **MAIL the PAPER COPY and CD of the Adopted Amendment to:**

**ATTENTION: PLAN AMENDMENT SPECIALIST
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT
635 CAPITOL STREET NE, SUITE 150
SALEM, OREGON 97301-2540**

7. Submittal of this Notice of Adoption must include the signed ordinance(s), finding(s), exhibit(s) and any other supplementary information (see ORS 197.615).
8. Deadline to appeals to LUBA is calculated **twenty-one (21) days** from the receipt (postmark date) of adoption (see ORS 197.830 to 197.845).
9. In addition to sending the Form 2 - Notice of Adoption to DLCD, please notify persons who participated in the local hearing and requested notice of the final decision at the same time the adoption packet is mailed to DLCD (see ORS 197.615).
10. **Need More Copies?** You can now access these forms online at **<http://www.lcd.state.or.us/>**. You may also call the DLCD Office at (503) 373-0050; or Fax your request to: (503) 378-5518.

ORDINANCE NO. 5506

AN ORDINANCE OF THE COUNCIL OF THE CITY OF GRANTS PASS ADOPTING A NEW COMPREHENSIVE PARK AND RECREATION MASTER PLAN.

WHEREAS:

1. The Grants Pass and Urbanizing Area Comprehensive Plan was adopted December 15, 1982 (Ordinance 4471).
2. Element 7 of the Comprehensive Plan is the Recreation, Parks, and Open Space Element, and includes related Database, Findings, and Policies.
3. The Parks and Recreation Master Plan dated March 9, 1984 was adopted as part of the Comprehensive Plan on June 5, 1985 (Ordinance 4545) and revised on April 2, 2008 (Ordinance 5438).
4. The amendment adopts a new Comprehensive Park and Recreation Master Plan and repeals the previous Park and Recreation Master Plan and outdated provisions of Element 7 of the Comprehensive Plan.
5. The applicable criteria from the Comprehensive Plan are satisfied, and the new Comprehensive Park and Recreation Master Plan is recommended by the Parks Advisory Committee and the Urban Area Planning Commission.

NOW, THEREFORE, THE CITY OF GRANTS PASS HEREBY ORDAINS:

Section 1: The new Comprehensive Park and Recreation Master Plan, as set forth in Exhibit 'A', which is attached to and incorporated in this Ordinance, is hereby adopted.

Section 2: The Parks and Recreation Master Plan dated March 9, 1984, adopted as part of the Comprehensive Plan on June 5, 1985 (Ordinance 4545) and revised on April 2, 2008 (Ordinance 5438), and the outdated provisions of Element 7 of the Comprehensive Plan, are hereby repealed and revised as presented in Exhibit 'B'.

Section 3: This does not authorize spending any City funds without proper budget authority.

ADOPTED by the Council of the City of Grants Pass, Oregon, in regular session this 3rd day of February, 2010.

SUBMITTED to and Approved by the Mayor of the City of Grants Pass, Oregon, this 5th day of February, 2010.

AYES: Renfro, Boston, Hitchcock, Webber, Wheatley

NAYS: Cummings, Michelon

ABSTAIN: None

ABSENT: Gatlin

ATTEST:

[Signature]
Finance Director

[Signature: Michael Murphy]
Michael Murphy, Mayor
Date submitted to Mayor: 2/5/10

Approved as to Form, Mark Bartholomew, City Attorney _____

Exhibit A

**Comprehensive Park and Recreation Master Plan
Final Master Plan, January 2010**

Exhibit B-1

(Repeals Existing Element 7 Database and Findings and Replaces It With This Text)

7.00 RECREATION, PARKS AND OPEN SPACE INDEX

7.10 BACKGROUND

Exhibit B-1

(Repeals Existing Element 7 Database and Findings and Replaces It With This Text)

RECREATION, PARKS & OPEN SPACE ELEMENT

7.10. BACKGROUND

Element 7 of the Comprehensive Plan, the Recreation, Parks, and Open Space Element is now provided by the January 2010 Comprehensive Park and Recreation Master Plan, adopted on February 3, 2010.

Previous parks plans and inventories were described in Element 7 of the Comprehensive Plan and the March 9, 1984 Parks and Recreation Master Plan adopted by Ordinance 4545 on June 5, 1985 and revised by Ordinance 5438 on April 2, 2008, as follows:

- Element 7 of the Comprehensive Plan provided a "Historical Perspective" Section that described the following:
 - **1960 Park Plan and Inventory.** Jointly funded by the City, County, and Bureau of Municipal Research and Service, University of Oregon.
 - **1967 County Parks Plan.** Prepared by the Bureau of Municipal Research, University of Oregon. Prepared for Josephine County, and features relating to the Grants Pass urbanizing area were incorporated into the General Plan for the urbanizing area of Josephine County and the City of Grants Pass, completed in September 1969.
 - **1969 General Plan.** Adopted by the City and County for an urbanizing area similar to the Urban Growth Boundary as it was proposed in 1982.
 - **1980 City Park Inventory.**
- Element 7 of the Comprehensive Plan was prepared in approximately **March 1982**. It included a "UGB Interim Park Need" prepared by City and County planning staffs for the Josephine County Comprehensive Plan, and provided a generalized parks needs assessment for a 10-year period from 1978 to 1988, intended only as a guideline for the immediate development of park land in the UGB until a park plan for future park needs could be prepared with a planning horizon through 2000. The policies included a provision that, "Within 12 months of adoption of the Comprehensive Plan, the City and County shall develop and adopt a Park and Recreation Plan for the Urban Growth Boundary area." (Similar provisions were included in Urban Service Policies for UGB adoption in August 1979 and a Joint Urban Services Management Agreement adopted in January 1981). Attempts were made to secure a state and federal matching grant to prepare the Park Plan, before the City, with County assistance, proceeded on its own in 1982.
- The Parks and Recreation Master Plan for the Urban Growth Boundary was completed on **March 9, 1984** and adopted on June 5, 1985 (Ordinance 4545), with a planning horizon through 2000.
- Ordinance 5438, adopted on April 2, 2008, readopted the Master Parks and Recreation Master Plan, with minor text amendments, including the Riverfront Trail Map and the Rogue

Exhibit B-1

(Repeals Existing Element 7 Database and Findings and Replaces It With This Text)

River Riverfront and Development Plan (Fred Glick and Associates, February 11, 1988). It also amended the Master Transportation Plan.

- The March 1982 provisions in Element 7 of the Comprehensive Plan were superseded by the March 9, 1984 Parks and Recreation Master Plan.

The revisions incorporated into the 1984 Master Plan by Ordinance 5438 in 2008 have been incorporated into the January 2010 Comprehensive Parks and Recreation Master Plan, except the Rogue River Riverfront and Development Plan (Fred Glick and Associates, February 11, 1988), remains in effect as an Element of the Comprehensive Plan.

January 2010 Comprehensive Park and Recreation Master Plan. This plan replaces the previous provisions of Element 7 of the Comprehensive Plan and the March 9, 1984 plan. It includes Goals, Policies, and Strategies. The more generalized Recreation, Parks, and Open Space Goal and Policies in the Comprehensive Plan Policies Section 7 and associated Definitions have been retained and revised so they do not conflict with the specific Goals, Policies, Strategies, and Definitions of the January 2010 Plan.

7. RECREATION, PARKS AND OPEN SPACE

Goal

To provide for the Recreation and Park and Open Space needs of the residents of and visitors to the Grants Pass Urban Growth Boundary area. The provisions shall: ensure the availability of sufficient open spaces for all areas of the UGB; meet the recreational needs of all age groups and types of recreation activities; locate open spaces in a manner that shall protect and enhance natural resources, and minimize hazard to life and property.

Policies

General

- 7.1 The City and County shall act to respect and conserve the natural resources in the area, to protect and enhance the quality and usefulness of the Rogue River, and to recognize that natural beauty is of great significance to the future of the area.
- 7.2 The City and County should act to increase the variety and number of public and private recreation opportunities and leisure time activities in the area.
- 7.3 Recreation sites shall be obtained by the City and County when possible so that these open spaces will be preserved for the future, in accord with an adopted Park Plan. Parks development should proceed as needed in order to increase and enhance recreational opportunities in the area.
- 7.4 Community appearance is a major concern and should be a subject of a major effort in the area. With visitor income as a primary source of future economic growth and development, beauty becomes a matter of basic economic significance. Street tree planting and landscaping, sign regulation and building improvement and painting programs should all be utilized to improve the environment.

River Parks

- 7.5 The City shall design parks which meet the recreational needs of the community, protect the significant natural features, minimize environmental deterioration, and where possible, serve as stormwater detention and treatment facilities.
- 7.6 The City and County shall act to protect and enhance all recreation activities, public and private, utilizing the Rogue River resource, while at the same time avoiding detriment to the resource itself, with its many special and unique qualities.
- 7.7 The regional River Parks in and adjacent to the Urban Growth Boundary (such as Schroeder, Riverside and Pierce) should be enhanced as river oriented parks.

Schroeder and Riverside may also function as neighborhood or community parks, provided that great care is taken to preserve the basic river orientation and natural character of these river parks.

- 7.8 In accordance with an adopted Park Plan, the City and County should review the potential of the development of a riverside trail or greenway linking Riverside, Tussing and Schroeder Parks, with an additional tie to the County Fairgrounds via Tussing Park.

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School Parks

- 7.9 The City, County and School Districts should continue to cooperate in the full utilization of the School Park concept, which may include the joint acquisition, development, utilization and maintenance of educational and recreational facilities. The School Park concept should be utilized to realize larger and more usable sites as well as more cost effective utilization than possible with single-use facilities.

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- 7.10 The City, County and School Districts should continue to maintain communications adequate to assure that adjacent schools and parks are appropriately acquired, designed and managed in order to maximize the utility of school grounds and parks to both school children and the general public. The City and County shall pursue an agreement with the school districts, such that the City and County would be consulted prior to and during the design of proposed school facilities, and would have first opportunity to purchase school district grounds and facilities within the UGB for park purposes should such grounds or facilities be offered for sale.

- 7.11 Neighborhood Parks should be located adjacent to elementary schools, and Community Parks adjacent to middle schools or high schools, whenever possible, and shall be developed as School Parks insofar as practicable. Elementary school sites should be enhanced as neighborhood park facilities wherever adjacent grounds are not available. Potential School Park sites shall be carefully designed both to meet recreation needs and to minimize any impacts disruptive to residential neighborhoods. Where significant natural features are present, there may be needs for different adjacent park types, such as Allen Creek Community Park adjacent to Allendale Elementary School due to the location along the creek.

- 7.12 School parks should be considered at or adjacent to the proposed school sites at Rogue River Avenue between Bridge Street and Webster Lane, at Leonard Road and Darnelle Lane, and Grandview Avenue and Drury Lane.

- 7.12 Neighborhood parks are particularly needed and their acquisition and development should be pursued, especially in underserved areas as described in the Comprehensive Park and Recreation Master Plan, in Ward II, Ward IV and the urbanizing area to the west, and the Fruitdale-Harbeck area, both the developed and undeveloped portions.

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Exhibit B-2

(Repeals and Revises Outdated Provisions of Element 7 Policies and Definitions as Shown Below)

Greenways and Trails

- 7.13 The City and County, in cooperation with School Districts, Grants Pass Irrigation District, utilities and other public and semi-public agencies shall continue to explore the acquisition and development of a greenway and trail network that would connect designated natural resource and recreation sites within, adjacent to and near the UGB.

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Fairgrounds

- 7.14 The County Fairgrounds is an especially valuable asset to the people of the community. The City, County and Fair Board shall take care to preserve the fairgrounds for recreation activity, to protect the site from the encroachment of other public uses which may detract from its basic function, and shall act to enhance and extend the recreational capacity of the site. The City and County shall cooperate with the Fair Board to develop a Master Plan for the development of the County Fairgrounds.

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Park and Recreation Plan

- 7.15 The City and County shall develop, adopt, maintain, and update a Park and Recreation Plan for the Urban Growth Boundary area. Such a Park Plan shall:

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- (a) determine the number, size and approximate location of park and recreation facilities, greenways and trails deemed necessary to serve the expected population within the Urban Growth Boundary and establish standards and service levels for various park types;
- (b) base the facilities determination on a thorough analysis of all types of City and County recreation activities, using and correlating available preference and use data;
- (c) utilize organized input from all segments of the community;
- (d) recommend implementation and financing strategies for acquiring, developing and maintaining needed park and recreation facilities;
- (e) provide continuity with the Park Plans of 1960, 1967, 1969, and 1984 as adopted by City and County, and as followed through by acquisition, expansion and development;
- (f) determine the areas of greatest facility need;
- (g) assess existing recreation supply and demand, and plan for a balance of needed leisure services, based upon a reasonable balance of service provision and cost sharing by governmental, commercial and private sources.

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Exhibit B-2

(Repeals and Revises Outdated Provisions of Element 7 Policies and Definitions as Shown Below)

~~7.17 The Park and Recreation Plan shall provide a parks, recreation and open space overlay designation on the UGB land use map. The parks overlay shall be used to determine the approximate location of or areas of need for future parks and recreation facilities. Specific park locations shall be shown only where lands are publicly owned.~~

7.16 The Development Code and city ordinances shall act to facilitate these park, recreation and open space policies, and shall contain a balanced mix of positive incentives (which may include density transfers, density incentives, rapid review procedures, etc.), as well as exactive requirements (which may include dedication or easement requirements, system charges, development requirements, etc.), as needed to assure the realization of these policies.

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7.17 The City and County should consider a Capital Improvement Program (CIP) as a tool to help plan for timely and adequate acquisition and development of park and recreation facilities prioritized in the adopted Park and Recreation Plan.

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7.18 The City and County shall explore the provision of incentives for park, open space and greenway dedication.

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7.19 The 2010 Comprehensive Park and Recreation Master Plan provides more specific Goals (Chapter 2) and Policies and Strategies (Chapter 5) to meet park and recreation needs for the next 20 years. The plan also contains updated database information including a Park and Facility Inventory and Needs Assessment.

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14. DEFINITIONS**14.1 Park Types**

Park types shall have the following definitions for purposes of planning and locations:

- (a) ~~Regional~~ Regional parks are those recreation facilities which place strong emphasis on a natural outdoor setting and customarily include facilities for picnicking, camping, river access, swimming and similar activities. They are usually parks to which people travel because of the natural beauty of the area or the special recreation opportunities afforded by the site. Regional parks may also be utilized as neighborhood parks by residents of the immediate area, and may contain highly developed areas of landscaping, play equipment, playfields and courts.
- (b) ~~Community~~ Community parks are relatively large facilities intended to serve all or a major portion of the urban community, and should include all those facilities found in smaller parks, in addition to providing recreation opportunities not included in smaller sites.
- (c) ~~Neighborhood~~ Neighborhood parks are smaller facilities distributed throughout the community so that all households are from 1/4 to 1/2 mile from the facility. Park size will depend on land availability, with 3 to 8 acres being the desired range. Neighborhood parks may also serve persons from outside the immediate neighborhood, and facilities may therefore include playgrounds, playfields, courts, picnic sites, play equipment, restrooms, walkways and parking. Where facilities are placed that will draw persons from outside the immediate neighborhood, extensive landscape and other buffering shall be provided, and weekend scheduling shall be kept within reasonable hours. No night lighting for team sports activities shall be provided.
- (d) ~~Special~~ Special park facilities are special purpose facilities whose site requirements and location differ with their function and history of development. The largest is the County Fairgrounds, a significant recreation resource for the area and region. Other special parks include the swim pools and community building, and small limited space parks often utilizing some natural feature.

CITY OF GRANTS PASS COMMUNITY DEVELOPMENT DEPARTMENT

**COMPREHENSIVE PLAN TEXT AMENDMENT
COMPREHENSIVE PARKS AND RECREATION MASTER PLAN
FINDINGS OF FACT- CITY COUNCIL**

Procedure Type:	Type IV: Planning Commission Recommendation and City Council Decision
Project Number:	09-40500007
Project Type:	Comprehensive Plan Text Amendment
Applicant:	City of Grants Pass
Planner Assigned:	Tom Schauer
Application Received:	October 16, 2009
Application Complete:	October 16, 2009
Date of Staff Report:	December 3, 2009
Date of Planning Commission Hearing:	December 9, 2009
Date of Planning Commission Findings:	December 30, 2009
Date of City Council Staff Report:	January 13, 2010
Date of City Council Hearing:	January 20, 2010
Date of City Council Findings:	February 3, 2010

I. PROPOSAL:

Proposed amendment to the Comprehensive Plan adopting a new Comprehensive Park and Recreation Master Plan.

II. AUTHORITY AND CRITERIA:

Sections 13.5.5 and 13.8 of the Comprehensive Plan provide that joint review by the City Council and Board of County Commissioners shall be required for amendment and revision to Comprehensive Plan findings, goals, and policies.

The review shall be in accordance with the procedures of Section 13.8.3 of the Comprehensive Plan, which provides for a recommendation hearing by the Urban Area Planning Commission prior to a joint hearing of the City Council and Board of County Commissioners.

However, with adoption of the 1998 Intergovernmental Agreement, this provision requiring a joint hearing is modified with the result that City Council will make the decision, and the County will have automatic party status, as summarized below:

Section III of the 1998 Intergovernmental Agreement (IGA) provides for transfer of authority for provision and management of planning services from the County to the City for the Urbanizing Area. It provides:

The City is hereby vested with the exclusive authority to exercise the County's legislative and quasi-judicial powers, rights, and duties within the Urbanizing Area...

Section V of the IGA contains provisions pertaining to notification and appeals for quasi-judicial and legislative decisions within the Urbanizing Area. For legislative decisions, the IGA provides:

The City agrees to provide written notice of all proposed legislative actions to the County at least 45 days prior to the public hearing at which the action is first considered. The County shall be deemed to have automatic party status regarding all such decisions for the purposes of standing for appeals.

Section 13.8.3 of the Comprehensive Plan provides that notice shall be as provided in Section 2.060 of the Development Code for a Type IV procedure. Section 13.8.3 further provides that the hearing shall be conducted in accordance with the Legislative Hearing Guidelines of Section 9 of the Development Code.

Therefore, the application will be processed through a "Type IV" procedure, with a recommendation from the Urban Area Planning Commission and a final decision by City Council. The County has automatic party status for appeals.

The text of the Comprehensive Plan may be recommended for amendment and amended provided the criteria in Section 13.5.4 of the Comprehensive Plan are met.

III. APPEAL PROCEDURE:

The City Council's final decision may be appealed to the State Land Use Board of Appeals (LUBA) as provided in state statutes within 21 days after notice of the City Council's written decision is mailed or otherwise submitted to parties entitled to notice under ORS 197.615.

IV. PROCEDURE

- A. The application was submitted on October 16, 2009. The application was deemed complete on October 16, 2009 and processed in accordance with Sections 13.5.5 and 13.8 of the Comprehensive Plan, Sections III and V of the 1998 Intergovernmental Agreement, and Section 2.060 of the Development Code.
- B. Notice of the proposed amendment and the December 9, 2009 Planning Commission public hearing was mailed to the Oregon Department of Land Conservation and Development (DLCD) on October 16, 2009 in accordance with ORS 197.610 and OAR Chapter 660 Division 18.

- C. Notice of the proposed amendment and the December 9, 2009 Planning Commission public hearing was sent to Josephine County on October 16, 2009 in accordance with the 1998 Intergovernmental Agreement.
- D. Notice of the proposed amendment and the December 9, 2009 Planning Commission public hearing was mailed to the Oregon Parks and Recreation Department on October 16, 2009.
- E. Notice of the proposed amendment and the December 9, 2009 Planning Commission public hearing was mailed to the Oregon Department of Transportation on November 19, 2009.
- F. Public notice of the proposed amendment and the December 9, 2009 Planning Commission public hearing was published in the newspaper on December 4, 2009 in accordance with Sections 2.053 and 2.063 of the Development Code.
- G. A public hearing was held by the Planning Commission on December 9, 2009 to consider the proposal and make a recommendation to the City Council. The Planning Commission recommended approval of the proposed amendment with revisions.
- H. The Planning Commission approved the Findings of Fact, the written recommendation, on December 30, 2009.
- I. Notice of the Planning Commission's recommendation was mailed to interested parties.
- J. Notice of the January 20, 2010 City Council hearing was mailed to interested parties and parties requesting notice on December 31, 2010.
- K. Public notice of the proposed amendment and the January 20, 2010 City Council public hearing was published in the newspaper on January 15, 2010 in accordance with Sections 2.053 and 2.063 of the Development Code.
- L. A public hearing was held by the City Council on January 20, 2010 to consider the proposal and the Planning Commission's recommendation. The City Council closed the public hearing and voted to read the ordinance, as amended, by title first reading, and postponed the second reading and roll call vote on the ordinance until February 3, 2010.

V. SUMMARY OF EVIDENCE

- A. The basic facts and criteria regarding this application are contained in these findings and the City Council staff report and its exhibits, attached as Exhibit 'A' and incorporated herein;
 - 1. Planning Commission Findings and the Attached Record.
 - a. Planning Commission Staff Report and Exhibits;

- i. Comprehensive Park and Recreation Master Plan, October 2009 Draft
 - ii. November 20, 2009 Memo from Cindy Mendoza
 - iii. Minutes from November 12, 2009 Parks Advisory Board Meeting
 - iv. November 20, 2009 letter from David Pyles of ODOT
 - v. November 23, 2009 letter from John Renz of DLCD and James W. Johnson of ODA, Land Use and Water Planning Coordinator
 - vi. December 3, 2009 Memo from Tom Schauer
 - vii. December 3, 2009 Memo from Mark Bartholomew, City Attorney
- b. A December 5, 2009 e-mail from Jean Mount, submitted into the record by staff at the December 9, 2009 hearing, is attached as Exhibit 'B' and incorporated herein.
- c. A December 9, 2009 memo from Tom Schauer to file 09-40500007, submitted into the record by staff at the December 9, 2009 hearing, is attached as Exhibit 'C' and incorporated herein.
- d. A December 9, 2009 e-mail from David Pyles of ODOT, submitted into the record by staff at the December 9, 2009 hearing, is attached as Exhibit 'D' and incorporated herein.
- e. A December 9, 2009 e-mail response from Tom Schauer to David Pyles of ODOT, submitted into the record by staff at the December 9, 2009 hearing, is attached as Exhibit 'E' and incorporated herein.
- f. An undated copy of results of an online Daily Courier poll, submitted by Jan Battersby at the December 9, 2009 hearing, is attached as Exhibit 'F' and incorporated herein.
- g. The minutes from the December 9, 2009 Planning Commission hearing are attached as Exhibit 'G' and incorporated herein, and reflect the oral testimony from the December 9, 2009 hearing.
- h. The PowerPoint Presentations from the December 9, 2009 Planning Commission hearing, presented by staff and the city's consultant, are attached as Exhibit 'H' and incorporated herein.
- 2. Draft Foreword, Revised January 11, 2010, submitted by staff
- 3. Letter from Josephine County dated January 12, 2010
- 4. Updated Executive Summary dated January 13, 2010, submitted by staff
- B. The PowerPoint Presentations from the January 20, 2010 City Council hearing, presented by staff and the city's consultant, are attached as Exhibit 'B' and incorporated herein.

- C. A January 20, 2010 letter and attachment from Loree Arthur, submitted into the record by staff at the January 20, 2010 hearing, is attached as Exhibit 'C' and incorporated herein.
- D. A January 20, 2010 e-mail and attachment from Jean Mount, submitted into the record by staff at the January 20, 2010 hearing, is attached as Exhibit 'D' and incorporated herein.
- E. The minutes from the January 20, 2010 City Council hearing are attached as Exhibit 'E' and incorporated herein, and reflect the oral testimony from the January 20, 2010 hearing.

VI. GENERAL FINDINGS - BACKGROUND AND DISCUSSION:

Background

This proposed amendment would adopt a new Comprehensive Park and Recreation Master Plan. On November 12, 2009, the Parks Advisory Board recommended approval of the plan as presented in the October 2009 draft, with additional revisions described in the November 20, 2009 memo from Cindy Mendoza. ***See Exhibits 1 and 2 to the Planning Commission staff report.*** The meeting minutes are attached as ***Exhibit 3 to the Planning Commission staff report.***

The Comprehensive Plan and associated functional plans include the following items for Parks and Recreation:

- Element 7 (Recreation, Parks, and Open Space) of the Comprehensive Plan, including the database, findings, and policies sections
- Parks and Recreation Master Plan dated March 9, 1984 which was adopted on June 5, 1985 (Ordinance 4545), as revised on April 2, 2008 (Ordinance.5438)
- Rogue River Riverfront and Development Plan as amended in 2008 (See Ordinance.5438)
- Riverfront Trail Map as amended in 2008 (See Ordinance.5438)

There are additional components of the Comprehensive Plan that indirectly relate to Parks, Recreation, and Open Space.

The new plan will replace the current Parks and Recreation Master Plan dated March 9, 1984 which was adopted on June 5, 1985 (Ordinance 4545) and amended on April 2, 2008 (Ordinance 5438). The Rogue River Riverfront and Development Plan and components amended and/or incorporated into the plan on April 2, 2008 (Ordinance 5438) will remain in effect. The Riverfront Trail Map as adopted in Ordinance 5438 will remain in effect and be incorporated into the Proposed Park System Map (Map 4). The plan doesn't specifically conflict with Section 7 of the Goals and Policies component of the Comprehensive Plan; however, outdated provisions of this Section will be repealed and/or revised for internal consistency with the new goals, policies, and strategies of the new plan by repealing provisions which are now outdated. Element 7 of the Comprehensive Plan Database and Findings section of the Comprehensive Plan will be

amended and updated to eliminate outdated provisions and provide internal consistency with the new plan.

Additional Comments

- The plan includes some references to a master plan or site design for Allenwood Park, or revisions to that plan. It should be noted that there is no official master plan for the park, but a concept plan was previously developed.
- Chapter 5 (Policies and Strategies), Table 9 (Recommended Park Projects, and Appendix B (Park Standards and Guidelines) outline certain projects for parks and identify standards for specific facilities by park type. While the plan notes these are recommendations or overarching guidelines, and the language usually specifies items to consider, in some cases the language for the individual recommendations is in the imperative form. It should be further clarified that facilities identified for individual parks are recommendations, and final decisions will occur at the time detailed plans for individual parks are developed. For example, for the identified recreation needs, provision of facilities at some parks may meet the need, such that facilities would not be required at other park locations to meet the identified need.
- DLCD and ODOT provided comments, which focused on the River Road Reserve property. Their comments related to this item are partially addressed below and in Section V of the Planning Commission staff report, and the subsequent findings, under Criterion (c) in the discussion about the Transportation Planning Rule, and also in memos attached as ***Exhibit 6*** and ***Exhibit 7 to the Planning Commission staff report***.

In addition, staff included additional recommendations in ***Section VI.1.a and b of the Planning Commission staff report. The Planning Commission incorporated these and additional amendments into their recommendation, which City Council also incorporated into its decision.***

The staff recommendations were intended to (1) clarify the nature of recommendations in the plan overall, and (2) recommend that the references and recommendations for an amphitheater at the River Road Regional Park be removed since this may be misconstrued to be something more substantial than was intended and beyond the scope of uses that may be authorized within a public park on property zoned EFU.

Most of the issues result from DLCD's interpretation that the Comprehensive Park and Recreation Master Plan is, or is intended to be, a "Local Park Master Plan" as provided in OAR 660-034-0040. The City can address this issue by clarifying this is not the case. The terminology is similar and can therefore be confusing, but these are two very distinct items. Therefore, it is necessary to make a distinction between the proposed *Comprehensive Parks and Recreation Master Plan* - which is a plan for meeting community-wide park needs, and a "Local Park Master Plan" - which as used in OAR 660 Division 34 means a detailed master plan for a specific park property. (Since "Local Park Master Plan" isn't defined in Division 34, the City reads the requirements for the plan to be the same as those for a "State Park Master Plan" in OAR 660-034-0015, which provides the master plan "shall describe, through maps and text as

appropriate, the type, size, and location of all land uses intended to occur in the park").

In other words, 'State Park Master Plan' and 'Local Park Master Plan' as defined in OAR 660 Division 34 doesn't refer to a unified single plan that is adopted for an overall parks system. Rather, these terms refer to individual plans for individual parks. From the local perspective, Goal 8 requires communities to plan for parks, but it doesn't require a community to adopt a local park master plan for each park per OAR 660-034, meaning individual site-specific master plans for each of the individual parks. The rule provides this authority to adopt such plans for parks on farm or forest land, but it doesn't mandate that local governments must adopt these individual plans for each park as part of its comprehensive plan. The rule specifies, "Local governments are not required to adopt a local park master plan in order to approve a land use decision allowing parks or park uses on agricultural lands..." If a local government does adopt these individual plans for each park, such plans would be adopted as part of the parks element of its Comprehensive Plan or as part of a more detailed parks master plan which is a functional element of its comprehensive plan. These individual park master plans can be developed individually over time, and each park plan can be individually adopted into a local government's comprehensive plan or parks master plan. This is analogous to the adoption process the Oregon Parks and Recreation Department uses when it completes and adopts an individual master plan for a state park, although OAR 660-034-0040 specifies the process local governments use is the post-acknowledgment plan amendment process.

The Comprehensive Parks and Recreation Master Plan doesn't include the type of individual master plans for *any* of the parks to the level of specificity to meet the definition of a "Local Park Master Plan" which would be site specific and show where uses would be on each park property.

A regional park at the River Road Reserve or other comparable property provides a major component of the Comprehensive Parks and Recreation Master Plan. As discussed below, the Comprehensive Park and Recreation Master Plan identifies uses and facilities to be evaluated for a regional park at the River Road Reserve or other comparable property, but the City recognizes that if it subsequently wants to propose a "Local Park Master Plan" for the River Road Reserve property, it would need to be adopted in compliance with OAR 660-034, including all of the provisions of OAR 660-034-0040(4). The City recognizes the uses included in a "Local Park Master Plan" for a park on EFU-zoned land must be consistent with those for an EFU zone and OAR 660-034-0040, and the review must demonstrate compliance with ORS 215.296 and consistency with all statewide planning goals. Any recommendations for further consideration in the Comprehensive Park and Recreation Master Plan would need to be evaluated for consistency at the time of "Local Park Master Plan" if they are to be included in such a plan. Only those uses found to be consistent with the list of authorized uses and consistent with the definitions in OAR 660-034 and applicable state law could be authorized.

- In the parks planning process, adoption of the system-level Comprehensive Parks and Recreation Master Plan is the first step in the process. The next steps

would include development of site-specific plans for individual park properties, and review through the land use process. For any park on land zoned EFU, the next step would be either (a) development of a "Local Park Master Plan" in accordance with the procedural and substantive requirements of OAR 660-034, or (b) application for a conditional use permit. Any site specific service issues would still need to be addressed through a site plan review for lands within the UGB, or through adoption of a "Local Park Master Plan" or application for a conditional use permit for lands outside the UGB. For land outside the UGB, either alternative would require county involvement and review, and the exercise of their legislative and/or quasi-judicial authority. This would include review for compliance with applicable statewide goals, including Goal 12, Transportation.

Local governments perform various roles, including the roles of property owner, parks provider, and land use planning/regulatory authority. The current system-wide Comprehensive Parks and Recreation Master Plan identifies the City's intent as a property owner and park provider related to the River Road property and overall. The plan does not include any changes to land use plan map designations. It does not provide land use approval through the site plan review or conditional use permit processes. The plan recognizes the next steps require the County to exercise its legislative and/or quasi-judicial land use planning/regulatory authority for any site-specific "local park master plan" or conditional use permit that may be necessary for any park on land zoned EFU or outside the UGB.

- As noted above, the River Road property provides a major component of the system-wide Comprehensive Parks and Recreation Master Plan. The Planning Commission recognized the importance of the recommendations for a regional park as a component of the master plan. In light of testimony provided, the Planning Commission recognized that the River Road property is unique, but also recognized that some issues for the River Road property would need to be worked through at a later stage of the planning process. Therefore, rather than limit the aspects of the plan pertaining to a regional park exclusively to one property, the Planning Commission recommended changes to the plan that would apply to a regional park at the River Road property or other comparable property, should such property exist, without pre-determining whether or not comparable property exists.

This recommendation ensures the identified needs for a regional park are specified in the plan and allows the City Council to independently make decisions as to how to meet this need through the appropriate next steps in a manner that is consistent with the recommendations in this overall community-wide plan.

This recommendation also further helps clarify two issues:

- the further distinction between this plan – a community-wide comprehensive parks and recreation system master plan – and a site specific "local park master plan" as provided in OAR 660-034

This further illustrates that Goal 12 and other findings must be made at a later stage in the process, as this plan doesn't make the site-specific

determinations that will need to be made to address these issues, nor does a system-wide plan need to make these site-specific determinations.

- o jurisdictional issues – recognizing that more detailed work is required at a later stage in the process to enable the County to exercise its legislative or quasi-judicial functions as a land use planning/regulatory authority for site specific plans for any parks the UGB, whether for a “local park master plan” or conditional use permit

Updated Information Following Planning Commission Hearing and Proposed Foreword

Since the Planning Commission hearing, the City had additional communication with DLCD and Josephine County. The City had an opportunity to discuss the analysis contained in the Planning Commission Staff Report and associated exhibits with DLCD and Josephine County. As a result of conversations, staff prepared a draft *Foreword* proposed for inclusion in the plan. It summarizes some of the issues presented in the staff report and exhibits and discussed at the Planning Commission hearing and above. A draft was distributed to the City Council at the January 11, 2010 workshop. Since then, staff met with DLCD and made some additional revisions. The revised draft is attached as ***Exhibit 3*** to the City Council Staff Report. It is staff’s understanding that inclusion of this *Foreword* in the plan addresses issues presented in DLCD’s November 23, 2009 letter as they pertain to this plan. This was confirmed by DLCD staff through e-mail and subsequent testimony at the January 20, 2010 City Council hearing. In short, it clarifies that county approval of a “local park master plan” as defined in OAR 660 Division 034 or a conditional use permit would be required prior to any legislative or quasi-judicial approval for a park outside the UGB. It clarifies that this Comprehensive Park and Recreation Master Plan is not a “local park master plan”. Therefore, some of the issues raised in DLCD’s November 23, 2009 letter would need to be addressed in conjunction with development and approval of a “local park master plan” for such properties, and not as part of the adoption of this Comprehensive Park and Recreation Master Plan.

Staff understands this information, its inclusion as part of the plan, and the recommended amendments made by the Planning Commission, to address DLCD’s issues associated with adoption of the Comprehensive Park and Recreation Master Plan. This was confirmed by DLCD staff through e-mail and subsequent testimony at the January 20, 2010 City Council hearing. Some of the issues in that letter will need to be addressed in the subsequent process of preparation and review of any site-specific local park master plan outside the UGB.

Josephine County reviewed DLCD’s November 23 letter and the initial draft of the proposed *Foreword*. Josephine County submitted a letter dated January 12, 2010 attached as ***Exhibit 4*** to the City Council staff report. The County did not have an opportunity to review the revised *Foreword* that incorporated changes following the City’s meeting with DLCD. The letter discusses some issues which the *Foreword* is intended to address by its inclusion within the plan.

Additional Planning Commission Comments, Revised Executive Summary, and Staff Recommendation Regarding Prioritized Project List

In addition, the Planning Commission further expressed to staff the importance of explaining the relationship of plan adoption to financial implications, and to further

explain the meaning of dollar amounts discussed in the plan. This has been an area of substantial confusion and misinformation. The plan started with a vision and "wish list", then worked backward to prioritize a set of proposed recommendations with an estimated value of over \$22.5 million of prioritized projects (approximately \$24 million with remaining prioritized improvements for existing and proposed parks with the incorporation of the final recommendations of the advisory committee and planning commission), not \$90 million. The plan was referred to as a "\$90 million plan" in a Daily Courier poll, and that incorrect information has been repeated. Further, even for the prioritized projects, the plan does not create any obligation to build all of the facilities, and no obligation within a 20-year period. Decisions on park expenditures occur through each regular budget process with the Budget Committee and City Council. As in the past, the value of improvements is anticipated to be provided through a variety of sources, including a combination of public and private funding, volunteer contributions and donations, public and private grants, and parks SDCs from new development which must be dedicated to park acquisition and development.

Consistent with the recommendation of the advisory committee, in its recommendation, ***the Planning Commission expressed the importance of including a better explanation of this information in the plan itself***, especially up-front in the Executive Summary, which discusses costs and priorities. The Planning Commission specifically asked staff to convey this information to the City Council. While the Planning Commission's recommendation included amendments to the October 2009 draft that had not yet been incorporated into a final document, this issue was very important to the Planning Commission. Therefore, changes were made to an updated Executive Summary included in the record for the City Council hearing. The updated Executive Summary is attached as ***Exhibit 5 to the City Council staff report***. It incorporates the Planning Commission's recommended revisions, including the recommendations of advisory committee which were outlined in a November 20, 2009 memo from Cindy Mendoza attached as Exhibit 2 to the Planning Commission Staff Report. The Executive Summary has also been updated to reflect priority projects for existing parks that were originally identified by the advisory committee that have already been completed or partially completed or budgeted.

When the recommendations of the Advisory Committee pertaining to the Northeast Neighborhood Park and the River Bridge Trailhead were incorporated into the priority projects, the estimated costs for the full list of priority projects were closer to \$24 million rather than approximately \$22.5 million. In the City Council staff report, staff noted that City Council may want to accept this recommendation as presented by the Advisory Committee and Planning Commission, or, if City Council wanted to retain a prioritized list consistent with the original total estimate, staff recommended that the River Bridge Trailhead project be removed from the priority project list, making the estimate for prioritized projects approximately \$21 million. The updated Executive Summary was written to present the project list with the amendments incorporated consistent with the recommendation by the Advisory Committee and Planning Commission. The City Council removed the revised River Bridge Trailhead project from the priority project list as described in Section VIII of these findings (Decision and Summary).

VII. FINDINGS OF CONFORMANCE WITH APPLICABLE CRITERIA:

The applicable criteria are found in Section 13.5.4 of the Comprehensive Plan:

CRITERION (a): Consistency with other findings, goals and policies in the Comprehensive Plan.

City Council's Response: Satisfied. The Recreation, Parks, and Open Space findings, goals, and policies in the Comprehensive Plan are provided in Section 7 of the Goals and Policies document and Element 7 of the Database, and Findings document. Outdated provisions of these documents will be repealed for internal consistency with the new parks and recreation plan which includes updated provisions.

In addition, the Parks and Recreation Master plan is consistent with the other elements of the Comprehensive Plan. These include the following.

- **Policy 8.4 of the Economy Element (Element 8):**

The acquisition and development of park and recreation facilities, as well as the conservation of natural resources and open space, shall be considered a vital part of the economic development and economic well being of the areas, the region, and the State, and appropriate efforts shall be made to keep both recreation development and natural resource conservation abreast of growth.

- **Provisions of the Urban Forestry Framework Plan, including the primary goal:**

Restore, establish and maintain a healthy urban forest with age and species diversity that keeps pace with urban growth, recognizing the numerous functions and benefits a healthy urban forest provides.

- **Provisions of the Scenic, Rogue River, and Natural Resources Element (Element 3), including the primary goal:**

To conserve, restore, and enhance the area's scenic river, historic, and natural resources.

- **Provisions of the Rogue River Riverfront and Development Plan**

The proposal is consistent with other findings, goals and policies in the Comprehensive Plan.

CRITERION (b): A change in circumstances, validated by and supported by the data base or proposed changes to the data base, which would necessitate a change in findings, goals and policies.

City Council's Response: Satisfied. The database is updated through the new plan, including the updated inventory in Chapter 3 (Existing Park System) and Chapter 4 (Community Needs).

- Grants Pass is also in the process of addressing UGB planning to meet needs for the next 20 years. Chapter 3 of the Parks and Recreation Master Plan addresses needs for the current UGB as well as needs for an expanded UGB to meet needs for the next 20 years. While an expanded UGB location has not yet been determined, the plan provides park standards and guidelines that can be applied to the new areas. The plan replaces the 1984 plan which had a planning horizon through 2000.
- Chapter 3 also addresses the demographic changes that have occurred since the 1984 plan was adopted and the continuing demographic changes that affect future needs, including needs for an aging population.
- Chapter 4 identifies community preferences, and park needs and level of service (LOS) which have changed since the 1984 plan.

The changes in circumstances since the previous plan was adopted are validated and supported by the changes resulting from the updated database, which necessitate a change in findings, goals, and policies.

CRITERION (c): Applicable planning goals and guidelines of the State of Oregon.

City Council's Response: Satisfied. Applicable goals and guidelines include the following:

- Goal 1: Citizen Involvement (OAR 660-015-0000(1)),
- Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces (OAR 660-015-0000(5)),
- Goal 8: Recreational Needs (OAR 660-015-0000(8)),

Goal 12 Transportation (OAR 660-015-0000(12)) is also addressed in response to ODOT's comments.

Goal 1: Citizen Involvement (OAR 660-015-0000(1))

Goal 1 provides for a citizen involvement program with citizens involved in all phases of the planning process. Goal 1 is addressed through the Goal and Policies in Element 2 of the Comprehensive Plan, and the City's Citizen Involvement Program. The Planning Commission is the established Citizen Involvement Committee. In addition, Citizen Involvement Policy 2.2 provides for special workshop sessions and outreach for major planning activities. The process further provides for citizen involvement through the advisory committee meetings, community workshops and surveys, and information available on the website, and other methods. Criterion (d) below provides more information about the full extent of the citizen involvement activities for the plan.

Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces (OAR 660-015-0000(5))

The plan inventories and evaluates access to existing parks, basic recreation amenities, and green space and natural areas. Consistent with Goal 5 and the Goal 5 Guidelines, it identified needs and includes policies and recommendations

for open space and natural systems; natural resource conservation and environmental protection; and social, cultural, and historical components.

Goal 8: Recreational Needs (OAR 660-015-0000(8))

The plan inventories and evaluates access to existing parks, basic recreation amenities, and green space and natural areas. Consistent with Goal 8 and the Goal 8 Guidelines, it identifies needs and includes policies and recommendations for recreation facilities. Consistent with the Guidelines:

- The State Comprehensive Outdoor Recreation Plan (SCORP) was considered in evaluating sport and recreation facility demand, level of service, and need.
- The plan gives high priority to enhancing recreation opportunities on the public waters and shorelands of the state.

Goal 12: Transportation (OAR 660-015-0000(12))

The Transportation Planning Rule (OAR 660 Division 12) implements Goal 12. OAR 660-12-0060 pertains to Plan and Land Use Regulation Amendments. Subsection (1) of the rule specifies requirements for "amendments to functional plans, acknowledged comprehensive plans, and land use regulations which significantly affect a transportation facility." Subsection (1) of the rule defines situations where a plan or land use regulation amendment "significantly affects a transportation facility."

The proposed amendment does not change the functional class of a transportation facility, change standards implementing a functional classification system, allow types or levels of land uses which would result in levels of travel or access which are inconsistent with the functional classification of a transportation facility, or reduce the performance standards of a facility below the minimum acceptable level identified in the TSP. Therefore, the proposed amendment does not significantly affect a transportation facility. Therefore, no measures specified in Subsection (2) of the rule are required at this time. Further, Subsection (3) is not applicable at this time since the amendment will not significantly affect a transportation facility.

The plan does not include any amendments to existing plan designations. ODOT's comments pertaining to the Transportation Planning Rule appear to be based on DLCD's comments under the heading of "Traffic Generation", relating specifically to the River Road Reserve property.

This follows from DLCD's interpretation that the Comprehensive Park and Recreation Master Plan is, or is intended to be, a "Local Park Master Plan" as provided in OAR 660-034-0040. The terminology is similar and can therefore be confusing, but these are two very distinct items. Therefore, it is necessary to make a distinction between the proposed *Comprehensive Parks and Recreation Master Plan* - which is a plan for meeting community-wide park needs, and a "Local Park Master Plan" - which as used in OAR 660 Division 34 means a detailed master plan for a specific park property. (Since "Local Park Master Plan" isn't defined in Division 34, the City reads the requirements for the plan to be the same as those for a "State Park Master Plan" in OAR 660-034-0015,

which provides the master plan "shall describe, through maps and text as appropriate, the type, size, and location of all land uses intended to occur in the park"). The proposed plan doesn't include master plans for *any* of the parks to the level of specificity to meet the definition of a "Local Park Master Plan" that would be site specific and show where uses would be on each park property.

The proposed plan, including the amendments recommended by the Planning Commission, contemplates uses and facilities to evaluate for the River Road Reserve property *or other comparable property* for a regional park, but the City recognizes that if it subsequently wants to propose a "Local Park Master Plan" for the River Road Reserve property or other comparable property, it would need to be adopted in compliance with OAR 660-034, including all of the provisions of OAR 660-034-0040(4). The City recognizes the uses included in a "Local Park Master Plan" must be consistent with those for an EFU zone and OAR 660-034-0040, and the review must demonstrate compliance with ORS 215.296 and consistency with all applicable statewide planning goals. Any recommendations in the proposed Parks and Recreation Master plan would need to be evaluated for consistency at the time of "Local Park Master Plan" if they are to be included in such a plan.

Further discussion of the comments from ODOT and DLCD is provided in the memos attached as *Exhibits 6 and 7 to the Planning Commission staff report*.

The proposed amendment is consistent with applicable planning goals and guidelines of the State of Oregon.

CRITERION (d): Citizen review and comment.

City Council's Response: Satisfied. The planning process began in the fall of 2008. Page I of the plan's Executive Summary summarizes the public involvement process. Chapter 1, Sections C and D of the plan further document the four phases of the planning process and the associated public involvement activities. Nearly 1,400 people participated in the various public involvement activities, which included a community survey, community questionnaire, community intercept event, focus groups, advisory committee meetings, City Council meetings, and draft plan review (including a community open house, website questionnaire, letters, and citizen participation in Advisory Board meetings. The Parks Advisory Board was involved throughout the four phases of the process, and on November 12, 2009, they recommended adoption of the October 2009 draft plan with revisions. In addition, the Parks Advisory Board meetings are public meetings (not public hearings). These meetings were noticed on the City's web site and other locations. Citizens attended meetings, including three general open houses and the November 12, 2009 meeting.

Various materials and surveys including draft documents have been available and posted on the City's website. The July 2009 draft document was available on the website for several months, and was replaced by the October 2009 draft which has been available on the website and at the Community Development Department.

The City provided notice and copies of the materials to DLCD, OPRD, and Josephine County 45-days in advance of the Planning Commission hearing. The City also provided notice to ODOT. Public notice is provided for the public hearings.

The process provides opportunity for citizen review and comment.

CRITERION (e): Review and comment from affected governmental units and other agencies.

City Council's Response: Satisfied. OAR 660-18-0035 provides that if DLCD is participating in the proceeding, they shall notify the local government 15 days prior to the first evidentiary hearing.

OAR 660-18-0035. Department Participation

If the Department is participating in a local government proceeding for which notice was received under OAR 660-18-0020, the Department shall notify the local government. The Department notification shall occur at least 15 days prior to the first evidentiary hearing on adoption as specified in notice received under OAR 660-18-0020 and shall indicate any concerns with the proposal and recommendations considered necessary to address the concerns including, but not limited to, suggested corrections to achieve compliance with the Goals.

On October 16, 2009, "45-day notice" (Notice of Proposed Amendment) was provided to the Department of Land Conservation and Development (DLCD) in accordance with OAR 660 Division 18. Notice was also provided to the Oregon Department of Transportation (ODOT), the Oregon Parks and Recreation Department (OPRD), and Josephine County.

Comments were provided by ODOT and DLCD. ODOT's comments are provided in a letter dated November 20, 2009. ***See Exhibit 4 to Planning Commission staff report.*** DLCD's comments are provided in a letter dated November 23, 2009. ***See Exhibit 5 to Planning Commission staff report.*** The letter from DLCD is also signed by a representative of the Oregon Department of Agriculture. DLCD staff also met with City staff on November 4, 2009. DLCD provides oral testimony at the Planning Commission hearing:

Comment was also provided by Josephine County through a January 12, 2010 letter attached as ***Exhibit 3*** to the City Council staff report.

Issues raised in the comments specific to the River Road Reserve property are discussed under Criterion (c) above and addressed in more detail in memos attached as ***Exhibits 6 and 7 to the Planning Commission staff report.***

DLCD and City staff also met following the Planning Commission hearing and had an opportunity to further discuss the proposed plan and a draft foreword. The meeting led to further revisions and incorporation of the revised foreword as part of the plan, addressing the issues presented in the ODOT letter of November 20 and the DLCD letter of November 23 pertaining to adoption of this plan. DLCD provided comment via e-mail and through testimony at the City

Council hearing that this addressed the issues in their November 23 letter (which were also referenced in the County's letter) as they pertain to the adoption of the Comprehensive Parks and Recreation Master Plan.

The process provides opportunity for review and comment from affected governmental units and other agencies.

CRITERION (f): A demonstration that any additional need for basic urban services (water, sewer streets, storm drainage, parks, and fire and police protection) is adequately covered by adopted utility plans and service policies, or a proposal for the requisite changes to said utility plans and service policies as a part of the requested Comprehensive Plan amendment.

City Council's Response: Satisfied. Parks have characteristics of both (a) public facilities/services that meet an identified need, and (b) land uses that require services.

The proposal updates the parks and recreation component of the Comprehensive Plan to meet the identified needs for the 20-year planning period.

The plan itself does not provide that land use approval for parks that demand public services. The plan doesn't include any amendments to plan designations. The service demand is consistent with existing plan designations. Any site specific service issues would still need to be addressed through a site plan review for lands within the UGB, or through adoption of a "Local Park Master Plan" or application for a conditional use permit for lands outside the UGB.

Adoption of this plan doesn't create additional need for basic urban services.

CRITERION (g): Additional information as required by the review body.

City Council's Response: Satisfied. Sufficient information was provided for the City Council to make a decision.

CRITERION (h): In lieu of item (b) above, demonstration that the Plan as originally adopted was in error.

City Council's Response: Not Applicable. Criterion (b) is applicable. The Plan was not adopted in error. The proposed amendments are adopted in response to a change in circumstances. See Criterion (b) for discussion of the change in circumstances.

VIII. DECISION AND SUMMARY:

1. Consistent with the recommendations of the Parks Advisory Committee and the Urban Area Planning Commission presented in the Planning Commission's findings, and the additional recommendations presented by staff in the City Council staff report, the City Council approves the proposed comprehensive plan amendment and adopts the new Comprehensive Park and Recreation Master Plan as presented

in the October 2009 draft attached as ***Exhibit 1 to the Planning Commission staff report***, with the following additional revisions:

- a. **Make the additional revisions** presented in the November 20, 2009 Memo from Cindy Mendoza attached as ***Exhibit 2 to the Planning Commission staff report***, except as described below:

The recommendation of the Advisory Committee and Planning Commission included changes to add a NE Neighborhood Park to the list of priority projects and to revise the River Bridge Trailhead project on the list of prioritized projects. This increased the cost estimates associated with the prioritized projects list. In the City Council staff report, staff sought clarification from Council to (1) add the NE Neighborhood Park and (2a) to revise the River Bridge Trailhead project on the list of prioritized projects, or, if Council wanted to keep the list within the original estimate of costs for all prioritized projects, (2b) remove the River Bridge Trailhead from the list of priority projects. City Council approved recommendation (1), adding the NE Neighborhood Park to the prioritized project list. Council accepted the recommendation for the revisions to the River Bridge Trailhead project, but removed the project from the list of priority projects, while retaining the revised project description in the plan. As a result of these changes, the prioritized project list remains within the original cost estimates.

- b. **Include additional language** to further clarify that facilities identified for individual parks are recommendations, and final decisions will occur at the time detailed plans for individual parks are developed.
- c. **Remove references and recommendations for an amphitheater specific to the River Road Reserve property** since it may be misconstrued to be something other than uses authorized in a public park on property zoned EFU.
- d. **Revise maps** to remove "Other City Properties" and "Other Public Land" that is not associated with park and recreation use, such as the City maintenance facility property, ODOT property on Agness, and the Josephine County Jail and Oregon Youth Authority properties on F Street.
- e. For consistency between the main document and appendix, in Appendix B, 'Design Guidelines', **update Table B-1 on page B-4** to add the following under the 'Additional Resources' column for regional parks:
 - Community garden, orchard, botanical garden, or arboretum
 - Fishing pond, fishing platform
 - Boat ramp, boat launch
 - Specialized facilities to support the site's character or unique resources
- f. **Change references throughout the plan** from "River Road Regional Park" to reference a regional park at the River Road Reserve property or other comparable property (without pre-determining whether or what comparable property is or may be available).
- g. **Add a reference note for Table 9** (in Chapter 5: Policies and Strategies) as follows: "The recommendations in Table 9 are not considered mandatory or all-inclusive. They are subject to review by the City Council as detailed plans for

individual parks are developed and implemented. In the future, there may also be additional needs identified for other uses not recognized at the time of this plan."

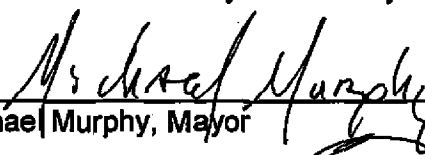
- h. Include text within the plan consistent with the draft *Foreword* attached as ***Exhibit 3 to the City Council staff report***, which explains some of the issues that were discussed in the Planning Commission staff report and exhibits.

2. The City Council further **approves** the following:

- a. **Repeal the existing 1984 Parks and Recreation Master Plan** adopted in 1985 by Ordinance 4545.
- b. **Repeal and revise existing outdated provisions of Element 7 of the Comprehensive Plan Database, Findings, and Policies for internal consistency with the new plan.**

The new plan will replace the current Parks and Recreation Master Plan dated March 9, 1984 which was adopted on June 5, 1985 (Ordinance 4545) and amended on April 2, 2008 (Ordinance 5438). The Rogue River Riverfront and Development Plan and components amended and/or incorporated into the plan on April 2, 2008 (Ordinance 5438) will remain in effect. The Riverfront Trail Map as adopted in Ordinance 5438 will remain in effect and be incorporated into the Proposed Park System Map (Map 4). The plan doesn't specifically conflict with Section 7 of the Goals and Policies component of the Comprehensive Plan; however, outdated provisions of this Section will be repealed and/or revised for internal consistency with the new goals, policies, and strategies of the new plan by repealing provisions which are now outdated. Element 7 of the Comprehensive Plan Database and Findings section of the Comprehensive Plan will be amended and updated to eliminate outdated provisions and provide internal consistency with the new plan.

IX. FINDINGS APPROVED AND DECISION ADOPTED BY THE GRANTS PASS CITY COUNCIL this 3rd day of February 2010.



Michael Murphy, Mayor

TMS

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final master plan

JANUARY 2010

city of grants pass

COMPREHENSIVE PARK & RECREATION MASTER PLAN



CITY OF GRANTS PASS

COMPREHENSIVE PARK & RECREATION MASTER PLAN

Final Plan

Prepared by:



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January 2010

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FOREWORD

This Comprehensive Park & Recreation Master Plan represents the policy of the City of Grants Pass.

This Plan includes recommendations about the overall park system needs within a 20-year planning horizon. However, it also recognizes that these recommendations are applicable even if they cannot all be implemented within the planning horizon, especially when it comes to

meeting spatial and geographic-based parks needs throughout the community.



The Plan includes policy about the City's role as property owner, park provider, and partner with other governmental agencies, school districts, non-profit organizations, and private sector individuals, organizations, and businesses.

The Plan includes both comprehensive and strategic planning components.

- The comprehensive components identify the overall goals and policies, including identification of goals and community-wide needs, including the types of parks, park and recreation uses, and service levels.
- The strategic components provide an action plan to identify how to meet needs given real-world factors, including recognition of limited resources as well as opportunities to work with potential partners.

Some of the action-oriented policies and strategies provide directions for the City to work with other partners. This Plan is not intended to reflect the policy of these other partners.

Some of the action-oriented policies and strategies focus on the City's role as property owner, including projects the City should pursue as a property owner. Some actions or strategies may direct the City to coordinate with other partners. Further, some actions may require land use and/or regulatory approval from other agencies. This Plan does not include those regulatory authorizations or reflect the policy position of other partner or regulatory agencies. This Plan only records the City's policy to work with or initiate action with the partner organizations. It does not and cannot predetermine the outcomes or responses from those partners.

Rather than separate some actions into a component that is part of the Comprehensive Plan and part of a separate Administrative Policy independent from the land use documents, the City sees value in retaining one cohesive document that addresses the issues in the overall context. Their inclusion is intended to achieve the same effect as addressing these issues in separate documents.

Any language in this Plan about the City's intent to pursue the provision of park facilities on City-owned properties (even those that are located outside of the Urban Growth Boundary) should be construed as within the purview of the City as property owner. It is not within the jurisdiction of Josephine County to determine whether or not the City should pursue any specific actions in its role as property owner. As such, any such language should not be construed as County policy regarding decisions the City may choose to pursue as property owner.

The Comprehensive Park & Recreation Master Plan is not a site-specific "Local Park Master Plan" as described in OAR 660 Division 34. It does not adopt any "Local Park Master Plan" for any individual park properties, which requires review and adoption through a separate process. The County would have the opportunity either (a) to provide policy through a subsequent Local Park Master Plan process, or (b) to apply its independent, non-prejudicial determination through a quasi-judicial conditional use permit process. As provided in OAR Division 34, a Local Park Master Plan would be adopted as a Post-Acknowledgment Plan Amendment, which would be prepared and adopted applying criteria comparable to those required for uses in state parks under OAR Chapter 736 Division 18. It is anticipated that such a plan would be developed in a manner comparable to the state park planning process described in OAR 736 Division 18, except that it would need to be adapted for applicability to local parks and local park planning.

Further, the City notes that City-owned park reserves and/or other comparable properties may both be considered as options for meeting park needs. This Plan includes recommendations related to City-owned properties and other potential acquisition areas. These recommendations do not preclude the City from considering other properties that could meet the same need.

ACKNOWLEDGEMENTS

The City of Grants Pass greatly appreciates the efforts of numerous City officials, staff, professionals, and residents who have contributed to this planning effort. The efforts of caring citizens will continue to enable the success of our community's park system.

Mayor

Mike Murphy

City Council

Jim Boston

Tim Cummings

Mark Gatlin

Jim Hitchcock

Richard Michelin

Mike Murphy

Dennis Webber

Jennifer Wheatley

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Executive Summary

EXECUTIVE SUMMARY

In the fall of 2008, the City of Grants Pass began updating its Comprehensive Park & Recreation Master Plan to identify opportunities to enhance the City's park and recreation system. The Parks Comprehensive Plan creates a new 20-year vision for parks, open space,



trails, recreational amenities and urban forestry. It identifies the types of park and recreation opportunities the community desires, guides location decisions and provides the necessary mechanisms to implement recommended projects.

The Parks Comprehensive Plan is an update of the 1984 plan, which was intended to guide City park and recreation services through the year 2000. A new plan is needed to reflect today's priorities for the park system

and changes in the community over the last 25 years. The updated Parks Comprehensive Plan will provide new goals, policies and strategies for maintaining and developing quality parks, facilities, trails and green space in a sustainable way. This Plan will provide a roadmap for park and recreation services through the year 2029.

A. PUBLIC INVOLVEMENT

The planning process included extensive public outreach to identify community preferences for the park system. More than 1,400 people participated in the planning process. According to feedback, residents love and use their park system. Their top recreation activities include walking, exercising, bicycling, dog walking, swimming, playing soccer and watching wildlife. Participation in trail-related activities is strong. Residents frequently use their local neighborhood parks, but their greatest need is for larger, community and regional parks that provide more recreation opportunities. Facilities such as trails, playgrounds, soccer fields, water play areas and dog parks are desired. The community's top priority is the maintenance and caretaking of existing parks. However, residents clearly want to see and support the development of park reserves.

B. EXISTING RESOURCES

The Grants Pass park and recreation system has grown with the community in the last 25 years. The City Parks and Recreation Division

now manages 507 park acres at 32 sites. Of these, 24 sites support playgrounds, sports courts, picnic shelters, trails and a variety of other recreation amenities and facilities. The remaining eight sites are well-placed undeveloped park reserves that represent future recreation opportunities for the growing community.

The majority of the City's developed park acreage is located at two sites: Reinhart Volunteer Park and Riverside Park. These two signature attractions support a variety of community events and recreation activities. These include the popular Walk on the Rogue, Art Along the Rogue, Back to the 50's, and the Boatnik Festival, which draw thousands of visitors to these parks each year. Most undeveloped acreage is provided at one site: the River Road Reserve. By itself, this site provides more park acreage (248 acres) than the entire developed park system (194 acres).

The City's 194 acres of developed park land supports a basic level of service for residents, providing **less than 5 acres** of park land per 1,000 residents. Comparable cities in Oregon provide, on average, **over 16 park acres** per 1,000 residents. However, if the City's park reserves were developed, the City of Grants Pass would provide approximately 13 acres of park land per 1,000 residents.



In addition to City resources, Josephine County, the Bureau of Land Management, Grants Pass School District 7, Rogue Community College and several other agencies provide park and recreation opportunities. While their facilities help serve the community, their recreation opportunities are not always accessible or located where they are most needed. Maintenance, availability, access and location are all variables that impact the desirability and usability of these resources.

C. PARK AND RECREATION NEEDS

This Plan identifies park and facility needs, based on the community's vision for the park system. The most significant park needs include:

- **Neighborhood Parks:** Neighborhood parks are needed in seven unserved areas in Grants Pass:
 - South Grants Pass in the Allenwood area (around an existing park reserve);

- Southeast Grants Pass in the Overland area (around an existing park reserve);
- Southeast Grants Pass in the Harbeck/Grandview area;
- South-central Grants Pass in the Nebraska area;
- Northeast Grants Pass;
- Northwest Grants Pass; and
- West Grants Pass.
- **Community Park:** A community park is needed in Grants Pass to help address a high demand for facilities such as soccer fields, water play areas, tennis courts, and trails. The Allen Creek Reserve, in conjunction with Garrison Fields, can provide a combination of active and passive recreation opportunities, connected to other parks and key destinations via the Allen Creek Trail.



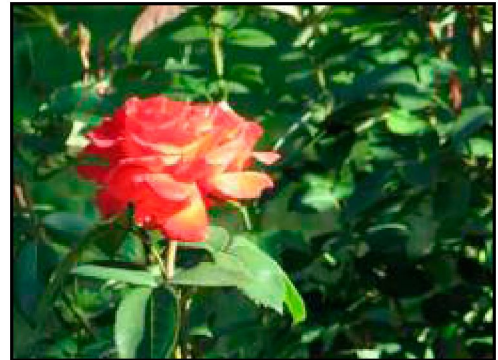
- **Regional Park:** A regional park is needed to address community and regional demands for environmental preservation, outdoor education and recreation. A regional park at the River Road Reserve or another comparable property would help preserve a unique natural and cultural landscape while meeting pressing recreation needs. Residents would like to see a regional park with a mix of natural areas, plus active and passive facilities such as open play fields, a destination play area, water play area, community garden, Food Bank working farm, orchard, nature center, interpretive area, nature and recreation trails, boat launch, picnic shelter and other facilities that support the community's vision for parks and recreation.
- **Trail Corridors:** Trail-related activities are by far the most popular types of recreation activities in Grants Pass. Community-supported trail corridors are needed to improve park access, link existing trails, connect to the proposed regional trail system, and provide opportunities for recreation, exercise and non-motorized transportation.
- **Green Space:** More green space is needed throughout the City to protect the City's tree canopy, preserve the beauty of Grants Pass, protect natural resources and provide opportunities to enjoy the outdoors. Additional green space can be provided in trail corridors, a regional park and other park types.

D. MAINTENACE PLAN

Along with new parks and facilities, residents want the City to take care of its existing parks, providing clean, safe, and inviting opportunities for

outdoor recreation. Existing City parks currently are well-maintained, and residents appreciate this level of care. Nevertheless, the adopted FY 2010 budget reduced funding and staffing for park maintenance due to national and local economic conditions. This reduction occurs even though new facilities have been added to Redwood Park and Reinhart Volunteer Park. To manage the park system more efficiently and assist with resource allocation, the Parks Comprehensive Plan includes recommendations to implement a tiered maintenance service plan. This tiered system will be used to update the City's maintenance management practices, including performance standards, frequency goals and time requirements.

The City currently needs approximately \$1.4 million annually to maintain the existing park system. Based on tiered costs to maintain parks, the City of Grants Pass should continue to maintain community parks, regional parks and special use areas at a high level. However, mini parks, neighborhood parks and green space will only receive more basic care. Undeveloped park reserves should be maintained at a lower level still, although the City may need to increase spending at park reserves to maintain site safety.



E. VISION AND GOALS

Community values, priorities and preferences were used to define a vision and goals for Grants Pass parks and recreation. Through the public involvement process, the following vision emerged:

We envision a safe, interconnected, and sustainable system of vibrant parks, thriving green spaces, and quality recreation opportunities that enhance our community and its economic vitality.

To achieve this vision, the strategies and policies section of the Parks Comprehensive Plan notes specific projects that will help sustain the park system for future generations. These include recommendations in the following categories:

- **Parks and Green Space** describes actions that are needed to provide a balanced and equitable park system, which may incorporate partner sites.
- **Recreation Facilities** notes options for facility development that will enhance recreation opportunities in the future.

- **Environmental Policies** includes guidelines to promote sustainability, protect urban trees, wetlands, and other natural resources, and enhance park resources for future generations.
- **Maintenance** presents steps to ensure sufficient funding and maintenance resources are available to take care of existing parks and new parks when developed.
- **Funding Strategies** provides strategies to get the most from limited City resources, including raising rental and programming fees to reflect the true cost of facility use, enhancing partnerships, identifying new sources of capital and operations funding, and continuing to involve volunteers to support the park system.

F. PARK COSTS AND PRIORITIES

Community involvement throughout the planning process helped create a comprehensive vision for the City's future park system. The scope of this vision is considerably larger than anything the City can achieve in the next 20 years. In fact, the anticipated costs associated with this vision exceed \$90.6 million. If the City implemented every project desired by residents, it also would need another \$3.7 million annually for parks maintenance and upkeep. Clearly, this is more than the City can afford.

For this reason, residents were asked to help identify the City's top priorities for park and recreation facilities. City leaders, staff, and community members spent several months reviewing recommendations to determine which projects were most important to them. Their feedback was used to create a short list of priority projects that *may be achievable* in the next 20 years. This will help the City make decisions about which projects should move forward first *when funding is available*.

The table on the next page notes these priority projects. Priority projects include expanding trails in community-supported areas, developing community and regional park facilities, and completing projects that were previously started in existing parks. Projects with strong partner support and outside funding, such as a proposed Food Bank farm, are supported as well. The total cost for priority projects is approximately \$21 million. However, volunteers, sponsorships, partnerships, donations and grants will decrease the amount that City will spend on park and facility development.

Priority Projects and Costs (2009 Dollars)

	PROJECT	ESTIMATED COSTS
EXISTING PARKS		
Fruitdale Park	Complete Phase II improvements.	\$788,000
Gilbert Creek Park	Add playground cover, off-leash dog area, and trail improvements.	\$150,000
Redwood Park	Complete Phase II improvements.	\$226,000 ¹
Riverside Park	Add sport court. Develop pedestrian/bicycle entry at 6 th Street. Move disc golf. Improve restrooms.	\$333,000
Reinhart Volunteer Park	Finish River Vista and associated improvements.	Completed
Tussing Park	Complete Phase II improvements.	Budgeted ¹
Subtotal		\$1,497,000
PROPOSED PARKS AND TRAILS		
NE Neighborhood Park	Investigate options to develop a new 5-acre neighborhood park in NE Grants Pass. Consider the Hillcrest Reserve, potential partnerships at school sites, or other appropriate sites. Create a site master plan and develop the site according to design and development guidelines.	\$1,250,000 ²
Community Park	Investigate options to develop Allen Creek Reserve as a community park. Acquire additional acreage, create a site master plan, improve Garrison Fields, and initiate Phase I development.	\$8,767,000
Regional Park	Investigate options to develop the River Road Reserve or a comparable site as a regional park. Create a site master plan and pursue a partnership with the Food Bank to develop a working farm. Provide infrastructure and initiate Phase 1 development for facilities to be identified in the site master plan. These may include open playfields, a destination playground and sprayground.	\$6,502,000
Tom Pearce Trailhead	Investigate options to acquire 5 acres and develop a trailhead to improve access to Tom Pearce Park.	\$1,250,000
River City Trail	Create trail master plan to identify appropriate trail routes. Acquire corridors and extend current trails as proposed.	\$1,710,000
Subtotal		\$19,479,000
TOTAL		\$ 20,976,000

¹Partial funds for Redwood Park and full funds for Tussing Park are included in the FY2009-2010 Adopted Budget.

²These funds are for park development only. No acquisition costs are noted.

Available funding and partner assistance will help determine if these projects can be implemented, including the order and timing in which priority projects will be pursued. Projects may be re-prioritized if substantial volunteer contributions or unanticipated funding becomes available, even for projects not noted on the short list. The City should take advantage of all available resources to implement projects in this Plan and achieve the community's vision for the future.

G. IMPLEMENTATION

The short project list noted above presents community priorities for park and facility development *if and when funding becomes available*. These projects are not tied to a specific funding strategy, and the City is not under any obligation to fund and develop these projects. Nor are City residents under any obligation to pay for these improvements. However, the Parks Comprehensive Plan provides the policies, strategies, and guidance necessary to decide where to look for funding, how to obtain it, and where to spend it once the City has it. These efforts will involve future strategic funding decisions.

H. STRATEGIC FUNDING DECISIONS

The Parks Comprehensive Plan advises proceeding in a conservative and systematic way to support parks and recreation in the future. This strategy involves maintaining existing parks first, and then investing in new parks and facilities when funds are available. If funding can be obtained, the Plan recommends proceeding with projects that increase



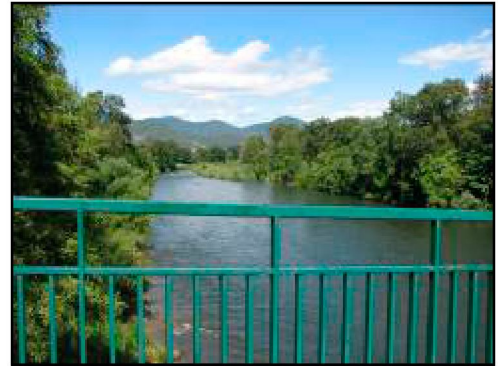
the recreation capacity of existing parks and/or provide the highest return on the City's investment. These include low-cost, high-impact projects, such as trail development, to get large numbers of residents out walking, biking and playing.

To implement this vision, both short-term and long-term funding strategies are needed. In the short-term, grants and volunteer-supported projects will continue to drive new park and recreation development. This means that community groups who are willing to fund and develop park facilities can move forward with projects that support the vision of this Plan. Also in the short term, the City should increase its cost recovery rates to decrease its reliance on the General Fund. Short-term revenues may include grants, facility use fees, recreation charges,

sponsorships, and other options to support maintenance and minor site enhancement.

In the long term, the City should consider more aggressive strategies to meet recreation needs in underserved areas. When the economy rebounds, the City should review its SDC methodology and consider adjusting rates to be comparable to other jurisdictions. The City may also consider broadening the Transient Room Tax to pass on development costs to out-of-town visitors who take advantage of City recreation opportunities. As conditions improve in the long term, the City may want to consider other funding mechanisms, such as a levy or General Obligation Bond, to fund priority projects. However, those options will require public approval, and community support will depend on future economic conditions.

Despite current challenges, the City of Grants Pass is well-poised to meet community recreation needs. It has a variety of well-maintained parks and facilities that support many different recreation opportunities. It owns a wealth of park properties, acquired through wise investments in strategic locations. It has strong leadership, an excellent maintenance team and a top-notch Parks Board who recruits volunteers and solicits donations to improve City parks. It has many park and recreation providers who are willing to work together to enhance the park system. In addition, Grants Pass has a great park constituency who recognize that parks and recreation are integral to a livable community. With all of these positive forces working for the common good, the City of Grants Pass should be able to achieve their future parks and recreation vision.



I. MOVING FORWARD

The Comprehensive Park & Recreation Master Plan is a roadmap to the future. It provides directions for achieving a sustainable park system, where cost-effective stewardship of City assets is the key to park management. The Plan includes recommendations based on the community's vision for the park system. Vibrant parks, well-maintained facilities, peaceful green spaces and interconnected trails will link the community together to strengthen the fabric of the City. The Parks Comprehensive Plan captures this vision and conveys it to the community, so that citizens, City leaders and staff together feel

empowered to make strategic decisions to improve their community through people, parks and programs. As this Plan is implemented, City leaders and residents can determine how much they can invest to sustain the park system and create the quality of life they desire.



Chapter 1: Introduction

INTRODUCTION

In the fall of 2008, the City of Grants Pass began developing the Comprehensive Park & Recreation Master Plan to obtain community-supported directions for developing the City's park system. This Plan, herein referred to as the Parks Comprehensive Plan, creates a vision for a sustainable, interconnected system of parks, recreation facilities, green space and trails. These are integral elements of a livable community.



The Parks Comprehensive Plan addresses the recreation needs of residents city-wide, by incorporating community views and preferences into the planning process. Combining a technical resource analysis with an assessment of recreation trends and community priorities, the Parks Comprehensive Plan proposes specific standards and guidelines for developing, conserving, and maintaining quality parks and recreation

facilities. Most importantly, it provides the City with firm directions to create a cost-efficient park system that will enhance the quality of life in Grants Pass.

A. PURPOSE OF THE PLAN

The purpose of the revised Parks Comprehensive Plan is to establish goals, recommendations, and an implementation strategy for park improvements and development over the next 20 years. The previous plan, completed in 1984, was intended to guide the City through the year 2000. Because of funding limitations, that plan was only partially implemented. Clearly, a new plan is needed.

The City of Grants Pass has grown substantially since the last plan was adopted, and recreation participation and trends have changed dramatically. The revised Parks Comprehensive Plan contains recommendations to serve the City's current population (39,126 people). It also looks forward to anticipate the community's recreation needs in the year 2029. By then, an estimated 59,114 people may live within the City's urban growth area.

The Parks Comprehensive Plan builds on the foundation set by the 1984 Plan. It creates a new 20-year vision for parks, green space, trails, recreation amenities and urban forestry. It identifies the type of recreation opportunities the community desires. Furthermore, it provides directions for locating new parks, updating current policies, and meeting community needs for parks and recreation city-wide. It includes a strategy to fund the acquisition, development and sustained maintenance of the park system.

B. PLANNING CONTEXT

The Comprehensive Park & Recreation Master Plan will be adopted at a critical time for the City of Grants Pass. The City is currently evaluating the expansion of its Urban Growth Boundary Area to accommodate growth and development through 2027. As Grants Pass looks to the future, providing adequate parks and recreation opportunities will be crucial for maintaining a healthy community and a vibrant economy.

Also, current economic conditions nationwide are increasing the need for cities to provide quality services in a cost-efficient way. Residents are counting on City leaders to support the community's vision for parks and recreation, while focusing on sustainable, efficient management and maintenance of resources. However, residents aren't satisfied with maintenance alone. The community still wants to expand park and recreation opportunities, as demonstrated in the ongoing volunteer efforts and fundraising to develop River Vista at Reinhart Volunteer Park.

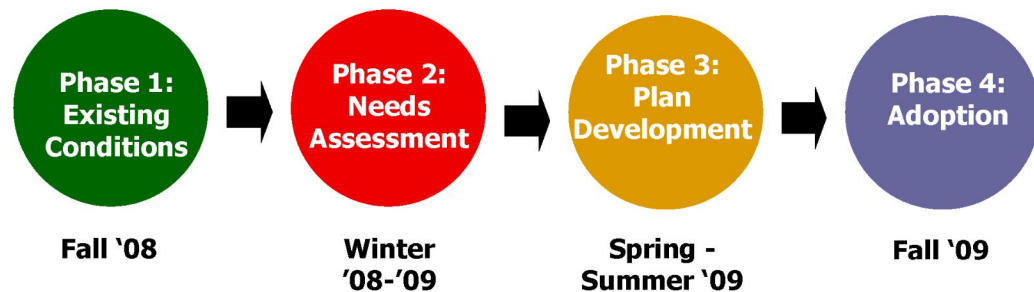
Through careful investment and foresight, the City already has acquired several key park reserves to support growing areas and recreation needs. It has taken a leadership role in urban forestry and sustainability practices to preserve its natural resources and tree canopy for future generations. It has collaborated with partners and other providers successfully to address specific community recreation demands. The City has kept its recreation facilities well-maintained, while developing sites such as Redwood Park, Tussing Park, and River Vista to address growing recreation needs. With the recommendations of this Plan, the City will be able continue this balance between maintaining existing parks and responding to future community needs. In this manner, Grants Pass will support a broad array of safe, inviting, attractive and accessible parks and recreation opportunities now and in the future.

C. PLANNING PROCESS

The planning process included four phases, beginning in September 2008 and concluding with Plan adoption in Winter 2009 (Figure 1). These phases are described below.

- **Phase I: Existing Conditions.** The Master Planning process was initiated through meetings with City Council and technical advisors to determine the best direction for outreach and analysis. In Phase I, City parks and facilities were inventoried, mapped, and evaluated using park design guidelines to assess development opportunities. Previous planning efforts were reviewed to provide a foundation for this Plan. All Phase 1 efforts were summarized in the Existing Conditions Report.

Figure 1: Planning Process



- **Phase II: Needs Assessment.** Phase II included several forums for public outreach to assess the recreation preferences of residents and key stakeholders in Grants Pass. A GIS analysis of park access, a level of service analysis of park acreage, and a facility analysis were conducted to determine park standards and facility guidelines. Current and future recreation needs were documented in the *Community Needs Assessment Report*; not a component of this Plan but available under a separate cover.
- **Phase III: Plan Development.** In Phase III, recommendations were drafted and reviewed to provide direction for park maintenance, management, and development. Policies, strategies and actions were defined and used to create a capital projects list, maintenance plan, and financing strategy for implementation.
- **Phase IV: Review and Adoption.** Phase IV included the preparation of a full draft of the Comprehensive Parks & Recreation Master Plan to provide the City with a successful and sustainable plan to protect and enhance City assets. The Draft Plan was presented to City residents, the Parks Advisory Committee, and City Council for review and refinement prior to adoption. This phase of the planning process was extended by several months to allow the preparation and presentation of a Revised Draft Plan, with refined priority projects for implementation. After substantial review, the Revised Draft Plan was refined and presented as the Final Comprehensive Parks & Recreation Master Plan for adoption. This Plan will continue to be discussed and used for many years as a tool for achieving the desired park system.

D. PUBLIC INVOLVEMENT

To develop a solid foundation for the Plan, the City of Grant Pass solicited feedback from as many residents as possible regarding their needs, preferences, attitudes, and vision for parks and recreation services. A variety of activities were conducted throughout the planning process to ensure participation from a cross-section of the community, including various age groups and diverse special interests.

The public involvement process was extended by several months in the last phase of the planning process to further involve residents in reviewing the Draft Parks Comprehensive Plan and identifying priority projects for implementation. More than 1,400 residents have participated in the planning process (Table 1). This level of involvement is outstanding for a community of Grants Pass' size.



Table 1: Public Involvement Participation

ACTIVITY	# OF PARTICIPANTS
Community Survey	300
Community Questionnaire	805
Community Intercept Event	171
Focus Groups	44
Additional Public Comment	10+
Advisory Committee	16
City Council	12
Planning Commission	8
Draft Plan Review*	50+
TOTAL	1,416

* Included a Community Open House, website questionnaire, letters, and citizen participation in Advisory Committee Meetings, a Planning Commission Hearing, and a City Council Meeting.

E. PLAN ORGANIZATION

This Comprehensive Park & Recreation Master Plan is organized in seven chapters and five appendices. For reference, each section is described below.

- **Chapter 1: Introduction** describes the purpose of the plan, the planning process, public involvement process, planning context, and the organization of this report.

- **Chapter 2: Planning Framework** outlines the core values, vision, mission and goals that provide a foundation for this Plan and its implementation.



- **Chapter 3: Existing Parks and Facilities** describes the planning area, presents the park classification system, summarizes the park and facility inventory, and describes the City's current level of service.
- **Chapter 4: Community Needs** summarizes the results of the needs assessment, highlighting public involvement key findings, as well as proposed park and facility standards, guidelines, and needs.
- **Chapter 5: Policies and Strategies** describes the recommended policies, strategies and actions for developing the future park system.
- **Chapter 6: Implementation** presents concrete information on the costs to implement recommendations, including strategies to sustain the park system through maintenance and development.
- **Chapter 7: Strategic Decisions** summarizes the approach the City should take in implementing the Parks Comprehensive Plan. This chapter also includes performance measures to gauge the success in achieving the community's vision for the park system.

Appendices include the following:

- **Appendix A: Park and Facility Inventory** includes a complete inventory of parks and recreation facilities by provider within the Grants Pass planning area.
- **Appendix B: Design Guidelines** provides a set of guidelines for park development, including the facilities that are appropriate for development in various types of parks.
- **Appendix C: User Fee Considerations** includes a discussion and comparison of user fees in Grants Pass to provide a foundation for the strategies presented in Chapter 5.
- **Appendix D: Park System Costs** presents cost estimates for existing and proposed parks for maintenance, improvements, acquisition, development and capital reinvestment.
- **Appendix E: Potential Funding Sources** includes a description of all potential sources for capital, operations and maintenance funding.



Chapter 2: Planning Framework

PLANNING FRAMEWORK

The values and the community aspirations for the City of Grants Pass are the guiding forces for the Comprehensive Park & Recreation Master Plan. Through a series of meetings with City Council, the Parks Advisory Committee, and City of Grants Pass staff, these values and aspirations



were identified and integrated into a comprehensive plan framework. The framework includes four key elements, which are described in detail in this chapter:

- Core Values
- Vision
- Mission
- Goals

These four elements are interrelated (Figure 2). Core values are the fundamental principles of the community, reflected by the work of the Grants Pass Parks and Recreation Division. These core values provide the basis for the City's vision for parks and recreation. The values and vision also set the direction for the City's mission and goals, which express how the Division will provide parks, open space, and recreation facilities for the next 20 years.

A. CORE VALUES

Core values are the shared beliefs and qualities treasured by the community and the Grants Pass Parks and Recreation Division. These values will guide all services provided by the City. These following four core values provide the overarching concepts for this Plan. These values are embodied throughout the goals, policies, and strategies for Grants Pass parks, green space, recreation facilities, and services:

- **Stewardship:** We value efficient and effective management of our assets and stewardship of our parks and green space to sustain them for future generations.
- **Quality of Life:** We value our quality of life, health and well-being, and the role that parks, recreation and green space play in creating a healthy economy and livable community.
- **Excellent Service:** We value clean, green, safe, and accessible parks and recreation services that respond to the present and future needs of all community members.
- **Sense of Community:** We value the role that parks and recreation play in creating an interconnected and tightly-knit community, supported by City leaders, key partners, volunteers, and residents whose actions help maintain a sense of "hometown."

B. VISION

The core values shared by the community help create a vision of the community's preferred future. This vision also illustrates a picture of success for the community created by City parks and recreation opportunities. Through the public involvement process, the following vision emerged:

We envision a safe, interconnected, and sustainable system of vibrant parks, thriving green spaces, and quality recreation opportunities that enhance our community and its economic vitality.

Parks and green space are essential components of a vibrant city. The City of Grants Pass is committed to creating a system of safe and well-maintained parks, green space, and recreation facilities that contributes to the quality of life for all residents. At the same time, it remains dedicated to serving the community's needs effectively and efficiently by fostering stewardship of community resources. Taking care of the City's developed and undeveloped park resources continues to be of the utmost importance.

To achieve this vision, the Parks and Recreation Division is committed to forming strategic partnerships and mobilizing volunteers to create a healthy and attractive park system that provides high-quality park and recreation services.



C. MISSION

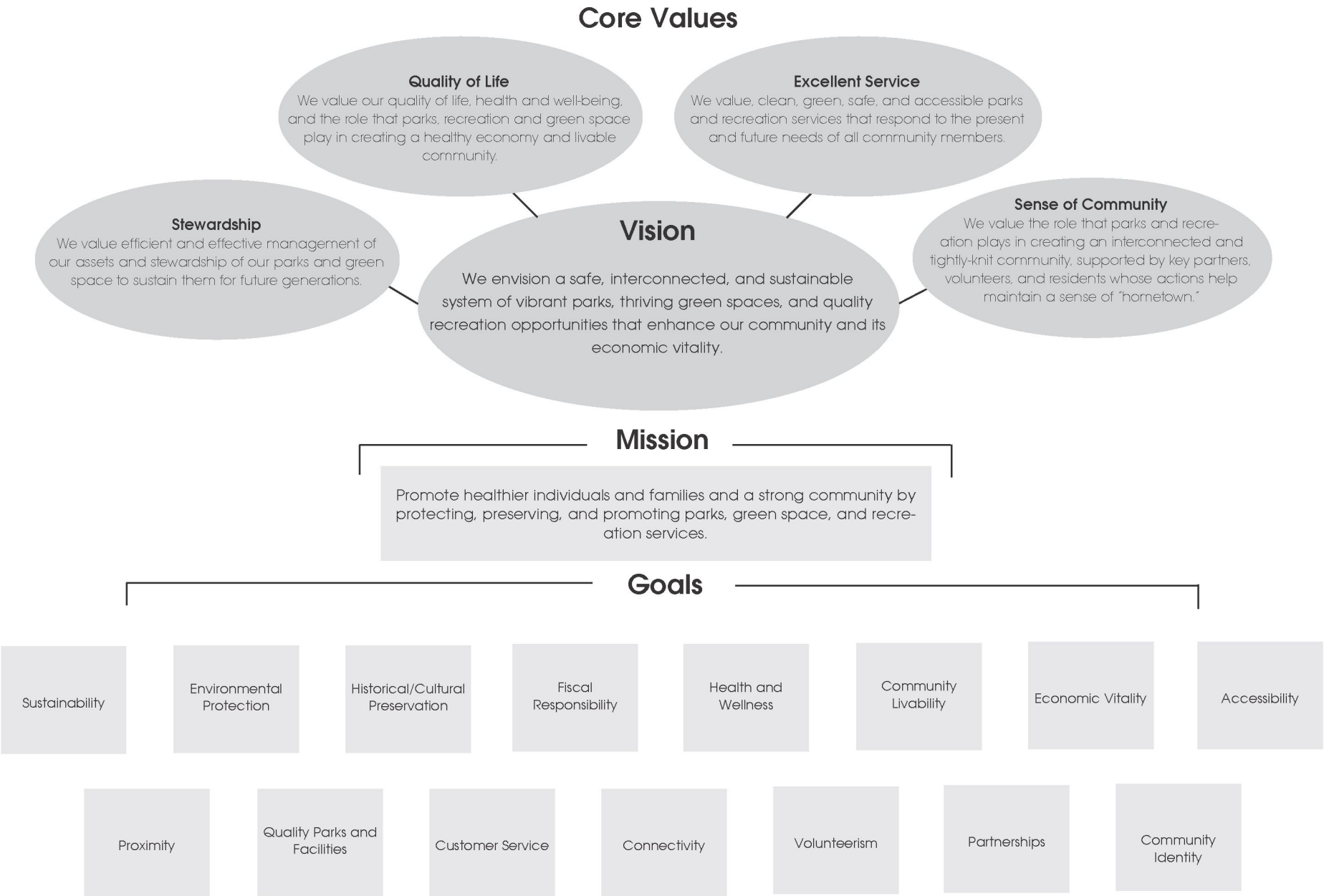
A mission statement, congruent with the community's vision for parks and recreation, describes the approach that Parks and Recreation staff will use to develop and operate parks, green space, and recreation facilities. The mission of the Parks and Recreation Division is:

Promote healthier individuals and families and a strong community by protecting, preserving, and promoting parks, green space, and recreation services.

D. GOALS

Goals are the desired outcomes to be achieved by implementing the Master Plan. Fifteen goals emerged during the planning process, reflecting key directions for the City's future. These goals are organized by the core value they support:

Figure 2: Planning Framework



Stewardship

- **Sustainability:** The City of Grants Pass will sustain City assets and environmental resources for future generations through effective management and maintenance. The City will use conservation measures to develop and care for parks, green space, and recreation facilities with an eye to the future.
- **Environmental Protection:** The City of Grants Pass will protect, conserve and restore Grants Pass' natural resources, providing opportunities for the community to enjoy and learn about nature and the outdoors. The City will seek opportunities to preserve or enhance the urban forest, the Rogue River watershed, critical habitat, and the community's green space and natural beauty.
- **Historical/Cultural Preservation:** The City of Grants Pass will foster an appreciation of its historical, cultural, forestry, and agricultural resources. The City will provide high-quality cultural and historical experiences, while being a steward of these resources.



Quality of Life

- **Health and Wellness:** Health and wellness are critical elements of a livable community. Personal health and wellness require opportunities to be physically active, mentally and emotionally recharged, and socially engaged. The City of Grants Pass will support active lifestyles and promote life-long learning by providing parks, facilities, and services that support healthy lifestyles for all ages.
- **Community Livability:** The City of Grants Pass will promote a livable community, providing a variety of recreation opportunities and benefits that make the city a safe, attractive and enjoyable place to live, work, and play.
- **Economic Vitality:** Park and recreation amenities help fuel the region's economy, attracting residents, businesses and tourists to Grants Pass. The City of Grants Pass will be an important partner in promoting economic development and vitality, by providing parks and facilities to encourage tourism, support workers in business areas, and attract residents to our neighborhoods.

Excellent Service

- **Accessibility:** The City of Grants Pass will strive to make all parks, facilities, and green spaces geographically, physically, and economically accessible to all members of the community. The Division will plan and design inclusive facilities, serving residents of

all ages, abilities, family compositions, and economic and cultural backgrounds.

- **Customer Service:** The City of Grants Pass will be responsive, accountable, and creative in meeting present and future community needs, thereby reflecting the desires of residents and sharing community priorities. The Division will continue to demonstrate excellence in customer service.



- **Quality Parks and Facilities:** The City of Grants Pass will provide safe, clean, and inviting parks and facilities that foster community pride and encourage recreation and outdoor play. The City will strive to provide close-to-home recreation opportunities that are conveniently located for residents citywide and within an expanded Urban Growth Boundary.

- **Fiscal Responsibility:** The City of Grants Pass will make fiscal responsibility, accountability, and long-term financial stability a priority, to make the best use of limited public funds. The City will use a variety of long- and short-term funding strategies to provide dependable funding for parks, facilities, and green space acquisition, development, and maintenance.

Sense of Community

- **Connectivity:** The City of Grants Pass will connect community members together via a network of parks, recreation facilities, trails, and green spaces. This system will support community health and active transportation, by linking key destinations within planning area.
- **Volunteerism:** The City will promote volunteerism and community involvement to engage active citizen participation, involve residents in park planning, design and construction, thereby promoting a sense of ownership and stewardship of park and recreation resources.
- **Partnerships:** Strong community collaboration brings additional resources to parks and recreation and enhances community ownership of the park system. The City of Grants Pass will continue to cultivate strong, positive relationships with public, private, and non-profit organizations in order to unite community efforts to develop and sustain the park system.
- **Community Identity:** Building a sense of community pride is critical for addressing challenges in today's world. Through parks and recreation, the City of Grants Pass will foster community unity, reflect community strengths and values, keep a sense of hometown, honor the past and local traditions, celebrate special events, and create a legacy for future generations.

- **Community Support:** The Parks and Recreation Division will work together with citizens and City leaders to build the park and recreation system desired by the community. The City will respect community values and the community's vision for the future, building a park constituency who will support Grants Pass parks, recreation facilities, trails and programs.

The core values, vision, mission, and goals described in this chapter collectively form the planning context for the Comprehensive Park & Recreation Master Plan. These components provide a foundation for the needs assessment analysis and the development of policies and strategies to enhance the City's park and recreation system.



Chapter 3: Existing Park System

EXISTING PARK SYSTEM

Grants Pass is a maturing community, with a considerably different park system than it had 25 years ago. Its park and recreation resources include a variety of parks, green space, trails, and recreation facilities, which together form the existing park system. To document the parks and recreation resources within the planning area, this chapter:

- Describes the planning area;
- Introduces the park classification system;
- Summarizes the park inventory by classification; and
- Notes recreation facilities available in Grants Pass.

A. PLANNING AREA

When the previous Park and Recreation Plan was adopted in 1984, fewer than 22,000 people lived within the Urban Growth Boundary (UGB). At that time, the Parks and Recreation Division maintained only 39 park acres. Today, more than 39,100 people live within the UGB, which is being reviewed for expansion. Residents are served by 195 acres of developed parks, which provide playgrounds, sports courts, picnic shelters, trails, and a variety of other amenities. In addition, the City has acquired more than 300 acres of well-placed park reserves—future parks for residents. These holdings are a significant and well-planned investment that, when developed, will become future neighborhood parks and green space, as well as signature attractions in the region.



Planning Area

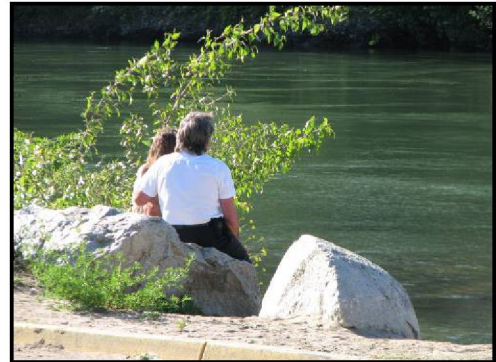
The planning area for the Comprehensive Parks & Recreation Master Plan includes the area within the current Urban Growth Boundary (UGB), as well as parks within the immediate vicinity of Grants Pass. According to GIS data, the planning area includes approximately 8,550 acres. Currently, the City is evaluating the need to expand the Urban Growth Boundary which would change the service area for the Grants Pass Parks and Recreation Division.

Location, Natural Resources, and Climate

Grants Pass is the county seat of Josephine County. Located on I-5, about 70 miles south of Roseburg and 29 miles north of Medford, the City is situated in the geographic center of southwest Oregon. Starting here, Highway 199 connects Grants Pass to northwest California and to Oregon's Pacific Coast.

Grants Pass is located in the scenic Rogue River Valley, surrounded by rolling, forested mountains. The river, the urban forest, and remnant orchards and farmland in the area contribute to the natural beauty of Grants Pass. The City is a recreational and cultural destination in southwest Oregon.

The climate also contributes to the scenic quality of Grants Pass. The area is noted for hot, dry summers and cool, wet winters. The tree cover within the City—both inside and outside of parks—provides shade that cools residents during the summer. The average summer high temperature is 90 degrees, and the average winter high is 49 degrees. The climate and weather create a need for both indoor and outdoor recreation opportunities, as well as shade during the summer.



Growth, Vacant Lands, and UGB Expansion

Grants Pass is primarily a residential community, with many areas served by close-to-home recreation opportunities. Northeastern Grants Pass is largely built-out, to the extent that finding additional park land in this area will be difficult. Recent growth has been concentrated in the City's western and southern areas, where parks and recreation opportunities are lacking. Approximately 25% of the City is zoned for commercial or industrial uses. These land uses are concentrated downtown and in eastern Grants Pass. Commercial and industrial areas have unique needs for green space that differ from the City's residential areas.

Currently, the City of Grants Pass is evaluating the sufficiency of the Urban Growth Boundary (UGB) to comply with statewide planning goals. Preliminary work suggests the City will expand the current UGB to accommodate growth forecasted through the year 2026. When annexation areas are identified, park standards and guidelines can be applied to these new areas. This will help the City acquire parks, trail corridors, and green space to meet community recreation needs.

Demographics

Currently, 39,126 people live within the Grants Pass urban growth boundary (2009 estimate). Population forecasts suggest that 59,114 people will live within the UGB in 2029, representing an average annual growth rate of 2.1% for the 20-year planning horizon. While the current economic condition may slow actual growth and development, the City should continue to plan for increasing park and recreation needs as the community grows.

The population in Grants Pass is an aging population. As noted in the City's Comprehensive Plan, the fastest growing age group in Grants Pass

is anticipated to be people aged 65 and over. Census data count a significant percentage of older adults, as well as families with children. Providing recreation opportunities for these groups will be important.

B. PARK CLASSIFICATION

The City's park system is composed of various types of parks, each providing unique recreation and environmental opportunities. Separately, each type of park may serve only one function, but collectively the park system serves the entire range of community needs. Map 1 illustrates existing parks by classification.

As part of the Comprehensive Park & Recreation Master Plan update, the park classification system was refined to reflect current and future planning directions. The park classification system includes seven park types, which are defined below.

Mini Parks

Mini parks provide basic recreation opportunities on small lots within residential areas. Typically less than two acres in size, these parks are designed to serve residents in immediately adjacent neighborhoods. Mini parks provide limited recreation amenities, such as playgrounds, benches, and picnic tables. Debo Park and Lawnridge Park are examples of mini parks.

Neighborhood Parks

Neighborhood parks provide close-to-home recreation opportunities for nearby residents. Typically five to ten acres in size, these parks are designed to serve neighbors within walking and bicycling distance of the park. Neighborhood parks include amenities such as playgrounds, outdoor sport courts, sport fields, picnic tables, pathways, and multi-use open grass areas. Eckstein Park and Redwood Park are examples of neighborhood parks.



Community Parks

Community parks are typically 25-30 acres and provide both active and passive recreation opportunities that appeal to the entire community. Community parks accommodate large numbers of people and offer a wide variety of facilities, such as group picnic areas and shelters, sport fields and courts, children's play areas, horseshoes, gardens, trail or pathway systems, community festival or event space, and green space or natural areas. Community parks require additional support facilities, such as off-street parking and restrooms. Riverside Park is the only existing community park in Grants Pass.

Regional Parks

Regional parks are large parks that provide access to unique natural or cultural features and regional-scale recreation facilities. Typically 50 acres or more in size, regional parks draw residents from the City and beyond. These parks often include significant green space to preserve unique natural areas, riverfront corridors, wetlands, and agricultural or forested areas. Regional parks also accommodate large group activities and often have infrastructure to support sporting events, festivals and other revenue-generating events to enhance the City's economic vitality and identity. Currently, Reinhart Volunteer Park is the only regional park in Grants Pass.

Special Use Areas

Special use areas include stand-alone recreation facilities not located within larger parks. Their size and service area vary depending on their use. Special use areas support single-purpose facilities, such as skate parks, boat ramps, swimming pools, community centers, urban plazas, and gardens. The Grants Pass Skate Park, Baker Park, and Caveman Pool are examples of special use areas.

Green Space

Green space provides natural or landscaped areas within the City in contrast to the built landscape. The size, shape, and service area of green space will vary depending on its function and use. The City manages green space for different purposes, including:

- **Natural areas and greenways:** These parks are designed to protect or conserve significant natural features, such as trees, rivers and streams, wetlands, steep hillsides, environmentally sensitive areas, and wildlife habitat. Where appropriate, these parks may also support outdoor recreation, such as trail-related opportunities, bird and wildlife viewing, environmental interpretation and education, and small-scale picnicking. Tussing Park is an example of this park type.
- **Trail corridors:** These linear-shaped parks may follow streams, abandoned railroad lines, transportation or utility rights-of-way, or elongated natural areas. Trail corridors may include soft and hard-surfaced trails, interpretative and informational signage, and trailheads. Trail corridors may support non-motorized transportation, recreation, exercise, and community access by connecting significant destinations within the City. The Fruitdale Creek Trail and Nebraska Canal Trail are examples of trail corridors.





Comprehensive Park & Recreation Master Plan

Grants Pass, Oregon

Parks & Recreation Department

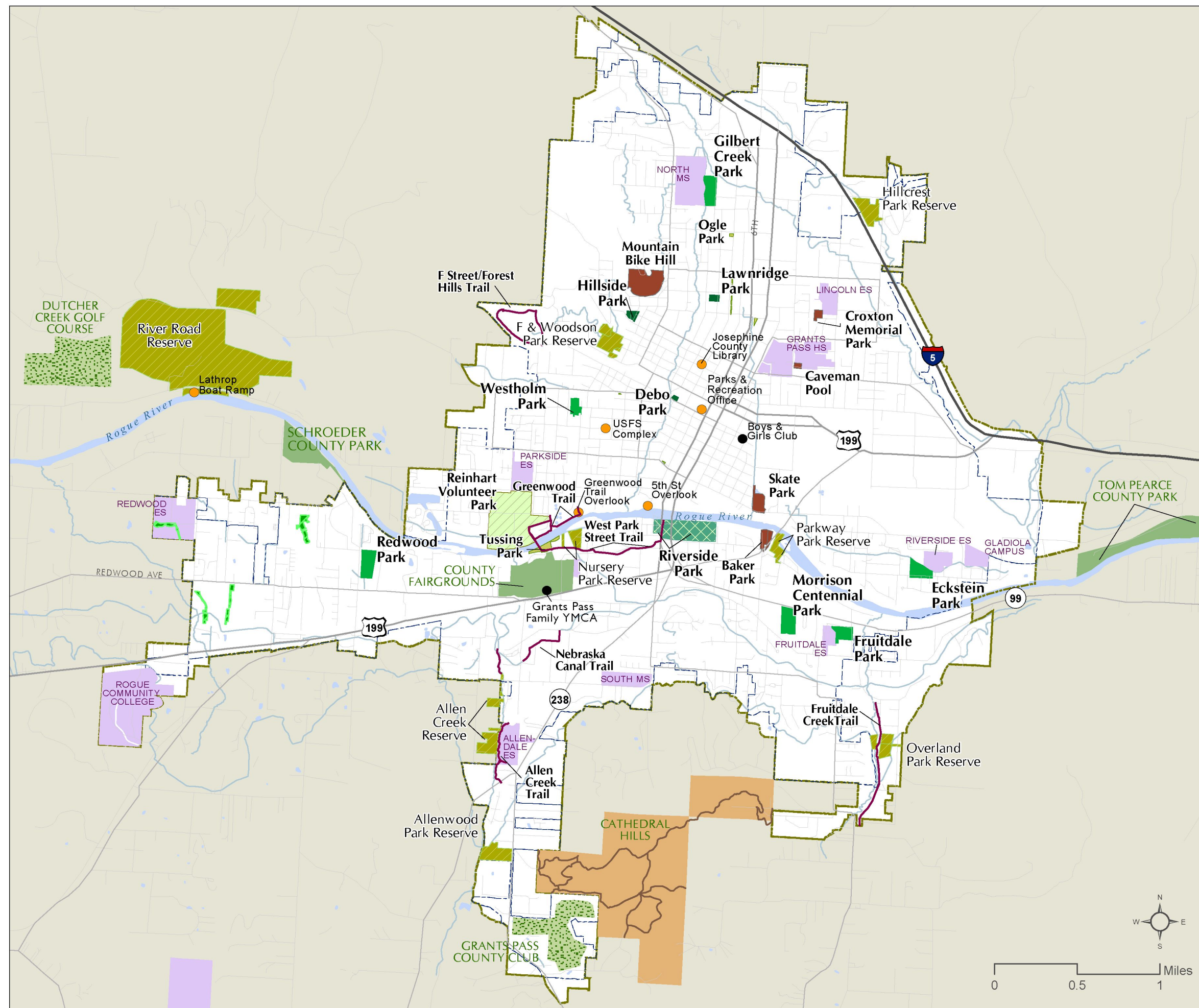
- Mini Park
- Neighborhood Park
- Community Park
- Regional Park
- Special Use
- Green Space
- Undeveloped

Trails

- City Trail
- BLM Trail

- Golf Course
- County Park
- Wetland
- School
- BLM Park
- City Limits
- Urban Growth Boundary
- Recreation Center
- Recreation Resource
- Highway
- Major Arterial
- Arterial
- Water

Map 1: Existing Park Resources



- **Pocket parks:** These small parcels provide landscaped and/or natural green space primarily for passive uses. Typically less than two acres in size, these sites are designed to support green space within otherwise built environments, such as residential or commercial areas. These parks typically include picnic tables, benches, and basic site amenities. Ogle Park is an example of a pocket park.

Park Reserves

Park reserves include undeveloped park sites that have been acquired by the City for future park improvements. While these sites currently provide green space, park reserves are intended to be developed as one of the park types noted above in the future. Their size varies depending on the purpose of their acquisition. The River Road Reserve and the Allenwood Park Reserve are examples of park reserves in Grants Pass.

Beautification Areas

In addition to these park types within the City's park system, the Parks and Recreation Division also maintains several small sites that are not designed to provide recreation opportunities. Categorized separately from the rest of the inventory, these sites are not considered park land.

Beautification areas are landscaped areas typically located along street right-of-ways, medians, intersections, and entry ways. These areas provide visual benefits to the community and add to community identity, but have little or no recreational value.



C. PARK INVENTORY

Grants Pass has a variety of parks and green space. These areas support both passive and active recreation and a variety of recreation experiences. The City's inventory of parks and facilities is summarized below. For reference, the entire park and facility inventory is presented by provider in Appendix A.

City Park Land

The City of Grants Pass provides 507 acres of park land at 32 sites. Of these, 24 parks provide recreation opportunities, such as playing on playgrounds, walking or biking on trails, attending community events, playing or watching sports, and enjoying the beautiful outdoors. The remaining eight properties are park reserves for future development and/or preservation as green space. These sites represent a great opportunity to enhance City parks and recreation.

Table 2 summarizes the City's park inventory. The City of Grants Pass provides approximately 195 acres of developed parks and green space. An additional 312 acres (62% of the total park system) are held in undeveloped park reserves. The majority of this acreage is provided at one site: the River Road Reserve. By itself, this site provides more park acreage (247.7 acres) than the entire developed park system (194.8 acres). Similarly, much of the City's developed park land is provided at one site: Reinhart Volunteer Park. This 58-acre regional park accounts for nearly 30% of the developed park system.

Table 2: Grants Pass Park Acreage by Classification

PARK TYPE	# OF SITES	ACRES	% OF DEVELOPED PARK SYSTEM
Developed Parks and Green Space			
Mini Parks	3	3.8	2.0%
Neighborhood Parks	6	41.7	21.4%
Community Parks	1	31.7	16.3
Regional Parks	1	58.2	29.9
Special Use Areas	5	30.4	15.6
Green Space	8	29.0	14.9
Subtotal	24	194.8	100%
Park Reserves	8	312.5	
TOTAL	32	507.3	

Parks and Open Space Provided by Others

The park system provided by the Grants Pass Parks and Recreation Division is augmented by parks and open space provided by other jurisdictions. These other providers in Grants Pass are summarized below. Their assets are noted in the inventory in Appendix A.

- **Other City Sites:** The City of Grants Pass owns several non-park properties. These include several wetlands and beautification areas that provide approximately 14.4 acres of green space.
- **Josephine County:** Four County-owned sites provide important recreation opportunities in Grants Pass: the County Fairgrounds, Tom Pearce Park, Schroeder Park, and the Lathrop Boat Ramp. With a combined total of 184.4 acres, these sites provide event space, picnic pavilions, sport fields, disc golf, a dog park, a campground, and other recreation facilities.

- **Federal Government:** The Bureau of Land Management (BLM) manages Cathedral Hills and Highland Park, which both provide opportunities for trail-related recreation. In addition, the Forest Service (USFS) owns a surplus maintenance complex, which currently has no public access. Together, these sites account for 467.1 acres.
- **Schools and Colleges:** Grants Pass is served by two public school districts: Grants Pass School District 7 and Three Rivers School District. The Grants Pass School District operates 12 schools, and the Three Rivers School District operates one elementary school in the planning area. Schools are a major provider of sport fields, sport courts, playgrounds, and gymnasiums in the community. In addition, the Rogue Community College (Redwood Campus) provides a variety of facilities for its staff and students. Together, these sites provide 248.9 acres of facilities (including school buildings) and green space.
- **Private providers:** Private and non-profit organizations in and around Grants Pass provide various recreation facilities. These include the Boys and Girls Club, Club Northwest, Dutcher Creek Golf Course, Grants Pass Country Club, and the YMCA. There is also a privately-operated Community Center, with indoor meeting space for rent. The acreage of these sites has not been inventoried.

These assets provide additional park and recreation opportunities for City residents. However, the City of Grants Pass has no control over these properties, their services, maintenance levels, openings, closings, or programming. Developing formal partnerships with other jurisdictions is important where these sites help meet identified recreation needs.



D. FACILITY INVENTORY

The Grants Pass Parks and Recreation Division, as well as several other local providers, own and maintain a variety of recreation facilities. Table 3 summarizes Grant Pass's recreation facilities, which are provided by the City, schools, and others. Recreation facilities provided by Rogue Community College are not included in this inventory, since they are generally unavailable for public use. A more detailed inventory of all providers is included in Appendix A.

The City of Grants Pass is the primary provider of baseball/softball fields, tennis courts, picnic shelters, playgrounds and trails for Grants Pass and Josephine County. The City also provides other unique recreation opportunities, such as a fishing pond, water play area, and skatepark. However, other providers play a significant role in the provision of

soccer fields, multi-use fields, outdoor basketball courts, and gymnasiums.

City parks and facilities tend to be well-maintained and in good condition. Many of the facilities provided by others are not maintained at the same level as City facilities. Moreover, facilities provided by others often have restrictions on who can use these facilities or when these facilities may be used. Nevertheless, all recreation facilities (applicable to the planning process) are noted here because of their role in meeting community demands.

Table 3: Grants Pass Recreation Facilities by Type

FACILITY TYPE	CITY PARKS	SCHOOLS ^{1,2}	OTHER ³	TOTAL ⁴
Baseball/Softball Field	12	7	2	21
Soccer Field	5	13	-	18
Multi-Use Field	5	11	3	19
Basketball Court	10	14	2	26
Skate Park	1	-	-	1
Tennis Court	14	4	2	20
Volleyball Court	3	-	2	5
Boat Ramp	2	-	1	3
Disc Golf Course	1	-	1	2
Off-Leash Dog Area	-	-	1	1
Fishing Pond	1	-	-	1
Picnic Shelter	15	-	4	19
Horseshoe Court	15	-	1	16
Playground	11	7	3	21
Swimming Pool	1	-	2	3
Trails	10	-	4	14
Water Play Area	1	-	-	1

¹Facilities at the Rogue Community College-Redwood Campus are not included here, since they do not have public access. Their inventory is noted in Appendix A.

²Several school sites count multi-use fields in terms of square footage. It is unclear whether this represents playable open space, designated fields with overlays, or delineated sport fields with multiple uses. Eleven school sites have multi-use fields.

³Other providers include the Josephine County, the YMCA, the Boys and Girls Club, Club Northwest, and the Bureau of Land Management.

⁴Facilities provided by the County and School District are not maintained to City standards.



Chapter 4: Community Needs

COMMUNITY NEEDS

A critical component of the park and recreation planning process is the community needs assessment (CNA). The purpose of the needs



assessment is to establish in quantifiable terms the need for City parks and recreation facilities. The needs assessment combines community feedback with a technical analysis to determine the level of service at which parks and facilities should be provided. This analysis provides a foundation for the strategies and policies presented in Chapter 5.

This chapter summarizes key findings and conclusions from the Community Needs Assessment Report, which is available under a separate cover. Specifically, this chapter:

- Summarizes key findings from the public involvement process;
- Evaluates park level of service and access to City parks;
- Identifies park standards and needs for park land; and
- Defines facility guidelines and needs.

A. PUBLIC INVOLVEMENT FINDINGS

The planning process included multiple forums for public outreach, so that the Parks Comprehensive Plan would reflect community preferences. Public involvement activities include the following:

- **Community Survey.** A statistically-valid telephone survey was conducted from November 17-26, 2008, to help determine parks and recreation priorities for the City. City residents, ages 16 and older, were selected through a random sample of 300 households. However, nearly 85% of respondents were ages 35 and older. The phone survey provided results with a 95% level of confidence and a precision of at least $\pm 6\%$. This means that the survey findings vary no more than 6% from the results that would have been obtained if everyone in the City had been surveyed.
- **Community Questionnaire.** To allow more people to participate in the planning process, the City supplemented the phone survey with an online and paper questionnaire which was available from September 20 to December 1, 2008. Residents and non-residents ages 10 and older were encouraged to respond, so that the results would reflect the preferences of youth, teens, younger and older adults, and seniors.
- A total of 805 people completed the questionnaire. Due to advertisements and outreach at schools, this questionnaire did receive a significant response from youth. Approximately 16% of

questionnaire respondents were youth, ages 10-17. However, nearly 71% of respondents consisted of adults ages 25-64. Also, 33% of respondents resided outside of the City of Grants Pass.

- **Community Intercept Event.** A community intercept event was held in conjunction with the 9th annual Take a Walk on the Rogue Celebration on September 21, 2008. Approximately 190 people “voted” for their priorities on interactive display boards. Participants also placed pennies in jars to represent their priorities for investment in parks maintenance, improvements and/or development.
- **Focus Group Meetings.** Forty-four people participated in four focus group meetings held at City Hall on October 6th and 7th, 2008. Three of these groups were open to the public, and a fourth group included parks and recreation staff. Public participants represented a variety of groups and agencies, such as the Siskiyou Audubon Society, the Rotary Club, the Grants Pass School District, the City of Grants Pass, American Legion Baseball, Little League, Relics Softball and Volleyball, Grants Pass Soccer Club, Rogue Valley Walkers, Rogue Valley Flyers, Grants Pass Horseshoe Club, Grants Pass Kennel Club, the Aquatic Wellness Center, the Siskiyou Project and the Urban Tree Committee.
- **Advisory Committee Meetings.** A Parks Advisory Committee was formed to oversee the development of the Comprehensive Park & Recreation Master Plan. Sixteen participants included members from the Parks Advisory Board, the Urban Tree Advisory Committee, the Bikeways/Walkways Committee, City Council (Liaison) and key staff. The Advisory Committee met six times throughout the planning process and reviewed key documents for Plan development. For the Needs Assessment, committee members provided feedback on the strengths of the park system, priorities for Grants Pass parks and recreation, and their vision for the park system.
- **City Council Meetings.** The planning team met with the Grants Pass City Council four times during the planning process to obtain directions for Plan development. City Councilors were involved to ensure that the Parks Comprehensive Plan represented the Grants Pass constituency. For the Needs Assessment, Councilors identified the most pressing community needs, key issues to be addressed in the Plan, and their future vision for park and recreation services.
- **Additional Public Comments.** Several residents contacted the Planning Team during the planning process to provide additional information about their ideas and concerns for the City’s park system. These included information about a soccer field complex, a radio-control airfield, wetlands preservation, trail routing, an



entertainment and festival venue, funding to develop park reserves, a neighborhood park for NE Grants Pass, and a tennis complex.

Nearly 1,350 people provided feedback for the community needs assessment, and others provided comments later in the planning process to help identify priority projects. This represents a sizable interest in City parks and recreation and assures that the feedback accurately represents community preferences and desires.

Key Findings

Key findings from the public involvement activities are based on the outreach analysis found in the Community Needs Assessment Report. Key findings include:

- Many people use City parks in Grants Pass. Nearly half of survey respondents (49%) had visited parks at least once a month last year. Nearly as many questionnaire respondents (46%) had visited parks in Grants Pass at least once a week or more last year.
- Most residents (73%) are satisfied or very satisfied with City parks and recreation opportunities, based on responses to the questionnaire.
- More than 91% of survey respondents currently are satisfied or very satisfied with the level of park and recreation facility maintenance.
- Residents rely on City parks to provide a variety of benefits. Based on findings in multiple forums, the top-ranked benefits include:
 - Opportunities to enjoy nature/outdoors;
 - Opportunities for youth;
 - Environmental protection; and
 - Improvements in our health and quality of life.
- Questionnaire responses suggest that the most frequently used types of parks and facilities in Grants Pass are parks near home (41%), regional parks, such as Reinhart Volunteer Park (17%), and multi-use parks, such as Riverside Park (13%).
- Survey respondents noted a need for more parks, especially:
 - Community parks (82%);
 - Regional parks (64%);
 - Small landscaped or natural areas (53%);
 - Multi-use trail corridors (54%); and
 - Neighborhood parks (52%).
- Fifty-nine percent of questionnaire respondents wanted more natural areas in Grants Pass. The top reasons to acquire and protect green

space include: protect scenic beauty (34%), provide access to nature (31%) and protect wildlife habitat (25%).

- Survey respondents think the following types of green space are most needed in Grants Pass: river and creek corridors (30%), large areas (22%), small landscaped areas (20%) and hillside areas (18%).
- Nearly 87% of survey respondents and 88% of questionnaire respondents think it is important or very important to preserve urban trees, both inside and outside of parks.
- Nearly 67% of questionnaire respondents indicated that more trails are needed in Grants Pass.
- Survey respondents desire more trails in Grants Pass to improve opportunities for non-motorized transportation (41%), fitness and jogging (23%), and nature walks/interpretation (17%). Respondents in other venues noted similar preferences for these trail types.
- Focus group participants expressed desires for trails to enhance connectivity in the City—linking people to parks and schools, and connecting Grants Pass to a regional trail system. Multi-purpose trails, loop trails and riverfront trails were specific needs noted by participants.
- In several public involvement forums, participants noted needs for following types of facilities:
 - Trails and pathways
 - Water play features
 - Soccer fields
 - Public river access
 - Off-leash dog areas
 - Children’s play areas
- Survey respondents noted that it is a high priority for the City to develop children’s play areas (71%), river access points (59%), outdoor group facilities (44%), and sports fields (44%).
- According to findings in multiple forums, the top two priorities for park development include:
 - Maintaining and renovating existing parks and facilities; and
 - Developing existing undeveloped park sites (e.g., River Road Reserve and others).
- Nearly all focus group participants supported the development of the River Road Reserve as a regional park, with facilities to support recreation and environmental preservation. The community’s vision for the site included a thematic play area, off-leash dog area, interpretive and fitness trails, disc golf, boat launch, community/demonstration garden, agricultural component, orchard, natural areas, and a pedestrian/bicycle bridge connecting to the south side of the river.

- A soccer field complex was desired at the River Road Reserve or a large community park where fields can be grouped.
- If the City of Grants Pass had an outdoor performance area, questionnaire respondents would like to attend the following events: concerts in parks (67%), movies in parks (50%), performing arts (46%), and multi-cultural programs (31%). Only 12% of respondents were doubtful they would attend any programs at this type of facility.
- Surprisingly, less than 1/3 of survey respondents felt that non-residents should pay more than residents for the use of Grants Pass facilities (e.g., picnic shelters and sport fields). However, more respondents (58%) felt that people who reserve facilities should pay for the extra cost of maintenance.
- Collaboration between providers in Grants Pass will be important in meeting community needs. Specifically, focus group participants want the City to strengthen partnerships with Josephine County both School Districts, the BLM, USFS, and other private providers and non-profit organizations.



Recreation Participation

During the planning process, recreation participation was measured to cross-check public preferences for recreation opportunities. In the questionnaire, respondents noted the frequency in which they have participated in various recreation activities. They also indicated the types of activities they would most like to do in the future. Findings are noted in Table 4.

Table 4 ranks the most popular recreation activities in Grants Pass, based on the average number of times respondents participated in each activity in one month. Column 4 notes the preferred ranking of activities, if residents had the time and resources to engage in any activities of their choosing. Column 5 notes the latent demand—the difference between what residents want to do and what they are currently doing. A high latent demand often indicates what types of facilities are needed to support desired activities. Key findings include:

- The ten most popular recreation activities (in terms of participation) include: walking for pleasure, exercising /aerobics, bicycling, dog walking/ visiting dog parks, swimming (pool), soccer, wildlife watching, sports events (attending), nature walks and swimming (beach, river). Five of these top ten activities are (or can be) trail-related.

Table 4: Recreation Participation

RANK	RESULTS	MONTHLY AVERAGE	PREFERRED RANK	LATENT DEMAND
1	Walking for Pleasure	6.51	4	-3
2	Exercising/Aerobics	6.24	19	-17
3	Bicycling	5.42	1	2
4	Dog walking/Dog parks	4.23	6	-2
5	Swimming (pool)	4.14	17	-12
6	Soccer	4.11	10	-4
7	Wildlife watching	3.96	14	-7
8	Sports Events (attend)	3.83	24	-16
9	Nature walks	3.55	5	4
10	Swimming (beach. river)	3.50	16	-6
11	Jogging/Running	3.43	22	-11
12	Playground (visit/play)	3.21	15	-3
13	Fairs and Festivals	3.15	7	6
14	Cultural/Special Events	2.81	8	6
15	Tennis	2.71	13	2
16	Basketball	2.70	21	-5
17	Hiking/Backpacking	2.61	9	8
18	Rafting/Tubing	2.55	11	7
19	Fishing	2.53	12	7
20	Volunteer activities	2.47	30	-10
21	Concerts (attend)	2.36	2	19
22	Camping	2.34	3	19
23	Picnicking	2.33	18	5
24	Football	2.23	25	-1
25	Disc Golf	1.90	23	2
26	Softball	1.83	27	-1
27	Baseball	1.82	26	1
28	Canoeing/Kayaking	1.77	20	8
29	Other	1.67	34	-5
30	Tours and Travel	1.66	28	2
31	Volleyball	1.33	29	2
32	Skateboarding	1.30	31	1
33	Handball/Racquetball	1.27	32	1
34	Model Airplanes/Cars	1.14	33	1

- Two organized sports activities ranked in the top ten: soccer (#6) and attending sports events (#8). These activities have an unusually high ranking compared to other surveyed communities. Tennis and basketball are ranked 15th and 16th, which is fairly typical. In many communities, basketball is often the sport with the most frequent rate of participation, because of the number of pick-up games and availability of both indoor and outdoor courts.
- With unlimited time and resources, questionnaire respondents would like to participate in bicycling, concerts (attend), camping, walking for pleasure, nature walks, dog walking/visiting dog parks, fairs and festival, cultural/special events, hiking/backpacking and soccer.
- According to the ranking of preferred activities, five of the top ten activities are still trail-related: bicycling, walking for pleasure, mature walks, dog walking and hiking/backpacking.
- Latent demand is the disparity between actual participation and desired or preferred participation. Respondents want to spend more time attending concerts, camping, hiking/backpacking, canoeing/kayaking, rafting/tubing, fishing, attending fairs and festivals, attending cultural/special events, picnicking and going on nature walks.
- The ranking of preferred activities suggests that there is a strong demand for concerts, fairs and festivals, and cultural/special events. This finding suggests that people would take advantage of these types of programs if the City had the facilities and resources to offer them more frequently.

B. PARK NEEDS

Different people prefer different types of park experiences. What appeals to some residents may not meet the needs of others. For this reason, the needs assessment is based on the premise that people desire a variety of recreation activities. However, most residents want basic recreation amenities (playgrounds, sports courts, open lawn) within walking or biking distance of home (½ mile), as noted in the public outreach findings. In addition, most residents want sufficient green space to maintain the natural character and beauty of Grants Pass. With these goals in mind, a complex Geographic Information System (GIS) and LOS analysis was undertaken to determine where gaps in services existed. These assessments were used to calculate LOS standards for park land.

Park Level of Service (LOS)

The City's level of service for park land is a ratio of park acreage to the City's current population. This ratio is expressed in terms of acres per 1,000 residents. The LOS for park land in Grants Pass was compared to five comparable Oregon cities to see whether Grants Pass acreage is

above or below the norm. To be an accurate measure, only City parks were counted in this analysis, both for Grants Pass and for Albany, Medford, Roseburg, Tigard, and West Linn. These communities were chosen because of the similarities in their park systems.

Table 5 presents this LOS comparison. The existing level of service for developed parks and green space in Grants Pass is nearly *5 acres per 1,000 residents*. This does not include undeveloped park acreage. If all acquired park properties were developed as planned, the City would provide approximately *13 acres per 1,000 residents*. This level of service is still lower than the park LOS provided on average in comparable cities. Albany, Medford, Roseburg, Tigard, and West Linn provide on average over *16 acres per 1,000 residents*.

Table 5: Park Land Level of Service (LOS) for Grants Pass and Comparable Communities

PARK TYPE	GRANTS PASS EXISTING LOS (ACRES / 1,000) ¹	COMPARABLE CITIES EXISTING LOS (AVERAGE) ²
Mini Parks	0.10	0.05
Neighborhood Parks	1.07	1.61
Community Parks	0.81	3.32
Regional Parks	1.49	5.72
Special Use Areas	0.77	0.65
Green Space	0.74	4.72
Subtotal Developed Parks	4.98	16.07
Park Reserves	7.99	
TOTAL	12.97	

¹ The existing LOS for Grants Pass is calculated using the 2009 park inventory and estimated UGB population (39,126 residents).

² The five comparable cities include Albany, Medford, Roseburg, Tigard, and West Linn. Data for individual cities are noted in the Community Needs Assessment Report.

³ Note: This analysis only includes City parks. Parks provided by others jurisdictions are not counted for Grants Pass or the comparable communities.

Evaluated by park type, the City of Grants Pass has a substantially lower LOS for community parks, regional parks and green space. The City also has a slightly lower level of service for neighborhood parks. However, Grants Pass provides comparable acreage for special use areas.

On the positive side, the City of Grants Pass has positioned itself well to develop additional park properties as needed in the future. If the City developed all of its undeveloped properties as parks or green space, Grants Pass would be more in line with other cities.

Park Access

In addition to LOS, City parks were evaluated in terms of access —how people get to and from parks and recreation facilities. Using the road and pathway network, along with other GIS data, a park analysis identified gaps in the City where people are not well served by parks. This means that residents do not live within walking or biking distance of basic recreation amenities (1/2 mile) or within one mile of green space (trails, pocket parks, or other identified natural areas).



Access to Basic Recreation Amenities

Close-to-home opportunities to play on playgrounds, sport courts (basketball and tennis) and open lawn areas are valued by Grants Pass residents, as noted in the public involvement process. Mini parks, neighborhood parks and community parks typically help meet this need. In Grants Pass, Reinhart Volunteer Park (a regional park) helps meet this need for nearby neighbors. Also, Schroder Park was counted in this analysis, because of its proximity and its similar resources.

To evaluate how well existing City parks meet nearby recreation needs, park access was mapped (Map 2). As this map shows, many areas within the current city limits are served by parks that offer basic recreation amenities. However, eight areas are not well-served:

- Northeast Grants Pass
- River/Highway 199 Wedge
- Fruitdale Creek Area
- Harbeck/Grandview Area
- Nebraska Canal Area
- South Grants Pass
- West Grants Pass
- Northwest Grants Pass

To its credit, the Parks and Recreation Division has already purchased several well-positioned properties to meet park needs in three of these areas. Park acquisition or/and park partnerships are needed in the other four areas.

Access to Green Space

Green space and natural areas are important in Grants Pass. These sites provide opportunities to enjoy nature or the outdoors. They serve as a visual buffer between communities, around the City and along corridors. Green spaces and natural areas also protect natural resources, such as wildlife habitat, the Rogue River watershed, the urban tree canopy, and open space in an otherwise built-out or paved-over environment.



To evaluate the distribution of green space and natural areas in Grants Pass, Map 3 illustrates access to applicable sites, including pocket parks, trail corridors, and natural areas. In this analysis, access to County parks, BLM land, and river overlooks were taken into account as well. Although undeveloped park properties currently provide open space, these sites were not included in this analysis because of their potential to be developed as other park types.

As shown on the map, many residents do not have easy access to green space and/or natural areas. Underserved areas include:

- Northeast Grants Pass
- East Grants Pass
- South Grants Pass
- West Grants Pass
- Downtown
- Northwest Grants Pass

Park Standards and Needs

The results of the park access and LOS analyses were supplemented with an assessment of park land by type. Park standards were calculated based on a desired level of service and options for meeting park and facility needs. Table 6 summarizes these park standards and needs. These needs are expressed at the amount of additional developed park acres needed.

This Plan proposes an overall City park standard of 9.9 acres/1,000 residents to meet recreation needs. This standard nearly doubles the existing level of service provided by the City of Grants Pass. However, it is far more conservative and less than the average level of service for comparable cities. It is considerably less than the historic standards adopted in the 1984 Park & Recreation Master Plan.



Comprehensive Park & Recreation Master Plan

Grants Pass, Oregon

Park Access Areas

- Mini Park (1/2 mile)
- Neighborhood Park (1/2 mile)
- Community and Regional Park (1/2 mile)
- Barrier

Parks & Recreation Department

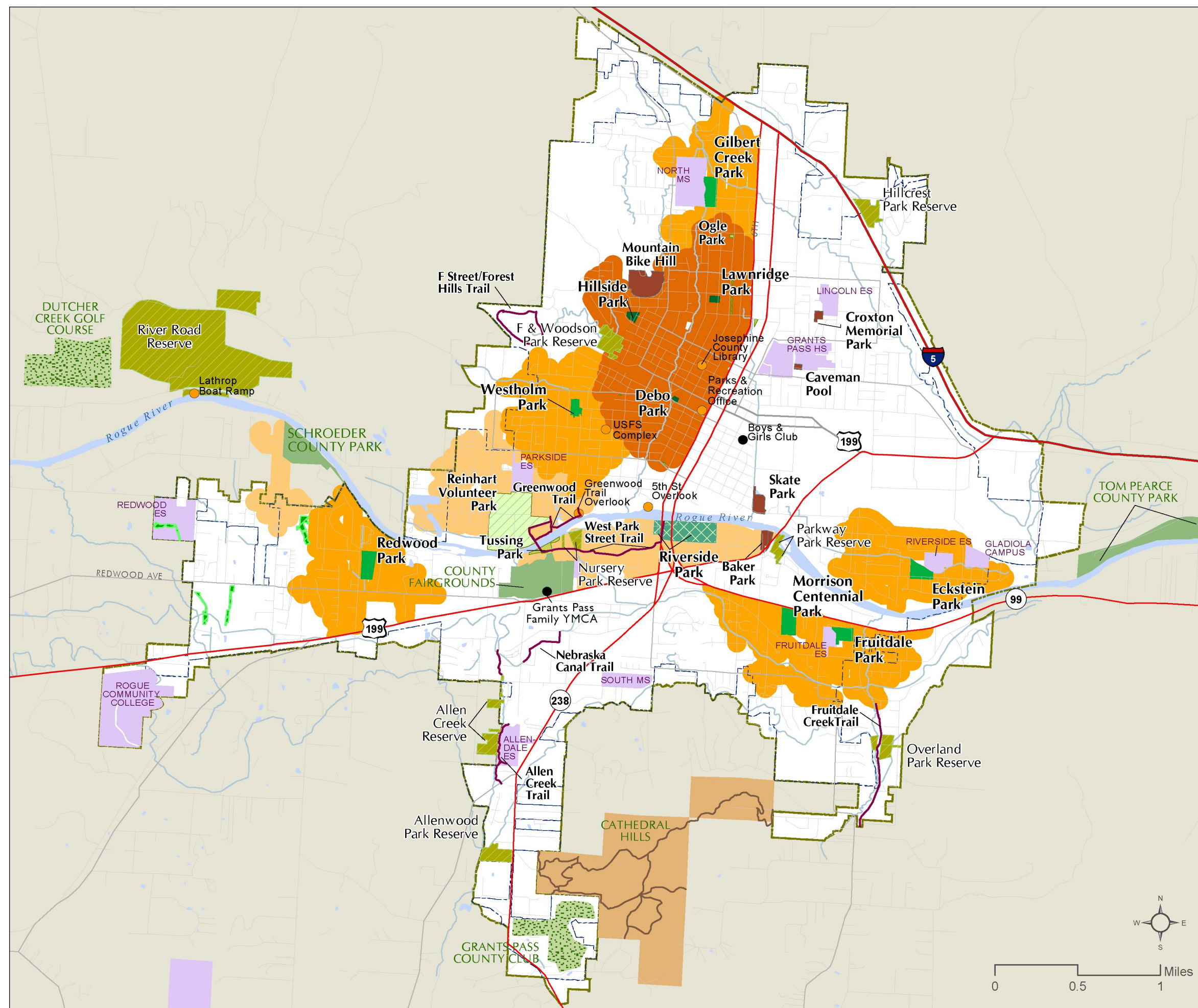
- Mini Park
- Neighborhood Park
- Green Space
- Special Use
- Community Park
- Regional Park
- Undeveloped

Trails

- City Trail
- BLM Trail

- Golf Course
- County Park
- Wetland
- School
- BLM Park
- City Limits
- Urban Growth Boundary
- Recreation Center
- Recreation Resource
- Highway
- Major Arterial
- Arterial
- Water

Map 2: Access to Basic Recreation Amenities





Comprehensive Park & Recreation Master Plan

Grants Pass, Oregon

Park Access Areas

- Green Space and Trails (1/2 mile)
- Community and Regional Park (1 mile)
- Other Parks and Green Space (1 mile)
- Barrier

Parks & Recreation Department

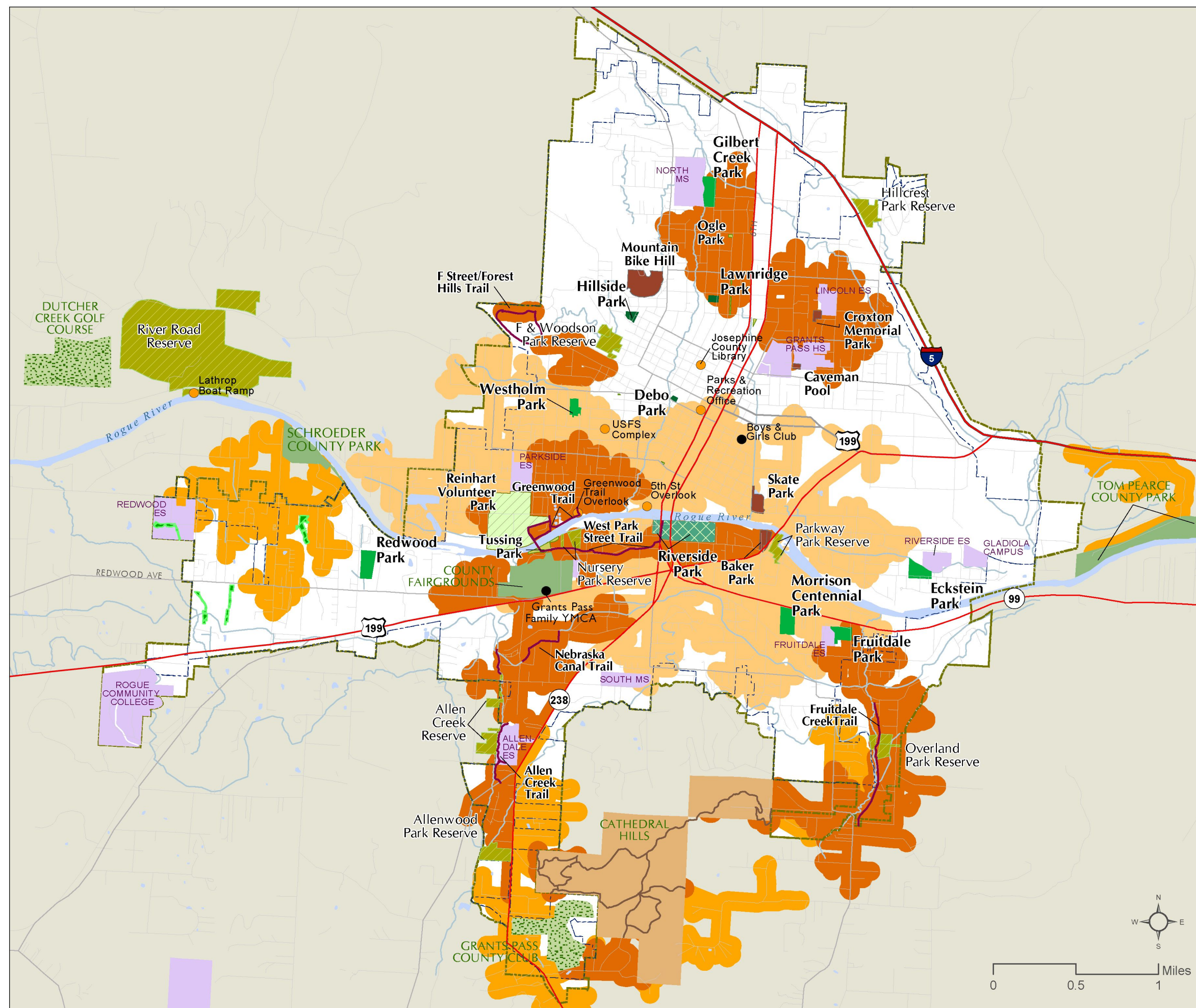
- Mini Park
- Neighborhood Park
- Green Space
- Special Use
- Community Park
- Regional Park
- Undeveloped

Trails

- City Trail
- BLM Trail

- Golf Course
- County Park
- Wetland
- School
- BLM Park
- City Limits
- Urban Growth Boundary
- Recreation Center
- Recreation Resource
- Highway
- Major Arterial
- Arterial
- Water

Map 3: Access to Green Space & Natural Areas



As noted in Table 6, this conservative standard can be elevated through partnerships with other providers to support existing park sites, such as the County Fairgrounds, Schroeder Park, and Cathedral Hills. This does not suggest that the City should take on all maintenance, management, and improvements for partner sites. Instead, the City should consider sharing in the cost of developing appropriate partner sites to meet facility needs now and in the future. An adequate investment of resources into partner sites could raise the park level of service in Grants Pass to 18.65 acres/1,000.

The standards presented in Table 6 are based on the following park needs for park acquisition, development, and partnerships:

Neighborhood Parks

- Allenwood Park Reserve
- Overland Park Reserve
- New Site (Nebraska Area)
- New Site (Northwest Grants Pass)
- New Site (Harbeck/Grandview Area)
- New Site (West Grants Pass)

Community Parks

- Allen Creek Reserve/Garrison Fields

Regional Parks

- River Road Reserve

Special Use Areas

- Hillcrest Reserve or New Site (Dog Park)
- New Site (Downtown Plaza)
- River Overlooks
- USFS Complex

Green Space

- Parkway Park Reserve
- Nursery Park Reserve
- F and Woodson Park Reserve
- West Tom Pearce Trailhead
- West Rogue River Bridge/Trailhead
- Rogue River Greenway Regional Trail
- River City Trail

Table 6: Park Level of Service, Proposed Standards, and Needs for Developed Park Acreage

PARK TYPE	1984 PLAN STANDARDS ^A	AVERAGE LOS FOR COMPARABLE CITIES ^B	CITY OF GRANTS PASS EXISTING LOS	CITY OF GRANTS PASS # OF EXISTING PARKS	CITY OF GRANTS PASS # OF EXISTING ACRES	PROPOSED LEVEL OF SERVICE	ADDITIONAL DEVELOPED ACRES NEEDED ^C	
							CURRENT POPULATION (2009)	PROJECTED POPULATION (2029)
							39,126	59,114
Mini Parks	n/a	0.05	0.1	3	3.8	0.05	--	--
Neighborhood Parks	2.5	1.61	1.07	6	41.7	1.50	16.98	46.96
Community Parks	2.5	3.32	0.81	1	31.7	1.10	11.39	33.38
Regional Parks	20.0	5.72	1.49	1	58.2	5.15	143.31	246.25
Special Use Areas	n/a	0.65	0.77	5	30.4	0.75	-1.04	13.96
Green Space	n/a	4.72	0.74	8	29.0	1.35	23.83	50.81
City Subtotal	25.00	16.07	4.98	24	194.8	9.90	194.5	391.4
Partnerships ^D	n/a	n/a	n/a	n/a	n/a	8.75	342.35	517.25
TOTAL	25.00	16.07	4.98	24.00	194.76	18.65	536.82	908.60

^A The 1984 Plan also refers to a standard of 5.0 acres/1,000 for Metropolitan Parks, which is not included here.

^B Comparable agencies include the Oregon Cities of Albany, Medford, Tigard, and West Linn.

^C Some of this land has already been acquired or can be obtained through lease agreements with potential partners. This number represents the acreage that will require development for park use.

^D This category refers to existing parks that the City could support through formal partnership agreements to help meet community needs. This does not suggest that the City should take over management or maintenance of partner sites.

Partnerships

- Fairgrounds
- Schroeder Park
- Lathrop Boat Ramp
- Lincoln Elementary School
- Redwood Elementary School
- Wetlands (Redwood Elementary)
- Wetlands (Yucca Lane)
- Wetlands (Eastwood Lane)
- Wetlands (Ravenwood Drive)
- Wetlands (Cashmere Drive)
- Cathedral Hills

To meet this standard, the City will need to develop approximately 390 acres as parks and green space over the next 20 years. In addition, it will require partnerships for nearly 520 acres of park land provided by others, including the 422-acre Cathedral Hills Park, managed by the Bureau of Land Management as green space. By investing in these properties and partnerships, Grants Pass will provide a comparable level of service for park land.

Park Acquisition

Since the last Plan, the City of Grants Pass has undertaken a very successful acquisition strategy to purchase key properties in critical locations and underserved areas. These properties are well-positioned to meet future needs. Consequently, of the 390 acres of new parks to be developed, *approximately 100 acres need to be acquired* in the next 20 years. These needs are based on acquisitions of:

- Neighborhood Parks (27.5 acres)
- Community Parks (15.0 acres)
- Special Use Areas (4.32 acres)
- Green Space/Trails (28.12 acres)

This acreage need is based on three factors: 1) a need for park land in growing or unserved areas of the community; 2) the need for trail corridors to support improved recreation and non-motorized transportation; and 3) the need for a community park to meet the facility needs identified later in this chapter.



The Role of Parks Provided by Others

Parks provided by other jurisdictions were taken into account in determining park needs for acquisition and development. If an existing County, Federal, or school property was located in an unserved area, opportunities for partnership were considered before site acquisition. These options were discussed with the City Council, the Parks Advisory Board, and the Master Plan Advisory Committee. Based on their feedback, conservative standards for City parks were proposed.

While other agencies provide substantial acreage in some areas of Grants Pass, some areas of the city are still unserved. For example, Schroeder Park and Tom Pierce provide important park resources. But this acreage does not satisfy community needs for a City plaza downtown or new parks in specific neighborhoods. Additional park acquisition is still warranted.

C. FACILITY NEEDS

The facility needs assessment takes into account current recreation participation and use, trends that help predict future use, guidelines for future park development, and a proposed level of service to establish need. Many facility needs identified in this Plan can be met through new park development. Others may require partnerships to help provide desired opportunities for the community.

Several different strategies were used to measure facility level of service (LOS). Some facilities were evaluated in terms of a numerical ratio (one facility per number of people served). The service level for other facilities is based on the number of facilities that will be added when new and existing parks are fully developed.



Sport Field Assessment

To evaluate the sufficiency of sport fields in Grants Pass, the City's LOS was compared to the average LOS of five cities (Albany, Medford, Roseburg, Tigard, and West Linn). Table 7 shows this comparison, based on the City inventory alone and based on all public fields in Grants Pass.

The LOS comparison highlights a deficiency in soccer fields citywide. By itself, the City of Grants Pass provides far fewer soccer fields than comparable cities. Even if the soccer fields managed by all providers in Grants Pass are counted (including all school fields), the soccer field LOS is still lower than average. Plus, the sport fields provided by the School District are not necessarily maintained to City standards or open for public use. This increases the perceived need and demand for soccer

fields. While multi-use fields can be applied to help meet field needs, these facilities are not available year-round for soccer programming.

Table 7: Existing Sport Field LOS in Grants Pass and Comparable Cities¹

FACILITY TYPE	CITY LOS (City-Owned Facilities Alone)	TOTAL GRANTS PASS LOS (with Schools and Other Providers)	AVERAGE LOS FOR COMPARABLE CITIES
Baseball/Softball Fields	1/3,260	1/1,863	1/3,680
Soccer Fields	1/7,825	1/2,173	1/1,680
Multi-Use Fields ¹	1/7,825	1/1,956	n/a
Other Fields ²	0	NC	1/12,967

¹ Level of service (LOS) is measured in terms of one facility per number of residents served.

² Grants Pass School District 7 counts multi-use fields in terms of square footage. For this analysis, this playable open space was divided into field space as per standard field definitions.

³ Three comparable communities have developed football fields. Other fields were not counted in Grants Pass.

Sport and Recreation Facility Needs



The supply and demand for sports fields and other types of recreation facilities were measured in the community needs assessment to calculate facility needs. Since many providers contribute to recreation opportunities within the city, the “supply” takes into account City facilities, as well as those provided by the two School Districts, the County, and other providers. “Demand” is based on participation levels in specific activities, trends in recreation (to note anticipated changes in future participation), and of the expressed need for many different types of recreation facilities, as noted in public

involvement activities.

Table 8 summarizes the results of this analysis. The table notes:

- **Number of Existing Facilities:** This inventory total notes the number of facilities in Grants Pass, including those provided by the City, two School Districts, Josephine County and other agencies. All facilities are counted equally, even though some are not maintained to City standards.
- **Existing LOS:** The existing level of service is the ratio of one facility per number of people served. For example, one field for every 1,000 residents indicates a higher service level than one field for every 3,000 residents.

Table 8: Grants Pass Facility Demand, LOS, and Need

	FACILITY TYPE	EXISTING FACILITIES ¹	EXISTING LOS ²	CURRENT DEMAND	ANTICIPATED PARTICIPATION	DESIRED LOS	PROPOSED LOS ²	ADDITIONAL FACILITIES NEEDED
FIELDS	Baseball/Softball	21	1/1,863	Med	Decreasing	Decrease	1/2,600	2
	Soccer	18	1/2,173	High	Increasing	Increase	1/1,800	15
	Multi-Use	19	1/1,956	Low	Staying the Same	Decrease	1/2,800	0
COURTS	Basketball	26	1/1,505	Med	Staying the Same	Design Guidelines	1/1,750	8
	Tennis	20	1/1,956	High	Increasing	Design Guidelines	1/1,950	10
	Volleyball	5	1/7,825	Med	Increasing	Design Guidelines	1/8,000	2
	Horseshoes	16	1/2,445	Low	Decreasing	Design Guidelines	1/3,000	4
	Boat Ramp	3	1/13,042	High	Increasing	Design Guidelines	1/15,000	1
RECREATIONAL FACILITIES	Disc Golf	2	1/19,563	Med	Staying the Same	Maintain	1/20,000	1
	Fishing Pond	1	1/39,126	Med	Increasing	Maintain	1/39,100	1
	Off-leash Dog Area	1	1/39,126	High	Increasing	Increase	1/15,000	3
	Picnic Shelter	19	1/2,059	High	Increasing	Increase	1/2,000	11
	Playground	21	1/1,863	Med	Increasing	Design Guidelines	1/1,875	11
	Performance Space	1	1/39,126	High	Increasing	Increase	1/20,000	2
	Skate Park	1	1/39,126	Low	Increasing	Maintain	1/20,000	2
	Swimming Pool	3	1/13,042	High	Increasing	Maintain	1/15,000	1
	Water Play Area	1	1/39,126	High	Increasing	Increase	1/20,000	2

¹This includes the total number of facilities in Grants Pass, including those provided by the City, two School Districts, Josephine County and other agencies.

² Existing LOS is calculated using the City's 2009 population estimate of 39,126. Proposed LOS is based on the City's projected 2029 population of 59,114.

- **Current Recreation Demand:** Based on feedback obtained through public outreach, the community's demand for specific recreation facilities is measured as high, medium or low. This local demand is based on current participation levels in specific activities, along with residents' expressed need for specific types of recreation opportunities.
- **Anticipated Participation Level:** This column indicates whether participation in related activities is increasing, decreasing, or staying the same, based on data obtained in the Community Questionnaire, Oregon's Statewide Comprehensive Outdoor Recreation Plan (SCORP) and the National Sporting Goods Association (NSGA).
- **Desired Level of Service:** This column notes the need to increase, decrease, or maintain the existing level of service to meet community demand for current and future use. It also notes instances where the provision of these facilities is based on the park development, as determined by design and development guidelines.
- **Increase:** Increasing the level of service signals a need to provide more facilities per 1,000 residents than is currently available. New facilities should be added where appropriate to meet pressing community demands and increasing participation levels.
- **Decrease:** Decreasing the level of service means providing fewer facilities per 1,000 residents. In some cases, this means that no new facilities are needed to serve the City's population though the planning horizon. However, since the City's population is expected to grow in the next 20 years, new facilities may still be needed in some cases as the LOS decreases.
- **Maintain:** Maintaining the existing level of service means providing the same number of facilities per 1,000 residents as is available for residents now. This means if the city grows, more facilities will be needed.
- **Design and Development Guidelines:** The development of certain types of facilities is based on anticipated park development. For example, neighborhood parks should include children's playgrounds, according to the design and development guidelines presented in Appendix B. This means that six new playgrounds will be needed in proposed neighborhood parks, and three are needed in existing parks that don't currently have one.

- **Proposed LOS:** This recommended service level is expressed as a ratio of one facility per number of residents served. This number is calculated (and rounded) based on a desired service level.
- **Additional Facilities Needed:** This column notes the number of additional facilities that should be developed to achieve the service level desired by the community. These facilities may be developed by the City alone or in partnership with other providers.

Trail Needs

Trail use in Grants Pass is increasing for both recreation and non-motorized transportation. As indicated by many residents throughout the planning process, a network of pathways, trails, and sidewalks is desired to link parks to key destinations, such as schools and neighborhoods. In addition, trails and pathways are desired within parks to provide more recreation opportunities.

Pathways and trails can be soft-surfaced (permeable) or hard-surfaced (with varying degrees of permeability). Soft surfaces do not provide accessibility for people with disabilities, but are preferable for some recreation activities, such as running and horseback riding. Most hardened surfaces are ADA accessible and preferable for older people and people who have mobility issues. Both trail types are needed.

Trail needs in this Plan are based on a two-fold vision that includes:

- An interconnected system of multi-purpose trails linking City parks to each other, to parks provided by other agencies (such as Cathedral Hills, Schroeder Park, and Tom Pearce Park) and to proposed regional trails.
- Additional soft-surfaced and hard-surfaced trails within parks to provide opportunities for exercise, play, and nature interpretation.

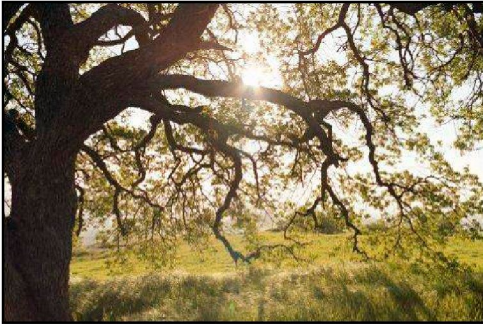
This trail system should take into account previous planning directions and community feedback when actual trail routes are determined. For this reason, no numerical trail guideline is proposed in this Plan. However, trail recommendations should reflect the high demand for trails, the increasing use of trails, and a desire for more trails in the community. In addition, trail design within parks is noted in park design and development guidelines (presented in Appendix B). These guidelines specify the type of trail development appropriate for parks to help meet a strong desire for trail opportunities.



Chapter 5: Policies and Strategies

POLICIES AND STRATEGIES

This section of the Comprehensive Park & Recreation Master Plan describes the recommended policies, strategies and actions to enhance the City's park and recreation system. These recommendations were developed from the findings of the Community Needs Assessment, as well as from public comments obtained through community outreach. Recommended policies and strategies are divided into the following categories:



- Parks and Green Space
- Recreation Facilities
- Environmental Policies
- Maintenance
- Funding Strategies

Each category includes a list of strategies which, when implemented, will help the City of Grants Pass achieve its vision and goals. Strategies for parks and recreation facilities are also based on Master Plan standards and guidelines which are noted in Chapter 4 and in Appendix B. At the end of this chapter, these strategies are presented as a list of recommendations for each park site.

Many of the strategies presented here reflect current practices and policies of the Grants Pass Parks and Recreation Division. These have been included to provide a comprehensive strategic direction for the future. Together, these policies, strategies and actions provide a basis for a capital improvement plan to enhance the park system. For reference, a park-by-park list of recommended projects is presented at the end of this chapter (Table 9).

A. PARKS AND GREEN SPACE

The City's need for park land was measured and discussed in Chapter 4. This need included green space, trail corridors, and parks to support active and passive recreation opportunities. Based on the results of the needs assessment, this section notes recommendations related to park planning, acquisition and development, renovation and improvements, and Urban Growth Boundary (UGB) expansion. These policies, strategies and actions provide overarching guidelines, as well as specific projects, to enhance the park system.

Park Planning

- A-1. Balance the need to provide new parks with the need to protect the community's investment in existing parks and facilities.
- A-2. Provide a conservative total of 9.9 acres of park land per 1,000 residents for all park classifications.
- A-3. Ensure diverse park experiences by providing a variety of parks according to following standards:
 - Mini Parks (0.05 acre/1,000)
 - Neighborhood Parks (1.5 acres/1,000)
 - Community Parks (1.10 acre/1,000)
 - Regional Parks (5.15 acres/1,000)
 - Special Use Areas (0.75 acre/1,000)
 - Green Space (1.35 acres/1,000)
- A-4. Provide access to basic recreation amenities (playgrounds, sport courts, open lawn areas) within a ½-mile radius of most residents.
- A-5. Provide access to green space and natural areas within a 1-mile radius of most residents. Incorporate green space into new park development.
- A-6. Address barriers to safe and convenient park access for pedestrians and bicyclists, including busy streets, railways, topography, and waterways.
- A-7. Coordinate planning efforts with Josephine County, local school districts, and other agencies to ensure the availability and accessibility of recreation resources city-wide, including parks, indoor and outdoor recreation facilities, trails and open space.



Acquisition and Development

- A-8. Work with "willing sellers" for property acquisition.
- A-9. Prior to acquisition, ensure that potential park sites have the capacity to meet the design and development guidelines presented in Appendix B.
- A-10. Develop park reserves to meet priority community needs:
 - Develop the Allenwood Park Reserve and the Overland Park Reserve as new neighborhood parks.
 - Develop the Allen Creek Park Reserve, in conjunction with Garrison Fields and additional acreage to be acquired, as a new community park.
 - Consider options to develop the River Road Reserve consistent with its Exclusive Farm Use zoning. If this is not feasible, consider another site to meet regional park needs.

- Develop the Nursery Park Reserve, Parkway Park Reserve, and F & Woodson Park Reserve as green space.
 - Consider the Hillcrest Park Reserve for the development of dog park and/or neighborhood park facilities. Consider noise mitigation measures if developed.
- A-11. Create formal partnerships and use agreements with other agencies to provide recreation opportunities:
- Investigate options to develop school parks at Lincoln Elementary School, Redwood Elementary School, and other school sites in collaboration with School District 7.
 - Incorporate Garrison Fields into the master planning and development of the proposed community park at the Allen Creek Reserve.
 - Partner to preserve the Redwood Wetlands (mitigation site) for educational and recreational opportunities.
 - Update the lease agreements for Gilbert Creek Park and Eckstein Park. In lieu of increased fees, consider collaborative options such as maintenance trades (e.g., the City could maintain sport fields at specific sites), facility development at schools (e.g., an outdoor learning center or school garden funded by the Division), or granting first right of use to School District 7 for new facilities under development (e.g., sport fields at the proposed community park).
 - Pursue partnerships at the Fairgrounds and Schroeder Park to meet facility needs. (See Section B.)
- A-12. Evaluate other City-owned sites for potential park use:
- Re-classify river overlooks as special use areas and integrate them into the recreation system.
 - Incorporate and improve City-owned wetlands for green space.
 - Consider the pump station site across from the River Road Reserve as one option for a trailhead for a bike/pedestrian bridge across the Rogue River.
- A-13. Acquire park land in unserved areas, where needs cannot be met by other options.
- Acquire and develop four new neighborhood parks, located in West Grants Pass, Northwest Grants Pass, Harbeck/Grandview area, and the Nebraska Canal area.
 - Acquire additional community park land (15 acres) to connect the Allen Creek Reserve and Garrison Fields.
 - Acquire two special use areas, including a Downtown plaza and the USFS complex (if available).

- A-14. Refuse land donations and avoid partnerships for sites that do not meet Plan guidelines or are inconsistent with Plan goals.
- A-15. Prepare park master plans or site designs prior to development to achieve cohesive design:
- Update the draft Allenwood Park site design to address a proposed collector street that may bisect the site.
 - Initiate a master planning process for a regional park at the River Road Reserve or other comparable property to take advantage of potential partners and volunteers who are willing to collaborate in site development.
 - Master plan and design all new parks according to the guidelines presented in Appendix B.
- A-16. Support community values through park design:
- Promote community health through trail-related activities. Add perimeter trails or pathways in neighborhood and community parks. Improve park access to non-motorized transportation by linking parks, where feasible with trails. (See B-1 through B-4.)
 - Increase opportunities for nature-based recreation and outdoor learning in new and existing green space areas. Add a working farm, exhibition garden, nature center, and/or interpretive trails at the River Road Reserve or other comparable property. (See B-17.)
 - Ensure park safety by applying CPTED principles to promote Crime Prevention through Environmental Design.



Renovation and Improvements

- A-17. Maximize recreation opportunities at existing and proposed parks. Upgrade support amenities, improve paths of travel, remove barriers, and provide quality facilities to extend use.
- Implement the capital replacement/reinvestment plan as scheduled to ensure playable, safe structures in parks.
 - Provide covered playgrounds in most new parks and existing parks, such as Debo Park and Gilbert Creek Park, to provide shelter from sun/rain and maximize use.
 - Add shade shelters in parks with insufficient tree canopy.
 - Consider synthetic turf fields at the proposed community park to minimize wear and increase play.
 - Add parking at Mountain Bike Hill.
 - Improve the restrooms at Riverside Park.

- Consider lighting to extend the use of outdoor facilities such as skate parks, sport courts, and children’s play areas where appropriate.
 - Improve access at the west end of Tom Pearce Park. Acquire land to provide roadway and trail access, including a trailhead with parking.
- A-18. Partner/collaborate with Josephine County to renovate specific sites to address facility needs.
- Pursue joint efforts to renovate the Fairgrounds to serve as a community focal point for performances, championships sports field games, concerts, fairs and festivals, and other types of special events.
 - Pursue joint efforts to link Schroeder Park to other City parks via trail for improved access. Consider this site as one option for a trailhead and pedestrian/bicycle bridge across the Rogue River.

UGB Expansion

- A-19. Apply proposed park standards and facility guidelines to new expansion areas to meet community needs. Evaluate needs based on population estimates (which will vary with population density) in these areas.
- A-20. Consider joint land acquisition opportunities with partner agencies, such as local school districts, when planning new parks in expansion areas.
- A-21. Re-evaluate options for collaboration and partnerships in UGB expansion areas, once identified.
- A-22. Create a policy to require all new developments to include green space easements (for trails and natural areas) adjacent to riparian corridors, wetlands, or high-value natural resource areas as part of the project.
- A-23. Develop policies to preserve and protect scenic views including ridgelines and hills. Visually significant areas form a significant backdrop and contrast to more developed areas of the city and create an important visual experience for residents and visitors.
- A-24. Protect sensitive lands by requiring adequate development buffers and setbacks, as well as development overlays that promote conservation of natural resources and identify natural hazards, soil conditions, vegetation and tree canopy, cultural and historical resources, wetlands and steep slopes.
- A-25. Secure adequate land for parks and green space related to new development, in accordance with this Plan. New park land should be located and designed to meet the Design Guidelines presented in Appendix B. In addition, seek opportunities to

acquire and/or preserve areas with environmental, cultural and historical significance.

- A-26. Develop a system of accessible multiuse trails in areas targeted for development that connect parks, recreation facilities, and other community facilities.

B. RECREATION FACILITIES

As noted in the needs assessment, more recreation facilities are desired to support the demands of a growing community. In addition, different types of recreation facilities are needed to address new recreation trends and changes in recreation participation since the last plan was completed. Policies and strategies for recreation facilities include specific recommendations for sport fields, trails and pathways, and other types of recreation facilities.

Sports Fields/Open Play Fields

- B-1. Consider all options to address the need for 15 soccer fields:

- Develop a soccer field complex at the proposed community park at Allen Creek Reserve.
- Consider open play fields at the proposed regional park at the River Road Reserve or a comparable site.
- Utilize existing multi-purpose fields for close-to-home practice space.
- Pursue a partnership with Josephine County to renovate the Fairgrounds, considering lighting, stadium seating, and synthetic surfacing suitable for championship soccer games.
- Consider collaborating with the school districts on soccer field maintenance and improvements to make these fields more accessible to the community and expand use.
- Consider soccer fields or multi-purpose playing fields in proposed new neighborhood parks.



- B-2. Consider options to meet the need for two additional baseball/softball fields and other field improvements.
- Incorporate baseball/softball fields into two new neighborhood parks where appropriate.
 - Pursue a lease agreement with Grants Pass School District 7 for Garrison Fields, and incorporate this site into a master plan for the proposed community park at the Allen Creek Reserve.

- B-3. Work with partner agencies, especially schools, to help meet the community's sport field demand. Consider collaborating on field maintenance and improvements to expand use.
- B-4. Consider the potential for all-weather field surfaces at community parks, regional parks and special use sites (Fairgrounds) to improve durability and reduce maintenance costs.

Trails and Pathways

- B-5. Collaborate with key stakeholders, land owners, and other jurisdictions to identify appropriate and community-supported trail routes that improve park access and link parks, green space, recreation facilities, schools, and other community destinations.

- When identifying actual trail routes, take into account property ownership, land availability, available funding, and owners' willingness to sell when acquisition and development is pursued.
- Acquire and develop a trailhead to improve access to Tom Pearce Park. Connect to a County trail extending from the park to the end of Spaulding Avenue.
- Identify appropriate routes for the River City Trail to link six proposed parks, three existing City parks, and two parks provided by others.



Develop the trail as a multi-use pathway and/or shared roadway/bike route as identified in the Urban Area Master Transportation Plan.

- Improve the crossing of Highway 238 from Allen Creek Trail to BLM's Cathedral Hills.
- Partner with the BLM on trail improvements in Cathedral Hills to connect the Allen Creek Trail to the Fruitdale Creek Trail.
- Continue to seek options to link parks along the Rogue River, from the River Road Reserve to Tom Pearce Park. Ensure that proposed trails are consistent with approved City ordinances and related to the riverfront corridor.
- In the long term, identify routes to connect City trails to the proposed Rogue River Greenway Trail project, which is planned to link Grants Pass to Ashland.
- Identify an appropriate location and acquire land to develop a bike/pedestrian bridge across the Rogue River to improve access to a regional park such as the River Road Reserve or another comparable site (if applicable).

- Monitor use of the Parkway Bridge as a walkway and bikeway connector between the Tom Pearce trail extension on the north side of the river to City parks and trails on the south side of the river.
 - Consider any opportunities to provide trails in northeast and northwest Grants Pass. These areas are underserved by trails.
- B-6. Provide a variety of trails within parks, including loop trails, jogging trails, bicycling/mountain biking trails, and nature or interpretive trails. When feasible, trails should be ADA accessible, unless this presents a conflict with the intended trail use.
- Explore opportunities to add looped or perimeter pathways at all neighborhood and community parks where feasible to enhance walking and fitness opportunities.
 - Work with appropriate groups to improve Mountain Bike Hill, adding parking and other trailhead improvements as needed to make this site more accessible to users.
 - Include a variety of trails in the master planning and development of the proposed regional park at River Road Reserve or a comparable site. Consider interpretive trails, a jogging path, and multi-use pathways connecting facilities to the proposed riverside trail system.
 - Develop a nature trail at the F & Woodson Park to provide access to a significant green space within the City.
 - Improve pathway connections between parks and adjacent schools, such as between Croxton Memorial Park and Lincoln Elementary School.
 - Develop a soft-surfaced trail along the creek at Gilbert Creek Park, to minimize the erosion from an informal trail there. Consider adding another interpretive sign to existing signage.
 - Coordinate with City transportation planners and the Bikeways/Walkways Committee to identify gaps in the bicycle and pedestrian system.
- B-7. Provide additional trail support facilities, such as trailheads and trail signs, where appropriate. Incorporate information about ADA accessibility, mileage, and rules for trail use into trail signage.
- B-8. Create a map of existing trails to improve knowledge regarding their location.

Other Recreation Facilities

- B-9. Provide 11 new playgrounds in existing and proposed parks to meet community needs.

- Add playgrounds to Eckstein, Fruitdale, and Redwood Parks.
 - Add playgrounds in new neighborhood parks, as per design and development guidelines.
 - Consider a unique play experience in the development of the proposed community park.
 - Consider a destination playground in the development of the proposed regional park. Consider an agricultural theme to complement other proposed site uses and encourage youth to partake in outdoor play/learning at that site.
- B-10. Provide outdoor sports courts in existing and proposed parks according to the Design and Development Guidelines in Appendix B.
- Provide a minimum of eight new basketball courts. Consider one at each of the four proposed neighborhood parks (4), the proposed community park, Redwood Park, Fruitdale Park and Hillside Park.
 - Provide 10 new tennis courts. Consider paired courts at Redwood Park and two proposed neighborhood parks, plus a group of four courts at the proposed community park. Consider partnerships to fund a potential outdoor tennis tournament facility.
 - Provide two new volleyball courts. Consider one at Riverside Park and one at the proposed regional park to support group activities.
 - Provide four new horseshoe pits at the proposed regional park to support group activities.
- B-11. Build a minimum of two additional small-scale skate features in proposed parks to meet community needs.
- Consider skate spots in Overland Park or proposed new neighborhood parks in west and north Grants Pass to provide geographically dispersed skating opportunities and to minimize skateboarding in inappropriate public places.
 - If the popularity of skating increasing in Grants Pass, consider a skate spot in the proposed community park.
- B-12. Increase opportunities for water play in Grants Pass by adding two new water play features.
- Integrate a water play feature into the destination playground the proposed new regional park.
 - Consider adding a water play element at the proposed community park, rather than at the Allenwood Park Reserve as noted in its site master plan. Water play features attract many people from beyond the immediate neighborhood, and therefore are better suited for larger types of parks.

B-13. Provide three new off-leash dog areas at neighborhood and community parks in dispersed locations to supplement the new one at Schroeder Park.

- Consider a dog park at Gilbert Creek Park where the former volleyball court was located.
- Consider a dog park at the Allenwood Park Reserve (as noted in the draft site plan).
- Provide a dog park in east Grants Pass. Consider the Hillcrest Park Reserve or another site.



B-14. Provide water access for boating and fishing at special use sites and regional parks where appropriate.

- Provide fishing access at Tussing Park.
- Consider adding a fishing pond to the proposed regional park at the River Road Reserve or other comparable property.
- Investigate options to realign the Lower River Road in conjunction with any park planning at the River Road Reserve to increase river access.
- Coordinate with the County to incorporate and improve the Lathrop Boat Ramp in conjunction with any planning at the River Road Reserve.
- Partner with the County (if needed) to ensure that the Schroeder Park boat ramp remains open.
- Incorporate a seasonal pond into Allenwood Park as noted in a draft site master plan.
- Provide fishing access at the Parkway Park.

B-15. Provide outdoor group facilities, including special event venues, group picnic shelters, etc., to generate revenue and provide community gathering places.

- Finish the River Vista at Reinhart Volunteer Park, including improvements to Tussing Park, which will provide parking on the south side of the river for park events.
- Pursue a partnership with Josephine County to renovate the Fairgrounds to serve as a community focal point for performance events, championships sports field games, concerts, fairs and festivals, and other types of special events.
- Limit special events (set-up and parking) at Riverside Park to paved parking and open designated areas to avoid cumulative damage to tree roots, landscapes, irrigation systems, and lawns.

- Provide small and large group picnic shelters, along with dispersed picnic tables at a proposed regional park at the River Road Reserve or other comparable property.
- Consider a fire circle for nature programs at a proposed regional park at the River Road Reserve or other comparable property.

B-16. Continue to monitor the community's need for indoor recreation and meeting space. Specifically,



- Continue partnering with school districts to ensure community access to school gymnasiums, and work with partners to increase access to adult-sized gymnasium space.
- Explore options to preserve the USFS Complex as a special use park. Develop a financial feasibility study and master plan for this site prior to construction to identify site uses prior to development.
- Consider a nature/visitor center or agricultural extension facility with classroom space at a proposed regional park at the River Road Reserve or comparable property.

B-17. In the long term, determine how best to meet the City's need for additional swimming opportunities.

- In the short term, provide less-costly water play opportunities. (See B-12)
- Consider a strategy that relies on partners, such as private clubs, to meet community needs for swimming.
- As Cavemen Pool ages, complete a financial feasibility study for a new aquatic facility. Consider diverse aquatic recreation opportunities that could draw attendance and generate revenue, such as spray features, water play attractions, fitness equipment, rental facilities, and facilities to support competitive swimming.

B-18. Consider options to meet a variety of community needs for recreation facilities and green space at a proposed regional park at the River Road Reserve or comparable park property.

- Develop a site master plan for cohesive park design and development. In the planning process, investigate the feasibility of realigning Lower River Road to increase water access and support a trail along that portion of the Rogue River.
- Engage partners and volunteers in planning and developing the park, such as the Food Bank, Rogue Valley Flyers, Josephine County, and other interested groups.

- Consider a variety of facilities in the site master planning process. Depending on site constraints and development requirements, these may include a destination play area, water play area, open playfields, sand volleyball court, disc golf, horseshoes, radio control sports park, small and large-group picnic shelters, dispersed picnic tables, boat launch, fishing pond, nature/visitor center, fire circle, agricultural extension facility, working farm, community garden, demonstration garden, orchard, nature/interpretive trails, fitness and loop trails, etc.
- Balance the community's need for new facilities with the need to preserve green space, as well as the cultural and agricultural heritage of this unique site.
- Improve park access by finding an appropriate location to develop a pedestrian/bicycle bridge across the Rogue River. Acquire land as needed to support a trailhead with parking on the south side of the river. Connect this trailhead to other parks as feasible via the proposed trail system.
- Take advantage of State funds to clean up the small, contaminated parcel north of Upper River Road at the River Road Reserve.
- Consider a donation catalogue, publicity in the City's recreation guide, a Friends of the Regional Park group, and other means to support City, volunteer and partner fundraising for facility development.



C. ENVIRONMENTAL POLICIES

The natural environment is important to residents in Grants Pass for a variety of reasons. The Rogue River, urban trees, wetlands, and open space contribute to community health, sense of place, and even the aesthetic beauty of the city. The recommendations below include policies and strategies to maintain valuable community resources in a more resource-efficient, environmentally-friendly manner. These policies include sustainable planning, design and operations; open space and natural system management; natural resource conservation and environmental protection; and cultural and historic preservation. The purpose of these policies is to create a sustainable system of parks and facilities for the long-term.

Sustainable Planning, Design and Operations

- C-1. Integrate best management practices in all new park master plans and site designs. Periodically evaluate the need to update park

- master plans for existing parks to integrate best management practices.
- C-2. Incorporate asbestos mitigation, fire management, flood control, erosion control, pollution and discharge elimination into park planning, design and construction.
- C-3. Identify funding sources for developing and managing open spaces to protect and enhance significant natural resources, including sensitive habitats.
- C-4. Develop customized guidelines for sustainable park development. Consider the following:
- Use permeable surfacing in at least 75% of new paved trails and 50% of new parking lots.
 - Use local and recycled materials in building and services.
 - Pursue LEED-compliant construction in the development of indoor facilities. This does not require LEED certification.
 - Incorporate water efficient fixtures in all new restrooms and water fountains
 - Develop water-efficient irrigation systems.
 - Use water recycling systems in all new waterparks and fountains.
 - Continue to improve water efficiency in existing parks by adding low-flow devices in all park toilets in the next 2-3 years.
 - Update current irrigation systems when parks are renovated to improve water efficiency.
- C-5. Create a series of baseline sustainability indicators and performance measures to monitor current practices and track progress toward meeting goals. These may include:
- The percentage of permeable surfacing used in trails and parking lots.
 - The percentage of low-flow toilets in park restrooms. The goal is to reach 100%.
 - The amount of waste generated and the percentage of waste recycling that occurs in parks and at special events.
 - Amount of water used, if possible broken down by water used for irrigation and other uses.
- C-6. Initiate a system-wide recycling program for all City parks and special events at Boatnik 2010. Provide recycling information and publicity. Challenge the community to help the Parks and Recreation Division meet new waste reduction and recycling goals in parks.

- C-7. Compost grass clippings, leaves, twigs, branches, and other garden refuse generated in public parks.
 - Develop composting facilities in conjunction with maintenance yards.
 - Provide composting education at the proposed River Road Regional Park.
- C-8. Incorporate sustainability goals into operations plans, once the baseline indicators are established:
 - Be more water-efficient. Set a percentage reduction from current usage with timeline.
 - Reduce piping used for surface water management. Set a goal of managing 10% of surface water through swales, green streets, and other options within 2 years.
 - Provide recycling receptacles at all parks.
 - Reduce the use of hazardous chemicals through an Integrated Pest Management program.
- C-9. Invest in staff training on sustainable maintenance, and provide staff with a solid system of tools and resources to assist with sustainable practices.
 - Until the arborist position is filled, provide training for one staff person to ensure best practices in tree management.
 - Train staff in maintenance of permeable paving, so that the benefits of permeable paving are continued.
 - Train staff in natural area and bioswale maintenance, so that the integrity of these features is maintained.

Open Space and Natural Systems

Green space and natural systems provide a variety of benefits to the City of Grants Pass. Trees, wetlands, parks, and trail corridors can provide or promote shade, green buffers between built areas, wildlife corridors, natural resource preservation, water quality enhancement, air quality protection, water conservation, and scenic areas. These systems are valued for their contributions to individual health and wellness, community identity, and quality of life. For this reason, these existing systems should be considered in sustainable design strategies, both individually and collectively.

Urban Trees

- C-10. Include or preserve trees within parks to provide canopy connectivity between street trees, trails, and open spaces.
- C-11. Protect the urban canopy outside of parks. Add trees to street corridors and beautification areas while maintaining visibility to enhance or preserve the urban tree canopy where feasible.

- C-12. Require permits for tree removal, pruning and planting in City rights-of-way.
- C-13. Continue implementing the Hazardous Tree Program to assist property owners with dangerous situations involving trees in the right-of-way.
- C-14. Continue to promote the value of urban trees in Grants Pass through the efforts of the Grants Pass Urban Tree Advisory Committee.

- C-15. Encourage tree planting citywide to promote an increase in canopy and diversity of species:



- Hire an urban forester to provide expertise for tree management and maintenance.
- Promote the City's "Tree City USA" designation as a source of civic pride and opportunity to educate the community about the value of the urban canopy.
- Expand the Tree Canopy Program, allowing residents to purchase a tree and have it planted in their yard for a fee.
- Continue the Memorial Tree Program, allowing

residents to donate a tree and funds to have it planted in a memorial grove or inside a City park for the purpose of honoring an individual.

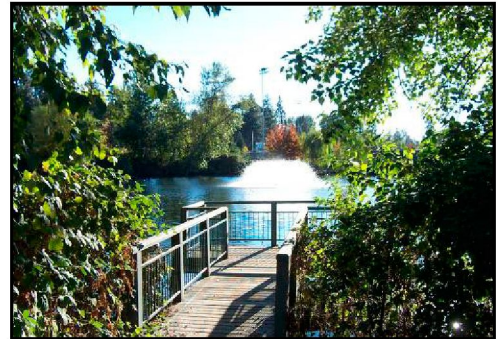
Trails

- C-16. Promote use of trails, pathways, and bikeways for active, non-motorized transportation that is safe, convenient, and reduces auto dependency and pollution.
- C-17. Minimize erosion disturbance to natural resources when providing trail access to green space.
- C-18. Provide tax incentives to property owners to sell trail easements and allow public access, especially in areas along the river.
- C-19. Create a policy for new development to include trail easements adjacent to or including natural areas and rivers as part of the development. This policy will be especially applicable in Urban Growth Boundary Expansion Areas.

Parks

- C-20. Reveal nature and natural processes through the use of native plants and by highlighting storm water as a functional and aesthetic park feature.
- C-21. Balance the needs of nature and humans, by designing and planning activity areas to minimize environmental impacts and allow regeneration of natural resources.

- C-22. Use water conservation in irrigation systems, drinking fountains, water features, and restrooms, and consider water features with rainwater harvesting for reuse when appropriate.
- C-23. Consider synthetic turf in new sport fields, particularly at the proposed Allen Creek Community Park, for water conservation.
- C-24. Provide permeable surfacing for parking lots and trails according to guidelines.
- C-25. Incorporate surface storm water management such as bioswales, storm water planters, rain gardens, ecoroofs, permeable pavers, porous concrete and asphalt.
- C-26. Plant drought tolerant plantings.
- C-27. Use lawn substitutes which require less fertilizers, water consumption and mowing than traditional lawns unless required for recreation purposes.
- C-28. Provide mulch in plant beds and tree rings to help conserve water and suppress weeds.
- C-29. Use organic fertilizers.
- C-30. Consider alternatives to pesticides and herbicides, such as integrated pest management practices and companion planting techniques.
- C-31. Incorporate natural resource enhancement into plans for park and facility development where appropriate.
- C-32. Convert underused areas within developed parks to natural areas to provide higher habitat values for a broad range of public and environmental benefits.



Wetlands

- C-33. Restore and enhance wetlands as important places for wildlife habitat and water quality protection.
- C-34. Avoid development encroachment in these sensitive habitat areas.
- C-35. Foster stewardship of wetlands with interpretive signage.
- C-36. Educate the public on the importance of wetlands for fish protection, flood alleviation, and bird sanctuaries.
- C-37. Provide environmentally sensitive designed public access to wetlands, using boardwalks, viewpoints, walkways, etc.
- C-38. Provide bird houses, bird nests platforms, and bird blinds to allow public viewing.

Natural Resource Conservation/ Environmental Protection

Protecting the environment and conserving existing natural resources are a true investment in the future, and provide cost savings for the City of Grants Pass in the long run. The following can be applied to the open space and natural systems outlined above.

C-39. Incorporate natural areas or natural features into parks.

- Incorporate natural areas into the design and development of all new parks and trail corridors to provide green space and enhance environmental awareness.
- Protect, manage, and restore views of scenic resources and from scenic viewpoints.



- Develop a natural area management plan for the restoration and management of natural areas at a regional park at the River Road Reserve or other comparable property.
- Include tree planters and vegetation in the design of the proposed Downtown Plaza.
- Preserve existing trees in the development of new parks, including trees at the U.S. Forest Service Complex.
- Retain, replace, and introduce native plants wherever appropriate.

- Involve staff, partners, volunteers, and financial sponsors in providing resources to improve habitat and eliminate invasive species.

C-40. Preserve habitat in parks, trail corridors, and green spaces.

- Create “no-mow” zones within parks in appropriate places.
- Design, develop and maintain vegetated trail corridors to promote wildlife habitat connectivity.
- Allow plant growth along “unmanicured” fence lines to create habitat.
- Plant natural vegetation in parking lot islands.
- Take advantage of existing disturbed sites within parks as places to develop habitat.
- Provide interpretive signage and information in habitat areas encouraging homeowners to develop “backyard habitat.”

C-41. Minimize the impacts of parks and facilities on biological resources and adjacent development.

- Integrate facilities and natural/agricultural areas in the design and development of a regional park at the River Road Reserve or other comparable property, consistent with any Exclusive Farm Use zoning.

- Locate facilities in neighborhood and community parks away from residential uses to minimize impacts to surrounding neighbors, including noise, traffic, and lights.
- Temporarily close impacted areas and unplanned, social trails, where vegetation has been damaged by high or unintended use.
- Increase riparian protection including water quality, native vegetation, bank stabilization and geese management in all waterfront and riverside parks.

Social/Cultural/Historical Components

Successful sustainable design strategies also include a social aspect to our environment. Parks and open spaces need public support and recognition of their value and importance. Therefore, fostering a sense of community and ownership is paramount. The following are ways to achieve this goal.

- C-42. Continue to incorporate public art into parks and beautification areas, including artistic amenities such as the benches on the City's bike/pedestrian bridge.
- C-43. Provide education, media outreach, and buy-in opportunities on issues of sustainability, best management practices, environmental conservation and preservation.
 - Add interpretive signage explaining the function of bioswales and water recycling at appropriate parks.
 - Publicize the groundbreaking and grand opening of an outdoor learning center and agricultural extension facility at the regional park at the River Road Reserve or other comparable facility.
 - Create a "significant natural features" map and self-directed interpretive guide to historic trees and other natural features in the City.
 - Provide name plates for tree and plant identification along trails and in parks.
 - Provide interpretive signage in parks for environmental education regarding the Grants Pass ecosystem.
- C-44. Provide group facilities and programs that support outdoor social gatherings and special events to increase public use and emotional ties to park sites.
 - Complete River Vista at Reinhart Volunteer Park.
 - Provide picnic shelters, outdoor classrooms, and/or fire ring at a proposed regional park at the River Road Reserve or



other comparable property for outdoor programs and group events.

- Incorporate attractive gazebos, benches, and other amenities into green space, such as Tussing Park and the F & Woodson Park Reserve, to support passive use and enjoyment of the outdoors.
- Use a portable stage to support performing arts opportunities, such as outdoor concerts and performances.
- Continue programs such as movies in the park at Riverside Park.

C-45. Support outdoor education and recreation at a proposed regional park at the River Road Reserve or other comparable property.

- Promote community gardening through programs and the provision of community gardening space.
- Provide agricultural extension/agrarian education to teach the community, especially youth, about sustainable gardening practices and environmental benefits of locally-grown produce.
- Incorporate programs and facilities, including a nature center and thematic play area, to encourage youth participation in outdoor activities and to facilitate learning of outdoor recreation skills.
- Develop an arboretum and orchard. Provide an interpretive trail with educational signage for tree identification, tree maintenance and care. Create a self-directed trail program and guide.
- Use interpretive facilities, design features, and programs to celebrate the natural, cultural, agricultural history of this site.

C-46. Continue to foster volunteerism, advocacy, and stewardship of parks by encouraging local residents and businesses to be involved in park development and maintenance. (See E-32 through 37.)

D. MAINTENANCE

Maintenance policies and strategies are presented below. These policies provide a foundation for the Maintenance Plan that will be part of the Comprehensive Park & Recreation Master Plan.

Maintenance

- D-1. Implement the tiered maintenance program described in Chapter 6 to reallocate maintenance efforts funds where these are most needed.
- D-2. Determine maintenance needs of new parks.
 - Identify costs and funding sources for new parks and facilities prior to development.
 - Design new parks for efficient maintenance by developing maintenance management plans prior to construction, evaluating operational impacts and feasibility, and involving maintenance and program staff in the design process.
- D-3. Annually review and adjust the per-acre maintenance costs used for budgeting in this Plan.
- D-4. Establish a basic park maintenance unit cost and appropriate additions for certain types of major facilities. Major maintenance cost additions include:
 - Competitive sport fields
 - Reserveable shelters and areas
 - Landscaping beds requiring annual plantings
 - Special amenities (e.g., water play features)
 - Major facilities (nature center, aquatic center, etc.).
- D-5. Provide a routine preventive maintenance program for all parks, facilities, equipment, vehicles, and other assets.
- D-6. Implement maintenance techniques that protect and enhance natural resources and minimize disturbance to natural vegetation and critical wildlife habitats.
- D-7. Standardize and upgrade park site furnishings for ease of maintenance
- D-8. Replant beautification areas with less labor-intensive landscaping.
- D-9. Regularly assess long-term maintenance, repair, and replacement needs for all parks, facilities, and equipment.



- Budget and schedule for system-wide renovation programs of critical recreation components, including fields, courts, play areas, and amenities.
 - Continue the capital reinvestment and replacement program as scheduled to avoid spending staff and funding resources on aged, deteriorating resources that are in need of replacement.
- D-10. Create a satellite maintenance yard at a regional park at the River Road Reserve or other comparable property upon development.

E. FUNDING STRATEGIES

Funding strategies include actions relating to fees and charges, other funding resources, partnerships, and volunteerism. User fee/rental recommendations are based on research presented in the attached user fee matrix, which compares Grants Pass user fees to those of nearby jurisdictions.

Fees and Charges

- E-1. Determine pricing guidelines in consideration of cost recovery goals and public benefit. Review user fees and adjust them as needed according to this philosophy.
- E-2. Increase rental fees for outdoor/indoor facilities to be more in line with other providers. Consider the following:
- Implement higher summer rates for rentals/reservations.
 - Implement additional fees for all equipment rentals. Expand equipment rental opportunities to generate revenue.
 - Maintain the trash removal fee for large events/facility rentals.
 - Ensure that rates cover pre-rental maintenance tasks, such as facility check and clean-up before the renter arrives.
- E-3. Ensure that refundable deposits will sufficiently cover cleaning, maintenance and repair for damaged areas.
- Expand the damage deposit to include a refundable cleaning deposit (applied to ensure that the facility is cleaned to its original state).
 - Consider a higher deposit on large shelters and special event/festival space.
- E-4. Establish appropriate fees for County residents and visitors who do not contribute to Grants Pass parks through taxes.
- Charge non-residents \$10 more per facility than residents based on current market costs.

- Evaluate this rate periodically and reassess as needed.
 - Similarly charge non-residents additional fees for any City-sponsored programs to offset costs.
- E-5. Develop pricing guidelines and cost recovery targets for various special events. Define direct and indirect costs and factor these into the cost recovery targets. As part of this strategy:
- Identify user fee opportunities for targeted special event services, such as parking fees, access or entry fees, etc. Consider administrative costs associated with the collecting the fee to ensure that the fee generates revenue. Use volunteers when feasible.
 - Increase vendor/concessionaire fees for special events, charging extra for utility hook-ups where provided.
 - Require special event permits for special event organizers, with higher rates for non-residents.
- E-6. Increase the number of revenue-generating facilities, programs, and events to improve funding and cross-subsidize services.
- E-7. Develop financial operations plans for any proposed major facilities (e.g., sports complex, nature center/agricultural extension, aquatic center), including cost recovery goals. Regularly evaluate performance based on financial goals.
- E-8. Develop work credit programs, scholarships, and other mechanisms to support recreation access and defray costs associated with event and user fees for residents in need.
- E-9. Implement a consistent system of data collection and tracking for facility use, including operating costs, revenue generation, and rentals. Use these data to adjust rental fees as needed.

Other Funding Resources

Capital Funding

- E-10. Evaluate and periodically update system development charges to reflect the cost of expanding the system to support new development.
- E-11. Consider voter-approved initiatives, such as bonds and serial levies, to finance improvements.
- E-12. Continue devoting staff resources to securing outside grants, cash or in-kind donations, and other sources of capital project funding.
- E-13. Increase efforts to obtain land donations. Only accept donations that meet the goals and intent of this Plan, or sites that can be sold or exchanged to benefit the public.



- E-14. Avoid selling park properties that are recommended for incorporation into the proposed park system.
- E-15. Consider a capital campaign or other fundraising method for special projects.
- E-16. Create an “Opportunity Fund” to act on future opportunities to protect natural areas or acquire parkland as it becomes available.
- E-17. Create an “Opportunity Fund” to acquire park land and natural areas in the UGB Expansion areas to be identified.

Operations Funding

- E-18. Maintain and enhance General Fund support of parks, recreation programs, and maintenance.
- E-19. Continue seeking outside funding, such as sponsorships and cash or in-kind donations, from individuals, foundations, and corporations for parks and recreation programs and services. Ensure that donations are consistent with Master Plan goals.
- E-20. Consider partnerships or transferring responsibilities to other agencies as a means of reducing the cost of operating the park system.
- E-21. Collaborate with groups or 501(c)(3) organizations that assist or may assist in supporting the park system or individual sites, such as Riverside West All Sports Park Inc., the Josephine County Food Bank and the Josephine County Fair Board.
- E-22. Continue to facilitate and encourage the formation of volunteer Adopt-a-Park and Adopt-a-Trail groups.
- E-23. Pursue local business sponsors to subsidize fees for high-cost programs and special events, such as an Adopt-a-Program effort.

Partnerships

- E-24. Continue cultivating positive, strong relationships with current partners.
- E-25. Recognize the partnership with Grants Pass School District 7 in helping meet park needs, including the long-term lease agreements for Eckstein and Gilbert Creek Parks, along with potential future school parks and partnerships.
- E-26. Promote and enhance park safety through partnerships with the Police Department and Concerned Fathers Against Crime.
- E-27. Evaluate options to trade services with partners, in lieu of costly lease agreements.
- E-28. Partner with businesses to provide services and amenities, such as vendors in parks.

- E-29. Pursue and maintain effective partnerships with public, private, and non-profit organizations to maintain parks and recreation facilities.
- E-30. Consider partnerships for joint facility development and maintenance for parks, special event venues, athletic fields, and other major facilities.
- E-31. Formalize all partnerships through written agreements that specify responsibilities, liability, financial and other terms, including provisions for how to transition or end partnerships.
- E-32. Evaluate partnerships to review their effectiveness and to identify areas for improvement.

Volunteerism

- E-33. Develop a coordinated volunteer recruitment, training, and recognition program.
 - Continue the development model used at Reinhart Volunteer Park for engaging volunteers.
 - Continue to use park staff and the Parks Advisory Board to recruit and mobilize volunteers.
 - Ensure staff time for volunteer coordination and oversight.
 - Institute a “volunteer recognition program,” with publicized events or awards to honor volunteers.
- E-34. Collaborate with schools, senior groups, service organizations, and residents from diverse cultures to identify potential projects for youth, seniors, families and other volunteers.
- E-35. Emphasize community involvement and volunteerism to involve individuals, groups, and businesses in the planning, design, maintenance, operation, and programming of parks and recreation facilities.
- E-36. Expand and market the park adoption program to promote adoption of all significant parks, trails, recreation, and open space facilities.
- E-37. Note volunteer opportunities on the City’s website.
- E-38. Market volunteerism as a recreation activity, with opportunities highlighted in the Grants Pass Recreation Guide.

F. RECOMMENDED ACTIONS

The policies and strategies included in this chapter are the basis for the recommendations noted in this section.

Desired Park System

The ideal park system for Grants Pass is made up of a hierarchy of parks, each offering a variety of recreation and/or green space opportunities. Its goal is to provide every resident with convenient access to diverse recreation opportunities and park experiences.

The desired park system includes regional parks that draw people to their signature facilities and assets. It includes community parks and special use areas that provide active and passive recreation opportunities. The park system also includes small mini parks and neighborhood parks, which provide close-to-home recreation opportunities. It offers green space to protect the City's natural resources

and provides trail corridors to connect parks to key destinations in the community. This park system is built upon a broad foundation of resources provided by other jurisdictions, such as Josephine County, two School Districts, and the Bureau of Land Management.



Map 4 illustrates the desired park system. The map notes existing park and recreation resources, along with the conceptual location of proposed park sites and trails that are recommended for development. Important notes about the map include:

- Proposed parks and trail routes reflect the need for recreation opportunities within noted areas. This map does not pinpoint exact locations for proposed parks and trails. Instead, it suggests general areas for park or facility development, based on community needs, land-use patterns, the expertise of key City staff, and current plans for development within the City. The actual location of park sites and trail routes will be determined later based on community feedback, land availability, acquisition costs, property ownership, and owners' willingness to sell at the time of acquisition.
- Colored asterisks indicate proposed neighborhood parks, community parks, special use areas, regional parks and green space. Some of these sites are located at currently undeveloped park reserves.
- Potential sites for collaborative partnerships are noted with triangular symbols. The nature of these partnerships will evolve over time, depending on available funding and partner needs.

This desired park system reflects all recommendations in this Plan, based on feedback obtained through community outreach. However, this park system includes more projects than the City realistically can implement in the next 20 years.

Recommended Projects

Many park projects will be needed to achieve the desired park system described in this Plan. Table 9 presents the projects that would be needed to achieve the community's vision for the park system. Capital projects in existing parks are noted first by park type. Recommendations for proposed parks, trails, and partnerships follow. These recommendations include:

- **Parks:** Proposed parks are noted by park type. These include new sites to be acquired and developed, along with proposed development to consider in the City's park reserves. Actual acquisition and development plans should be determined through local site master plans.
- **Trails:** Since trail corridors are classified as green space in this plan, trail development is described within this park type. These include proposed trailheads and trail corridors. Actual routes for these proposed trail connections should be determined in future planning efforts.
- **Partnerships:** The Parks Comprehensive Plan recommends that the City investigate the potential to collaborate on capital projects at partner sites to help meet community recreation needs. These projects will depend on the willingness of other providers to move forward. The City should establish formal partnership agreements before initiating these capital projects. While the City may want to assist in maintenance at these sites in the future, the Parks Comprehensive Plan does not include this recommendation, based on the forecasted availability of maintenance funds.

In addition to capital projects, Table 9 also includes recommendations for non-capital projects. These are noted at the end of the table.



Comprehensive Park & Recreation Master Plan

Grants Pass, Oregon

Proposed Parks and Partnerships

- | | |
|-------------------|----------------------------|
| Neighborhood Park | Community Park |
| Special Use | Regional Park |
| Green Space | Potential Park Partnership |

Existing City Parks

- | | |
|-------------------|----------------|
| Mini Park | Community Park |
| Neighborhood Park | Regional Park |
| Green Space | Undeveloped |
| Special Use | |

Existing and Proposed Trails

- | | |
|----------------------------|-----------|
| City Trail | BLM Trail |
| Proposed Trail Connections | |

- | | |
|-----------------------|---------------------|
| Golf Course | Recreation Center |
| County Park | Recreation Resource |
| Wetland | Highway |
| School | Major Arterial |
| BLM Park | Arterial |
| City Limits | Water |
| Urban Growth Boundary | |

Map 4: Proposed Park System

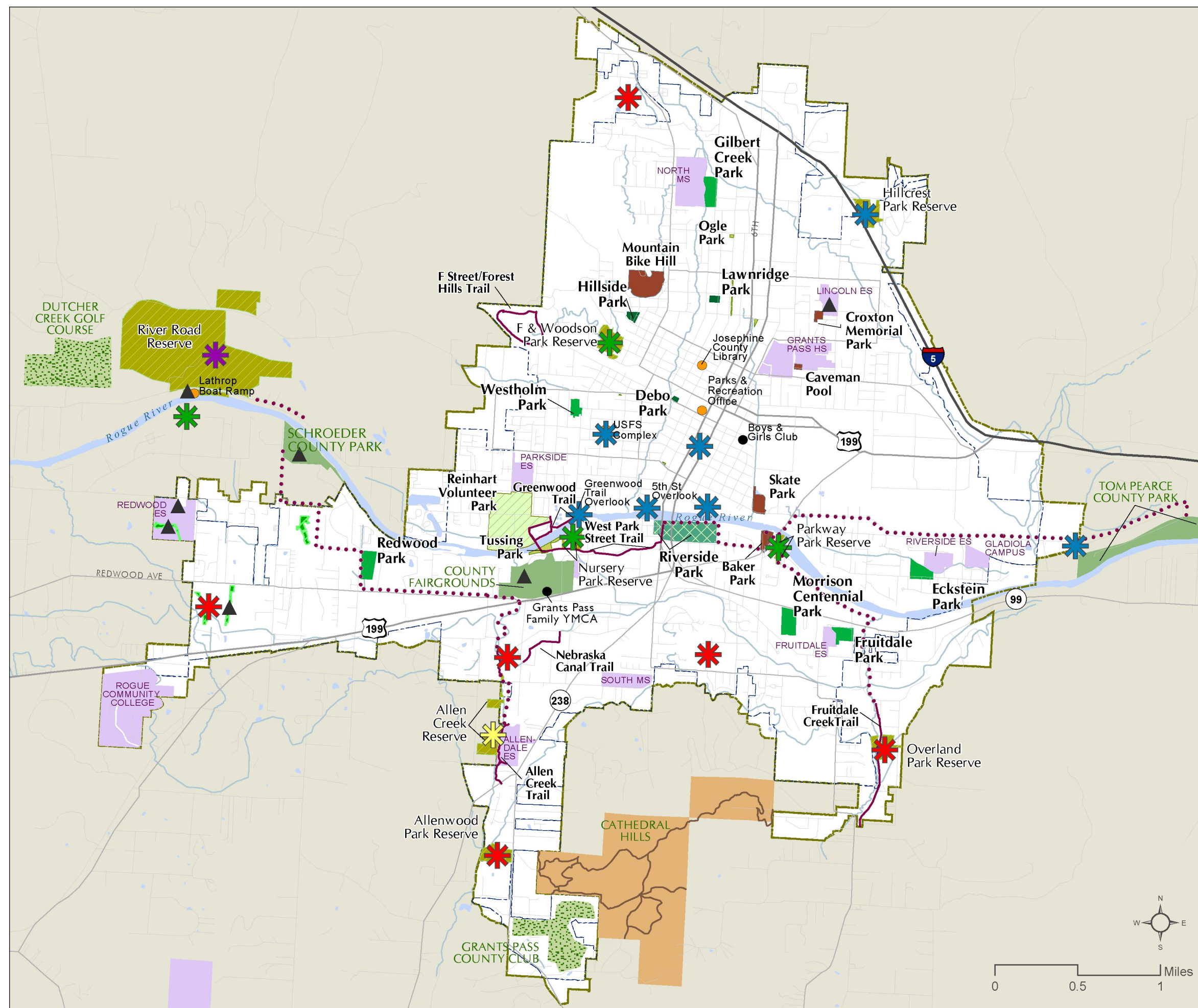


Table 9: Projects to Support the Desired Park System

The recommendations in Table 9 are not considered mandatory or all-inclusive. They are subject to review by the City Council as detailed plans for individual parks are developed and implemented. In the future, there may also be additional needs identified for other uses not recognized at the time of this Plan.

	Acreage	Acquire	Develop	Improve City Site	Improve Partner Site	Recommended Capital Improvements
EXISTING PARK SYSTEM						
MINI PARKS						
Debo Park	0.49			x		Cover playground; add shelter.
Hillside Park	1.92			x		Add basketball court; improve informal bike track.
Lawnridge Park	1.43					Continue maintenance and capital reinvestment.
Subtotal	3.84					
NEIGHBORHOOD PARKS						
Eckstein Park	6.99			x		Add playground; improve backstop. Address lease considerations.
Fruitdale Park	6.30		x			Complete Phase II improvements, including a playground and basketball court.
Gilbert Creek Park	8.05			x		Add playground cover, off-leash dog area and nature trail along creek to minimize erosion and provide interpretation. Address lease considerations.
Morrison Centennial Park	8.36					Continue maintenance and capital reinvestment.
Redwood Park	8.41		x			Complete Phase II improvements, including a playground, tennis courts, basketball court, gazebo, picnic areas and fitness trail with exercise stations.
Westholm Park	3.60					Continue maintenance and capital reinvestment.
Subtotal	41.71					
COMMUNITY PARKS						
Riverside Park	31.65		x			Add volleyball court; develop pedestrian/bicycle entry from 6th Street; move disc golf course; improve restrooms.
Subtotal	31.65					
REGIONAL PARK						
Reinhart Volunteer Park	58.19		x			Finish River Vista and associated improvements.
Subtotal	58.19					
SPECIAL USE AREAS						
Baker Park	2.79					Connect to Parkway Park, Riverside Park and the proposed Rogue River Regional Greenway. Consider further use of this site when master planning Parkway Park.
Croxton Memorial Park	1.70					Improve pathway to Lincoln ES; consider selling vacant parcel.
Caveman Pool	0.93					Continue maintenance and capital reinvestment. In long term, consider need for eventual replacement.
Grants Pass Skate Park	5.36					Continue maintenance and capital reinvestment.
Mountain Bike Hill	19.60		x			Develop parking; improve trailhead; add signage.
Subtotal	30.38					
GREEN SPACE						
Allen Creek Trail	4.00					See proposed trails for trail extensions.
Fruitdale Creek Trail	9.24					See proposed trails for trail extensions.
Nebraska Canal Trail	1.57					See proposed trails for trail extensions.
Ogle Park	0.25					Continue maintenance and capital reinvestment.
Tussing Park	5.50		x			Complete Phase II improvements, including a picnic shelter, creek crossing, permanent restrooms, parking, signage, open lawn and meadow areas, connecting trails, fishing access, and plantings.
Greenwood Trail*	4.09					Continue maintenance and capital reinvestment.
West Park Street Trail	0.00					Continue maintenance and capital reinvestment.
"F" Street - Forest Hills Trail	4.34					Continue maintenance and capital reinvestment.
Subtotal	28.99					
Total Developed	194.76					

	Acreage	Acquire	Develop	Improve City Site	Improve Partner Site	Recommended Capital Improvements
PROPOSED PARKS, TRAILS, AND PARTNERSHIPS						
NEIGHBORHOOD PARKS						
Neighborhood Park (Overland area)	9.14		x			Investigate options to develop the Overland Park Reserve as a neighborhood park. Master plan and develop as a neighborhood park according to design and sustainability guidelines. Include a playground (ages 2-12), tennis courts (2), basketball court, perimeter trail, picnic tables, open turf area, skate spot, and baseball/softball field.
Neighborhood Park (Allenwood area)	9.79		x			Investigate options to develop the Allenwood Park Reserve as a neighborhood park. Revise the existing design concept to accommodate road improvements and sustainability guidelines. Develop as a neighborhood park according to design and sustainability guidelines. Include a covered playground (ages 2-12), basketball court, perimeter trail, picnic tables, shelter, dog park, open turf area, seasonal pond, and enhanced wetland and board walk.
New Site (West Grants Pass)	7.5	x	x			Investigate options to develop a 7.5-acre neighborhood park in West Grants Pass. Acquire, plan and develop site as a neighborhood park according to design and sustainability guidelines. Provide a playground (ages 2-12), a basketball court or tennis court, picnic tables, a perimeter path or loop trail, a multi-purpose turf area, and baseball/softball field.
New Site (Northeast Grants Pass)	5.0		x			Investigate options to develop a 5-acre neighborhood park in NE Grants Pass. Consider the Hillcrest Reserve, potential partnerships at school sites, or other appropriate sites. Create a site master plan and develop the site according to design and sustainability guidelines. Include a playground (ages 2-12), a basketball court, picnic tables, a perimeter path or loop trail, a multi-purpose turf area, and another active recreation resource.
New Site (Northwest Grants Pass)	7.5	x	x			Investigate options to develop a 7.5-acre neighborhood park in Northwest Grants Pass. Acquire, plan and develop site as a neighborhood park according to design and sustainability guidelines. Include a playground (ages 2-12), a basketball court or tennis court, skate spot, picnic tables, a perimeter path or loop trail, multi-purpose turf area, and another active recreation resource.
New Site (Harbeck/Grandview area)	7.5	x	x			Investigate options to develop a 7.5-acre neighborhood park in the Harbeck/Grandview area. Acquire, plan and develop site as a neighborhood park according to design and sustainability guidelines. Provide a playground (ages 2-12), a basketball court or tennis court, picnic tables, and ADA-compliant internal pathway system, a perimeter path or loop trail, a multi-purpose turf area, and another active recreation resource.
New Site (Nebraska Canal area)	5.0	x	x			Investigate options to develop a 5-acre neighborhood park in the Nebraska Canal area. Acquire, plan and develop site as a neighborhood park according to design and sustainability guidelines. Provide a playground (ages 2-12), a basketball court or tennis court, picnic tables, a perimeter path or loop trail, a multi-purpose turf area, and another active recreation resource.
Subtotal	51.43					

	Acreage	Acquire	Develop	Improve City Site	Improve Partner Site	Recommended Capital Improvements
COMMUNITY PARKS						
Community Park	(below)					Investigate options to develop Allen Creek Reserve, Garrison Fields, and new acreage as a community park. Master plan and develop site as a community park according to design and sustainability guidelines. Include a thematic play area (ages 2-12), soccer field complex, tennis courts (4), basketball court, skate spot, water play area, par course/cardio vascular exercise playground, perimeter or loop trail.
Allen Creek Reserve	12.81		x			Incorporate existing reserves and trails into the park master plan and development.
Garrison Fields (Lease agreement)	4.70				x	Create a nominal-fee lease agreement with Grants Pass School District 7, taking on field improvements and development and granting the school first right of use.
New Acquisition	15.00	x	x			Acquire land to link existing parcels.
Subtotal	32.51					
REGIONAL PARKS						
Regional Park	247.66		x			Investigate options to develop the River Road Reserve or a comparable site as a regional park. Master plan and develop the site according to design and sustainability guidelines. Balance open space with facility development. Include a variety of active and passive recreation facilities, such as a destination play area, water play area, shade shelter, open playfields, sand volleyball court, disc golf, horseshoes, radio control sports park, small and large-group picnic shelters, dispersed picnic tables, boat launch, fishing pond, nature/visitor center, fire circle, agricultural extension facility, working farm, community garden, demonstration garden, orchard, nature/interpretive trails, fitness and loop trails, and others. Restore and manage natural areas for wildlife habitat and resource value. Engage willing volunteers and partners in development and maintenance.
River Road Reserve						Clean-up the small, contaminated area north of Upper River Road. If this site is developed as a regional park, evaluate options to realign Lower River Road to increase water access.
SPECIAL USE AREAS						
Dog park	8.00		x			Investigate options to develop the Hillcrest Park Reserve or another site as a dog park. Acquire land (if needed), plan, and develop site as a special use area according to design and sustainability guidelines. Include a separate, fenced big and small dog areas with perimeter looped trails within the enclosure.
Downtown plaza	1.00	x	x			Investigate options to acquire and develop a Downtown plaza, according to design and sustainability guidelines. Include tree planters, landscaping, information kiosk, and amenities to support small group gatherings.
5th Street River Overlook	0.39		x			Replace the picnic table; improve stairs; define water access points with a boardwalk.
8th Street Overlook	0.30		x			Develop to improve water access and public use.
Greenwood Overlook	0.51		x			Develop to improve water access and public use.
Hillcrest Park Reserve	10.12			x		Investigate options to develop this site with an off-leash dog park and/or with neighborhood park facilities. Master plan and develop park according to design and sustainability guidelines.
USFS Complex	3.32	x	x			Continue to monitor acquisition opportunities for this site, including investigations into historical designation and site contamination/clean-up requirements. If appropriate, pursue acquisition through purchase or other means to preserve this facility. Develop a financial feasibility study and master plan for this site prior to construction to identify site uses prior to development. Develop for indoor recreation, programming and meeting space.
Subtotal	23.64					

	Acreage	Acquire	Develop	Improve City Site	Improve Partner Site	Recommended Capital Improvements
GREENSPACE						
Nursery Park Reserve	4.90		x			Investigate options to develop this site as green space. Create a site design and develop site, according to design and sustainability guidelines. Provide water access and passive uses. Connect to the proposed Rogue River Regional Greenway, with trail linkages to nearby parks.
Parkway Park Reserve	6.38		x			Investigate options to develop this site as green space. Create a site design and develop site, according to design and sustainability guidelines. Include nature trails, interpretive signage, gazebo, picnic tables, benches, and a trailhead with parking.
F and Woodson Park Reserve	11.72		x			Investigate options to develop this site as green space. Create a site design and develop site, according to design and sustainability guidelines. Include nature trails, interpretive signage, gazebo, picnic tables, benches, and a trailhead with parking.
Rogue River Bridge/Trailhead	5.00	x	x			Investigate options to develop a pedestrian/bicycle bridge across the Rogue River to provide access to River Road Reserve. Consider crossings at Schroeder Park, the City Pump Station, or other sites. Master Plan and develop trailhead(s) and bridge according to design and sustainability guidelines.
Rogue River Greenway Regional Trail	(below)					Identify an appropriate route for pedestrian and bicycle traffic between parks along the Rogue River. Consider off-street multi-purpose trails where feasible, or sidewalks and on-street bike lanes where necessary. Develop trail according to design and sustainability guidelines. In the long term, connect to the proposed Rogue River Greenway regional trail.
Segment 1: RRR Bridge to Schroeder	1.44	x	x			Determine route, acquire corridor as needed, and develop Segment 1.
Segment 2: Schroeder to Redwood Park	1.68	x	x			Determine route, acquire corridor as needed, and develop Segment 2.
Segment 3: Redwood to Fairgrounds	2.16	x	x			Determine route, acquire corridor as needed, and develop Segment 3.
Segment 4: Riverside to Parkway Bridge	1.20	x	x			Determine route, acquire corridor as needed, and develop Segment 4.
Segment 5: Parkway Bridge to Tom Pearce	4.80	x	x			Determine route, acquire corridor as needed, and develop Segment 5.
Tom Pearce Trailhead	5.00	x	x			Investigate options to acquire land for a trailhead to improve access to Tom Pearce Park. Master plan and develop this site as green space, according to design and sustainability guidelines. Connect to the County trail extending from the park to the end of Spaulding Avenue.
River City Trail	(below)					Identify an appropriate route for a multi-purpose trail connecting parks south of the Rogue River. Consider off-street pathways where feasible, or sidewalks and on-street bike lanes where necessary. Develop trail according to design and sustainability guidelines. In the long term, connect to the proposed Rogue River Greenway regional trail.
Segment 1: Fairgrounds to Allen Creek Park	1.80	x	x			Identify route, acquire corridor as needed, and develop Segment 1.
Segment 2: Allen Creek Trail to Allenwood	0.96	x	x			Identify route, acquire corridor as needed, and develop Segment 2.
Segment 3: Allenwood to Cathedral Hills	0.48	x	x			Identify route, acquire corridor as needed, and develop Segment 3. Include crossing improvements for Highway 238.
Segment 4: Parkway Bridge to Fruitdale Creek Trail	2.40	x	x			Identify route, acquire corridor as needed, and develop Segment 4.
Segment 5: Fruitdale Creek Trail to Cathedral Hills	1.20	x	x			Identify route, acquire corridor as needed, and develop Segment 5.
Subtotal	51.12					

	Acreage	Acquire	Develop	Improve City Site	Improve Partner Site	Recommended Capital Improvements
PARTNERSHIPS						
Schroeder Park	24.00				x	Pursue a partnership with Josephine County on site improvements, particularly to ensure water access and connect this site to the proposed Rogue River Greenway Trail system.
Fairgrounds	52.48		x			Pursue a partnership with Josephine County to master plan and renovate the Fairgrounds to serve as a community focal point for performance events, championships sports field games, concerts, fairs and festivals, and other types of special events. Conduct a financial feasibility study to determine what upgrades can be financially supported.
Lathrop Boat Ramp	0.25				x	Pursue a partnership with Josephine County to include the boat ramp in the master planning, design, and development of the River Road Reserve, if this site moves forward as a regional park.
Wetlands (Redwood Elementary)	4.50				x	Pursue a partnership with Grants Pass School District 7 to preserve the Redwood Wetlands (mitigation site) for educational and recreational opportunities. Provide trails and interpretive signage.
Redwood Elementary School Park	3.00				x	Pursue a partnership with Grants Pass School District 7 to develop a school park. Master plan and develop the site according to school and park guidelines. Include outdoor educational and recreational facilities to support school and park use.
Lincoln Elementary School Park	3.00				x	Pursue a partnership with Grants Pass School District 7 to develop a school park at this site or another comparable site. Master plan and develop the site according to school and park guidelines. Include outdoor educational and recreational facilities to support school and park use. Improve connections between this site and Croxton Memorial Park.
Wetland at Yucca Lane	2.20				x	Incorporate, plan and improve this City-owned site as green space. Evaluate the recreation potential of this site; address environmental restoration needs; consider maintaining site with no public access if recreational use is limited.
Wetland at Eastwood Lane	1.00				x	Incorporate, plan and improve this City-owned site as green space. Evaluate the recreation potential of this site; address environmental restoration needs; consider maintaining site with no public access if recreational use is limited.
Wetland at Ravenwood Drive	1.20				x	Incorporate, plan and improve this City-owned site as green space. Evaluate the recreation potential of this site; address environmental restoration needs; consider maintaining site with no public access if recreational use is limited.
Wetland at Cashmere Drive	5.60				x	Incorporate, plan and improve this City-owned site as green space. Evaluate the recreation potential of this site; address environmental restoration needs; add nature trails, interpretive signage, and passive use amenities if desirable.
Cathedral Hills	422.00				x	Pursue a partnership with the BLM on trail improvements at this site to complete the link of the proposed River City Trail.
Subtotal	519.23					
Subtotal Proposed	194.76					
OTHER PROJECTS AND PLANS						
Aquatic Feasibility Study						In the long term, develop an aquatic feasibility study to investigate the City's financial capacity to build and operate a new swimming pool or aquatic center. Consider water-play opportunities and revenue-generation.
River Road Resource Management Plan						Create a natural resource management plan to restore and managed natural areas at the River Road Reserve.
Trails Routing Plan						Prior to trail development, create a trail master plan or segment designs to identify actual trail routes and trailhead locations providing the conceptual linkages noted in this Plan.
Integrated Pest Management Plan						Develop an Integrated Pest Management Plan to reduce the use of hazardous chemicals.

	Acreage	Acquire	Develop	Improve City Site	Improve Partner Site	Recommended Capital Improvements
OTHER PROJECTS AND PLANS						
Natural Features Map						Create a natural features map and self-guided tour to highlight significant natural features in Grants Pass.
System-wide Recycling Program						Create a system-wide recycling and waste-reduction program that includes recycling receptacles in all parks.
Facility Rental Rates Update						Update facility rental rates and associated information.
Volunteer Recognition Program						Implement a program to honor and recognize volunteer and partner contributions to the park and recreation system.
Donation Catalog						Create a donation catalogue with opportunities for sponsorship, donations, and volunteer contributions park development.



Chapter 6: Implementation

IMPLEMENTATION

The last chapter noted an extensive array of park projects that would enhance Grants Pass's park and recreation system. However, the City cannot afford to implement all of these projects, and it must find a balance between taking care of the existing park system and expanding recreation opportunities. This chapter introduces an implementation

strategy for prioritizing and funding park improvements. It begins with a maintenance plan to take care of existing resources, presents a long-term list of capital projects, and identifies a short list of priority projects for implementation. In addition, the chapter identifies potential funding sources that may be used to implement priority projects, depending on future strategic funding decisions discussed in the next chapter.



A. MAINTENANCE PLAN

Grants Pass has a well-planned, well-developed park system. City residents value their parks and green space, as well as the high quality of maintenance. This chapter presents a maintenance strategy to ensure that community assets continue to be adequately maintained and preserved for the future. This Plan addresses the cost implications for taking care of new and existing parks, and identifies opportunities to more efficiently maintain the park system.

Maintenance Funding

Until recently, maintenance funding for City parks has increased annually as new parks and facilities were added. However, the adopted FY 2010 budget reverses this trend, slightly reducing funding and staffing for park maintenance (Table 10). This reduction occurs as new facilities are being added at Redwood Park and John Reinhart Volunteer Park. It translates into a loss of 1.0 Parks Maintenance position, 0.5 Urban Forester position, and 210 hours of part-time help.

The maintenance plan proposed as part of this Parks Comprehensive Plan includes strategies to reallocate maintenance funding to enhance efficiencies, focus resources, and maximize staff effectiveness. This will help the City identify maintenance costs and needs annually, as new parks and facilities are developed. The reduction in maintenance dollars noted in the current budget cannot be a continuing trend if the City is to provide standard maintenance for all sites as needed.

Table 10: Park Maintenance Services (FY'07 to FY'10)

	ACTUAL FY'07	ACTUAL FY'08	ADOPTED FY'09	ADOPTED FY'10
Maintenance Budget	\$ 1,218,264	\$1,310,976	\$1,522,848	\$1,394,815
Funded Staff	6.45 FTE	8.0 FTE	8.1 FTE	6.6 FTE

*Source: City of Grants Pass.

Tiered Levels of Service

The City of Grants Pass maintains its parks to a high standard, and the community appreciates this level of detailed attention. To continue this level of maintenance, Grants Pass should implement a tiered level of service (Table 11). This tiered system will be used to update the City's maintenance management practices, including performance standards, frequency goals, and time requirements. Park maintenance activities in each tier of maintenance are based on typical amenities found in these park types. Currently, each park in Grants Pass is maintained at a high level of service, higher than most nearby communities. To help allocate staff time and resources, three levels of park maintenance are recommended:

- **High Standard:** Parks with frequent use, high-intensity special events, or unique or specialized facilities require additional maintenance tasks or increased frequencies to support frequent use. This high standard is generally reserved for regional parks, community parks, and popular special use facilities. However, it may be applied to other types of parks that fit this definition.
- **Standard:** This level of care includes all routine and preventive tasks necessary to maintain City parks at an adequate level. Standard maintenance typically applies to mini parks, neighborhood parks, green space, and less intensely-visited special use facilities. To a lesser extent, the standard level applies to beautification areas, which should be designed with maintenance efficiencies in mind.
- **Undeveloped:** Park reserves currently have no amenities and are being held for future park use. These sites require a very basic level of maintenance to ensure that they do not pose a danger to surrounding properties.

The general description of each maintenance tier can be applied to the park classification system, as noted above. However, each site should be evaluated individually based on its available facilities and the level of use the park receives. Table 11 defines maintenance tasks appropriate for park types and maintenance levels.

Table 11: Park Maintenance Tasks by Level

LEVEL	DESCRIPTION	MAINTENANCE OVERVIEW		
		Mini and Neighborhood Parks	Community Parks, Regional Parks and Special Use Sites	Green Spaces
High Standard	Highest level of detailed maintenance for signature parks, sites with specialized or unique facilities, and frequently-used parks (often providing programming or special events). These sites need standard maintenance tasks plus extra attention.	Standard Tasks PLUS: ▪ Attention to annual plantings, shrubs and landscaped beds ▪ Additional urban forest management ▪ Additional turf maintenance and mowing frequency to offset impacts of heavy use ▪ Maintenance of special facilities, if any	Standard Tasks PLUS: ▪ Higher frequency for all maintenance activities, reflecting the highest level of use ▪ Maintenance of special facilities, e.g. water spraygrounds, pools, sport fields ▪ Set-up and clean-up after group and festival reservations	Standard Tasks PLUS: ▪ Maintenance of facilities supporting picnic areas and other gathering spaces ▪ Parking lot maintenance ▪ Restroom cleaning* ▪ Attention to high-use or signature trails and trailheads ▪ Natural resource restoration
	Regular maintenance to preserve assets, ensure safety, and contribute to community livability. This level of service applies to all developed sites that do not fit the criteria above.	Standard Tasks ▪ Basic mowing and trimming ▪ Basic urban forest management ▪ Playground safety inspections ▪ Restroom cleaning* ▪ Trash removal ▪ Graffiti removal ▪ Paved surface maintenance ▪ Parking lot maintenance ▪ Lighting maintenance ▪ Irrigation maintenance ▪ Edging Preventive Tasks ▪ Fertilization ▪ Aeration ▪ Pruning ▪ Structure evaluation*	Standard Tasks ▪ Annual plantings ▪ Shrub and landscape beds ▪ Basic mowing and trimming ▪ Basic urban forest management ▪ Playground safety inspections ▪ Restroom cleaning* ▪ Trash removal ▪ Graffiti removal ▪ Paved surface maintenance ▪ Parking lot maintenance ▪ Lighting maintenance ▪ Irrigation maintenance ▪ Edging Preventive Tasks ▪ Fertilization ▪ Aeration ▪ Pruning ▪ Structure evaluation*	Standard Tasks ▪ Trash removal ▪ Urban forest management ▪ Trail maintenance ▪ Vandalism check Preventive Tasks ▪ Invasive species management
Undeveloped	A basic level of maintenance for park reserves.	Hazard mowing, tree maintenance and debris removal to provide for public safety. (Additional maintenance efforts may be needed to support special events at reserve sites.)		

*Where present

Tiered Park Assignments

These tiered service levels ensure that most park sites will receive standard maintenance. For some sites, this will mean a reduced level of attention. For example, mini parks, neighborhood parks, and beautification areas should not include flower beds, rose bushes, or any type of annual plantings or specialized landscaping. Further, beautification areas should be designed and planted for basic maintenance only, which may require the removing high-maintenance landscaping. Specialized facilities should not be developed at neighborhood parks, to keep maintenance costs low at those sites.



However, several sites should receive a higher standard of maintenance. These existing sites need extra attention because of their specialized facilities, special events, and/or popularity as the City's signature parks:

- Reinhart Volunteer Park
- Riverside Park
- Caveman Pool
- Tussing Park

Similarly, some proposed sites will need to be maintained at a high standard, in conjunction with their anticipated development and use:

- Regional park
- Community park
- Downtown plaza
- USFS Plaza

Finally, while standard maintenance is proposed at trails and trailheads, the maintenance level at the following sites should be evaluated periodically to determine if a higher level of service is needed:

- Rogue River Greenway Regional Trail
- West Rogue River Bridge/Trailhead
- West Tom Pearce Park Trailhead
- Morrison Centennial Park (sprayground)

While reducing the maintenance tasks and frequencies at some sites may slightly reduce maintenance costs, the overall goal is to redistribute the

level of effort and the allocation of maintenance funds. That way the most heavily used sites will receive the most attention.

Maintenance Costs

A 20-year capital improvement and maintenance plan is presented in Appendix D. Below, Table 12 notes the per-acre costs used to calculate maintenance costs for the entire park system. These amounts are based on the recommendation that the City should increase spending at undeveloped sites to maintain site safety, decrease spending at mini parks, neighborhood parks, and green space to provide a more basic level of service, and continue to maintain community parks, regional parks, and special use areas at a high level.

Table 12: Maintenance Costs per Acre

PARK TYPE	MAINTENANCE COST (PER ACRE OR TRAIL MILE)		
	UNDEVELOPED	STANDARD	HIGH
Mini & Neighborhood Parks	\$500	\$5,000	\$7,000
Community, Regional, & Special Use Parks	\$500	\$7,000	\$9,000
Green Space and Trail Corridors	\$500	\$5,000	\$7,000
Trails (per mile)	\$1,200	\$12,000	\$16,800

Existing System Costs

Based on these average costs and the recommended maintenance level of service, approximately \$1.37 million is needed annually to maintain the existing park and recreation system. Additionally, the City of Grants Pass typically spends approximately 1% of its parks maintenance budget on urban forestry (Tree City USA tasks and activities) and extra funds to maintain the City's street and median beautification areas (Table 13). This creates maintenance cost estimates that are on par with the reduced FY 2010 budget. However, the proposed budget does not allow for the development of new facilities or acquisition of new park sites until additional maintenance and operations funding is obtained.

Table 13: Anticipated Maintenance Costs (Existing System)

	TOTAL
FY 2010 Adopted Maintenance Budget	\$1,394,815
Anticipated Annual Maintenance Costs	\$1,371,708
Beautification Areas (1.32 acres)	\$6,600
Tree City USA	\$14,000
Total Estimated Costs	\$1,392,308

Proposed System Costs

Table 14 illustrates the acreage associated each maintenance level of service for the existing and proposed park system. The column for the proposed park acreage shows the number of *additional* acres that would need to be maintained if all recommended sites were acquired or developed. It also notes potential partner properties that could be maintained through some type of collaborative partnership in the future.

Table 14: Acreage by Maintenance Level (Existing and Proposed Parks)

PARK TYPES	EXISTING ACRES	PROPOSED ACRES
Standard		
Mini Parks	3.84	0.00
Neighborhood Parks	41.71	51.43
Special Use (Standard Use)	29.45	19.32
Green Space	23.49	51.12
Subtotal	98.49	121.87
High Standard		
Community Parks	31.65	32.51
Regional Parks	58.19	247.66
Special Use (High Use)	0.93	4.32
Parks of Other Types*	5.50	0.00
Subtotal	96.27	284.49
Undeveloped Parks	312.52	
Park Partnerships		519.23
Subtotal	312.52	519.23
TOTAL	507.28	925.59

* Tussing Park has a high standard, because it functions as an entry way to Reinhart Volunteer Park.

Given the current budget limitations, the capital improvement and maintenance plan in Appendix D presumes that—in the short term—the City will not take over the maintenance of partner sites. However, if City leaders want to include the park acres provided by potential partners in their park LOS standards, the option to manage or contribute to the maintenance of these sites could be further evaluated in the future.

B. CAPITAL IMPROVEMENT PLAN

All projects recommended in this Plan are summarized in a long-term capital projects list. As part of this list, these projects can be submitted for grant funding. All projects at existing and proposed sites are noted in Appendix D, with estimated costs for needed capital improvements, capital reinvestment and maintenance. These planning-level costs are noted to help prioritize recommended projects and identify their associated impacts. Costs are based on the following:

- **Capital Improvements:** Recommended capital projects include park acquisition, development, and enhancement/improvement. Costs for land acquisition and development are based on an average amount needed to acquire or develop one acre of park land, which differs by park type. On the other hand, site improvement costs are noted as a set amount that would be needed to add or upgrade a facility. This flat cost is based on an average cost for typical improvements, which may occur at any type of park.
- **Capital Reinvestment:** Capital reinvestment involves replacing outdated or worn facilities as scheduled based on their age and use. Funds should be set aside annually so that the City has money to replace facilities when needed. These funds will cover minor repairs such as resurfacing sport courts; replacing restroom features and valves; painting and implementing concrete improvements; repairing fences, backstops, and other amenities; repairing or repaving trails; repairing and reseeding turf areas; installing high efficiency irrigation systems, etc. In the long term, these funds should also help cover the replacement of facilities with 20 to 30-year lifecycles.
- **Maintenance:** Site maintenance costs are calculated based on a park's assigned service level (high, standard, or undeveloped). This cost takes into account each site's current level of development and final level of development within the 20-year timeframe for this Plan.

The capital projects noted in Appendix D are part of the community's comprehensive vision for the future park system. However, the scope of this vision is considerably larger than anything the City can achieve in the next 20 years. Anticipated capital costs associated with all projects exceed \$93.8 million, and another \$3.8 million would be needed to take care of this park system once developed. Clearly, this is more than the City can afford.

C. PROJECT PRIORITIES

Residents were asked to identify the City's top priorities for park and recreation facilities, so that these projects could be included in a 20-year implementation plan. City leaders, staff, and community members spent several months reviewing recommendations to determine which projects were most important to them. Their feedback was used to create a short list of priority projects that *may be achievable* in the next 20 years. This will help the City make decisions about which projects should move forward first *when funding is available*.

Prioritization Criteria

As part of this process, prioritization criteria were developed to help identify priority projects based on the community's values and vision. The following criteria were used by City staff and residents to identify their top priorities.

- **Utilizes available funding:** Projects that have identified funding or the potential to be funded through grants, donations, partner contributions, volunteer labor, or other existing funding sources should receive higher priority than projects without other identified funding opportunities.
- **Increases trail connectivity and park access:** Priority should be given to trail projects, which are likely to provide the greatest return on the City's investment, because of their high demand and use. Developing trails and acquiring corridors that tie to the regional trail system, improve non-motorized transportation, enhance recreation opportunities, and are supported by the community should be considered high priority projects.
- **Enhances sustainability:** Projects that require small investments to sustain existing resources, improve maintenance efficiency, reduce lifecycle costs, or otherwise promote environmental sustainability should be given high priority.
- **Expands recreation opportunities:** Priority should be given to projects that increase the recreation capacity of an existing site or a site obtained through partnership/lease. This may include adding a playground or playground cover, adding a sport court to support other facilities, providing a City-managed dog park on a partner property, etc.
- **Addresses major facility needs:** Site development to address major community priorities and demands should be prioritized.
- **Meets needs in unserved areas:** Site development and acquisition in future growth areas will become a future priority as those areas



begin to grow. However, the City should prioritize the acquisition of parks and trail corridors in developing areas when the opportunity arises and before it is lost to development.

- **Enhances natural areas and green space:** Projects that provide access to natural areas, restore habitats, improve ecological health, and support environmental education and sustainability should be considered as high priorities.
- **Supports community values and strengthens the community:** Lastly, proposed projects should be prioritized based on their ability to strengthen community identity, safety, and livability. Projects should take into Grants Pass's unique needs and preferences. Priorities may include projects that provide water access, support social cohesion, attract tourism, or support other City resources and initiatives.

Priority Projects

Using these criteria, high-priority projects were identified and presented to City residents, staff, the Advisory Committee, and City Council. Feedback from each of these groups was incorporated into a revised list of priority projects, which were further refined through adoption hearings into this final form. Table 15 lists the high priority projects for implementation, with rounded costs.

The total cost of priority projects is slightly less than \$21 million. This amount reflects the *anticipated value* of these projects to the City. The City may spend far less, however. Volunteer labor, sponsorships, partnerships, donations and grants will decrease the actual amount that City will spend on park and facility development. While the total cost for priority projects still sounds expensive, this plan may be achievable. In comparison, the amount is substantially less than the value of the projects that have been completed since the last plan was implemented.

In identifying and refining priority projects, community members clearly valued trail connectivity, community and regional park development, and completion of projects that were previously started. Major facility development at a few large parks, plus trail development, ranked higher than a combination of smaller projects at more sites. Projects with strong partner support and outside funding, such as a proposed Food Bank farm, are supported as well.

Available funding and partner assistance will help determine the order in which these projects are implemented. As funding resources change in the future, so will this list of project priorities. Projects may be re-prioritized if substantial volunteer contributions or unanticipated funding becomes available.

Table 15: Priority Projects and Costs (2009 Dollars)

	PROJECT	ESTIMATED COSTS
EXISTING PARKS		
Fruitdale Park	Complete Phase II improvements.	\$788,000
Gilbert Creek Park	Add playground cover, off-leash dog area, and trail improvements.	\$150,000
Redwood Park	Complete Phase II improvements.	\$226,000 ¹
Riverside Park	Add sport court. Develop pedestrian/bicycle entry at 6 th Street. Move disc golf. Improve restrooms.	\$333,000
Reinhart Volunteer Park	Finish River Vista and associated improvements.	Completed
Tussing Park	Complete Phase II improvements.	Budgeted ¹
Subtotal		\$1,497,000
PROPOSED PARKS AND TRAILS		
NE Neighborhood Park	Investigate options to develop a new 5-acre neighborhood park in NE Grants Pass. Consider the Hillcrest Reserve, potential partnerships at school sites, or other appropriate sites. Create a site master plan and develop the site according to design and development guidelines.	\$1,250,000 ²
Community Park	Investigate options to develop Allen Creek Reserve as a community park. Acquire additional acreage, create a site master plan, improve Garrison Fields, and initiate Phase I development.	\$8,767,000
Regional Park	Investigate options to develop the River Road Reserve or a comparable site as a regional park. Create a site master plan and pursue a partnership with the Food Bank to develop a working farm. Provide infrastructure and initiate Phase 1 development for facilities to be identified in the site master plan. These may include open playfields, a destination playground and sprayground.	\$6,502,000
Tom Pearce Trailhead	Investigate options to acquire 5 acres and develop a trailhead to improve access to Tom Pearce Park.	\$1,250,000
River City Trail	Create trail master plan to identify appropriate trail routes. Acquire corridors and extend current trails as proposed.	\$1,710,000
Subtotal		\$19,479,000
TOTAL		\$ 20,976,000

¹Partial funds for Redwood Park and full funds for Tussing Park are included in the FY2009-2010 Adopted Budget.

²These funds are for park development only. No acquisition costs are noted.

D. FUNDING OPTIONS

The City will need to consider all funding options to be able to implement priority projects for the park system. However, the implementation of the Park Comprehensive Plan is not tied to a particular funding strategy. In fact:

- The Parks Comprehensive Plan does not create any obligation to fund and/or develop the recommended projects.
- The value of improvements is anticipated to come from a variety of public and private sources.

These public and private sources are described in Appendix E. The appendix provides an overview of funding sources for the City to consider when implementing this Plan. Funding sources are divided into two categories: 1) operations/capital funds; and 2) capital funding only. Typically, it is easier to obtain capital dollars than operations funding. This can create a shortage in the maintenance funds needed to take care of the park system. For this reason, a source for maintenance funding should be identified before new capital projects can move forward.



Current Funding

As noted in Appendix E, the City relies on a variety of funding mechanisms to support parks and recreation. These include General Fund dollars, a Transient Room Tax, Park System Development Charges (SDCs), grants, volunteer contributions, and donations. This Plan anticipates that the City will continue to rely on each of these funding sources. A large reduction in any of these sources could force the City to cut or significantly reduce park and recreation services, such as pool operations, recreation programming, and park maintenance.

Program-Generated Funding

In Grants Pass, all revenues that are generated by the Parks and Recreation Division are allocated to the General Fund. If these funds were dedicated to parks and programming, it would provide a great incentive for the Division to increase revenue-generating facilities and programs that employ higher cost recovery rates. As noted in Chapter 5, this Plan recommends that the City increase its user fees to a reasonable amount that the market can bear. In new community and regional parks, the City should also consider developing revenue-generating facilities, such as picnic shelters, sports fields, and other rental facilities, to increase its revenue generating capacity. This will help sustain parks and recreation services and decrease the reliance on General Fund dollars.

Future Funding

Given the current economic climate, the City should remain flexible so that it can take advantage of new funding opportunities as circumstances change in the future. Any strategy to fund capital projects and services will depend on economic conditions at that time. Since this is a 20-year Plan, the City may want to consider both short-term and long-term strategies to obtain park funding. As economic circumstances change, new sources of funding may become available.

In the short term, this Plan recommends that City continue to use grants, partnerships and volunteer contributions to support parks and recreation. This means that community groups who are willing to fund and develop park facilities can move forward with projects that support the vision of this Plan. In addition, sponsorships should be pursued, particularly in the development of regional and community park facilities. As noted in Appendix C, moderate increases in facility use fees should be instituted as well to implement an enhanced cost recovery strategy.

In the long term, the City should consider more aggressive strategies to meet recreation needs in underserved areas. This may include such options as increasing or expanding the Transient Room Tax to include other sources revenue (rental cars and restaurants). This strategy would help the City pass on costs to out-of-town visitors who take advantage of the park system. In time, when the economy rebounds, the City may also consider reviewing its SDC methodology. Currently, the City's rate for residential and non-residential system development charges is slightly lower than other cities in Oregon. A formal analysis is needed to review Grant Pass's SDC rates, adjust them for inflationary impacts, and revise them to update automatically each year for inflation. The City should wait until the economy improves before determining whether a rate increase is warranted and advisable.

As conditions further improve in the long term, the City may want to consider other funding mechanisms, such as a levy or General Obligation Bond, to fund priority projects. However, those options will require public approval, and community support will depend on future economic conditions. While the City was successful with a recent voter-approved tax levy, voter-approved funding initiatives can be difficult to pass, especially since the City now has a fairly high property tax rate (\$6.32/\$1,000 tax assessed value) in comparison to other cities in Oregon. However, a General Obligation bond may be a viable option in the future.



Chapter 7: Strategic Decisions

STRATEGIC DECISIONS

The Comprehensive Park & Recreation Master Plan presents a comprehensive set of directions for achieving a sustainable park system, based on the stewardship of City assets. These directions reflect the community's vision for Grants Pass. Vibrant parks, well-maintained facilities, peaceful green spaces, and interconnected trails link the community together to strengthen the fabric of the City. This Plan captures and conveys this vision, so that citizens, City leaders and staff together can make strategic c to improve their community through people, parks, and programs.



Reflecting the community's desired for parks and recreation, the Parks Comprehensive Plan focuses on maintaining current City assets in a cost-efficient, sustainable way. When funding is available, the Plan recommends slowly building the park system, proceeding first with projects that provide the highest return on the City's investment. These include low-cost, high-impact projects that will encourage the greatest number of residents to go out walking, biking,

playing, picnicking in the beautiful Rogue Valley. Once the City begins growing again—through population growth, new development, and the expansion of the Urban Growth Boundary—this Plan outlines a more aggressive course of action to meet increasing recreation demands and recreation needs in unserved areas.

A. STRATEGIC FUNDING DECISIONS

The City of Grants Pass owns a wealth of park properties, including reserves that were acquired through wise investments in strategic locations since the last plan was completed. Developing these sites to their full recreation potential is important to the future park system.

Maintaining park resources is also a priority for the City. This Plan includes a strategy to reallocate maintenance funding to take care of current assets as the City and the park system continue to grow. It includes strategies, such as eliminating costly landscaping and flower beds, to provide basic maintenance for all parks and facilities. If needed, tasks such as trash removal, restroom cleaning, mowing, and irrigation can be undertaken less frequently to protect amenities and facilities for the long term.

The Plan includes a short-term funding strategy to increase cost recovery rates to offset the costs for facility use. Facility rentals charges, special event fees, and programming fees should be increased appropriately to pass maintenance costs on to the most frequent park users. The City also

should continue to take advantage of its success in motivating volunteers, involving partners, and obtaining grants to fund park improvements.

In the long-term, when the economy rebounds, the City should consider broadening the Transient Room Tax and reviewing its SDC methodology, adjusting rates to be comparable to other jurisdictions. These funds should be applied first to priority projects, such as improving park access through the development of the trail system along community supported routes. As economic conditions improve, the City may want to consider other funding mechanisms, such as a General Obligation Bond, to fund priority projects.



This Plan requires that a series of strategic funding decisions be made throughout the next 20 years. It provides a framework and the tools so that the City can respond to changing economic circumstances while continuing to make progress toward its long-term vision for parks and recreation.

B. PERFORMANCE MEASURES

To help the City of Grants Pass recognize Plan successes and progress, performance measures are noted below. As the City begins to measure its performance, baseline data will be collected and goals will be set for the next fiscal year. Grants Pass Parks and Recreation Division should continue to track these measures as needed, using them to develop their annual work plan.

The City should add or substitute the following performance measures for the indicators noted in the FY2010 Adopted Budget:

- Percent of residents who live within 1/2-mile of basic recreation amenities (e.g., playground and sports courts).
- Percent of developed parks in the park system (with sites appropriately developed as parks or green space).
- Percent of residents who report that they are satisfied or very satisfied with City parks, facilities and recreation services.
- Percent of residents who report feeling safe in parks, or the actual numbers of reported crimes in City parks.
- Percentage of parks receiving the recommended level of park maintenance based on the assigned maintenance tier.
- Miles of trails provided by the City.
- Number of trees planted to increase the urban forestry canopy.
- Percent of residents who have used recreation programs in the past year.

- FTE equivalent in volunteer hours achieved by volunteers in parks and recreation.
- Amount of grant funding received.
- The percentage of costs recovered for facility reservations for picnic shelters, Caveman Pool, River Vista, and sports fields.
- Number of formal partnership agreements in place to provide parks, recreation and open space opportunities to Grants Pass' residents and visitors.
- Number of new parks and park renovation projects that incorporate sustainability concepts.

The benchmarks noted above can be monitored for changes in performance, until a best management target is achieved.

C. FINAL MESSAGE

The Comprehensive Park & Recreation Master Plan provides the vision and tools necessary for the City of Grants Pass to preserve and enhance its park system. The City currently has a significant inventory of well-



maintained parks, facilities, trails and green space. However, it also has a significant amount undeveloped park reserves and a lower level of service (park acres) than comparable communities. The future of parks and recreation in Grants Pass depends on the development of these well-placed park reserves, plus coordination with other providers to sustain their parks and facilities for community use. This strategy will help meet many recreation needs.

This Plan sends a resounding message that the City must continue to preserve its park investment. The City needs to secure maintenance funding to sustain current resources now and in the future. The City also needs a strategy to hold onto its park reserves until site development is affordable. Selling off key acquisitions is not a cost-effective or sustainable choice in the long term.

This Plan is a 20-year plan. It recommends projects that will be implemented through the next two decades and beyond. City Councilors can adopt this plan knowing that it will provide guidance for parks and recreation for years to come. Moreover, City residents can support this plan knowing that it will improve community livability and economic vitality now and in the future. The key is recognizing the integral role that parks and recreation plays in supporting the quality of life.



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Appendix A: Inventory

Table A-1: Park and Recreation Facility Inventory--Grants Pass Parks and Recreation Division

PARK NAME	ACREAGE	SPORTS FIELDS			OTHER ATHLETIC FACILITIES				BOAT RAMP	DISC GOLF COURSE	OFF-LEASH DOG AREA	FISHING POND	PICNIC SHELTER	HORSE-SHOE COURT	PARKING AREA	PLAYGROUND	RESTROOM	SWIMMING POOL	TRAIL	WATER PLAY AREA	NOTES
		BASEBALL/ SOFTBALL FIELD	SOCCER FIELD	MULTI-USE FIELD	BASKETBALL COURT (Full or 1/2)	SKATE PARK	TENNIS COURT	VOLLEYBALL COURT													
MINI PARKS																					
Debo Park	0.49	-	-	-	-	-	-	-	-	-	-	-	-	-	1	1	-	-	-	-	
Hillside Park	1.92	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	BMX bike trails (informal)
Lawnridge Park	1.43	-	-	1	1	-	1	-	-	-	-	-	1	-	-	1	Y	-	-	-	Gazebo with picnic table is counted as shelter.
Subtotal	3.84	0	0	1	1	0	1	0	0	0	0	0	1	0	1	3	1	0	0	0	
NEIGHBORHOOD PARKS																					
Eckstein Park ¹	6.99	1	1	-	2	-	3	-	-	-	-	-	1	-	1	-	Y	-	-	-	
Fruitdale Park	6.30	-	1	1	-	-	-	-	-	-	-	-	-	-	-	-	Y	-	-	-	Includes porta-potty; Permanent restroom, playground and basketball court are planned.
Gilbert Creek Park ¹	8.05	1	1	-	-	-	4	-	-	-	-	-	-	-	1	1	Y	-	-	-	Small classroom for limited use by public.
Morrison Centennial Park	8.36	2	-	-	2	-	2	-	-	-	-	-	2	-	1	2	Y	-	Y	1	Trail: 0.23 mile unpaved and 0.1 mile paved.
Redwood Park	8.41	-	1	1	-	-	-	-	-	-	-	-	-	-	1	TBA	Y	-	Y	-	Playground will be added in summer 2009. Future improvements will include basketball courts, tennis courts, and off-leash dog area. Trail: 0.31 mile paved.
Westholm Park	3.60	1	-	1	1	0	1	-	-	-	-	-	-	-	-	1	Y	-	-	-	
Subtotal	41.71	5	4	3	5	0	10	0	0	0	0	0	3	0	4	4	6	0	2	1	
COMMUNITY PARKS																					
Riverside Park	31.65	1	-	1	-	-	-	-	1	1	-	-	2	3	5	1	Y	-	-	-	Rose garden; river access for swimming; gazebo. Park acreage includes a 2.56 undeveloped parcel west of 6th Street
Subtotal	31.65	1	0	1	0	0	0	0	1	1	0	0	2	3	5	1	1	0	0	0	
REGIONAL PARK																					
Reinhart Volunteer Park	58.19	6	1	-	4	-	3	3	-	-	-	1	7	12	8	3	Y	-	Y	-	Picnic shelters available for reservations; shelter number includes pond overlook; wetlands
Subtotal	58.19	6	1	0	4	0	3	3	0	0	0	1	7	12	8	3	1	0	1	0	
SPECIAL USE AREAS																					
Baker Park	2.79	-	-	-	-	-	-	-	1	-	-	-	-	-	1	-	Y	-	-	-	Fishing access
Croxton Memorial Park	1.70	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	Cemetery; adjacent undeveloped parcel
Caveman Pool	0.93	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	Y	1	-	-	YMCA operated; public swimming (summer only)
Grants Pass Skate Park	5.36	-	-	-	-	1	-	-	-	-	-	-	-	-	1	-	Y	-	-	-	
Mountain Bike Hill	19.60	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	Mountain bike course
Subtotal	30.38	0	0	0	0	1	0	0	1	0	0	0	1	0	2	0	3	1	0	0	
GREEN SPACE																					
Allen Creek Trail	4.00	-	-	-	-	-	-	-	-	-	-	-	-	-	Y	-	-	-	Y	-	Parking at Garrison Park
Fruitdale Creek Trail	9.24	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	Y	-	Acreage is part of easement.
Nebraska Canal Trail	1.57	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	Y	-	
Ogle Park	0.25	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	Small gazebo with picnic table is counted as shelter.
Tussing Park	5.50	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	Y	-	Second phase to be developed summer 2009. Additional property added December 2008.
Greenwood Trail ²	4.09	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	Y	-	Crosses City (utility) property along river near Reinhart Park.
West Park Street Trail	0.00	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	Y	-	Public right-of-way along roadway and County Fairgrounds property.
"F" Street - Forest Hills Trail	4.34	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	Y	-	Acreage is based on 2 parcels adjacent to the trail.
Subtotal	28.99	0	0	0	0	0	0	0	0	0	0	0	1	0	1	0	0	0	7	0	
Total Developed	194.76																				
PARK RESERVES																					
River Road Reserve	247.66	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	The Lathrop Boat Ramp is owned/managed by Josephine County.
Nursery Park Reserve	4.90	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	Site includes two lots on Rogue River near Tussing Park.
Hillcrest Park Reserve	10.12	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	High traffic noise; area adjacent to I-5.
Overland Park Reserve	9.14	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
Allenwood Park Reserve	9.79	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
F and Woodson Park Reserve	11.72	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
Allen Creek Park Reserve	12.81	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
Parkway Park Reserve	6.38	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
Subtotal	312.52	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
TOTAL PARK LAND	507.28	12	5	5	10	1	14	3	2	1	0	1	15	15	21	11	12	1	10	1	

¹Eckstein Park and Gilbert Creek Park are owned by Grants Pass School District 7. The City leases, manages, and maintains these sites, giving first right of use to the School District.

²Greenwood Trail is on City Utility property. However, the trail corridor is managed by the Parks and Recreation Division. The maintained acreage noted here is based on a 75-foot wide corridor for a 0.45 mile trail.

Table A - 2: Park and Recreation Facility Inventory-Other City-owned Property

PARK NAME	ACREAGE	NOTES
BEAUTIFICATION AREAS		
Kesterson Park	0.29	Rosebeds; signage
Martin Park	0.07	Signage, landscaping
Stansfield Park	0.04	Signage, landscaping
Washington Boulevard (Median Strip)	0.83	
3rd and F Street Landscape Islands	0.02	
5th Street River Overlook	0.39	Signage
8th Street Overlook	0.30	
Elm Lane River Access	0.07	
Greenwood Overlook	0.51	Signage, trail access to Reinhart Park
Subtotal	2.52	
OTHER CITY SITES		
Nebraska Property	1.89	
Wetland at Yucca Lane	2.20	Jackson Estates
Wetland at Eastwood Lane	1.00	
Wetland at Ravenwood Drive	1.20	
Wetland at Cashmere Drive	5.60	Southdown Subdivision
Subtotal	11.89	
Total	14.41	

Table A - 3: Park and Recreation Facility Inventory-Other Providers' Parks

PARK NAME	ACREAGE ¹	SPORTS FIELDS			OTHER ATHLETIC FACILITIES				BOAT RAMP	DISC GOLF COURSE	OFF-LEASH DOG AREA	FISHING POND	PICNIC SHELTER	HORSE-SHOE COURT	PARKING AREA	PLAYGROUND	RESTROOM	SWIMMING POOL	TRAIL	WATER PLAY AREA	NOTES
		BASEBALL / SOFTBALL FIELD	SOCCER FIELD	MULTI-USE FIELD	BASKETBALL COURT (Full or 1/2)	SKATE PARK	TENNIS COURT	VOLLEYBALL COURT													
JOSEPHINE COUNTY																					
Fairgrounds	52.48	-	-	1	-	-	-	-	-	-	-	-	-	-	Y	-	-	-	Y	-	Grandstand; racetrack; football field, 30+ event buildings, covered arena, RV park; perimeter trail on west side
Lathrop Boat Ramp	0.25	-	-	-	-	-	-	-	1	-	-	-	-	-		-	-	-	-	-	Near River Road Reserve
Schroeder Park	24.00	1	-	1	1	-	1	-	1	-	1	-	1	-	Y	1	Y	-	-	-	Camping (29 full hook-up; 22 tent; 2 yurts); fishing platform; picnic & camping reservations; off-leash dog areas (under 20 and over 20 pounds); baseball field is in poor condition
Tom Pearce Park	108.00	1		1	-	-	-	1	-	1	-	-	3	1	Y	1	Y	-	Y	-	River access for fishing; equestrian access; 18-hole disc golf course; baseball field is in poor condition
Subtotal	184.73	2	0	3	1	0	1	1	2	1	1	0	4	1	3	2	2	0	2	0	
BUREAU OF LAND MANAGEMENT																					
Cathedral Hills	422.00	-	-	-	-	-	-	-	-	-	-	-	-	-	Y	-	-	-	Y	-	Hiking Trail, Mountain Bike Trail, Horse Trail, 3 trailheads (one at Espey Road temporarily closed for improvements)
Highland	41.84	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	Y	-	Undeveloped; site not listed as a developed BLM recreation area
Subtotal	463.84	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	2	0	
ROGUE RIVER-SISKIYOU NATIONAL FOREST																					
USFS Complex (SW L St.)	3.32				-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	No access (fenced to trespassers).
Subtotal															0						
PRIVATE																					
Boys and Girls Club	-	-	-	-	-	-	-	-	-	-	-	-	-	-	Y	Y	-	-	-	-	Gymnasium, classrooms, program space, tot park
Club Northwest	-	-	-	-	1	-	Y	Y	-	-	-	-	-	-	Y	-	-	Y	-	-	Exercise and aquatics classes, weight and fitness center, racquetball, basketball, sauna, hot tub, warm pool, salt water pool.
Dutcher Creek Golf Course	-	-	-	-	-	-	-	-	-	-	-	-	-	-	Y	-	-	-	-	-	18-hole, clubhouse, driving cages, practice putting green
Grants Pass Country Club	-	-	-	-	-	-	-	-	-	-	-	-	-	-	Y	-	-	-	-	-	18-hole, semi-private, clubhouse
YMCA	-	-	-	-	-	-	-	-	-	-	-	-	-	-	Y	-	-	Y	-	-	58,682 square feet of space, swimming pool, gymnasium, exercise class room, cardio room, weight room, martial arts room, two locker rooms, a youth/game room, two drop-in child care rooms, conference room
Subtotal		0	0	0	1	0	1	1	0	0	0	0	0	0	5	1	0	2	0	0	
Total	648.57	2	0	3	2	0	2	2	2	1	1	0	4	1	9	3	2	2	4	0	

¹ Acreage data obtained online and not verified through GIS. Data were not available for all providers.
Note: These parks and facilities are provided within or just beyond the Urban Growth Boundary.

Table A - 4: Park and Recreation Facility Inventory-City of Grants Pass Schools

			SPORTS FIELDS			OTHER ATHLETIC FACILITIES			AQUATIC	INDOOR	OTHER	
			BASEBALL/ SOFTBALL FIELD	SOCCER FIELD	MULTI-USE FIELD (Acreage)	BASKETBALL COURT	TENNIS COURT	TRACK	SWIMMING POOL	GYMNASIUM	PLAYGROUND	
SCHOOL NAME	SCHOOL DISTRICT	ACREAGE										NOTES
ELEMENTARY SCHOOLS												
Allen Dale Elementary School	Grants Pass School District 7	13.70	1	2	1.84	1	-	1	-	1	1	Soccer fields are in good condition.
Highland Elementary School	Grants Pass School District 7	8.10	-	-	3.44	1	-	-	-	1	1	Good backstop and area for a ballfield. The infield needs improvement.
Lincoln Elementary School	Grants Pass School District 7	10.30	-	1	1.19	1	-	1	-	1	1	Soccer field in poor condition.
Parkside Elementary School	Grants Pass School District 7	14.10	-	3	2.75	1	-	1	-	1	1	Soccer field in very good condition.
Redwood Elementary School	Grants Pass School District 7	13.90	-	1	1.15	2	-	1	-	1	1	Soccer field is in poor condition.
Riverside Elementary School	Grants Pass School District 7	9.90	-	1	1.38	1	-	1	-	1	1	Soccer field is in poor condition; it is used by community groups for soccer and football.
Fruitdale Elementary School	Three Rivers School District	6.15	-	-	1 site	1	-	-	-	1	1	Playground locked - not open to public.
Subtotal		70.00	1	8	11.75	7	0	5	0	6	6	
MIDDLE SCHOOLS												
North Middle School	Grants Pass School District 7	20.10	-	1	6.54	4	-	1	-	2	-	Not used for soccer or any outside groups.
South Middle School	Grants Pass School District 7	15.80	-	1	2.39	1	-	1	-	2	-	Additional football field.
Subtotal		35.90	0	2	8.93	5	0	2	0	4	0	
HIGH SCHOOLS												
Gladiola Campus	Grants Pass School District 7	3.30	-	-	0.71	1	-	-	-	2	-	
Grants Pass High School	Grants Pass School District 7	38.80	3	2	6.51	-	4	1	-	2	-	
Subtotal		42.10	3	2	7.22	1	4	1	0	4	0	
COLLEGE												
RCC-Redwood Campus	Rogue Community College	85.54	1	1	1 site	-	-	-	-	-	-	
Subtotal		85.54	1	1	1 site	0	0	0	0	0	0	
OTHER SCHOOL PROPERTY												
Garrison Park	Grants Pass School District 7	4.70	2	-	-	-	-	-	-	-	-	Fields maintained by sports leagues for seasonal play. In the off season, fields are often in poor condition. Adjacent entry and paved parking owned by City.
Wetlands (Redwood Elementary)	Grants Pass School District 7	4.50	-	-	-	-	-	-	-	-	-	Two retention ponds, trail, viewing platforms, interpretative signage; trails; plantings.
Eckstein Park	Grants Pass School District 7	0.0 ¹										Leased to City.
Gilbert Creek Park	Grants Pass School District 7	0.0 ¹										Leased to City.
Subtotal		9.20	2	0	0	0	0	0	0	0	0	
Total		242.74	7	13	12	13	4	8	0	14	6	

¹ Grants Pass School District 7 owns both the 6.99 acre Eckstein Park and the 8.05 Gilbert Creek Park. The City leases, manages, and maintains these sites, giving first right of use to the School District. Park acreage and facilities are counted with the City's inventory.

Note: Facility data for Grants Pass School District 7 was provided in terms of square footage. These numbers were interpreted as numbers of facilities, using standard definitions for facility size. However, for multi-use fields, this data is presented here as field acreage. It is unclear whether this represents playable open space, designated fields with overlays, or delineated sport fields with multiple uses.

Table A-5: Park and Recreation Facility Inventory-City of Grants Pass Trails

TRAIL NAME	MILEAGE	PAVED TRAIL	DEVELOPED UNPAVED TRAIL	SIGNAGE	TRAILHEAD WITH PARKING	NOTES
Reinhart Volunteer Park	1.70	✓	✓	Interpretive	✓	Jogging trails - 0.3 miles of paved trails and 1.4 miles of unpaved trails. Interpretive signs around pond and on river bridge.
Allen Creek Trail	0.58	✓	-	Identification	✓	Trailhead at Garrison Park
Fruitdale Creek Trail	0.65	✓	-	Identification	✓	Parking available at Trollview.
Nebraska Canal Trail	0.32	✓	-	Identification	-	
Greenwood Trail	0.45	✓	-	Identification	✓	Rogue River overlook
West Park Street Trail	0.60	✓	-	-	-	From Tussing Park along fairgrounds to Pansy Lane.
"F" Street - Forest Hills Trail	0.60	✓	-	-	-	
Total	4.90					



Appendix B: Design Guidelines

TABLE B-1: DESIGN AND DEVELOPMENT GUIDELINES BY PARK CLASSIFICATION							
CLASSIFICATION	DEFINITION	BENEFITS	SIZE AND SERVICE	EXAMPLES	MINIMUM RESOURCES	ADDITIONAL RESOURCES	CONFLICTING RESOURCES
Mini Parks	Mini parks provide basic recreation opportunities on small lots within residential areas. Typically less than two acres in size, these parks are designed to serve residents in immediately adjacent neighborhoods. These parks provide limited recreation amenities, like playgrounds, benches, and picnic tables.	• Provides access to basic recreation opportunities for nearby residents • Contributes to neighborhood identity • Provides green space within neighborhoods • Protects the City’s tree canopy • Contributes to health and wellness • Provides opportunities for outdoor recreation in developed areas	• Typically less than two acres • Serves nearby residents	• Debo Park • Hillside Park • Lawnridge Park	• Children’s play area (ages 2-12) • ADA-compliant pathway system/sidewalks • Park identification sign • Site furnishings (bike rack, benches, trash/recycle receptacles, etc.)	• Sports courts (basketball or tennis court) • Open turf area/multi-use field • Small shelter or gazebo • Landscaping (trees, shrubs, floral plantings) • Picnic tables • Restrooms (portable) • Lighting	• Community garden • Sports fields (baseball, football, soccer, softball) • Destination facilities or resources with a citywide draw • Large-group facilities • Swimming pools (indoor or outdoor)
Neighborhood Parks	Neighborhood parks provide close-to-home recreation opportunities for nearby residents. Typically five to ten acres in size, these parks are designed to serve neighbors within walking and bicycling distance of the park. Neighborhood parks include amenities such as playground equipment, outdoor sport courts, sport fields, picnic tables, pathways, and multi-use open grass areas.	• Provides access to basic recreation opportunities for nearby residents • Provides a space for family and small group gatherings • Contributes to neighborhood identity • Provides green space within neighborhoods • Protects the City’s tree canopy • Contributes to health and wellness • Provides opportunities for outdoor recreation in residential areas •	• Typically 5 -10 acres • Serves residents located within walking and biking distance • May include sport fields that attract users from greater distances	• Eckstein Park • Fruitdale Park • Gilbert Creek Park • Morrison Centennial Park • Redwood Park • Westholm Park	• Children’s play area (ages 2-12) • Picnic tables • ADA-compliant internal pathway system • Perimeter path or sidewalks • Open turf area/ multi-use field • Trees • Restroom (portable) • Park identification sign • At least two active recreation resources (see “May Include” list) • Site furnishings (bike rack, benches, trash/recycle receptacles, etc...)	• Sports fields (baseball, football, soccer, softball, multi-purpose) • Sports courts (basketball, tennis, wall ball, handball, racquetball, and/or volleyball courts) • Other small-scale active recreation resources (skate spot, horseshoe pits, par course, shuffleboard lane, mini skate park) • Interactive water feature (small-scale) • Picnic shelter, shade structure or gazebo • Picnic tables • Restroom (permanent) • Off-street parking • Lighting • Neighborhood activity building (multi-purpose) • Landscaping (trees, shrubs, floral plantings) • Public Art • Dog exercise area	• Destination facilities or resources with citywide draw • Sports complexes • Full-service community or recreation centers • Swimming pools (indoor or outdoor)

TABLE B-1: DESIGN AND DEVELOPMENT GUIDELINES BY PARK CLASSIFICATION							
CLASSIFICATION	DEFINITION	BENEFITS	SIZE AND SERVICE	EXAMPLES	MINIMUM RESOURCES	ADDITIONAL RESOURCES	CONFLICTING RESOURCES
Community Parks	Community parks provide both active and passive recreation opportunities that appeal to the entire community. Typically 25-30 acres, these sites draw residents from throughout the community. Community parks accommodate large numbers of people and offer a wide variety of facilities, such as group picnic areas and shelters, sport fields and courts, children’s play areas, horseshoes, gardens, trail or pathway systems, community festival or event space and green space or natural areas. Community parks require additional support facilities, such as off-street parking and restrooms.	• Provides a variety of accessible recreation opportunities for all ages • Provides opportunities for social and cultural activities • Contributes to community identity • Serves recreation needs of individual, families, small and large groups • Contributes to health and wellness • Connects residents to nature • Provides green space within neighborhoods • Protects the City’s tree canopy	• Typically 25-30 acres • May draw residents from the entire community • Provides access from a collector or arterial street • Should be located to incorporate bus and transit access • Supports bicycle and pedestrian access for nearby neighbors	• Riverside Park	• Children’s play area (ages 2-12) • Picnic tables and benches • Picnic shelter, shade structure or gazebo • ADA-compliant internal pathway system • Sports fields (baseball, football, rugby, soccer, softball, multi-purpose) • Sport courts (basketball tennis, wall ball, and/or volleyball courts) • Restrooms • Off-street parking • Open turf area • Trees • Park identification sign • Site furnishings (bike rack, benches, trash/recycle receptacles, etc.)	• Active recreation resources (handball/racquetball court, croquet court, disc golf course, fitness stations/ par course, tennis backboard, horseshoe pit, shuffleboard lanes, mini skate park, etc.) • Interactive water feature • Sports complex • Other facilities or resources with community-wide draw • Community garden • Off-leash dog area • Outdoor stage • Upgraded utility service to support special events • Community activity building (multi-purpose) • Natural areas • Memorials • Lighting • Landscaping (trees, shrubs, floral plantings) • Maintenance facilities • Multi-use trails (looped path preferred), jogging trails • Public Art	• Regional-scale facilities (large amphitheater/concert venue, arboretum, botanical garden, zoo, water park/aquatic center, regional sports/tournament complex; indoor nature center; multi-purpose recreation center) • Regional-scale events

TABLE B-1: DESIGN AND DEVELOPMENT GUIDELINES BY PARK CLASSIFICATION							
CLASSIFICATION	DEFINITION	BENEFITS	SIZE AND SERVICE	EXAMPLES	MINIMUM RESOURCES	ADDITIONAL RESOURCES	CONFLICTING RESOURCES
Special Use Areas	Special use facilities include stand-alone recreation facilities not located within larger parks. Their size and service area vary depending on their use. Special use areas support single-purpose facilities, such as skate parks, boat ramps, swimming pools, community centers, urban plazas, and gardens.	- Provides regional or citywide opportunities for recreation, social and cultural activities - Serves recreation needs of families - May provide other benefits depending on its purpose - Contributes to community identity	- Ideal size is determined by use - The size of the service area is determined by the type of facilities and opportunities offered - The type of access required also depends on the use, but should include where appropriate pedestrian, bicycle, boat, public and private transit	- Baker Park - Croxton Memorial Park - Caveman Pool - Grants Pass Skate Park	- Features and facilities to support a specialized recreation opportunity - ADA-compliant internal pathway system - Park identification sign - Site furnishings (bike rack, benches, trash/recycle receptacles, etc.)	- Specialized active recreation facilities (skate park, tennis center, climbing wall, gymnasium) - Multi-purpose community or recreation center - Sport tournament complexes or stadiums - Motorized or non-motorized boat launch with supporting facilities, e.g. boat trailer parking - Commercial ventures or features; concessions - Large-scale interactive water feature, water park or swimming pool - Historical or interpretive facilities - Community garden, botanical garden or arboretum - Off-leash dog area - Stage/amphitheatre - Infrastructure to support large community events - Natural areas/trees - Memorials - Landscaping (trees, shrubs, floral plantings) - Maintenance facilities - Multi-use trails, pedestrian trails - Parking, lighting, restrooms	Any resource, amenity, or facility that conflicts with the intended purpose of the site

TABLE B-1: DESIGN AND DEVELOPMENT GUIDELINES BY PARK CLASSIFICATION							
CLASSIFICATION	DEFINITION	BENEFITS	SIZE AND SERVICE	EXAMPLES	MINIMUM RESOURCES	ADDITIONAL RESOURCES	CONFLICTING RESOURCES
Regional Parks	Regional parks are large parks that provide access to unique natural or cultural features and/or regional-scale recreation facilities. Typically 50 acres or more in size, regional parks appeal to residents from throughout the city and beyond. These parks often include significant green space to preserve unique natural areas, riverfront corridors, wetlands, and agricultural or tree-covered areas. Regional parks also accommodate large group activities and often have infrastructure to support sporting events, festivals and other revenue-generating events to enhance the City’s economic vitality and identity.	• Provides opportunities for large-group activities and social gatherings • Supports active and passive recreation • Provides opportunities for experiencing nature • Contributes to community identity and quality of life • Enhances economic vitality of the City and region • Protects valuable natural resources • Contributes to the environmental health of the community, including protecting the tree canopy and improving water and air quality • Provides opportunities for nature-based recreation and environmental education • Promotes health and wellness	• Typically 50+ acres • Regional service area (citywide and beyond) • Provides access from an arterial street • Should be located to support or incorporate pedestrian, bicycle, automotive, bus and transit access	• Reinhart Volunteer Park	• Park identification sign • Site furnishings (bike rack, benches, trash/recycle receptacles, etc.) • Small and large group picnic shelters • ADA-compliant pathway system/sidewalk • Parking (multiple lots to provide nearby access to large-group facilities) • Restrooms (permanent; sufficient to support large-group facilities; additional portables may be brought in for special events) • Natural areas • Trees	• Festival space, special event venues (with upgraded utilities) • Large-group areas, reunion venues, wedding space • Community garden, orchard, botanical garden, or arboretum • Fishing pond, fishing platform • Boat ramp, boat launch • Amphitheater/outdoor stage • Small and large group picnic areas and shelters • Dispersed picnic tables • Thematic or destination children’s play area (ages 2-12) • Waterplay feature, pool, or aquatic center • Multi-purpose fields (e.g., for Frisbee, model airplanes, kite flying, etc.) • Sports field/sports court complexes • Active recreation resources (handball/racquetball, disc golf, mini skate park, fitness stations/par course, horseshoe pit complex, climbing wall, shuffleboard lanes, etc.) • Multi-purpose trails (looped where practical) • Special use trails or pathways (jogging, mountain biking, nature interpretation, equestrian) • Trailhead or entry • Interpretive signage • Viewpoints or viewing blinds • Interpretive center, nature center, or educational facilities or classrooms (indoor or outdoor) • Public art • Maintenance facilities • Specialized facilities to support the site’s character or unique resources	• Facilities and landscaping should be appropriate for a diversity of park environments • Active-use facilities and natural areas should be separated

TABLE B-1: DESIGN AND DEVELOPMENT GUIDELINES BY PARK CLASSIFICATION							
CLASSIFICATION	DEFINITION	BENEFITS	SIZE AND SERVICE	EXAMPLES	MINIMUM RESOURCES	ADDITIONAL RESOURCES	CONFLICTING RESOURCES
Green Space	Green space provides natural or landscaped areas within the City in contrast to the built landscape. The size, shape, and service area of green space will vary depending on its function and use. Green space may be managed for different purposes, including: - Natural areas/greenways: These parks are designed to protect or conserve significant natural features, such as trees and tree canopy, rivers and streams, wetlands, steep hillsides, environmentally sensitive areas, and wildlife habitat. Where appropriate, these parks may also support outdoor recreation, such as trail-related opportunities, bird and wildlife viewing, environmental interpretation and education, and small-scale picnicking. - Trail corridors: These linear-shaped parks may follow streams, abandoned railroad lines, transportation or utility rights-of-way, or elongated natural areas. These parks typically support facilities such as soft or hard-surfaced trails, interpretative and informational signage, and trailheads. Trail corridors may support non-motorized transportation, recreation, exercise, and community access by connecting significant destinations within the City. - Pocket parks: These small parcels provide landscaped and/or natural green space primarily for passive uses. Typically less than 2 acres in size, these sites are designed to support green space within otherwise built environments, such as residential or commercial areas. These parks typically include amenities such as picnic tables, benches, and basic site amenities.	- Protects valuable natural resources and open space - Contributes to the environmental health of the community, including protecting the tree canopy and improving water and air quality - Contributes to community identity and quality of life - Provides wildlife corridors through the City - Improves the aesthetic quality and beauty of Grants Pass - Encourages non-motorized transportation, such as walking and biking - Improves community connectivity, by linking parks and other community destinations, such as schools, neighborhoods, shopping areas, and recreation opportunities provided by others Provides opportunities for nature-based recreation and environmental education	The size, shape, and service area of green space will vary depending on its function and use	- Allen Creek Trail - Fruitdale Creek Trail - Nebraska Canal Trail - Greenwood Trail - West Park Street Trail “F” Street – Forest Hills Trail - Ogle Park - Tussing Park	- Green space (landscaped or natural) - Park identification sign - Appropriate site furnishings (bike rack, benches, trash/recycle receptacles, etc.)	- Trail or pathway system - Trailhead, trail kiosk, or entry - Interpretive and directional signage - Viewpoints, viewing blinds, or boardwalks - Interpretive center or educational facilities or classrooms (indoor or outdoor) - Preservation areas (with no public access) - Picnic tables - Shelter or gazebo - Entry fountain (ornamental or interactive) - Artwork - Memorials, flag poles, or benches - Off-street parking - Restrooms (portable or permanent) - Lighting - Landscaping (trees, shrubs, floral plantings, including annuals and perennials) - Natural areas and native trees - Open turf areas	- Active use facilities (sports fields, paved courts, etc.) - Any resource and level of development that conflicts with the intended purpose of the site

TABLE B-1: DESIGN AND DEVELOPMENT GUIDELINES BY PARK CLASSIFICATION							
CLASSIFICATION	DEFINITION	BENEFITS	SIZE AND SERVICE	EXAMPLES	MINIMUM RESOURCES	MAY INCLUDE ADDITIONAL RESOURCES	DOES NOT INCLUDE CONFLICTING RESOURCES
Beautification Areas	Beautification areas are landscaped areas typically located along street right-of-ways, medians, intersections, and entry ways. These areas provide visual benefits to the community and add to community identity, but have little or no recreational value.	- Improves the aesthetic quality and beauty of Grants Pass - Contributes to community identity and quality of life	- The size and shape of beautification areas will vary - Serves the general community	- Kesterson Park - Martin Park - Stansfield Park - Washington Park (median strip) - Other designated medians throughout the City	Depends on site	- Park identification sign - Landscaping (trees, shrubs, floral plantings, including annuals and perennials) - Passive use facilities (bench, picnic table) - Artwork	- Active use facilities (sports fields, paved courts, etc.) - Any resource and level of development that conflicts with the intended purpose of the site



Appendix C: User Fee Policies

USER FEES GUIDELINES

In Grants Pass, questions have been raised about the community's need to implement or increase user fees. These questions are discussed below, and recommendations are presented. Strategies and policies for implementing facility use fees are noted in Chapter 5.



Should the City charge for facility use or participating in recreation programs?

Most cities charge for the use of recreational facilities and for participating in most recreation programs. Reservation fees for facilities such as picnic shelters, wedding/event venues, sport fields, and equipment is common. However, fees vary from one community to the next as well as for various types of services within a community. These costs typically are based on a pricing philosophy and cost recovery strategy that is developed by each agency based on its values and needs.

Don't people already pay taxes for parks and recreation?

Taxes that support the City's general fund indirectly pays for some costs of park and facility development, recreation programs and maintenance. However, taxes do not cover all costs. For example, there are extra costs associated with the set-up, clean-up and maintenance of a facility reserved for a special event. Instead of raising taxes, most people feel that some costs should be shouldered by the group or individual who receives the benefit. Despite the value that parks provide to the community, taxpayers should not bear the burden of all costs, especially costs for events that mainly benefit specific individuals or community groups.

Should non-residents pay more than residents?

In many areas, non-residents, including residents of other communities and unincorporated areas use city recreation facilities and programs, but do not pay for them through city property or other taxes. In communities that offer a wide range of recreation programs and facilities, use by non-residents may be as high as 30%. Non-residents are often asked to pay a higher program or facility fee to help offset some of the costs of use. Even with this approach, non-residents typically do not pay the full cost of service.

Since Grants Pass is a regional center for parks and organized sports facilities, it serves the recreation needs of a very large area. Since non-residents are not paying for park services, it is necessary to charge higher rental and programming fees for non-residents to help offset costs for maintaining facilities.

How much should be charged?

There is no one pattern that communities follow for determining user fees. However, the national trend in parks and recreation is that most agencies are attempting to recover more costs associated with service provision and to reduce General Fund subsidy. Few rentals, events, or programs recover the true full cost of providing, operating, and maintaining a park facility. Therefore, fees often depend upon the amount the city is willing to (or can afford to) subsidize. Most cities develop pricing policies for program participation, facility use and equipment use. The policy guidelines will identify which services should be fee based and how much should be charged. The guidelines help determine an appropriate fee structure to meet cost recovery goals set by the city.

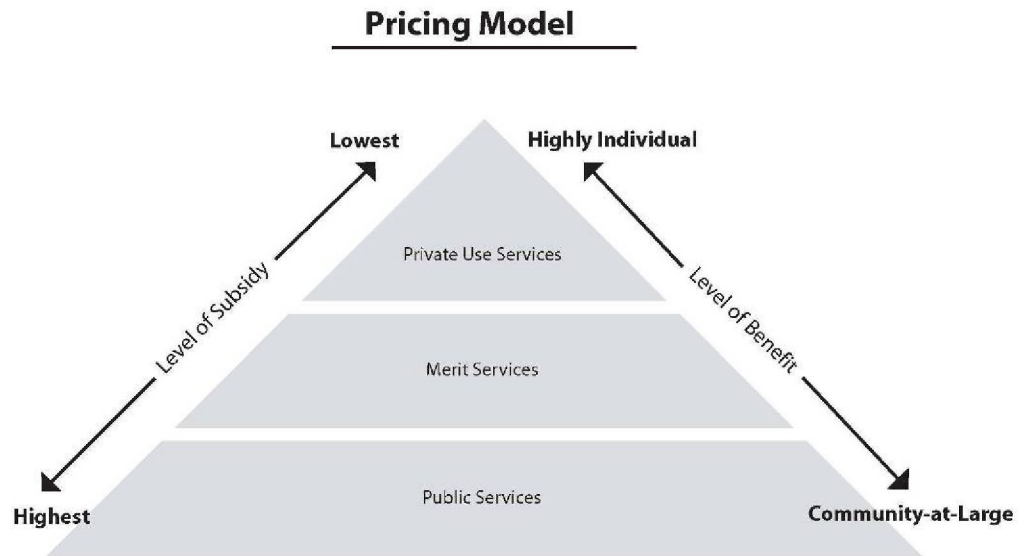
Can cost recovery goals vary by program or facility?

Cost recovery goals will vary for programs and facilities. Most cities use a pricing pyramid, such as the one on the next page, to determine appropriate fees. The pyramid can be divided into any number of tiers, and different City park services can be assigned to each tier. Services (programs/rentals) that provide the most community benefit are typically the most highly subsidized. Services that provide a high individual benefit often attempt to recover their costs (or in some cases generate a profit.) The type of service will directly determine the cost recovery or pricing strategy.

- Public services normally have little or no user fee associated with their consumption. The cost of providing these services is borne by the general tax base. These services provide all users the same level of opportunity to access the service, and often enhance the quality of life in the community. Examples may include public concerts in the park, a City event co-sponsored by Parks & Recreation (e.g., a Walk on the Rogue), etc.
- Merit services (with mixed individual/community benefits) charge a fee to recover a portion of the costs of service. The costs not covered by fees are subsidized by general taxes. The individual user receives a higher level of benefit from merit services than the general taxpayers. However, the taxpayers benefit as a whole because the service offers other public benefits as well. Examples may include a youth sports league or a senior barbecue provided by local non-profit organizations.
- Private use services (highly individualized) primarily benefit the individual user. This service requires the highest cost recovery strategy and little or no subsidy from general taxes. The community-at-large is unlikely to benefit from private use services. Examples

include weddings, concessions during events, tournament field rentals, and private parties.

Figure C-1: Pricing Model



Can we strive for 100% cost recovery?

For overall costs, cities often strive to recover 30% of their costs. This means that facility rentals and concessions may break even or generate revenue (100%+), but other services may lose money and require a subsidy. Each agency must set its own percentage for cost recovery, since service goals for specific services vary. For example, some cities who recover the direct cost of a program (instructor and materials) or facility rental (clean-up and regular trash removal) consider this 100% cost recovery. In reality, there are a variety of costs that can be associated with a facility, service or program which may or may not be considered in an agency's cost recovery model. These include:

- **Direct Costs:** The specific costs may include instructors, materials or services (e.g., clean-up) specific to the facility or activity.
- **Direct Overhead:** Direct or indirect supervision of the program or site during the event, program, or rental. This may also include costs such as extra park clean-up before an event, mileage costs to check facilities prior to a rental/event, extra trash removal, etc.
- **Facility Overhead:** The combination of facility direct costs (the day-to-day costs maintain a facility, utilities, etc).

- **Operating Indirect Overhead:** Division level and shared costs, such as departmental management, registration/reservation staff, brochure, printing, photocopying, training, accounting support, technology, administrative office clerical support, computer, and equipment replacement charges.
- **Facility Indirect Overhead:** Calculated charges for the Parks and Recreation operational budget for routine on-going maintenance, repairs, and capital reinvestment needs based on increased use.

What percent of costs do other communities recover?

As noted above, it varies by community. The City of Ashland determined in 05/06 that their cost recovery for facilities was just over 17%. The City implemented a new pricing policy in July 2007 to attempt to recover 31% of the costs associated with operating and maintaining all facilities. The City of Medford implemented new pricing policy guidelines after a 2005 review of fees and charges. Their cost recovery plan clearly defines and assigns cost recovery targets to all services (e.g., facility rentals, programs, events, concessions) based on their pricing pyramid and goals. While some programs offer a 50% subsidy of direct costs, other target full cost recovery (including all overhead). In 2005, Josephine County implemented a day-use fee for most parks to support parks operations and maintenance. However, many parks are still maintained at a fairly low level of service. Jackson County strives to make each park location as self-sufficient as possible, using fees, grants, entitlements, revenue-generating events, concessions, volunteers, and partnerships to provide recreation experiences at the lowest cost. However, this sometimes means that facilities are operated and maintained by groups who keep these facilities gated and closed when not in use. Each jurisdiction defines its own cost recovery and pricing strategies based on the amount it can afford to subsidize.



How do facility fees in Grants Pass compare to other cities?

Since this Master Plan is focused primarily on parks and facilities, a user fee matrix was created to compare Grants Pass facility user fees to those charged by other cities (Table C-1). City and County pricing strategies vary tremendously, as does the size and condition of facilities, so it is difficult to compare across jurisdictions. In general, the City of Grants Pass appears to be slightly lower in its facility fees.

How much should program participants be charged for facility use?

Most cities include moderate charges in their program fees to help offset the cost of facility use. This rarely covers the direct cost of use. Therefore, each city must decide how much it can afford to charge, without turning participants away. This is based on market considerations, such as the supply and demand for facilities/services based on similar options available in the city. Many cities typically add a \$2-\$10 “facility fee” in with program charges. In some cases, subsidized groups (e.g., youth, seniors, and special needs populations, non-profit organizations) pay a smaller facility charge, while others (adults, business, or for-profit organizations) may be charged more.

Should user fees in Grants Pass be increased?

Given the current economic climate and the financial challenges faced by the City, Grants Pass should strive to generate more revenue from parks facilities and services, and to decrease General Fund subsidy. The City should increase user fees based on a cost recovery strategy to a reasonable amount that the market can bear. The City should also increase the number of revenue-generating facilities, such as picnic shelters, sports fields, and other rental facilities, to increase its revenue generating capacity. This will help sustain parks and recreation services for current and future users. A new pricing strategy is especially important to offset the loss of maintenance funds from other sources. User fee/rental strategies for Grants Pass are presented in Chapter 5, Section E. These recommendations are based on the considerations noted above.



Appendix D: Park System Costs

PARK SYSTEM COSTS

Appendix D presents the park costs associated with maintaining, improving, and expanding park system. This appendix includes three tables:



- Table D-1: Park System Cost Estimates identifies costs by site for maintenance, capital improvements, land acquisition, park development, and future reinvestment.
- Table D-2: City of Grants Pass Average Costs reflects the cost per acre or cost per mile for maintenance, improvements, acquisition and development for each park type. These average costs are used to calculate the total costs noted in Table D-1.
- Table D-3: Potential Park System Costs (All Existing Parks, Proposed Parks, and Proposed Partnerships) provides a total estimate of costs if every recommendation to achieve the desired park system could be implemented.

PARK COSTS

Table D-1 presents the costs associated with the current park system, as well as maintenance costs that will be incurred after sites are renovated and new parks are brought online. The goal of this table to identify the amount of funding needed to create a sustainable park system, where assets are maintained to contribute to community livability.

The table illustrates the costs for all recommended park system improvements to meet identified recreation needs over the next 20 years. The utility of this spreadsheet is that maintenance and capital can be calculated quickly if priorities and available funding changes. Consequently, this appendix provides a useful tool to gauge project costs as funding resources decline and/or rebound in the future.

All costs presented are estimated in 2009 dollars, not accounting for inflation. To assist City planners into the future, these costs should be adjusted for inflation as well as the changing market value of labor and materials.

Overview of Table D-1

In Table D-1, individual park sites are noted by their park classification, as these appear in the City's park and facility inventory. Existing park sites appear first, followed by proposed new parks and partnerships. Information in the table is organized as noted below.

Site Information

The first five columns include reference information about each site:

- *Park Name:* This is the site name as noted in the inventory. In some cases, proposed parks are identified by their proposed location.
- *Total Site Acreage:* This column reflects park acreage, as noted in the park and facility inventory.
- *Trail Miles:* An estimated length for proposed trails (in miles) is noted in this column. If a 20-foot corridor is acquired for these trails, then approximately 2.4 acres will be needed per mile of trail.
- *% of Park Currently Developed:* This percentage is an approximation of current site development. This number contrasts to the percentage of development after additional facilities are added, which appears in Column 15. Maintenance costs will increase when the site is fully developed.

Recommended Capital Development

Columns 6-15 note the estimated costs associated with recommended projects for park acquisition, development, improvements to City sites, and improvements to partner sites. Recommendations are noted by an "X" indicating the type of improvement needed. Typically, these projects are system enhancements, eligible for SDC funding. Potential improvements include:

- *Park Land Acquisition:* Land acquisition for various types of parks can be targeted in areas of identified need. (Land needs are summarized in Chapter 4.) Park land acquisition should be prioritized on a case by case basis. In some areas, it may be wise to acquire park sites in targeted areas when opportunities arise, or before the opportunity is lost. Acquisition costs vary by the type of the park land that is acquired.
- *Park Development:* Parks should be developed according to the Design and Development Guidelines presented in Appendix B. Sites may be developed in phases as funding allows. In the table, the percentage of anticipated development in the next 20 years is noted. Costs are calculated based on this percentage of development.
- *City Site Improvements:* Most park sites and facilities in Grants Pass are in good condition, so major renovations are not needed. However, several sites need minor enhancements or facility additions to expand their recreation capacity or enhance site use. This may include adding site furnishings and playgrounds as per design guidelines, improving trail access to facilities within the park, or other minor improvements.

Table D-1: Park System Cost Estimates

	Site Information				Recommended Capital Improvements and Costs								Modifier	Reinvestment Costs			Maintenance Costs		
	Acreage	Trail Miles	Maintenance Tier (Existing)	% of Park Currently Developed and Under City Mgmt	Acquire	Develop	Improve City Site	Improve Partner Site	Acquisition	Development	City Site Improvement	Partner Site Improvement		Total Capital Cost	% of Park Developed (Post Development)	Future Reinvestment	Annualized Future Reinvestment	Current Annual Maintenance Cost	Maintenance Tier (Post Development)
EXISTING PARK SYSTEM																			
MINI PARKS																			
Debo Park	0.49		Standard	100%			x		\$ -	\$ -	\$ 150,000	\$ -	\$ 150,000	100%	\$ 9,800	\$ 490	\$ 2,450	Standard	\$ 2,450
Hillside Park	1.92		Standard	100%			x		\$ -	\$ -	\$ 150,000	\$ -	\$ 150,000	100%	\$ 38,400	\$ 1,920	\$ 9,600	Standard	\$ 9,600
Lawnridge Park	1.43		Standard	100%					\$ -	\$ -	\$ -	\$ -	\$ -	100%	\$ 28,600	\$ 1,430	\$ 7,150	Standard	\$ 7,150
Subtotal	3.84								\$ -	\$ -	\$ 300,000	\$ -	\$ 300,000		\$ 76,800	\$ 3,840	\$ 19,200		\$ 19,200
NEIGHBORHOOD PARKS																			
Eckstein Park	6.99		Standard	100%			x		\$ -	\$ -	\$ 150,000	\$ -	\$ 150,000	100%	\$ 139,800	\$ 6,990	\$ 34,950	Standard	\$ 34,950
Fruitdale Park	6.30		Standard	50%		x			\$ -	\$ 787,500	\$ -	\$ -	\$ 787,500	100%	\$ 126,000	\$ 6,300	\$ 15,750	Standard	\$ 31,500
Gilbert Creek Park	8.05		Standard	100%			x		\$ -	\$ -	\$ 150,000	\$ -	\$ 150,000	100%	\$ 161,000	\$ 8,050	\$ 40,250	Standard	\$ 40,250
Morrison Centennial Park	8.36		Standard	100%					\$ -	\$ -	\$ -	\$ -	\$ -	100%	\$ 167,200	\$ 8,360	\$ 41,800	Standard	\$ 41,800
Redwood Park	8.41		Standard	75%		x			\$ -	\$ 525,625	\$ -	\$ -	\$ 525,625	100%	\$ 168,200	\$ 8,410	\$ 31,538	Standard	\$ 42,050
Westholm Park	3.60		Standard	100%					\$ -	\$ -	\$ -	\$ -	\$ -	100%	\$ 72,000	\$ 3,600	\$ 18,000	Standard	\$ 18,000
Subtotal	41.71								\$ -	\$ 1,313,125	\$ 300,000	\$ -	\$ 1,613,125		\$ 834,200	\$ 41,710	\$ 182,288		\$ 208,550
COMMUNITY PARKS																			
Riverside Park	31.65		High Standard	97%		x			\$ -	\$ 332,325	\$ -	\$ -	\$ 332,325	100%	\$ 949,500	\$ 47,475	\$ 276,305	High Standard	\$ 284,850
Subtotal	31.65								\$ -	\$ 332,325	\$ -	\$ -	\$ 332,325		\$ 949,500	\$ 47,475	\$ 276,305		\$ 284,850
REGIONAL PARK																			
Reinhart Volunteer Park	58.19		High Standard	98%		x			\$ -	\$ 407,330	\$ -	\$ -	\$ 407,330	100%	\$ 1,745,700	\$ 87,285	\$ 513,236	High Standard	\$ 523,710
Subtotal	58.19								\$ -	\$ 407,330	\$ -	\$ -	\$ 407,330		\$ 1,745,700	\$ 87,285	\$ 513,236		\$ 523,710
SPECIAL USE AREAS																			
Baker Park	2.79		Standard	100%					\$ -	\$ -	\$ -	\$ -	\$ -	100%	\$ 83,700	\$ 4,185	\$ 19,530	Standard	\$ 19,530
Croxton Memorial Park	1.70		Standard	100%					\$ -	\$ -	\$ -	\$ -	\$ -	100%	\$ 51,000	\$ 2,550	\$ 11,900	Standard	\$ 11,900
Caveman Pool	0.93		High Standard	100%					\$ -	\$ -	\$ -	\$ -	\$ -	100%	\$ 27,900	\$ 1,395	\$ 8,370	High Standard	\$ 8,370
Grants Pass Skate Park	5.36		Standard	100%					\$ -	\$ -	\$ -	\$ -	\$ -	100%	\$ 160,800	\$ 8,040	\$ 37,520	Standard	\$ 37,520
Mountain Bike Hill	19.60		Undeveloped	0%		x			\$ -	\$ 1,029,000	\$ -	\$ -	\$ 1,029,000	15%	\$ 88,200	\$ 4,410	\$ 9,800	Standard	\$ 20,580
Subtotal	30.38								\$ -	\$ 1,029,000	\$ -	\$ -	\$ 1,029,000		\$ 411,600	\$ 20,580	\$ 87,120		\$ 97,900
GREEN SPACE																			
Allen Creek Trail	4.00		Standard	100%					\$ -	\$ -	\$ -	\$ -	\$ -	100%	\$ 40,000	\$ 2,000	\$ 20,000	Standard	\$ 20,000
Fruitdale Creek Trail	9.24		Standard	100%					\$ -	\$ -	\$ -	\$ -	\$ -	100%	\$ 92,400	\$ 4,620	\$ 46,200	Standard	\$ 46,200
Nebraska Canal Trail	1.57		Standard	100%					\$ -	\$ -	\$ -	\$ -	\$ -	100%	\$ 15,700	\$ 785	\$ 7,850	Standard	\$ 7,850
Ogle Park	0.25		Standard	100%					\$ -	\$ -	\$ -	\$ -	\$ -	100%	\$ 2,500	\$ 125	\$ 1,250	Standard	\$ 1,250
Tussing Park	5.50		High Standard	50%		x			\$ -	\$ 550,000	\$ -	\$ -	\$ 550,000	100%	\$ 55,000	\$ 2,750	\$ 19,250	High Standard	\$ 38,500
Greenwood Trail*	4.09		Standard	100%					\$ -	\$ -	\$ -	\$ -	\$ -	100%	\$ 40,900	\$ 2,045	\$ 20,450	Standard	\$ 20,450
West Park Street Trail	0.00		Standard	100%					\$ -	\$ -	\$ -	\$ -	\$ -	100%	\$ -	\$ -	\$ -	Standard	\$ -
"F" Street - Forest Hills Trail	4.34		Standard	100%					\$ -	\$ -	\$ -	\$ -	\$ -	100%	\$ 43,400	\$ 2,170	\$ 21,700	Standard	\$ 21,700
Subtotal	28.99								\$ -	\$ 550,000	\$ -	\$ -	\$ 550,000		\$ 289,900	\$ 14,495	\$ 136,700		\$ 155,950
Total Developed	194.76								\$ -	\$ 3,631,780	\$ 600,000	\$ -	\$ 4,231,780		\$ 4,307,700	\$ 215,385	\$ 1,214,848		\$ 1,290,160
PROPOSED PARKS AND TRAILS																			
NEIGHBORHOOD PARKS																			
Overland Park Reserve	9.14		Undeveloped	0%		x			\$ -	\$ 2,285,000	\$ -	\$ -	\$ 2,285,000	100%	\$ 182,800	\$ 9,140	\$ 4,570	Standard	\$ 45,700
Allenwood Park Reserve	9.79		Undeveloped	0%		x			\$ -	\$ 2,447,500	\$ -	\$ -	\$ 2,447,500	100%	\$ 195,800	\$ 9,790	\$ 4,895	Standard	\$ 48,950
New Site: West Grants Pass	7.5			0%	x	x			\$ 750,000	\$ 1,875,000	\$ -	\$ -	\$ 2,625,000	100%	\$ 150,000	\$ 7,500	\$ -	Standard	\$ 37,500
New Site: Northeast Grants Pass ¹	5.0			0%		x			\$ -	\$ 1,250,000	\$ -	\$ -	\$ 1,250,000	100%	\$ 100,000	\$ 5,000	\$ -	Standard	\$ 25,000
New Site: Northwest Grants Pass	7.5			0%	x	x			\$ 750,000	\$ 1,875,000	\$ -	\$ -	\$ 2,625,000	100%	\$ 150,000	\$ 7,500	\$ -	Standard	\$ 37,500
New Site: Harbeck/Grandview Area	7.5			0%	x	x			\$ 750,000	\$ 1,875,000	\$ -	\$ -	\$ 2,625,000	100%	\$ 150,000	\$ 7,500	\$ -	Standard	\$ 37,500
New Site: Nebraska Canal Area	5.0			0%	x	x			\$ 500,000	\$ 1,250,000	\$ -	\$ -	\$ 1,750,000	100%	\$ 100,000	\$ 5,000	\$ -	Standard	\$ 25,000
Subtotal	51.43								\$ 2,750,000	\$ 12,857,500	\$ -	\$ -	\$ 15,607,500		\$ 1,028,600	\$ 51,430	\$ 9,465		\$ 257,150

	Acreage	Trail Miles	Maintenance Tier (Existing)	% of Park Currently Developed and Under City Mgmt	Acquire	Develop	Improve City Site	Improve Partner Site	Acquisition	Development	City Site Improvement	Partner Site Improvement	Total Capital Cost	% of Park Developed (Post Development)	Future Reinvestment	Annualized Future Reinvestment	Current Annual Maintenance Cost	Maintenance Tier (Post Development)	Post Development Annual Maintenance Cost
COMMUNITY PARKS																			
Community Park	Below									\$ -									
Allen Creek Reserve	12.81		Undeveloped	0%		x			\$ -	\$ 4,483,500	\$ -		\$ 4,483,500	100%	\$ 384,300	\$ 19,215	\$ 6,405	High Standard	\$ 115,290
Garrison Fields (Lease agreement)	4.70			0%			x		\$ -	\$ -	\$ 150,000		\$ 150,000	100%	\$ 141,000	\$ 7,050	\$ -	High Standard	\$ 42,300
New Acquisition	15.00			0%	x	x			\$ 1,125,000	\$ 5,250,000	\$ -	\$ -	\$ 6,375,000	100%	\$ 450,000	\$ 22,500	\$ -	High Standard	\$ 135,000
Subtotal	32.51								\$ 1,125,000	\$ 9,733,500	\$ 150,000	\$ -	\$ 11,008,500		\$ 975,300	\$ 48,765	\$ 6,405	\$ -	\$ 292,590
REGIONAL PARK																			
River Road Reserve	247.66		Undeveloped	0%		x			\$ -	\$ 43,340,901	\$ -	\$ -	\$ 43,340,901	50%	\$ 3,714,934	\$ 185,747	\$ 123,831	High Standard	\$ 1,114,480
SPECIAL USE AREAS																			
Dog park	8.00			0%		x			\$ -	\$ 280,000	\$ -	\$ -	\$ 280,000	10%	\$ 24,000	\$ 1,200	\$ -	Standard	\$ 5,600
Downtown plaza	1.00			0%	x	x			\$ 75,000	\$ 350,000	\$ -	\$ -	\$ 425,000	100%	\$ 30,000	\$ 1,500	\$ -	High Standard	\$ 9,000
5th Street River Overlook	0.39		Standard	30%		x			\$ -	\$ 95,550	\$ -	\$ -	\$ 95,550	100%	\$ 11,700	\$ 585	\$ 819	Standard	\$ 2,730
8th Street River Overlook	0.30		Standard	30%		x			\$ -	\$ 73,500	\$ -	\$ -	\$ 73,500	100%	\$ 9,000	\$ 450	\$ 630	Standard	\$ 2,100
Greenwood Overlook	0.51		Standard	30%		x			\$ -	\$ 124,950	\$ -	\$ -	\$ 124,950	100%	\$ 15,300	\$ 765	\$ 1,071	Standard	\$ 3,570
Hillcrest Park Reserve	10.12		Undeveloped	0%			x		\$ -	\$ -	\$ 150,000	\$ -	\$ 150,000	10%	\$ 30,354	\$ 1,518	\$ 5,059	Standard	\$ 7,083
USFS Complex	3.32			0%	x	x			\$ 249,000	\$ 1,162,000	\$ -	\$ -	\$ 1,411,000	100%	\$ 99,600	\$ 4,980	\$ -	High Standard	\$ 29,880
Subtotal	23.64								\$ 324,000	\$ 2,086,000	\$ 150,000	\$ -	\$ 2,560,000		\$ 219,954	\$ 10,998	\$ 7,579		\$ 59,963
GREENSPACE																			
Nursery Park Reserve	4.90		Undeveloped	0%		x			\$ -	\$ 980,110	\$ -	\$ -	\$ 980,110	100%	\$ 49,006	\$ 2,450	\$ 2,450	Standard	\$ 24,503
Parkway Park Reserve	6.38		Undeveloped	0%		x			\$ -	\$ 1,276,000	\$ -	\$ -	\$ 1,276,000	100%	\$ 63,800	\$ 3,190	\$ 3,190	Standard	\$ 31,900
F and Woodson Park Reserve	11.72		Undeveloped	0%		x			\$ -	\$ 586,000	\$ -	\$ -	\$ 586,000	25%	\$ 29,300	\$ 1,465	\$ 5,860	Standard	\$ 14,650
Rogue River Bridge/Trailhead ²	12.00			0%	x	x	x		\$ 600,000	\$ 2,400,000	\$ 150,000	\$ -	\$ 3,150,000	100%	\$ 120,000	\$ 6,000	\$ -	Standard	\$ 60,000
Rogue River Greenway Regional Trail ²																			
Segment 1: RRR Bridge to Schroeder	1.44	0.60		0%	x	x			\$ 72,000	\$ 288,000	\$ -	\$ -	\$ 360,000	100%	\$ 14,400	\$ 720	\$ -	Standard	\$ 7,200
Segment 2: Schroeder to Redwood Park	1.68	0.70		0%	x	x			\$ 84,000	\$ 336,000	\$ -	\$ -	\$ 420,000	100%	\$ 16,800	\$ 840	\$ -	Standard	\$ 8,400
Segment 3: Redwood to Fairgrounds	2.16	0.90		0%	x	x			\$ 108,000	\$ 432,000	\$ -	\$ -	\$ 540,000	100%	\$ 21,600	\$ 1,080	\$ -	Standard	\$ 10,800
Segment 4:Riverside to Parkway Bridge	1.20	0.50		0%	x	x			\$ 60,000	\$ 240,000	\$ -	\$ -	\$ 300,000	100%	\$ 12,000	\$ 600	\$ -	Standard	\$ 6,000
Segment 5: Parkway Bridge to Tom Pearce Trailhead	4.80	2.00		0%	x	x			\$ 240,000	\$ 960,000	\$ -	\$ -	\$ 1,200,000	100%	\$ 48,000	\$ 2,400	\$ -	Standard	\$ 24,000
Tom Pearce Trailhead ²	5.00			0%	x	x			\$ 250,000	\$ 1,000,000	\$ -	\$ -	\$ 1,250,000	100%	\$ 50,000	\$ 2,500	\$ -	Standard	\$ 25,000
River City Trail ²																			
Segment 1: Fairgrounds to Allen Creek Park	1.80	0.75		0%	x	x			\$ 90,000	\$ 360,000	\$ -	\$ -	\$ 450,000	100%	\$ 18,000	\$ 900	\$ -	Standard	\$ 9,000
Segment 2: Allen Creek Trail to Allenwood	0.96	0.40		0%	x	x			\$ 48,000	\$ 192,000	\$ -	\$ -	\$ 240,000	100%	\$ 9,600	\$ 480	\$ -	Standard	\$ 4,800
Segment 3: Allenwood to Cathedral Hills (238 Crossing)	0.48	0.20		0%	x	x			\$ 24,000	\$ 96,000	\$ -	\$ -	\$ 120,000	100%	\$ 4,800	\$ 240	\$ -	Standard	\$ 2,400
Segment 4: Parkway Bridge to Fruitdale Creek Trail	2.40	1.00		0%	x	x			\$ 120,000	\$ 480,000	\$ -	\$ -	\$ 600,000	100%	\$ 24,000	\$ 1,200	\$ -	Standard	\$ 12,000
Segment 5: Fruitdale Creek Trail to Cathedral Hills	1.20	0.50		0%	x	x			\$ 60,000	\$ 240,000	\$ -	\$ -	\$ 300,000	100%	\$ 12,000	\$ 600	\$ -	Standard	\$ 6,000
Subtotal	58.12								\$ 1,756,000	\$ 9,866,110	\$ 150,000	\$ -	\$ 11,772,110		\$ 493,306	\$ 24,665	\$ 11,500		\$ 246,653
PARTNERSHIPS																			
Schroeder Park	24.00			0%				x	\$ -	\$ -	\$ -	\$ 75,000	\$ 75,000		\$ -	\$ -	\$ -		\$ -
Fairgrounds	52.48			0%		x			\$ -	\$ 4,592,000	\$ -	\$ -	\$ 4,592,000	25%	\$ 393,600	\$ 19,680	\$ -		\$ -
Lathrop Boat Ramp	0.25			0%				x	\$ -	\$ -	\$ -	\$ 75,000	\$ 75,000		\$ -	\$ -	\$ -		\$ -
Wetlands (Redwood Elementary)	4.50			0%				x	\$ -	\$ -	\$ -	\$ 75,000	\$ 75,000		\$ -	\$ -	\$ -		\$ -
Redwood Elementary School Park	3.00			0%				x	\$ -	\$ -	\$ -	\$ 75,000	\$ 75,000		\$ -	\$ -	\$ -		\$ -
Lincoln Elementary School Park	3.00			0%				x	\$ -	\$ -	\$ -	\$ 75,000	\$ 75,000		\$ -	\$ -	\$ -		\$ -
Wetland at Yucca Lane	2.20			0%				x	\$ -	\$ -	\$ -	\$ 75,000	\$ 75,000		\$ -	\$ -	\$ -		\$ -
Wetland at Eastwood Lane	1.00			0%				x	\$ -	\$ -	\$ -	\$ 75,000	\$ 75,000		\$ -	\$ -	\$ -		\$ -
Wetland at Ravenwood Drive	1.20			0%				x	\$ -	\$ -	\$ -	\$ 75,000	\$ 75,000		\$ -	\$ -	\$ -		\$ -
Wetland at Cashmere Drive	5.60			0%				x	\$ -	\$ -	\$ -	\$ 75,000	\$ 75,000		\$ -	\$ -	\$ -		\$ -
Cathedral Hills	422.00			0%				x	\$ -	\$ -	\$ -	\$ 75,000	\$ 75,000		\$ -	\$ -	\$ -		\$ -
Subtotal	519.23								\$ -	\$ 4,592,000	\$ -	\$ 750,000	\$ 5,342,000		\$ 393,600	\$ 19,680	\$ -		\$ -
TOTAL PROPOSED	932.59								\$ 5,955,000	\$ 82,476,011	\$ 450,000	\$ 750,000	\$ 89,631,011		\$ 6,825,694	\$ 341,285	\$ 158,780		\$ 1,970,836
TOTAL DEVELOPED AND PROPOSED PARK LAND	1127.35								\$ 5,955,000	\$ 86,107,791	\$ 1,050,000	\$ 750,000	\$ 93,862,791		\$ 11,133,394	\$ 556,670	\$ 1,373,628		\$ 3,260,996

¹ The proposed new neighborhood park in NE Grants Pass includes costs for 5 acres of park development. The City will consider options such as using the Hillcrest Park Reserve or forming a partnership with the School District to meet land needs. If the Hillcrest Reserve or Lincoln Elementary are planned for this development, neighborhood park facilities can be built in addition to the other proposed development projects at these sites.

² The cost estimates associated with trails and trailheads may change significantly when actual trail routes and trailhead locations are identified.

- *Partner Site Improvements*: Where the City is recommended to establish a formal partnership with another provider, this column represents the average contribution the City may make to support site improvements or enhancements. (Note: Since the Fairgrounds are anticipated to require major renovation or re-development, these costs are noted as site development rather than a partnership.)
- *Total Capital Costs*: This column represents the sum total for recommended improvements at each site.
- *% of Park Developed (After Improvements)*: This column notes the anticipated level of park development at the end of 20 years, as a basis for calculating maintenance and capital reinvestments costs after sites are developed or improvements are made.

Reinvestment Costs

Capital reinvestment involves replacing outdated or worn facilities as scheduled based on their age and use. Funds should be set aside annually so that the City has money to replace facilities when needed. This reduces the need to remove unsafe facilities or sink funds inefficiently into facilities that are past their prime. Columns 16 and 17 note reinvestment costs for the 20-year planning horizon, including the amount that should be set aside annually. The amount of these future reinvestment costs is based on the anticipated development if the entire site was developed immediately. Total reinvestment funds should be prorated once a timeline for projects has been identified. The 20-year cost will depend on when projects are brought on line.

Maintenance Costs

Columns 18 and 19 note annual maintenance costs to take care of the park system. Maintenance costs are divided into three service tiers: high standard, standard, and undeveloped. (These service levels are defined in Chapter 6.) The assignment of sites to maintenance tiers reflects the anticipated amount of maintenance needed at the site, based on factors such as the level of development and frequency of use. These costs are presented in terms of current costs and post-development costs.

Complete System Costs

Given existing economic uncertainties, the availability of funding will play a great role in determining when new projects are initiated and completed. For this reason, complete system costs are not calculated, since total costs depend on the timeline for project implementation. Complete system costs are based on total capital costs, plus annual reinvestment costs, plus annual maintenance costs for all existing and newly developed parks. These are discussed in more detail in Chapter 6.

PARK COSTS

Table D-2 identifies average costs for park maintenance and improvements by park type. These costs are noted per acre and per mile as appropriate. Per-acre costs have been customized for the City of Grants Pass in 2009 dollars, based on their unique park system and the City's anticipated development for each park type. These costs were cross-checked against the cost assumptions used by other park jurisdictions to ensure that they are in line with comparable park agencies.



Overview of Table D-2

The following costs categories were used in the formulas created for Table D-2:

- Mini and Neighborhood Parks.
- Community, Regional, and Special Use Parks
- Green Space and Trail Corridors
- Trails (in miles)

Cost Assumptions

The costs noted in Table D-2 were developed based on past expenditures, the 2008 and 2009 Capital Improvement Project budgets, maintenance costs presented in the FY2010 Adopted Budget, and local land acquisition costs. Grants Pass costs were compared to those of nearby jurisdictions and refined by a consulting team based on costs in comparable cities throughout Oregon. In general, these costs are more conservative than those of other providers. Costs are based on the following assumptions:

- Average real estate costs for land acquisition range on average from \$50,000 - \$100,000 per acre. Parcels inside the City will be more expensive than those outside the Urban Growth Boundary or at the perimeter. These costs may need to be reduced if applied to acquisitions in the UGB expansion areas.
- Park development costs are set lower than industry standards, reflecting the efficiency at which Grants Pass park sites are developed. These costs also take into account the incorporation of green space into parks of other types. Average costs range from \$200,000 to \$350,000 per acre depending on the park type.
- Detailed cost estimates for past projects noted in the City's CIP were used to determine an average cost (\$150,000) for City site improvements. This is a flat cost, not a cost per acre.

Table D-2: City of Grants Pass Average Costs (for Park Maintenance, Improvements, Acquisition, and Development)

PARK TYPE	MAINTENANCE COSTS			CAPITAL COSTS				PARTNER SITE IMPROVEMENT
	Undeveloped	Standard	High	Acquisition	Development	Improvement	Reinvestment	
Mini & Neighborhood Parks (per acre)	\$500	\$5,000	\$7,000	\$100,000	\$250,000	\$150,000	\$20,000	\$75,000
Community, Regional, & Special Use Parks (per acre)	\$500	\$7,000	\$9,000	\$75,000	\$350,000	\$150,000	\$30,000	\$75,000
Green Space & Trail Corridors (per acre)	\$500	\$5,000	\$7,000	\$50,000	\$200,000	\$150,000	\$10,000	\$75,000
Trails (per mile)	\$1,200	\$12,000	\$16,800	\$120,000	\$480,000	\$360,000	\$24,000	\$180,000

- Costs for improvements at partnership sites were based on the assumption that the City would contribute half of the funds needed for an identified improvement (\$75,000). This is a flat cost, not a cost per acre.
- Capital replacement costs are based on an investment of \$10,000 to \$30,000 per acre (depending on the park type) for improvements every 20 years. These will cover minor repairs such as resurfacing sport courts; replacing restroom features and valves; painting and implementing concrete improvements; repairing fences, backstops, and other amenities; repaving trails, repairing and reseeding turf areas; installing high efficiency irrigation systems, etc. These costs should also contribute toward playground renovation and the replacement of facilities with an average lifecycle of 30+ years.
- Calculations from landscape architects were used to determine costs per mile associated with trail development. These are based on a 20-foot corridor, with on average, 2.4 acres per mile.

TOTAL COSTS FOR THE DESIRED PARK SYSTEM

Table D-3 summarizes the total costs for park system development if every park could be developed as desired. This creates a \$93.8 million price tag to implement all capital projects, along with \$3.8 million in annual costs to take care of this park system. Clearly, this is more than the City can afford in the next 20 years. Consequently, these costs were used to help identify priority project for the park system, which are presented in Chapter 6.

Table D-3: Potential Park System Costs (For All Existing Parks, Proposed Parks, and Proposed Partnerships)

	ESTIMATED TOTAL COSTS
Capital Improvements	
Acquisition	\$5,955,000
Development	\$86,108,000
City Site Improvement	\$1,050,000
Partner Site Improvement	\$750,000
Subtotal Capital Costs	\$ 93,863,000
Annual Capital Reinvestment	\$557,000
Annual Maintenance	\$3,261,000
Subtotal Annual Costs*	\$3,818,000

* These are estimated costs at build-out, when all projects are implemented.



Appendix E: Potential Funding Sources

POTENTIAL FUNDING SOURCES

There are a number of possible funding sources for programs, non-capital projects, parks and facilities acquisition, development, and maintenance. Most sources are limited in scope and can only be used to fund specific types of projects. Because of these limitations, the City of Grants Pass will have to carefully consider all funding options to determine the best strategy for implementing system improvements, especially those that increase the need for maintenance or operations funding. This appendix lists potential funding sources for operations and capital projects, including a brief summary of each source. It also discusses the City's method for distributing program generated resources.



A. OPERATIONS FUNDING

Securing funds for maintenance and operations is a challenge for many cities. The following funding sources may be used for ongoing maintenance and operations, as well as capital projects.

General Fund

This fund accounts for all City financial resources that are not specifically tied to another fund. Resources include beginning fund balance, taxes, licenses and permits, intergovernmental revenue, fines and forfeitures, charges for services, interest on investments, miscellaneous revenues, and inter-fund transfers. General fund revenues support program expenditures for Policy & Legislation, Public Safety, Parks and Development. It also funds the Mayor, City Council, Public Safety Field Operations, Public Safety Support Services, Crisis Support, Street Lighting, Code Enforcement, Park Maintenance, Aquatics, Recreation, Planning, Building and Safety, Economic Development, Tourism, and Downtown.

The General Fund supports several internal service funds account for the financing of goods or services provided by one department or agency to another on a cost reimbursement basis. These funds include the following, which support parks and recreation.

- Administrative Services Fund
- Insurance Services Funds
- Fleet Operation Funds
- Support Services Funds

Property Tax

Property Taxes are levied against all taxable land and structures in the City. The tax requirement is based on the assessed value of the property. Approximately 93 percent of the tax levy is collected in the current fiscal year and the balance is collected over the next several years as delinquent taxes.

Other Taxes and Surcharges

Many cities use tax mechanisms to help fund park and recreation projects and services. Four tax sources currently support the General Fund: franchise tax, business license tax, amusement tax, and transient room tax. The City could explore other potential tax mechanisms as part of the City's overall revenue strategy.

- **Franchise Tax:** This tax is collected from public service agencies for the use of the City owned right-of-way. The major franchise agreements are for electric, gas, cable television, garbage collection, and telephone.
- **Business License:** This tax is levied against all businesses operating within the City based on the number of employees.
- **Amusement Tax:** This tax is levied against those establishments with amusement devices including pool tables and pinball machines.
- **Transient Room Tax:** This tax fund was created in 1982 to account for the receipt and disbursement of room tax revenues. These taxes currently support the General Fund.
- **Tourism Tax:** Several Oregon cities use broader rental, restaurant and motel taxes to support parks and recreation. These dedicated funds directly support department activities. While the City of Grants Pass applies hotel/motel taxes to its General Fund revenue, currently a portion is not dedicated to support parks and recreation.
- **Park Utility Fee:** A park utility fee creates dedicated funds to help offset the cost of park maintenance. Most City residents pay water and sewer utility fees. The park utility fee applies to all households and businesses and is collected through the utility billing system. Park utility fees have the potential to be a significant and stable revenue stream for local jurisdictions.

Licenses and Permits

This funding mechanisms support General Fund dollars in Grants Pass:

- **Liquor License:** This license is required of all establishments serving alcoholic beverages. Currently, the City will not sell a liquor license for activities within parks.

- **Peddlers License:** This license required of all retailers temporarily marketing goods and services in Grants Pass. The City could encourage

Revenue from Other Agencies

This funding mechanism refers to intergovernmental funds transferred from outside agencies, such as state or federal government as an allocated pass-through revenue source. Examples include:

- **State Revenue Sharing:** This includes a dedicated portion of state liquor tax, which is distributed to local governments to be used at their discretion. It is distributed on the bases of population and the local taxing effort.
- **Cigarette Tax:** This state shared revenue is collected through a state tax on the sale of cigarettes. It is distributed to cities on the basis of population.
- **Liquor Tax:** This state shared revenue is collected through a state tax on the sale of alcoholic beverages. It is distributed to cities on the basis of population.

Interest Earnings

Interest earnings refer to the amount of interest earned on reserved or fund balances during the fiscal year Interest is collected on temporarily idle funds in accordance with the investment policy adopted by Council. These funds are made available when the income is received before it needs to be dispersed. Interest earned in specific park funds, such as park SDCs or dedicated capital funds, is available for the same purposes as the principal being invested. Public fund investments are highly regulated in Oregon, with allowable interest yielding only limited returns.

Local Option Levy/Serial Levy



A levy is a property tax mechanism that raises funds based on an amount of assessed value. Levies are voter-approved and are subject to a double majority, except in November elections in even-numbered years, when a simple majority will suffice. Levies can be used for either capital or operations expenses. Capital levies can be imposed for ten years and operating levies can be imposed for five years. If the local option levy combines capital and operating expenses, the levy is subject to a five year limit. Local option operating levies can be used for general operations or for a specific purpose. If used for a general purpose, they will be receipted directly in

into the City's General Fund. If used for a specific purpose, a special revenue fund must be established.

Cities can place up to four local option levies on a ballot within a calendar year. Potential revenue from a local option levy may be reduced due to the \$10/\$1,000 of real market value property tax rate limitations for general government taxes. If the \$10 limitation is exceeded for any individual property, all general government-taxing authorities receive only a prorated share of their tax levy, so that the total general government taxes remain within the cap. This situation is called compression. Compression occurs in two stages, with local option levies compressed first, followed by the compression of permanent tax rates.

For FY2010, the City's levy rate is at a combined total of \$6.32/\$1,000 tax assessed value. This includes a permanent rate of \$4.13, the recently renewed Public Safety Levy at approximately \$1.79, and Debt Services funds that are now estimated at \$0.40. This overall rate is slightly higher than many comparable cities in Oregon.

Fees and Charges

User fees and earned income generate revenue for the City are described below. See Appendix C for additional information on the collection of fees and charges from facilities and programs.

- **Facility-Use Charges:** Facility charges generate revenue for parks by charging for the use of City facilities (e.g., sport fields, picnic shelters, meeting rooms, community garden plots). These charges may cover direct costs generated by facility use, such as field lighting or trash removal. Rates may also be set higher to subsidize parks maintenance and address the long-term impacts of facility use. Grants Pass can increase revenue for park services by expanding rental facilities (picnic shelters, meeting rooms, etc.) or by increasing rental fees and other facility-use charges.
- **Programming Fees:** User fees for recreation programming generate revenue by charging users for some or all of the costs of providing services and materials. Charges for programming are often based on a cost-recovery strategy determined by the City. Some program areas, such as youth and senior programs, may be partially subsidized, while programs for adults may be more suitable for higher fees and charges. Some programming fees also include built-in charges for facility use and maintenance.
- **Entry Fees:** Park entry fees, day-use fees, or parking fees are used by some larger jurisdictions to generate revenue for parks. These are not typically recommended for City park sites and can be difficult to enforce. However, entry fees can be charged for some special events, where appropriate. The decision to charge entry

fees at community events and festivals is often based on cost recovery goals for this type of recreation opportunity. Entry fees are charged at many Josephine County and Jackson County Parks.

- **Concessions (Earned Income):** Food, beverage, and merchandise vendors or concessionaires that operate restaurants, coffee-kiosks, or other revenue-generating facilities in parks can also generate excess revenues to support the park system. The City can set-up specific arrangements with vendors and concessionaires for these services. Vendors are also required to obtain a Peddlers License from the City.
- **Park Sponsorships:** The City may solicit sponsors who are willing to pay for advertising, signage, facility naming rights, etc., generating funds to support operations. In addition, sponsors are often sought to support a particular event or program.
- **Miscellaneous Rentals:** Many cities are evaluating a variety of opportunities to generate revenue in parks. For example, the City of Grants Pass provides opportunities for organizations to rent display space, such as street banners or flags in urban plazas to advertise events. The City could rent space for cellular phone towers in parks or for vendor pads with hookups, where carts can be parked. (This rental space is different from taking a portion of proceeds from vendor sales.)

Public/Private Collaboration

Many cities are recognizing the need to collaborate with volunteers, businesses, public and private agencies, and others to support parks and recreation. These collaborative efforts can bring in significant revenue, labor, and other resources for projects. Depending on the nature of the partnership, these efforts also can increase City expenditures to support park land owned by other park and recreation jurisdictions.



- **Volunteers:** Grants Pass is a role model in using volunteers to help with capital improvements, maintenance, programming, and special events. Volunteers can increase the quality and quantity of public services at a minimal cost, and provide an opportunity for citizens to contribute to the betterment of their community. Studies suggest that for every \$1 invested in volunteers, a city can realize as much as \$10 in benefits. With tight fiscal conditions, more local governments are expanding volunteer programs.

- Volunteer programs include individuals or groups who agree to take on specific tasks or perform certain services, such as maintenance, restoration, programming, capital development, and special event support. Volunteers may provide direct and indirect support to the park system. For example, a volunteer clean-up crew directly saves on paid maintenance tasks. Volunteer safety patrols (community groups) may indirectly reduce facility damage and vandalism, protecting City assets.
- **Partnerships (Businesses and Non-Profits):** Partnership agreements allow the City to work with a private business or non-profit entity to help fund, build, and/or operate a public facility. Generally, the three primary incentives the City can offer potential partners are free land to place a facility (usually a park or other piece of public land), certain tax advantages, and access to the facility. For example, some cities have partnered with the YMCA or private health clubs to build multi-purpose recreation centers/aquatic facilities at city parks. These facilities are larger or more comprehensive than the city could have developed alone. In other cases, a business non-profit may be contracted to manage and operate a city-owned facility.
 - **Partnerships with Neighborhood Associations:** The City may craft agreements with various neighborhood associations for park operations and maintenance. Neighborhood groups may also volunteer to take on basic maintenance tasks, such as mowing and litter removal.
 - **Grants and Foundations:** Private grants and foundations provide money for a wide range of projects, such as unique capital projects or projects that demonstrate extreme need. They sometimes fund specific programs and, therefore, are noted here. However, grants and foundations rarely provide funds for park maintenance.

Park and Recreation Districts

The State of Oregon allows park and recreation districts to levy taxes on the population within their boundaries. These are noted as long term options if the City can no longer fund parks and recreation. There are three types of districts that may be formed:

- **Special District:** Special districts are special-purpose taxing districts established to provide limited public services to people residing within the taxing district. An economic feasibility study must be completed prior to filing a petition for formation, to propose a permanent rate limit for operating taxes, expressed in dollars per thousand dollars of assessed value. The



petition also requires the consent of a percentage of property owners or electors within the proposed district area. If the petition is approved, an election is required for the formation of the special district. Creating a district and establishing permanent property tax authority can be done as a single ballot measure, requiring a majority vote for approval. A district may also adopt other financing sources that may not require a vote.

- **County Service District:** A county service district is similar to a special district in formation and operation. However, County service districts are under the supervision of the County Board of Commissioners for management, rather than a separate board. Through a county service district, Multnomah County Commissioners would govern Grants Pass's Parks and Recreation Services. The county would form a separate budget committee during budget season and would establish an advisory board for parks and recreation.
- **Economic Improvement Districts:** An Economic Improvement District (EID), also known as a Business Improvement District (BID), can be formed in commercial or business areas, but not residential areas, to fund specific services. An EID is funded through a business license surcharge levied against property square footage in commercial and industrial zones. The surcharge cannot be levied against residential square footage. In order to establish an EID, the City must establish a specific purpose or project for EID funding. The business license surcharge may not exceed 1% of all real market assessed value within the district. Property owners may opt out of the surcharge. However, the district cannot be created or renewed if 33% of the total assessed area opts out of the surcharge. An EID has a five year minimum lifespan and can be renewed at the end of this period. In addition, an EID does not affect the creation of an Urban Renewal District. Cities collect surcharge revenue and distribute it to an advisory group comprised of business representatives from within the district. Once collected, EID funding can be used for:
 - Planning or management of development or improvement activities;
 - Landscaping or other maintenance of public areas;
 - Promotion of commercial activity or public events;
 - Activities in support of business recruitment and development; and
 - Improvements in parking or parking enforcement.

B. FUNDS FOR CAPITAL PROJECTS

The following funding sources may be used for capital expenses only. Cities should be cautious in pursuing capital development unless funds are available to maintain new assets.

System Development Charges

Systems development charges (SDCs) are applied to all new residential development and are an important source of funding for the acquisition and development of new parks and facilities. Since SDCs are paid for by new development, the fees can only fund capacity enhancement projects that are needed as a result of the development. SDCs cannot be used for the preservation and maintenance of existing parks and facilities.

The City of Grants Pass has adopted two SDCs for parks. Adopted in 1997, the Parkland Acquisition SDC pays for the purchase of park land, trails, and green space. A Park Development SDC was adopted in 2007 to help fund capital improvements and development of the park and recreation system. In 2002, City Council also adopted a Cost of Living (COL) Adjustment for SDCs, based on a COL index applied annually.

SDCs are charged for both residential and non-residential development. The current residential rates per unit are as follows:

- Parkland Acquisition (\$1,321)
- Park Development (\$1,296)
- Total (2,617)

Parks SDCs for non-residential development are based on the number of new parking spaces to serve the development. These rates per parking space include:

- Parkland Acquisition (\$121)
- Park Development (\$118)
- Total (\$239)

The economic slowdown has decreased the revenue generated by SDCs. In time, the City's SDC methodology should be reviewed for necessary future rate revisions.

Bonds

Voter approved bonds allow the City of Grants Pass to sell bonds and secure payment with revenue from increased property taxes. This assessment can be communicated as a rate per thousand of assessed value. In Oregon, the use of bond debt for capital construction and capital improvements excludes anticipated maintenance and repairs, and

supplies and equipment that are not intrinsic to the structure. The process for placing a bond on a ballot is similar to a levy, however the city must pay for a bond rating and then conduct a feasibility study. These costs can be included in the bond amount.

Local Improvement Districts (LID)



An LID is a geographic area in which real property is taxed to defray all or part of the cost of a public improvement. The unique aspect of a LID is that its costs are apportioned according to the estimated benefit that will accrue for each property. The three primary principles that guide LIDs are: direct service, obligation to others and equal sharing. With these principles, the LID charges a special assessment to property owners who receive special benefits from an improvement beyond general benefits received by all citizens of the community. In Oregon, LIDs are governed by local ordinances. In order to create an LID, the City of Grants Pass would need LID participant's approval to issue bonds to pay for improvements. The assessment would be in relation to the property owner's share of the specific improvements. Bonds could then be sold in the amount of the improvement, secured directly by the assessments charged to the property owners, or indirectly by the lien against the assessed property.

Urban Renewal/Tax Increment Financing

This funding mechanism allows for the redevelopment of communities using public investment to stimulate private investment in areas that otherwise would have remained stagnant or undeveloped. This funding mechanism allows the City of Grants Pass to freeze property tax rates at the adopted level, using the incremental increase to fund priority projects predefined by the city. An example is the Parkway Redevelopment Agency, which has an independent fund to account for revenues related to construction of various infrastructure projects. Property tax provides the major source of revenue.

Donations

Donations of labor, land, materials, or cash by service agencies, private groups, or individuals is a popular way to raise small amounts of money for specific projects. Service agencies often fund small projects such as picnic shelters or playground improvements, or they may be involved in larger aspects of park development.

Grants

- **Community Development Block Grants (CDBG):** These grants from the Federal Department of Housing and Urban

Development are available for a wide variety of projects. CDBG funds have limitations and are generally required to benefit low and moderate income residents. Grants can cover up to 100% of project costs.

- **Land and Water Conservation Fund:** This is a federal grant program that receives its money from offshore oil leases. The money is distributed through the National Park Service and is administered locally by the Oregon Parks and Recreation Department. The funds can be used for acquisition and development of outdoor facilities and require a 50% match.
- **Local Government Grants:** This Oregon program uses Lottery dollars to fund land acquisition and development and rehabilitation of park areas and facilities. A 50% match is required for larger agencies and a 40% match for small agencies (cities/districts with a population of less than 5,000 and counties with a population of less than 30,000). The Oregon Parks and Recreation Department staff reviews and approves small projects of \$50,000 or less. Large projects exceeding this amount, but less than \$500,000, are reviewed and approved by the Local Government Advisory Committee. The funds for this program are available on a biannual basis.
- **Oregon Safe Routes to School (SRTS) Program:** The Oregon Safe Routes to School (SRTS) Program provides funding to schools and local governments for projects that increase the ability and opportunity for children to walk and bicycle to school. Program funding is also available for development and implementation of projects and activities that will improve safety and reduce traffic, fuel consumption and air pollution within two miles of the school. The SRTS application requires local governments applying for grant funding to coordinate the application process with local school districts. For infrastructure related project funding, the project must be within two miles of an affected school.
- **Oregon Watershed Enhancement Board:** The Oregon Watershed Enhancement Board (OWEB) is a state agency led by a policy oversight board. Together, they promote and fund voluntary actions that strive to enhance Oregon's watersheds. The Board fosters the collaboration of citizens, agencies, and local interests. OWEB's programs support Oregon's efforts to restore salmon runs, improve water quality, and strengthen ecosystems that are critical to healthy watersheds and sustainable communities. OWEB administers a grant program that awards more than \$20 million annually to support voluntary efforts by Oregonians seeking to create and maintain healthy watersheds.

- **Recreation Trails Program:** This is a grant program funded through the Oregon Parks and Recreation Department. Projects eligible under this program include 1) maintenance and restoration of existing trails; 2) development and rehabilitation of trailhead facilities; 3) construction of new recreation trails; and 4) acquisition of easements and fee simple title to property. Grants are distributed on an annual basis and require a 20% match.
- **Pedestrian and Bicycle Grant Program:** This program provides funding for the design and construction of pedestrian and bicycle facilities. The program lists pedestrian/bicycle bridges as an example of project type, eligible for project funding. Project proposals must meet ODOT guidelines. ODOT staff then determines whether the project should be advanced for final review by the Oregon Bicycle and Pedestrian Advisory Committee. Grant opportunities are available on an annual basis and require a 5% match from the City.
- **Rivers, Trails and Conservation Assistance Program:** Also known as the Rivers & Trails Program or RTCA, this grant is administered by the National Park Service and federal government agencies so they can conserve rivers, preserve open space and develop trails and greenways. The RTCA program implements the natural resource conservation and outdoor recreation mission of the National Park Service in communities across America.
- **Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU):** Enacted in 2005, SAFETEA-LU allocated almost \$290 billion for infrastructure to maintain transportation infrastructure, including bicycling and pedestrian facilities. This program will expire in September 2009.
- **Transportation Enhancement Program:** This program provides federal highway funds for projects that strengthen the cultural, aesthetic, or environmental value of the transportation system. The intent of the program is to fund special or additional activities not normally required on a highway or transportation project. Funds are available for twelve "transportation enhancement activities", including pedestrian and bicycle projects. Transportation Enhancement or "TE" projects are selected through a competitive process. The funds are provided through reimbursement, not grants. Participation requires matching funds from the project sponsor, at a minimum of 10.27%. Applications are accepted only from public agencies. All projects must have a direct relationship to surface transportation.
- **Urban Forestry Grants:** There are several grant programs that provide money for urban forestry projects. One is funded by the

U.S. Small Business Administration and provides grants to purchase and plant trees. This program sometimes funds urban street tree planting programs.

Trusts, Estates and Exchanges

- **Land Trusts:** Private land trusts such as the Trust for Public Land and the Nature Conservancy employ various methods, including conservation easements, to work with willing owners to conserve important resource land. Land trusts assist public agencies in various ways. For example, land trusts may acquire and hold land for eventual acquisition by the public agency.
- **National Tree Trust:** National Tree Trust provides trees through two programs: America's Treeways and Community Tree Planting. These programs require that volunteers plant trees on public lands. In addition, America's Treeways requires that a minimum of 100 seedlings be planted along public highways.
- **Lifetime Estates:** This is an agreement between a landowner and the city that gives the owner the right to live on the site after it is sold to the city.
- **Exchange of Property:** An exchange of property between a private landowner and the city can occur to provide park space. For example, the city could exchange a less useful site it owns for a potential park site that is currently under private ownership.

C. PROGRAM GENERATED RESOURCES

In Grants Pass, all revenues that are directly attributable to Parks and Recreation are allocated to that program. This is different from the arrangement in many cities where revenue goes back into the General Fund. This arrangement provides a great incentive for the Parks and Recreation to increase revenue-generating facilities and programs and employ higher cost recovery rates in their management. As noted in the FY2010 Budget, the following resources, if implemented, would be dedicated support for parks and recreation:

- **Taxes** include property taxes which are collected and allocated for a specific program. This includes special levies, bonded debt and other program taxes.
- **Licenses and permits** are those fees required by programs. A majority are for the various building permits.
- **Fines and forfeitures** are those fines collected by programs, primarily parking and court fines.



- **Revenue from other agencies** is collected for services to other agencies.
- **Use of assets** includes revenues from rent or sale of city property, and interest on funds.
- **Fees and charges** include charges for services provided by programs.
- **Other revenues** are those revenues which can not be appropriately charged elsewhere.
- **Direct charges for services** are the charges from one operating program to another program for services.
- **Transfers** are interfund accounting transactions made only on Council approval. Generally, they are transfers of resources from a special revenue fund to an operating fund.

7.00 RECREATION, PARKS AND OPEN SPACE INDEX

7.10 BACKGROUND

RECREATION, PARKS & OPEN SPACE ELEMENT

7.10. BACKGROUND

Element 7 of the Comprehensive Plan, the Recreation, Parks, and Open Space Element is now provided by the January 2010 Comprehensive Park and Recreation Master Plan, adopted on February 3, 2010.

Previous parks plans and inventories were described in Element 7 of the Comprehensive Plan and the March 9, 1984 Parks and Recreation Master Plan adopted by Ordinance 4545 on June 5, 1985 and revised by Ordinance 5438 on April 2, 2008, as follows:

- Element 7 of the Comprehensive Plan provided a “Historical Perspective” Section that described the following:
 - **1960 Park Plan and Inventory.** Jointly funded by the City, County, and Bureau of Municipal Research and Service, University of Oregon
 - **1967 County Parks Plan.** Prepared by the Bureau of Municipal Research, University of Oregon. Prepared for Josephine County, and features relating to the Grants Pass urbanizing area were incorporated into the General Plan for the urbanizing area of Josephine County and the City of Grants Pass, completed in September 1969.
 - **1969 General Plan.** Adopted by the City and County for an urbanizing area similar to the Urban Growth Boundary as it was proposed in 1982.
 - **1980 City Park Inventory.**
- Element 7 of the Comprehensive Plan was prepared in approximately **March 1982**. It included a “UGB Interim Park Need” prepared by City and County planning staffs for the Josephine County Comprehensive Plan, and provided a generalized parks needs assessment for a 10-year period from 1978 to 1988, intended only as a guideline for the immediate development of park land in the UGB until a park plan for future park needs could be prepared with a planning horizon through 2000. The policies included a provision that, “Within 12 months of adoption of the Comprehensive Plan, the City and County shall develop and adopt a Park and Recreation Plan for the Urban Growth Boundary area.” (Similar provisions were included in Urban Service Policies for UGB adoption in August 1979 and a Joint Urban Services Management Agreement adopted in January 1981). Attempts were made to secure a state and federal matching grant to prepare the Park Plan, before the City, with County assistance, proceeded on its own in 1982.
- The Parks and Recreation Master Plan for the Urban Growth Boundary was completed on **March 9, 1984** and adopted on June 5, 1985 (Ordinance 4545), with a planning horizon through 2000.
- Ordinance 5438, adopted on April 2, 2008, readopted the Master Parks and Recreation Master Plan, with minor text amendments, including the Riverfront Trail Map and the Rogue

River Riverfront and Development Plan (Fred Glick and Associates, February 11, 1988). It also amended the Master Transportation Plan.

- The March 1982 provisions in Element 7 of the Comprehensive Plan were superseded by the March 9, 1984 Parks and Recreation Master Plan.

The revisions incorporated into the 1984 Master Plan by Ordinance 5438 in 2008 have been incorporated into the January 2010 Comprehensive Parks and Recreation Master Plan, except the Rogue River Riverfront and Development Plan (Fred Glick and Associates, February 11, 1988), remains in effect as an Element of the Comprehensive Plan.

January 2010 Comprehensive Park and Recreation Master Plan. This plan replaces the previous provisions of Element 7 of the Comprehensive Plan and the March 9, 1984 plan. It includes Goals, Policies, and Strategies. The more generalized Recreation, Parks, and Open Space Goal and Policies in the Comprehensive Plan Policies Section 7 and associated Definitions have been retained and revised so they do not conflict with the specific Goals, Policies, Strategies, and Definitions of the January 2010 Plan.

7. RECREATION, PARKS AND OPEN SPACE

Goal

To provide for the Recreation and Park and Open Space needs of the residents of and visitors to the Grants Pass Urban Growth Boundary area. The provisions shall: ensure the availability of sufficient open spaces for all areas of the UGB; meet the recreational needs of all age groups and types of recreation activities; locate open spaces in a manner that shall protect and enhance natural resources, and minimize hazard to life and property.

Policies

General

- 7.1 The City and County shall act to respect and conserve the natural resources in the area, to protect and enhance the quality and usefulness of the Rogue River, and to recognize that natural beauty is of great significance to the future of the area.
- 7.2 The City and County should act to increase the variety and number of public and private recreation opportunities and leisure time activities in the area.
- 7.3 Recreation sites shall be obtained by the City and County when possible so that these open spaces will be preserved for the future, in accord with an adopted Park Plan. Parks development should proceed as needed in order to increase and enhance recreational opportunities in the area.
- 7.4 Community appearance is a major concern and should be a subject of a major effort in the area. With visitor income as a primary source of future economic growth and development, beauty becomes a matter of basic economic significance. Street tree planting and landscaping, sign regulation and building improvement and painting programs should all be utilized to improve the environment.

River Parks

- 7.5 The City shall design parks which meet the recreational needs of the community, protect the significant natural features, minimize environmental deterioration, and where possible, serve as stormwater detention and treatment facilities.
- 7.6 The City and County shall act to protect and enhance all recreation activities, public and private, utilizing the Rogue River resource, while at the same time avoiding detriment to the resource itself, with its many special and unique qualities.
- 7.7 The regional River Parks in and adjacent to the Urban Growth Boundary (such as Schroeder, Riverside and Pierce) should be enhanced as river oriented parks.

Schroeder and Riverside may also function as neighborhood or community parks, provided that great care is taken to preserve the basic river orientation and natural character of these river parks.

- 7.8 In accordance with an adopted Park Plan, the City and County should review the potential of the development of a riverside trail or greenway linking Riverside, Tussing and Schroeder Parks, with an additional tie to the County Fairgrounds via Tussing Park.

School Parks

- 7.9 The City, County and School Districts should continue to cooperate in the full utilization of the School Park concept, which may include the joint acquisition, development, utilization and maintenance of educational and recreational facilities. The School Park concept should be utilized to realize larger and more usable sites as well as more cost effective utilization than possible with single-use facilities.
- 7.10 The City, County and School Districts should continue to maintain communications adequate to assure that adjacent schools and parks are appropriately acquired, designed and managed in order to maximize the utility of school grounds and parks to both school children and the general public. The City and County shall pursue an agreement with the school districts, such that the City and County would be consulted prior to and during the design of proposed school facilities, and would have first opportunity to purchase school district grounds and facilities within the UGB for park purposes should such grounds or facilities be offered for sale.
- 7.11 Neighborhood Parks should be located adjacent to elementary schools, and Community Parks adjacent to middle schools or high schools, whenever possible, and shall be developed as School Parks insofar as practicable. Elementary school sites should be enhanced as neighborhood park facilities wherever adjacent grounds are not available. Potential School Park sites shall be carefully designed both to meet recreation needs and to minimize any impacts disruptive to residential neighborhoods. Where significant natural features are present, there may be needs for different adjacent park types, such as Allen Creek Community Park adjacent to Allendale Elementary School due to the location along the creek.
- 7.12 Neighborhood parks are particularly needed and their acquisition and development should be pursued, especially in underserved areas as described in the Comprehensive Park and Recreation Master Plan.

Greenways and Trails

- 7.13 The City and County, in cooperation with School Districts, Grants Pass Irrigation District, utilities and other public and semi-public agencies shall continue to explore the acquisition and development of a greenway and trail network that would connect designated natural resource and recreation sites within, adjacent to and near the UGB.

Fairgrounds

- 7.14 The County Fairgrounds is an especially valuable asset to the people of the community. The City, County and Fair Board shall take care to preserve the fairgrounds for recreation activity, to protect the site from the encroachment of other public uses which may detract from its basic function, and shall act to enhance and extend the recreational capacity of the site. The City and County shall cooperate with the Fair Board to develop a Master Plan for the development of the County Fairgrounds.

Park and Recreation Plan

- 7.15 The City and County shall develop, adopt, maintain, and update a Park and Recreation Plan for the Urban Growth Boundary area. Such a Park Plan shall:
- (a) determine the number, size and approximate location of park and recreation facilities, greenways and trails deemed necessary to serve the expected population within the Urban Growth Boundary and establish standards and service levels for various park types;
 - (b) base the facilities determination on a thorough analysis of all types of City and County recreation activities, using and correlating available preference and use data;
 - (c) utilize organized input from all segments of the community;
 - (d) recommend implementation and financing strategies for acquiring, developing and maintaining needed park and recreation facilities;
 - (e) provide continuity with the Park Plans of 1960, 1967, 1969, and 1984 as adopted by City and County, and as followed through by acquisition, expansion and development;
 - (f) determine the areas of greatest facility need;
 - (g) assess existing recreation supply and demand, and plan for a balance of needed leisure services, based upon a reasonable balance of service provision and cost sharing by governmental, commercial and private sources.

- 7.16 The Development Code and city ordinances shall act to facilitate these park, recreation and open space policies, and shall contain a balanced mix of positive incentives (which may include density transfers, density incentives, rapid review procedures, etc.), as well as exactive requirements (which may include dedication or easement requirements, system charges, development requirements, etc.), as needed to assure the realization of these policies.
- 7.17 The City and County should consider a Capital Improvement Program (CIP) as a tool to help plan for timely and adequate acquisition and development of park and recreation facilities prioritized in the adopted Park and Recreation Plan.
- 7.18 The City and County shall explore the provision of incentives for park, open space and greenway dedication.
- 7.19 The 2010 Comprehensive Park and Recreation Master Plan provides more specific Goals (Chapter 2) and Policies and Strategies (Chapter 5) to meet park and recreation needs for the next 20 years. The plan also contains updated database information including a Park and Facility Inventory and Needs Assessment.



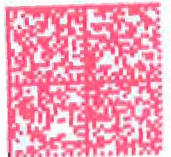
City of Grants Pass

101 Northwest A Street
Grants Pass, OR 97526

TO:

ATTENTION: PLAN AMENDMENT SPECIALIST
DEPARTMENT OF LAND CONSERVATION & DEVELOPMENT
635 CAPITAL STREET NE, SUITE 150
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