

2009

Woodburn Parks and Recreation Master Plan Update



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I. Executive Summary

Purpose of this Plan

The Woodburn Parks and Recreation Master Plan Update is intended to help meet the needs of current and future residents by positioning Woodburn to build on the community's unique parks and recreation assets and identify new opportunities. The citizen-driven plan establishes a clear direction to guide city staff, advisory committees, and elected officials in their efforts to enhance the community's parks system, open space, trails, recreation facilities, programs and services. The purpose of this plan update is to continue to evaluate and develop a well-planned systemic approach to managing community parks and recreation needs. The Master Plan Update ensures that these services are consistent, compatible, and complimentary to all current and planned Parks and Recreation services.

History of Woodburn - Recreation and Parks

In 1910, the city acquired seven acres for the development of its first park, Legion Field. In 1946, and after many years of work by active members of the community, Woodburn residents approved a bond measure in the amount of \$25,000 for the construction of a public swimming pool. Later that same year, a group of Woodburn residents involved in religious and civic organizations formed the Settlemier Park Association. At the time, Frank Settlemier, the son of the late Jesse Settlemier, expressed an interest in donating a six-acre tract to the City for a park, provided the City commit funds toward its maintenance. The Settlemier Park Association notified the City that it would commit to developing and maintaining the future park site. The parcel, part of what comprises the current Settlemier Park, was accepted by the City Council on July 2, 1946. The swimming pool was constructed at that site in 1948.

At the urging of an ad-hoc community group known as the Recreational Program Committee, the Mayor appointed a 7-member Recreation and Park Board in 1948. Following that action, a special levy was approved by the voters, providing tax revenue in the amount of 5 mills to be dedicated toward the operation of a community recreation program, including the soon to be opened swimming pool. In 2006, the City merged Recreation and Parks and Library into a newly formed Community Services Department.

Recreation and Parks Overview

Department Description

Woodburn Recreation and Parks is a division of the City's Community Services Department and receives funding authorized by the City Council through budget appropriations. Additional funding is provided through fees charged for specific programs and services and through grant funds. Through these means parks and recreation programs and services are provided and maintained for the citizens of Woodburn.

Related Planning Efforts and Integration

The City of Woodburn has undertaken several planning efforts in recent years that have helped inform the planning process for this Parks and Recreation Master Plan Update. These plans and studies include:

- City of Woodburn Parks and Recreation Comprehensive Plan (1999)
- Mill Creek Greenway Master Plan
- Parks SDC Methodology
- Woodburn's Comprehensive Plan
- Existing Park Plans
- Existing Policy Manuals

Methodology of this Planning Process

This project has been guided by a project team, made up of city staff and the Recreation and Park Board. This team provided input to the GreenPlay consulting team throughout the planning process. This collaborative effort creates a plan that fully utilizes the consultant's expertise and incorporates the local knowledge and institutional history that only community members can provide. The project consisted of the following tasks:

Needs Assessment and Public Involvement

Review of previous planning efforts and city historical information.

Consideration of the profile of the community and demographics, including anticipated population growth.

- Extensive community involvement effort including focus groups, meetings with key stakeholders, community-wide public meetings.
- Communitywide statistically valid survey.
- Identification of alternative providers of recreation services to provide insight regarding the market opportunities in the area for potential new facilities and services.
- Research of trends and statistics related to American lifestyles to help guide the efforts of programming staff.

Level of Service Analysis

- Interviews with staff to provide information about parks and recreation facilities and services, along with insight regarding the current practices and experiences of the City in serving its residents and visitors.
- Analysis addressing recreation, parks, trails, and related services.

Inventory

Inventory of parks, trails, and facilities using existing mapping, staff interviews, and on-site visits to verify amenities and assess the condition of the facilities and surrounding areas.

Assessment and Analysis

- Review and assessment of relevant plans.
- Organizational and maintenance SWOT Analysis.
- Measurement of the current delivery of service using the GRASP® Level of Service Analysis and allowing for a target level of service to be determined that is both feasible and aligned with the desires of citizens as expressed through the citizen survey. This analysis is also represented graphically in GRASP® Perspectives.
- Exploration of finance and funding mechanisms to support development and sustainability of the system.

Recommendations: Goals, Strategies, and Action Plan

- Identification and categorization of recommendations into themes with goals, objectives, and an action plan for implementation.
- Development of an action plan for capital improvements including cost, funding source potentials, and timeframe to support the implementation of the plan. GRASP®

Timeline for Completing the Master Plan

Start-up	November 2007
Needs Assessment and Public Involvement	December 2007 - June 2008
Inventory and Assessment of Existing Facilities	December 2007 - May 2008
Program and Services Inventory and SWOT Analysis	January - May 2008
Findings Compilation Report	May 2008
Guidelines, Standards and Recommendations	May - June 2008
Financial Resources and Expenditure Analysis	April - June 2008
Recommendations and Action Plans	July - September 2008
Final Plan and Presentation	October 2008

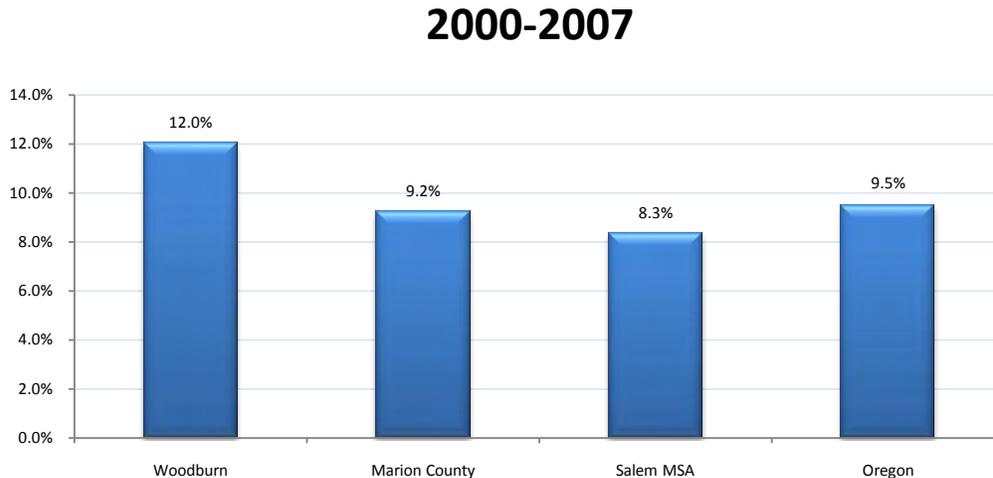
Community Profile and Demographic Information

This analysis uses 2007 Population estimates from the 2007 Oregon Population Report, prepared by Portland State University Population Research Center. All 2000 population numbers are from the 2000 U.S. Census. Additional estimated categorical demographic breakdowns are provided by ESRI Business Information Solutions.

Service Area and Population

The primary service area for this analysis will be the City of Woodburn, Marion County, Salem Metropolitan Statistical Area (includes Polk and Marion Counties), and the State of Oregon. The estimated 2007 population for Woodburn is 22,875, for Marion County is 311,070, for the Salem MSA is 378,570, and for the State of Oregon is 3,745,555.

Figure 1: Population percent change 2000 to 2007- Woodburn, Marion, Salem MSA, Oregon



Source: ESRI Business Information Solutions 2007

Community and Stakeholder Input

Focus groups were conducted December 11th and 12th, 2007. There were a total of 4 focus groups, and almost 50 participants including: community stakeholders, department staff, Park Board members, and school district representatives. In addition, a public forum was held on December 12th. The following summarizes input gathered from the focus groups and public forum. Verbatim focus group notes can be found in **Appendix I**.

STRENGTHS

Department

- Good team- well qualified at all levels
- Great internal communications
- Willing to help regardless of job title and duties
- Good diversity and depth of background
- Very adaptable to many situations
- Caring team invested in the strength of the Department and bettering the community

General

- Cooperation with the school district
 - Especially the after school program
- Many parks- geographically dispersed
- Planning for improvements and future growth
- Great volunteer contributions
 - Especially to facilitate youth sports

Programs/Activities

- Swimming lessons
- Collaborative efforts in youth sports
- After school program

Sites/Facilities

- Aquatic Center
- Skate park
- Picnic areas with nice, mature trees
- Overall parks are well maintained
- KABOOM: Play equipment replacement program

AREAS FOR IMPROVEMENT

- Communication with citizens regarding
 - Promotion of facilities available
 - Marketing of programs offered
- Identity of Recreation and Parks Division within Community Services Department
- Centralized location for multicultural activities
- Maintenance of existing facilities
- Implementation plan
- Need for more funding and staff

- Need for value to be placed on recreation and park services
- Need more security at parks, sites, and facilities
- Need more trails and connectivity
- Aging/failing facilities
 - Aquatic Center problems
 - Bleachers
 - Lighting
- Limited programs and services

RATINGS

Quality of current programs	2.0
Quality of existing facilities	2.2
Maintenance of facilities	3.0
Quality of customer service	1.5
Effectiveness of seeking feedback	2.2

ADDITIONAL PROGRAMS TO BE ADDED

- Youth programs
- Family oriented programs
- Senior programming
- History/cultural programs
- Non-sports programming
 - Educational, crafts, etc.
- Teen programming
- Visual/performing arts
- Additional aquatic programs
- Hiking, biking, and walking
- Wellness programs
- Therapeutic programs
- Recreation vs. competitive programs

IMPROVEMENTS TO PARKS AND FACILITIES

Aquatic Center

- HVAC
- Parking
- Lighting
- Resurfacing

Legion Park

- Bleachers
- Fencing

Settlemier Park

- Restroom safety features

- Third point of entry
- Perimeter walks

All Parks

- Visibility and safety
- Access
- Lighting-more use options
- Drinking fountains

General

- Additional trails
- Upgrade athletic fields
- Add more courts
 - Basketball
 - Volleyball
- Park benches
- Tree replacement program

ADDITIONAL PARKS AND FACILITIES

- Community center
- Cultural arts center
- Multigenerational center
- Dog park
- Storage facilities
- ADA access to parks
- Water/spray park
- Build-out of 4th field at Centennial Park
 - Batting cages
 - Lighting
 - Bleachers
- Athletic courts
 - Volleyball
 - Tennis
 - Basketball

UNDERSERVED PORTIONS OF WOODBURN

Geographic

- Southeast- new housing
- UGB expansion

Demographic

- Lower income families
- Seniors
- Baby Boomers- future need
- Latino community
- Russian community

HOW TO SUPPORT

General consensus was that the Department should be funded through a combination of multiple funding sources including:

- System development charges
- Grants
- Foundation
- Corporate sponsorships
- User fees
- General fund
- Tourism tax
- School district
- Senior Groups
 - Senior estates
 - WASP
 - RSVP
- County
- Local businesses
 - Nike
 - Adidas
 - Walmart
- Chamber of Commerce

KEY PARTNERS

- Youth sports organizations
- Civic organizations
- Nonprofit organizations
- Churches/faith-based organizations
- Media (newspapers, TV, radio)
- Police, Fire District
- Developers
- Library
- Chemeketa Community College

KEY ISSUES AND PRIORITIES

- Marketing/promotion
- Funding
 - Sources
 - City foundation
- Government follow-through
- Promote intergenerational and multicultural events
- Increase community involvement
- Implementation of plans
- Improve and utilize existing parks

Statistically Valid Survey

The survey was originally sent to 5,000 randomly selected households located in the City of Woodburn and the ZIP code associated with it (97071), which may include households outside the city limits. Completed surveys received totaled 349 out of a net estimated 4,879 delivered (approximately 121 surveys out of the 5,000 originally mailed were returned "undeliverable" due to invalid addresses and/or residents who have moved and no longer reside at a particular address). This represents an average response rate of approximately 7.2%. Based upon the total sample size of 349 responses received, overall results have a margin of error of approximately +/- 5.3 percentage points calculated for questions at 50% response. Also, note that the resultant database is weighted by age, ethnicity, & homeownership of respondent to ensure appropriate representation of City residents across different age cohorts in the overall sample.

The primary list source used for the mailing was a third party list purchased from Equifax, one of the three largest credit-reporting agencies in the world. Use of the Equifax list also includes renters in the sample who are frequently missed in other list sources such as utility billing lists.



Parks Facility Use

- 85% of respondents have used the library once in the last year
- 60% of respondents have visited Centennial Park in the last year
- Respondents indicated the highest number of average visits per year to the Aquatic Center (15.4 visits per year)
- Respondents ranked the Library (82%), the Aquatic Center (73%), and youth recreation programs (72%) as the most important parks and recreation amenities.



Satisfaction

- The Library, followed by the Aquatic Center and Centennial Park ranked highest in terms of overall level of maintenance as well as ranked highest in meeting the needs of the community.
- Designated open space, outdoor volleyball courts, Legion Park, paved recreational trails, outdoor basketball courts, other city parks, and picnic areas ranked low in terms of overall maintenance.



Community Needs

- Restrooms, trash pickup, and amenities maintenance are the top three maintenance priorities
- The top priorities to be addressed through the Master Plan Update include increase number of youth programs, improve existing parks, improve security, improve existing facilities, increase communications on existing services/programs.

Recommendations and Action Plans

GOAL 1: Maximize the Planning Effort

First Steps

Strategy: *Incorporate the action items of this plan into the City’s annual work plans to achieve the recommendations of this plan and to enhance effectiveness of staff effort.*

Action Steps:

- Assign responsibility and time frame, and allocate resources necessary to complete each action identified in annual work plans.

Strategy: *Assure that all levels of staff are informed of and are set up to work together to implement the recommendations and strategies of the plan.*

Action Steps:

- Inform all levels of staff of the direction of the Plan, allow for staff input, encourage buy-in, and encourage input from all staff members.
- Provide cross-departmental staff teams/team members, as appropriate, with education development opportunities, necessary equipment, and supplies.

GOAL 2: Improve Marketing, Communications, and Credibility

Strategy: *Generate awareness and credibility about Community Service offerings and needs as expressed by the public.*

Action Steps:

- Create bi-lingual Activity Brochure or create a Spanish version of the Activity Brochure as well as an English version to be distributed in target areas. This approach should be utilized for all marketing collateral including distribution through schools.
- Formalize an evaluation and annual in-house benchmarking program to solicit participant feedback and drive programming efforts.
- Collect feedback data that supports the expressed desire for improvements to programs and activities.
- Create a “Mystery Shopper” program where secret shoppers evaluate services anonymously and results are tracked.
- Prepare an annual report providing information to the public about parks and recreation funding, stewardship of tax dollars and fees and charges, and distribute the report as widely as possible.
- Work with the Chamber of Commerce and the local Welcome Wagon to develop information packets that promote city services to tourists and new residents.
- Create an annual marketing plan for the Recreation and Parks.

- Develop an evaluation process for marketing media such as newspaper, seasonal brochures, website, direct mail, targeted e-mails, radio, and television advertising to continuously determine effectiveness of marketing dollars.
- Create seamless product delivery for park and recreation services that delivers from a consumer vantage.

Strategy: Create a seamless and cohesive customer service delivery system for the provision of all community services programs and services regardless of the location.

Action Steps:

- Continue expanding current registration system to a fully integrated fax, online, and phone registration system.
- Network the registration system into all Park and Recreation facilities for ease of registration for patrons.
- Develop a comprehensive cross training program for all staff and instructors including knowledge of all program areas as well as customer service.
- Use program tracking and evaluation tools to capacity by designing reports to readily identify life cycles of programs, identify programs not meeting minimum capacity (review all program minimums for cost effectiveness), identify waiting lists, etc.

GOAL 3: Track Performance Measures

Strategy: Create standards for all community services activities and services.

Action Steps:

Establish service standards for all community services activities. Suggested criteria for service standards include:

- Programs
 - Participation levels
 - Revenue
 - Instructors
 - Customer satisfaction
 - Cost per experience (or per hour, per class)
 - Customer retention
- Instructors:
 - Experience
 - Knowledge
 - Friendliness
 - Recruiting
 - Rewarding
 - Training
 - Standards
- Volunteers:
 - Experience
 - Knowledge

- Friendliness
- Recruiting
- Rewarding
- Training
- Standards
- Facilities:
 - Cleanliness
 - Aesthetics
 - Comfort
- Staff:
 - Experience
 - Knowledge
 - Friendliness
 - Rewarding
 - Training
 - Trends

Strategies:

- Identify all major maintenance tasks including such things as:
 - Turf /Mowing
 - Plantings
 - Restrooms
 - Sidewalks and paths
 - Irrigation
 - Weed and insect control
 - Curb appeal
 - Playground and picnic equipment
 - Courts and fields
 - Litter control
- Evaluate and develop a scoring system for each task to meet desired and consistent service levels.
- Involve staff in the development of the standards and scoring system.
- Conduct maintenance standards training for all staff.
- Establish and monitor recordkeeping procedures to document the actual hours and materials costs for each maintenance operation.
- Apply appropriate maintenance standards and define set up/tear down requirements for all special events, tournaments, or other activities that currently stress resources. Assure adequate staffing and funding to take on the task, prior to making a commitment.

GOAL 4: Strategically Increase Programming and Partnerships

Strategy: Develop a standard practice for customer program feedback.

Developing programs based on customer's needs, wants and expectations will be important to the success of recreation programs.

Action Steps:

- Developing a standard practice to get customer feedback (usually at the end of the program offering) will help improve programming by being able to respond to customer needs in a timely matter. Information sought from participants should include:
 - Satisfaction levels and supporting reasoning
 - Suggestions for improvements to programs
 - Suggestions for new programs
 - To every extent possible participants should be given the opportunity to provide both positive and negative feedback on their or their children's experience in City run recreation programming. (i.e. recreation programs, aquatic programs, special events) A sample evaluation form can be found in **Appendix VI**.

Strategy: Develop an overall program evaluation criteria and process, and implement the process annually.

The citizen survey identified many program areas that the community would like to see created or expanded. Available space may hinder new or expanded opportunities in some cases. Successful programs come from continuous creative and innovative thinking. The Department should create a process that evaluates the success of current program offerings and criteria to determine if new program ideas should be instituted or if changes should be made to current programs.

Action Steps:

- Using historical participation levels to determine program popularity and participant feedback can be helpful in deciding if programs should be continued. In addition, utilizing citizen surveys and participant feedback, and researching trends in Parks and Recreation programming are useful tools in determining future program needs and desires. Sources for trends information include:
 - State Parks and Recreation Associations and Conferences
 - National Recreation and Parks Association
 - National Sporting Goods Association
 - International Health, Racquet & Sports Association
 - Parks and Recreation Trade Publications
- Using pre-determined criteria and a process, annually evaluate all current programs to determine if they should be continued, changed (market segment focus, time/day offered, etc.) or discontinued.
- A few simple questions should be asked about each program that may include:
 - Is participation decreasing? If participation is decreasing, are there any steps to take such as increased marketing, change of time, format or instructor? If not, it may be time to discontinue the program
 - Is there information from participant feedback to improve the program?

- Are cost recovery goals being met? If not, can fees be realistically increased?
- Is there another provider of the program that is more suitable to offer it? If yes, the City could provide referrals instead of the program
- Is this program taking up facility space that could be used for expansion of more popular programs or new programs in demand by the community?

Strategy: Implement new programs based on research and feedback.

New trends may drive different needs. It is very easy to focus on programs that have worked for a number of years, especially if they are still drawing enough interested participants to justify the program's continuation. Starting new programs based on community demand and/or trends can be risky due to the inability to predict their success. If the program interest seems great, such as those in the citizen survey, then the programs should be expanded. Engaging all who are associated with a new program, both directly and indirectly, in the decision making process will help ensure a quality experience for the customer.

Action Steps:

- The following criteria should be examined when developing new programs:
 - Need: outgrowth of a current popular program, or enough demonstrated demand to successfully support a minimal start (one class for instance)
 - Budget: accounting for all costs and anticipated (conservative) revenues should meet cost recovery target established by Department
 - Location: available and within budget
 - Instructor: available and within budget
 - Materials and supplies: available and within budget
 - Marketing effort: adequate and timely opportunity to reach intended market, within budget (either existing marketing budget or as part of new program budget)
- When new programs are being considered, use the criteria outlined above to assist in determining success. Over the past three years recreation program offerings have decreased in numbers. The citizen's survey identified a need for many different types of programming.
- The programs identified as needing to be expanded or improved are:
 - Youth swimming programs and lessons
 - Youth recreational athletic leagues
 - Special events.
- Programs identified as needing to be added are:
 - General skills education such as computer or cooking classes
 - Martial arts
 - Special events
 - Fitness programs
 - Individual activities such as biking, hiking, paddling, etc.

Strategy: Increase partnerships and collaborative efforts

Build partnerships within the community to take advantage of existing facilities, share new facilities, and provide additional programming and services to the community.

Action Steps:

- Continue dialogue between all of Public Works, Parks Maintenance, and the Community Services Department and about the potential for an improved staff sharing system for responsibilities such as medians, landscaping, special events, and grounds maintenance.
- Investigate partnerships with local medical and health organizations to increase fitness and health programming for the aging population within the community.
- Create new and formalize existing partnerships (see Sample Partnership Policy in **Appendix VII**) with equity agreements that are reviewed annually.
- Strengthen and expand Intergovernmental Agreements (IGA's) with schools for use of fields, gyms, and multipurpose spaces.
- Explore the possibilities of revising and promoting an adopt-a-park program to help with park maintenance, beautification, and civic pride.
- Create a "Park Ambassador" program where residents living adjacent to parks are trained to inspect parks and then file a weekly report in exchange for a nominal fee or pass.

GOAL 5: Increase Cost Recovery and Funding**Strategy: Research potential traditional funding opportunities.**

The City has the ability to use these mechanisms to enhance the quality of life in Woodburn and expand recreation, park, open space, trails, programs, and services to the community. The survey indicated initial support for additional fees and taxes to support current City operations and maintenance needs and to provide desired facilities, parks, trails, programs, and services.

Action Steps:

- Based on strong positive support from the community survey, work with the City Commission to establish an additional four dollar maintenance utility fee (per household/per month) to build and operate City parks, recreation, and aquatic facilities. This maintenance utility fee is established for all households for the purpose of assisting in funding the operational and maintenance costs for facilities to enhance the level of service to the community. It is not considered a user fee for services.
- Work with residents and partners to establish additional revenue through a combination of the following sources to implement the recommendations of the Master Plan:
 - City maintenance utility fees increase
 - System Development Charge increase
 - City sales tax increase in a special district at the outlet mall
 - Bond referendum / City property tax
 - Redirection of existing City funds
 - Alternative Funding (see **Section V**)
 - Strategic partnerships
 - Fees and charges
 - Program grants (see **Appendix VIII**)
 - Further investigate support for an education campaign for a ballot initiative to pass a levy increase or bond referendum for future capital improvements.

Strategy: Pursue alternative funding to implement the Master Plan

Many departments within Woodburn have experienced challenging times in the recent past, with limited funding and staffing levels, and the Department should explore the best means of achieving its funding goals. Alternative funding methods may be instrumental to the operations of the City's recreation programs and facilities on an ongoing basis. Allocating resources (assigning staff time, matching funds, etc.) to pursue alternative funding should be considered an investment in the future, with an outlined and expected positive rate of return.

Action Steps:

- Identify opportunities to increase community support and revenue opportunities such as grants, partnerships, sponsorships, volunteers and earned income (see **Section V** for Alternative Funding Resources).
- Assign staff resources and/or investigate the possibility of utilizing volunteer efforts to apply for such funding.
- Develop a "Wish List" to identify philanthropic opportunities that align with these needs. Once identified, aggressively apply for grant funding and Foundation assistance.
- Expand and formalize a volunteer program to include standards, recruiting, training, retaining, and rewarding volunteers in all program areas.
- Create new and formalize existing Sponsorships (see Sample Sponsorship Policy in **Appendix IX**) with equity agreements that are reviewed annually.
- Create an annual "Sponsorship Manual" listing all the opportunities for the year and distribute within the community in a menu format that creates a sense of urgency within the business community.
- Create and work with a Parks and Recreation Foundation to facilitate the receipt of grant funds and to conduct other fundraising activities.
- Seek collaborations with developers for future development projects to include recommended parks and recreation facilities and standards

Strategy: Create a cost recovery philosophy and policy.

It is important for the City to develop a pricing and cost recovery philosophy that reflects the values of the community and the responsibility it has to the community. This philosophy will be especially important if the City moves forward in the development of new programs and additional and/or expanded facilities; and as it strives for sustainability and determines how much it is willing to subsidize operations.

One means of accomplishing this goal is applying the Pyramid Methodology. This methodology develops and implements a refined cost recovery philosophy and pricing policy based on current "best practices" as determined by the mission of the agency and the program's benefit to the community and/or individual.

Critical to this philosophical undertaking is the support and understanding of elected officials and ultimately, its citizens. Whether or not significant changes are called for, the agency wants to be certain that it is philosophically aligned with its residents. The development of the core services and cost recovery philosophy and policy is built on a very logical foundation, using the understanding of who is

benefiting from parks, recreation, and natural resources services to determine how the costs for that service should be paid.

Action Steps:

- Develop ongoing systems that help measure cost recovery goals and anticipate potential pitfalls utilizing the following points:
- Understand current revenue systems and their sustainability.
- Track all expenses and revenues for all programs, facilities, and services to understand their contribution to overall Department cost recovery.
- Analyze who is benefiting from programs, facilities, and services and to what degree they should be subsidized.
- Fees for programs should acknowledge the full cost of each program (those direct and indirect costs associated with program delivery) and where the program fits on the scale of who benefits from the program of service to determine appropriate cost recovery target. Current cost recovery is at an average level and creating a cost recovery philosophy could enhance revenues to an above average level for operations and maintenance.
- Define direct costs as those that typically exist purely because of the program and change with the program.
- Define indirect costs as those that would exist anyway (like full time staff, utilities, administration, debt service, etc.)
- Define ability to pay as an implementation concern to be addressed through a fee reduction or scholarship program.
- Continue to encourage the pursuit of alternative funding for the Department.

Strategy: Increase participation and revenue from current services.

Action Steps:

- Utilize the marketing strategies in the Marketing, Communications, and Credibility section (Goal 2), to work to increase participation numbers and user fee revenue.
- Evaluate participation numbers of current programming so as to increase marketing and participation in programs that are not currently at capacity.
- Establish user fees for city recreation facilities that cover all the direct costs of the field or facility use.

GOAL 6: Create a Cohesive Operations and Maintenance System for Recreation and Parks

Strategy: Understand how park maintenance dollars are being spent

Better understanding how current dollars are being spent is the groundwork for understanding where adjustment may be made to plan more efficiently for the future. Planning and pro-active attention to standards that are specific to Woodburn can help identify the priorities.

Action Steps:

- Develop criteria (Goal 3) that would define the City's maintenance standards for the three levels of maintenance, Level 1 – High-use parks and athletic fields, Level 2 – Neighborhood Parks and Level 3 – Secondary parks, undeveloped, and storm detention.

- Maintenance practices should be articulated in the form of a Maintenance Guidelines and Procedures Manual.
- Track labor hours and equipment use for park and athletic field maintenance tasks. This is already done to some degree but should be detailed for each level of maintenance. Tracking labor costs and equipment costs for maintenance tasks will also allow for:
 - More accurate estimating of maintenance costs for new parks and athletic fields based on recorded historical data
 - Establishing true costs for maintenance of facilities
 - Greater understanding of the impacts of maintenance budgets fluctuations
 - Improved staffing projections for new and existing facilities
 - Improved maintenance at facilities resulting in safer conditions
 - Improved scheduling of maintenance activities
 - Improved ability to apply maintenance cost to programming and facility use fees
 - Ability to apply maintenance costs directly to overall program costs

Strategy: Evaluate park maintenance duties to determine if current departmental priorities are in line with community priorities.

Community expectations are sometimes unrealistic and their understanding of the realities of dealing with park maintenance issues is often limited. Typically, “non-standard” operating hours (evenings and weekends) are necessary to meet the community needs. The citizen survey identified park restroom availability, operating hours and cleanliness and trash pickup as the top park maintenance issues facing the City. Other priorities include improved maintenance on park amenities (e.g., outdoor basketball courts, picnic areas, outdoor volleyball courts) and turf care. Turf maintenance rated lower in importance. It can be assumed that turf maintenance is important however current levels are more satisfactory than park restroom issues.

Action Steps:

The Public Works Department should evaluate its current budget distribution to see if they can increase restroom maintenance, special event set-up/clean-up, opening/closing park gates, etc. as well as operating hours to meet community demand. In doing so, budget levels and/or resources for other maintenance tasks may need to be reduced.

Strategy: Examine the operations of the parks maintenance to determine whether the operations could be restructured, merged, and/or outsourced to better handle the City’s park maintenance criteria.

This planning process has identified that there are potential improvement options which could be made for the organizational structure of parks maintenance service provision. It is beyond the scope of this Master Plan to conduct a detailed analysis of these options.

The current staff and resource allocation methods have tasked Public Works with the primary responsibility for all park maintenance. Park scheduling conflicts occur between maintenance and recreation programming and budget responsibilities and at times become uncertain.

Action Steps:

Options identified are:

- Restructure the organization to create a separate Park Maintenance Division to operate under the direction of the Community Services Department
- Assign staff to track hours and equipment usage to evaluate the cost savings and efficiency gains and potential expenses and conflicts that could occur by moving the parks maintenance services into the Community Services Department
- Investigate additional outsourcing of park maintenance needs to a private contractor if such a move presents substantial cost savings to the City
- If the current structure needs to remain, the Public Works Director and the Community Services Director should meet at regularly scheduled times (i.e. weekly, bi-weekly, monthly) to discuss objectives and operational strategies as well as achieve clarity and flexibility between departments for resources.
- Careful thought should be given to restructuring park maintenance duties from Public Works to the Community Services Department. Evaluations should include:
 - Can current staff expertise be maintained
 - Can current equipment inventory and expertise be maintained
 - Can consistency in the level of service provided be maintained
- Large staff (all Public Works Responsibilities) allows for reallocation of labor when necessary for to cover vacation or sick leave, special events and unplanned maintenance needs (Understanding that reallocation of labor may create shortfalls elsewhere)
- Budget size allows for reallocation of funds when necessary (Understanding that reallocation of funds may create shortfalls elsewhere)
- Parks maintenance schedules and recreation program schedules would be better coordinated through:
 - Regularly scheduled meetings
 - Ongoing, open door interactive communication for scheduling and evaluating operational effectiveness

Strategy: Partner with community groups to assist in the cleanliness and stewardship of parks, trails and athletic fields. Many communities have successfully established community programs to help reduce the costs for maintenance of parks and trails, and to increase community involvement and stewardship.

Action Steps:

- Establish an “Adopt-A-Park” and “Adopt –A- Trail” Program to help with cleanliness, stewardship and community involvement in the parks and trails system
- Work with local sports organizations to establish maintenance priorities for Centennial Park. Once priorities have been determine the City could provide materials and expertise, whenever feasible, to organizations in exchange for their labor to complete maintenance priorities.

GOAL 7: Continue to Provide Equitable Level of Service in Existing Parks and Facilities throughout the Community

Strategy: Improve existing parks to meet community standards

Action Steps:

- Strive to replace or renovate all components scoring below community expectations. See list below for specific components that should be improved or removed.

PARK	COMPONENT
Burlingham Park	Group Picnic Shelter
Hermanson Pond	General Water Access
Heritage Park	Open Turf
Legion Park	Natural Area
Nelson Park	Practice Backstop
Wyffels Park	Playground

- Add comfort and convenience features to parks where missing, such as benches, drinking fountains, and bicycle parking. It is recommended that at least 7 out of the 14 listed comfort and convenience features in the park inventory data report be provided in each park. (Refer to park inventory data for a list of missing comfort and convenience features by park. Comfort and convenience costs are located in **Appendix XII**)
- Consider adding portable restrooms and formal portable restroom enclosures to parks as needed.



- Continue to update the playground replacement list and work with community groups and other funding sources to keep playgrounds up-to-date and safe. Priority playgrounds include Wyffels Park and Legion Park.
- Create a master plan for Burlingham Park that guides future improvements. The master plan should be created with public input and include elements that make Burlingham Park a unique park that serves residents on the west side of I-5.
- Consider the implementation of a park host program to help with maintenance and security at community parks.
- Continue to perform needed maintenance at the World Berry History Museum. Plan renovations as the demand for museum and meeting space increases and funding opportunities arise.

Strategy: Continue to develop parks according to established master plans

Action Steps:

- Complete the final phases of construction for Centennial Park, adding fields and constructing other designed amenities.
- Use existing partnerships with community groups and Public Works to build a dog park as an extension of Centennial Park
- Re-evaluate the master plan for Legion Park. Bring it up to date and coordinate it with the Mill Creek master plan. Work to find funding to execute the existing master plan or install pieces as funding is available. The master plan should include the enhancement of the natural areas, trail connections, community events space, and improve use of the fields and grandstands.
- Ensure that adequate money is budgeted for operations and maintenance for all additions of park land or facilities
- Work to complete or add elements to Settlemier Park according to the existing Master Plan
- Add a community shelter or gazebo to the downtown plaza.

Strategy: Improve walkability to parks and recreation facilities and to the community as a whole.

Work with other City departments and agencies to increase walkability and bridge pedestrian barriers in the community including creating safe pedestrian crossings at railroads and major highways.

Action Steps:

- Strive to provide parks, greenways, or indoor facilities within one third mile of residents to ensure continued walkability.
- Partner with community groups to conduct walkability workshops. The walkability checklist, as shown in **Appendix XI**, is a tool to be filled out by residents in all areas of the community to assess the walkability of the community as a whole. These workshops could be lead by Recreation and Parks, and focus on access to park and recreation facilities.
- Address walkability issues as identified in the community walkability analysis. Work with other City departments to address issues that are identified.
- Work with other City departments and community groups to ensure safe pedestrian access across physical barriers to parks and recreation facilities. Incorporate traffic calming strategies at access points to parks, open space, and trailheads. Incorporate traffic calming design techniques into design guidelines, as appropriate.
- Work with state and local transportation agencies to create safe pedestrian crossings. Priority crossings include:
 - Across Interstate-5
 - Across the train tracks
 - Across major roads such as Mt. Hood Highway
- Create walking maps with routes and mileages for park and trail routes. Make these available online and in printed form.
- Work with the other City departments to provide safe and enjoyable sidewalks or sidepaths as routes to parks.

Strategy: Address safety concerns in Woodburn parks.

The community survey indicated a desire on the part of the residents of Woodburn to use this master plan to address safety concerns in Woodburn's parks.

Action Steps:

- Increase visibility into problem parks by removing dense vegetation or relocating components to more highly visible areas.
- Establish an "Adopt-a-Park Program" to foster pride and a sense of ownership in all of Woodburn's Parks.
- Host recreation activities in all of Woodburn's Parks to increase usership and activity in parks.
- Add safety lighting to problem parks.
- Implement specific opening and closing times at problem parks and reinforce this with regularly scheduled patrols.
- Continue to develop a strong working relationship with the Police Department to ensure regular patrolling of parks and facilities, quick response times.
- Provide opportunities for youth to interact with police officers via recreational programming.

Strategy: Identify and develop facilities for new trends in parks and recreation.

Diversifying recreational opportunities in Woodburn's existing parks by adding exciting new recreational facilities – especially those geared to youth - will ensure the creation of a diverse system and that will be attractive to the community.

Action Steps:

- Look for opportunities to add a "destination playground" or a "boundless playground" to an existing park. Destination playgrounds usually include special features such as a climbing wall, spray feature or adventure play. Often they involve special theming and opportunities to teach children and parents something of the local history, culture, or ecology of an area. Boundless playgrounds are designed to be fully accessible to children with disabilities and represent a growing trend in parks and recreation. While built to serve the local community, both may potentially attract visitors outside Woodburn.
- Consider adding a BMX course, climbing wall, or other youth oriented "extreme sports" activity to a community park to compliment the popular skate park at Settlemier Park.
- Consider adding water spray features and/or water slides in existing Aquatic Center.
- Consider adding the current planned community center and cultural arts center onto the existing Aquatic Center for operational and capital cost efficiencies. The planned amenities for the community center and a smaller scale cultural arts center could be added for enhanced multi-generational use in a central location. This multi-generational center could also be utilized by seniors and teens without the additional capital and operational costs for standalone buildings.
- Look for opportunities to add a spray ground or interactive water feature to one of Woodburn's parks.
- Look for opportunities to create an outdoor events/community gathering space to host communitywide events. Evaluate the current master plan for Legion Park to determine the feasibility of including such space in future renovations.

- Look for opportunities to add dog parks throughout the system. Existing parks that may be appropriate for off-leash dog use include sites that offer an existing/natural separation between other uses and the proposed off-leash area. Options for off-leash dog use include:
 - Create unfenced boundaries in the park such as sidewalks or paths where off-leash use would be allowed. This area would require appropriate signage, dog pick-up stations and the ability to enforce site use.
 - Designate days and/or times where off-leash use is allowed. Publish this information on the website, in the brochure, and on signage located at the park. This option would require appropriate signage, dog pick-up stations, and the ability to enforce site use.
 - Create a traditional dog park by fencing a portion of the park that is designated for off-leash use only.

GOAL 8: Plan for Community Growth

Strategy: Review land dedication policies to ensure that parks and trails are being provided at levels that meet or exceed current levels of service.

Action Steps:

- Ensure that residents in new developments are within walking distance (one-third mile) of a park and a trail.
- Ensure that park land dedication requirements include provisions for the dedication of trail corridors
- Consider requiring developers to develop dedicated parks or be required to pay impact fees that will contribute to park construction
- Ensure that dedicated lands meet specific criteria for park land. The city should adopt suitability requirements for all land dedicated to the City by determining the following criteria:
 - Minimum parcel size
 - Maximum number of separate parcels that can be dedicated to meet the land use requirement
 - Minimum width of property
 - Minimum percentage of street frontage
 - Acceptability (and %) of otherwise required detention areas
 - Acceptability (and %) of parcels that include water or wetlands in the acreage of the property
 - Acceptability (and %) of lands with slopes greater than 4%

Strategy: Work to fill in gaps in parks and trails service

Action Steps:

- Look for park land in the areas of Woodburn that are anticipated to have rapid growth including east of I-5 and in the southeast part of the community.
- Look for opportunities to provide developed park land in the southeast part of the City. This could be accomplished through existing park land, land acquisitions, or partnerships.
- Pursue the completion of the Mill Creek Greenway Master Plan. The construction of the trail in this corridor is a priority item as it will be the first trail constructed in the community.

Recommendation Cost Estimates

The following table includes capital projects and additional items that significantly impact the annual operational and maintenance budgets. All cost estimates are in 2008 figures. Funding sources listed are suggested methods of funding and can be enhanced with additional methods of funding. Overall staffing cost projections are included in the annual operational and maintenance cost estimates.

Recommendation 2009-2012 Priorities	Capital Cost Estimate	Capital Funding Sources	Annual Operational & Maintenance Cost Estimate (incl. staffing)	O/M Funding Sources
Create Master Plan for Burlingham Park	\$40,000- \$60,000	General Fund	\$5,000	General Fund
Construct a dog park at Centennial Park	\$50,000	CIP, Partnerships	\$5,000	General Fund
Finish construction on the final phase of Centennial Park	\$1,500,000	CIP, Levy	\$10,000 per acre	General Fund
Complete construction of the first phase of the Mill Creek Greenway	\$500,000	CIP, Grants, Partnerships	\$10,000- \$12,000 per mile	General Fund
Add portable restroom enclosures to parks as needed	\$15,000- \$20,000 each	CIP	\$1,000	General Fund
Replace playground at Wyffels Park	\$40,000	CIP, Grants, General Fund, Partnerships	\$1,000	General Fund
Add a Plaza Gazebo	\$70,000	CIP, Grants, Partnerships	\$2,000	General Fund
Acquire Properties for Mill Creek Greenway	\$100,000 per acre	CIP, Grants, Partnerships	N/A	N/A
Repairs to Aquatic Center	\$300,000	CIP, General Fund	N/A	N/A
Park comfort and convenience features	\$40,000	CIP, General Fund	N/A	N/A

Add one park to the Southwest area East of I-5 of Woodburn as growth demands and as land is dedicated by development	\$150,000-\$200,000	CIP, SDC's	\$8,000-\$10,000 an acre	General Fund
Total 2009-2012 CIP (in 2008 dollars)	+/- \$3,410,000			

Recommendation 2013-2016 Priorities	Capital Cost Estimate	Capital Funding Sources	Annual Operational & Maintenance Cost Estimate (incl. staffing)	O/M Funding Sources
Renovate Legion Park according to the established master plan	\$2,500,000 (adjusted from 2003 estimates)	CIP, Levy	N/A	General Fund
Add one park to the southeast area of Woodburn as growth demands and as land is dedicated by development	\$150,000-\$200,000	CIP, SDC's	\$8,000-\$10,000 an acre	General Fund
Add a destination or boundless playground	\$500,000	CIP	\$5,000	General Fund/grants
Add a spray ground or interactive water feature	\$200,000	CIP	\$5,000	General Fund
Add spray features and water slides to existing Aquatic Center	\$250,000	CIP, Bond	\$5,000	General Fund
Community Center	\$8,500,000	Bond, Levy, CIP, Grants, Partnerships	\$300,000	General Fund

Cultural Arts Center	\$4,000,000	Bond, Levy, CIP, Grants, Partnerships	\$200,000	General Fund
Construct a Picnic Shelter in Burlingham Park	\$50,000	CIP, Grants, Partnerships	\$2,000	General Fund
Replace Practice Backstop at Nelson Park	\$15,000	CIP, Grants, Partnerships	\$500	General Fund
Replace Playground at Centennial Park	\$60,000	CIP, Grants, Partnerships	\$2,000	General Fund
Acquire Properties for Mill Creek Greenway	\$100,000 per acre	CIP, Grants, Partnerships	N/A	N/A
Develop Additional Phases of Mill Creek Greenway	\$750,000	CIP, Grants, Partnerships	\$10,000-\$12,000 a mile	General Fund
Park comfort and convenience features	\$40,000	CIP, General Fund	N/A	N/A
Total 2013-2016 CIP (in 2008 dollars)	+/- \$ 20,065,000			

Recommendation 2017-2019 Priorities	Capital Cost Estimate	Capital Funding Sources	Annual Operational & Maintenance Cost Estimate (incl. staffing)	O/M Funding Sources
Make improvements to Settlemier Park according to the established Master Plan	\$1,700,000 (adjusted from 2003 values)	CIP, Levy	N/A	General Fund
Add one park to the west area of Woodburn as growth demands and as land is dedicated by development	\$150,000-\$200,000	CIP, SDC's	\$8,000-\$10,000 an acre	General Fund
Continue to assess and renovate the World Berry Museum as funding allows	Unknown	CIP, Grants, Partnerships, Sponsorships, Donations	N/A	General Fund
Acquire properties for Mill Creek Greenway	\$100,000 per acre	CIP, Grants, Partnerships	N/A	N/A
Develop additional phases of Mill Creek Greenway	\$750,000	CIP, Grants, Partnerships	\$10,000- \$12,000 a mile	General Fund
Park comfort and convenience features	\$40,000	CIP, General Fund	N/A	N/A
Total 2017-2019 CIP (in 2008 dollars)	+/- \$3,950,000			
Total Ten Year CIP (in 2008 dollars)	+/- \$27,425,000			

II. Past, Present, and Future – The Planning Context

A. Woodburn Recreation & Parks Vision Statement

Helping keep our community healthy, happy, and safe!

B. Purpose of this Plan

The Woodburn Parks and Recreation Master Plan Update is intended to help meet the needs of current and future residents by positioning Woodburn to build on the community's unique parks and recreation assets and identify new opportunities. The citizen-driven plan establishes a clear direction to guide city staff, advisory committees, and elected officials in their efforts to enhance the community's parks system, open space, trails, recreation facilities, programs and services. The purpose of this plan update is to continue to evaluate and develop a well-planned systemic approach to managing community parks and recreation needs. The Master Plan Update ensures that these services are consistent, compatible, and complimentary to all current and planned Parks and Recreation services.

C. History of Woodburn - Recreation and Parks

In 1910, the city acquired seven acres for the development of its first park, Legion Field. In 1946, and after many years of work by active members of the community, Woodburn residents approved a bond measure in the amount of \$25,000 for the construction of a public swimming pool. Later that same year, a group of Woodburn residents involved in religious and civic organizations formed the Settlemier Park Association. At the time, Frank Settlemier, the son of the late Jesse Settlemier, expressed an interest in donating a six-acre tract to the City for a park, provided the City commit funds toward its maintenance. The Settlemier Park Association notified the City that it would commit to developing and maintaining the future park site. The parcel, part of what comprises the current Settlemier Park, was accepted by the City Council on July 2, 1946. The swimming pool was constructed at that site in 1948.

At the urging of an ad-hoc community group known as the Recreational Program Committee, the Mayor appointed a 7-member Recreation and Park Board in 1948. Following that action, a special levy was approved by the voters, providing tax revenue in the amount of 5 mills to be dedicated toward the operation of a community recreation program, including the soon to be opened swimming pool. In 2006, the City merged Recreation and Parks and Library into a newly formed Community Services Department.

D. Recreation and Parks Overview

Department Description

Woodburn Recreation and Parks is a division of the City's Community Services Department and receives funding authorized by the City Council through budget appropriations. Additional funding is provided through fees charged for specific programs and services and through grant funds. Through these means parks and recreation programs and services are provided and maintained for the citizens of Woodburn.

E. Related Planning Efforts and Integration

The City of Woodburn has undertaken several planning efforts in recent years that have helped inform the planning process for this Parks and Recreation Master Plan Update. These plans and studies include:

- City of Woodburn Parks and Recreation Comprehensive Plan (1999)
- Mill Creek Greenway Master Plan
- Parks SDC Methodology
- Woodburn’s Comprehensive Plan
- Existing Park Plans
- Existing Policy Manuals

F. Methodology of this Planning Process

This project has been guided by a project team, made up of city staff and the Recreation and Park Board. This team provided input to the GreenPlay consulting team throughout the planning process. This collaborative effort creates a plan that fully utilizes the consultant’s expertise and incorporates the local knowledge and institutional history that only community members can provide. The project consisted of the following tasks:

Needs Assessment and Public Involvement

Review of previous planning efforts and city historical information.

Consideration of the profile of the community and demographics, including anticipated population growth.

- Extensive community involvement effort including focus groups, meetings with key stakeholders, community-wide public meetings.
- Communitywide statistically valid survey.
- Identification of alternative providers of recreation services to provide insight regarding the market opportunities in the area for potential new facilities and services.
- Research of trends and statistics related to American lifestyles to help guide the efforts of programming staff.

Level of Service Analysis

- Interviews with staff to provide information about parks and recreation facilities and services, along with insight regarding the current practices and experiences of the City in serving its residents and visitors.
- Analysis addressing recreation, parks, trails, and related services.

Inventory

Inventory of parks, trails, and facilities using existing mapping, staff interviews, and on-site visits to verify amenities and assess the condition of the facilities and surrounding areas.

Assessment and Analysis

- Review and assessment of relevant plans.
- Organizational and maintenance SWOT Analysis.
- Measurement of the current delivery of service using the GRASP® Level of Service Analysis and allowing for a target level of service to be determined that is both feasible and aligned with the desires of citizens as expressed through the citizen survey. This analysis is also represented graphically in GRASP® Perspectives.
- Exploration of finance and funding mechanisms to support development and sustainability of the system.

Recommendations: Goals, Strategies, and Action Plan

- Identification and categorization of recommendations into themes with goals, objectives, and an action plan for implementation.
- Development of an action plan for capital improvements including cost, funding source potentials, and timeframe to support the implementation of the plan. GRASP®

G. Timeline for Completing the Master Plan

Start-up	November 2007
Needs Assessment and Public Involvement	December 2007 - June 2008
Inventory and Assessment of Existing Facilities	December 2007 - May 2008
Program and Services Inventory and SWOT Analysis	January - May 2008
Findings Compilation Report	May 2008
Guidelines, Standards and Recommendations	May - June 2008
Financial Resources and Expenditure Analysis	April - June 2008
Recommendations and Action Plans	July - September 2008
Final Plan and Presentation	October 2008

III. What We Want- Our Community and Identified Needs

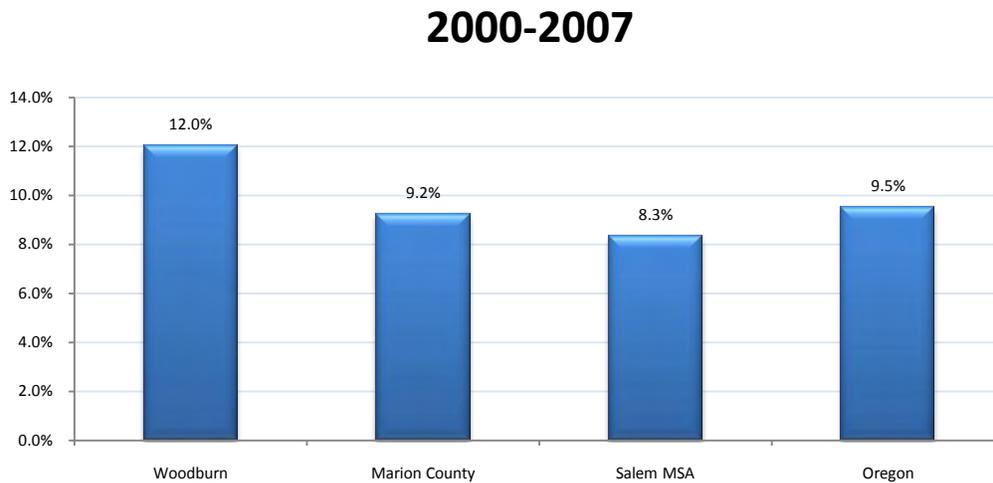
A. Community Profile and Demographic Information

This analysis uses 2007 Population estimates from the 2007 Oregon Population Report, prepared by Portland State University Population Research Center. All 2000 population numbers are from the 2000 U.S. Census. Additional estimated categorical demographic breakdowns are provided by ESRI Business Information Solutions.

Service Area and Population

The primary service area for this analysis will be the City of Woodburn, Marion County, Salem Metropolitan Statistical Area (includes Polk and Marion Counties), and the State of Oregon. The estimated 2007 population for Woodburn is 22,875, for Marion County is 311,070, for the Salem MSA is 378,570, and for the State of Oregon is 3,745,555.

Figure 2: Population percent change 2000 to 2007- Woodburn, Marion, Salem MSA, Oregon



Source: ESRI Business Information Solutions 2007

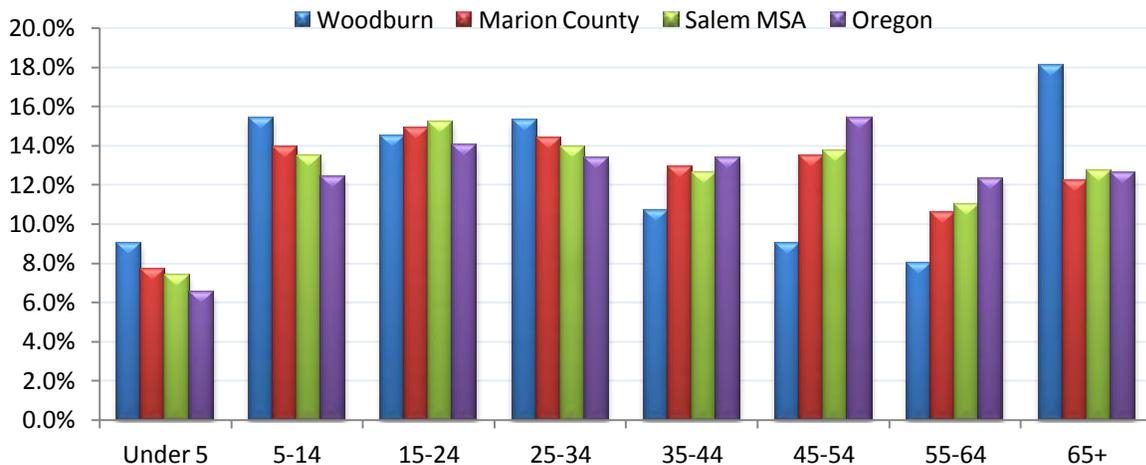
Age Distribution

The following age breakdown is used to separate the population into age-sensitive user groups and to retain the ability to adjust to future age sensitive trends. Percent of population distribution by age for Woodburn, Marion County, Salem MSA, and Oregon are shown in

- Under 5 years: This group represents users of preschool and tot programs and facilities, and as trails and open space users, are often in strollers. These individuals are the future participants in youth activities.
- 5 to 14 years: This group represents current youth program participants.
- 15 to 24 years: This group represents teen/young adult program participants moving out of the youth programs and into adult programs. Members of this age group are often seasonal employment seekers.

- 25 to 34 years: This group represents involvement in adult programming with characteristics of beginning long-term relationships and establishing families.
- 35 to 54 years: This group represents users of a wide range of adult programming and park facilities. Their characteristics extend from having children using preschool and youth programs to becoming empty nesters.
- 55 to 64 years: This group represents users of older adult programming exhibiting the characteristics of approaching retirement or already retired and typically enjoying grandchildren.
- 65 years plus: Nationally, this group will be increasing dramatically. Current population projections suggest that this group will grow almost 70% in the next 13 years. Programming for this group should positively impact the health of older adults through networking, training and technical assistance, and fundraising. Recreation centers, senior centers, and senior programs can be a significant link in the health care system. This group generally also ranges from very healthy, active seniors to more physically inactive seniors.

Figure 3: 2007 Population Breakdown Percent of Total by Age- the City of Woodburn, 5 Mile radius, Oregon, and the U.S.



Source: ESRI Business Information Solutions

Population Comparisons

Compared to Marion County, Salem MSA, and Oregon, Woodburn has a higher percentage of its population in the youngest categories (under 14), a slightly higher percentage in the 25-34 age range, a lower percentage in the 35-64 age range, and a significantly higher percentage of its population in the 65 and older category. The median age in for Woodburn residents is much lower than the other regions.

Median Age	
Woodburn	31.9
Marion County	34.4
Salem MSA	35.0
Oregon	37.8

Race/Ethnicity (2007)

Statistics gathered from ESRI Business Solutions provide the race and ethnicity breakdown for Woodburn, Marion County, Salem MSA, and Oregon. Overall, Woodburn has a much more racially and ethnically diverse population compared to the other three regions. The White Alone population in Woodburn is only slightly more than half, and those responding as Hispanic/Latino Origin make up the majority of the population. **Table 1** shows the race and ethnicity breakdowns for the four regions.

Table 1: Race/Ethnicity Comparisons for 2007

Race	Woodburn	Marion County	Salem MSA	Oregon
White Alone	54.6%	77.8%	79.6%	84.4%
Black Alone	0.4%	0.9%	0.9%	1.7%
American Indian Alone	1.0%	1.4%	1.4%	1.3%
Asian or Pacific Islander Alone	0.7%	2.5%	2.3%	3.9%
Some Other Race Alone	39.1%	13.7%	12.3%	5.5%
Two or More Races	4.2%	3.7%	3.5%	3.3%
Total	100%	100%	100%	100%
Ethnicity	Woodburn	Marion County	Salem MSA	Oregon
Hispanic/Latino Origin (Any Race)*	54.7%	22.1%	20.1%	10.5%

Source: ESRI Business Information Solutions

*Persons of Hispanic Origin may be of any race. This number reflects the percentage of the total population.

Education

By comparison, the residents of Woodburn have lower education levels than residents in the other three regions. While the percentage of residents who are high school graduates is relatively even across the board for all four regions, the percentage of residents with less than a 9th grade education is significantly higher in Woodburn than the other regions. Likewise, the percentage of residents with education levels higher than high school graduate is much lower in Woodburn than the other regions.

Table 2: Educational Attainment – 25 Years and Older (2000)

Level of Education Attained	Woodburn	Marion County	Salem MSA	Oregon
Less than 9 th Grade	26.2%	9.3%	8.6%	5.0%
9 th -12 th Grade, No Diploma	15.6%	11.4%	10.9%	9.9%
High School Graduate	24.3%	26.3%	26.2%	26.3%
Some College, No Diploma	19.5%	26.6%	26.7%	27.1%
Associate Degree	3.5%	6.5%	6.7%	6.6%
Bachelor's Degree	7.3%	13.1%	13.6%	16.4%
Master's/Prof/Doctorate	3.5%	6.7%	7.2%	8.7%

Source: ESRI Business Information Solutions

Household Income

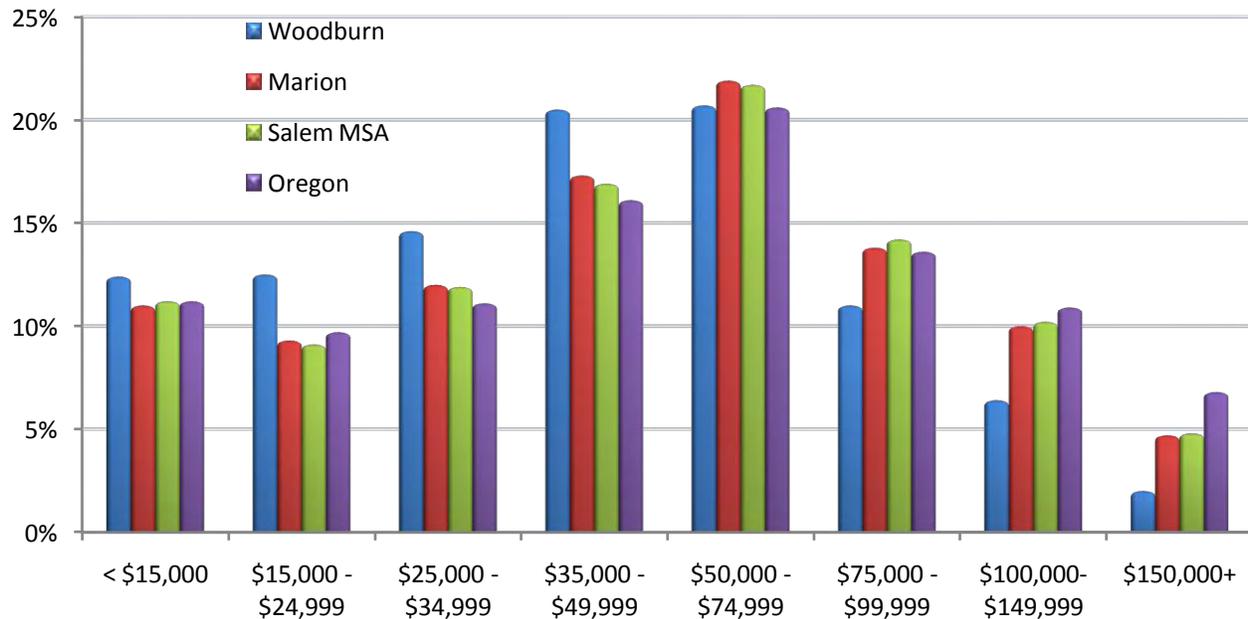
According to ESRI Business Information Solutions, the estimated 2007 median household income as well as the per capita income for Woodburn is significantly less than Marion County, Salem MSA, and Oregon. See **Table 3** for median household incomes and per capita incomes for the four regions.

Table 3: Median Household Income and Per Capita Income- Woodburn, Marion, Salem MSA, Oregon

	Median Household Income	Per Capita Income
Woodburn	\$42,062	\$16,112
Marion County	\$50,335	\$22,854
Salem MSA	\$50,778	\$23,146
Oregon	\$51,735	\$26,912

Figure 4 shows the percent of households by income for the four regions.

Figure 4: Households by Income- Woodburn, Marion, Salem MSA, and Oregon



Source: ESRI Business Information Solutions

The highest percentage of the population in Woodburn earns between \$35,000 and \$74,999 annually. Compared to the other three regions, the residents of Woodburn earn significantly less annually.

Household Size

The average household size in Woodburn is significantly higher than that of Marion County, Salem MSA, and the State. **Table 4** shows 2007 average household size for Woodburn, the County, the MSA, and Oregon.

Table 4

2007 Average Household Size	
Woodburn	3.91
Marion County	2.73
Salem MSA	2.71
Oregon	2.51

Employment

According to 2007 figures, the percentage of the 16 and older population in the labor force civilian employed is slightly lower than the County, Metropolitan Statistical Area, and State as illustrated in **Table 5**.

Table 5

Percentage of Employed Aged 16+	
Woodburn	90.9%
Marion County	92.8%
Salem MSA	92.9%
Oregon	93.6%

B. Current Park and Recreation Trends

Facilities

National Trends

Regarding Recreation Facilities, the following national trends are relevant to the City of Woodburn. The current national trend is toward a “one-stop” facility to serve all ages. Large, multipurpose regional centers help increase cost recovery, promote retention, and encourage cross-use. Agencies across the U.S. are increasing revenue production and cost recovery. Amenities that are becoming “typical” as opposed to alternative include:

- Multipurpose, large regional centers (65,000 to 125,000+ sq. ft.) for all ages/abilities with all amenities in one place. This design saves on staff costs, encourages retention and participation, and saves on operating expenses due to economies of scale.
- Leisure and therapeutic pools
- Interactive game rooms
- Regional playground for all ages of youth
- Partnerships with private providers or other government agencies
- Indoor walking tracks
- Themed décor

Amenities that are still considered “alternative” but increasing in popularity:

- Climbing walls
- Indoor Soccer
- Cultural art facilities
- Green design techniques and certifications such as Leadership in Energy and Environmental Design (LEED). A recent survey of recreation industry professionals, conducted by BCA Architects, indicated that 52% of the recreation-industry survey respondents said they were

willing to pay more for green design knowing that it would significantly reduce or eliminate the negative impact of buildings on the environment and occupants.

Age-Specific Populations

The following are trends related to the aging population in the United States:

- America is aging and it is estimated that by 2010, the median age will be 37 years, and by 2030 the median age will be 39 years. The current life expectancy at birth in the United States is 77.9 years.
- There is a growing body of evidence that indicates that aging has more to do with lifestyles and health behaviors than genetics.
- Seniors control more than 70 percent of the disposable income and have more than \$1.6 trillion in spending power, according to Packaged Facts, a division of MarketResearch.com, which publishes market intelligence on several consumer industries.
- Seniors also are the fastest growing segment of health club memberships, according to the International Health, Racquet and Sportsclub Association (IHRSA).
- The top three sports activities for persons 65 years and older in 2004 were: exercise walking, exercising with equipment, and swimming according to the National Sporting Goods Association (NSGA) survey.

Hispanic Populations

A survey done, in 2006, by UCLA Anderson School of Management Applied Management Research Program and funded by the Outdoor Industry Foundation surveyed the Hispanic population to gather information regarding Hispanics and outdoor industry. The following are results from this survey:

- Running/jogging (48%) and weightlifting/gym (23%) ranked as the most popular physical activities for Hispanics.
- Football (13%) and basketball (11%) ranked as the top two favorite sports among Hispanics.
- In terms of participation, basketball ranked number one in terms of sports participation in the past three months (27%), and exercising ranked second (20%).
- Soccer, both indoor and outdoor, remains popular among Hispanic populations.

Youth

- Top Reasons Kids Say “No” to Drugs (ages 9 – 17): Sports, 30%; Hobbies, 16%; Family and Friends, 14%; Arts, 12%, and Music, 11% (White House Office of National Drug Control).
- Over half of teens surveyed (54%) said they wouldn’t watch so much screen time if they had other things to do. The same number indicated they wished there were more community or neighborhood based programs and two-thirds said they’d participate, if they were available (Penn, Schoen & Bertrand).

Athletic Recreation

The National Sporting Goods Association Survey on sports participation found that the top five activities are: walking, swimming, bicycle riding, hiking, and fishing. Additionally, the following active, organized, or skill development activities still remain popular: field sports, skateboarding, and inline skating, golf, aerobic exercise, and working out, yoga, Tai Chi, Pilates, and Martial Arts.

Aquatics

According to the National Sporting Goods Association, swimming ranked second in terms of participation in 2005. Outdoor pools in Oregon are only open for a few months out of the year. There is an increasing trend towards indoor leisure and therapeutic pools. Additional amenities like “spray pads” are becoming increasingly popular as well.

Recreation and Culture Trends

National Trends

- Those with incomes less than \$29,999 enjoy arts/craft fairs and festivals. Individuals with income levels between \$30,000 and \$74,999 enjoy art museums, galleries, arts/craft fairs, festivals, and historic sites. More than 50% of those with incomes over \$75,000 visit historic sites. (2007 Statistical Abstract)
- Attendance at the traditional performing arts events has steadily increased between 2000 and 2004 for all categories except opera and symphony/orchestra. (2007 Statistical Abstract)

Income

National Trends

- Americans spend more than \$300 billion on recreation annually.
- The greater the household income, the more likely that members started a new recreational activity in the last year, and patronized public parks and recreation services.
- The most socially and politically active group in the United States is also the most recreationally active.

Recreation and Park Administration

- Level of subsidy for programs is lessening and more “enterprise” activities are being developed, thereby allowing subsidy to be used where deemed appropriate.
- Agencies are hiring consultants for master planning, feasibility, and strategic/policy plans.
- Recreation programmers and administrators are being involved at the beginning of the planning process.
- Information technology allows for tracking and reporting.
- Pricing is often done by peak, off-peak, and off-season rates.
- More agencies are partnering with private, public, and non-profit groups.
- Organization is structured away from specific geographic units into agency-wide sections for athletics, youth/teen sports, seniors, facilities, parks, planning, etc.

C. Community and Stakeholder Input

Focus groups were conducted December 11th and 12th, 2007. There were a total of 4 focus groups, and almost 50 participants including: community stakeholders, department staff, Park Board members, and school district representatives. In addition, a public forum was held on December 12th. The following summarizes input gathered from the focus groups and public forum. Verbatim focus group notes can be found in **Appendix I**.

STRENGTHS

Department

- Good team- well qualified at all levels
- Great internal communications

- Willing to help regardless of job title and duties
- Good diversity and depth of background
- Very adaptable to many situations
- Caring team invested in the strength of the Department and bettering the community

General

- Cooperation with the school district
 - Especially the after school program
- Many parks- geographically dispersed
- Planning for improvements and future growth
- Great volunteer contributions
 - Especially to facilitate youth sports

Programs/Activities

- Swimming lessons
- Collaborative efforts in youth sports
- After school program

Sites/Facilities

- Aquatic Center
- Skate park
- Picnic areas with nice, mature trees
- Overall parks are well maintained
- KABOOM: Play equipment replacement program

AREAS FOR IMPROVEMENT

- Communication with citizens regarding
 - Promotion of facilities available
 - Marketing of programs offered
- Identity of Recreation and Parks Division within Community Services Department
- Centralized location for multicultural activities
- Maintenance of existing facilities
- Implementation plan
- Need for more funding and staff
- Need for value to be placed on recreation and park services
- Need more security at parks, sites, and facilities
- Need more trails and connectivity
- Aging/failing facilities
 - Aquatic Center problems
 - Bleachers
 - Lighting
- Limited programs and services

RATINGS

Quality of current programs	2.0
Quality of existing facilities	2.2
Maintenance of facilities	3.0
Quality of customer service	1.5
Effectiveness of seeking feedback	2.2

ADDITIONAL PROGRAMS TO BE ADDED

- Youth programs
- Family oriented programs
- Senior programming
- History/cultural programs
- Non-sports programming
 - Educational, crafts, etc.
- Teen programming
- Visual/performing arts
- Additional aquatic programs
- Hiking, biking, and walking
- Wellness programs
- Therapeutic programs
- Recreation vs. competitive programs

IMPROVEMENTS TO PARKS AND FACILITIES

Aquatic Center

- HVAC
- Parking
- Lighting
- Resurfacing

Legion Park

- Bleachers
- Fencing

Settlemier Park

- Restroom safety features
- Third point of entry
- Perimeter walks

All Parks

- Visibility and safety
- Access
- Lighting-more use options
- Drinking fountains

General

- Additional trails
- Upgrade athletic fields
- Add more courts
 - Basketball
 - Volleyball
- Park benches
- Tree replacement program

ADDITIONAL PARKS AND FACILITIES

- Community center
- Cultural arts center
- Multigenerational center
- Dog park
- Storage facilities
- ADA access to parks
- Water/spray park
- Build-out of 4th field at Centennial Park
 - Batting cages
 - Lighting
 - Bleachers
- Athletic courts
 - Volleyball
 - Tennis
 - Basketball

UNDERSERVED PORTIONS OF WOODBURN

Geographic

- Southeast- new housing
- UGB expansion

Demographic

- Lower income families
- Seniors
- Baby Boomers- future need
- Latino community
- Russian community

HOW TO SUPPORT

General consensus was that the Department should be funded through a combination of multiple funding sources including:

- System development charges
- Grants
- Foundation
- Corporate sponsorships

- User fees
- General fund
- Tourism tax
- School district
- Senior Groups
 - Senior estates
 - WASP
 - RSVP
- County
- Local businesses
 - Nike
 - Adidas
 - Walmart
- Chamber of Commerce

KEY PARTNERS

- Youth sports organizations
- Civic organizations
- Nonprofit organizations
- Churches/faith-based organizations
- Media (newspapers, TV, radio)
- Police, Fire District
- Developers
- Library
- Chemeketa Community College

KEY ISSUES AND PRIORITIES

- Marketing/promotion
- Funding
 - Sources
 - City foundation
- Government follow-through
- Promote intergenerational and multicultural events
- Increase community involvement
- Implementation of plans
- Improve and utilize existing parks

D. Statistically-Valid Community Survey Findings

Introduction/Methodology

The Master Plan Survey was conducted through a mailback methodology. The survey was originally sent to 5,000 randomly selected households located in the City of Woodburn and the ZIP code associated with it (97071), which may include households outside the city limits. Completed surveys received totaled 349 out of a net estimated 4,879 delivered (approximately 121 surveys out of the 5,000 originally mailed were returned "undeliverable" due to invalid addresses and/or residents who have moved and no longer reside at a particular address). This represents an average response rate of approximately 7.2%. Based upon the total sample size of 349 responses received, overall results have a margin of error of approximately +/- 5.3 percentage points calculated for questions at 50% response¹. Also, note that the resultant database is weighted by age, ethnicity, & homeownership of respondent to ensure appropriate representation of City residents across different age cohorts in the overall sample.

The primary list source used for the mailing was a third party list purchased from Equifax, one of the three largest credit reporting agencies in the world. Use of the Equifax list also includes renters in the sample who are frequently missed in other list sources such as utility billing lists.

Respondent Profile

Based on 2000 US Census data and the 2007 ESRI Forecast, the profile of Woodburn residents (which is the basis for the weighting of the survey data) is distributed as follows. Among the population of Woodburn that is 20 years or older, 32 percent are between 20 and 34 years old, 16 percent are between 35 and 44 years, 13 percent are between 45 and 54 years, 12 percent are between 55 and 64 years, 13 percent are between 65 and 74 years, and 13 percent are 75 years or over. Eighty-one percent of households have an annual income less than \$75,000; 39 percent of residents are Caucasian (not Hispanic) and 55 percent are Hispanic/Latino.

Among survey respondents, 61 percent of households have kids living at home, 22 percent are empty-nesters (couples and singles with kids no longer at home), 7 percent are couples without kids, and 10 percent are singles without kids. Respondents were most likely to own their own residence (82 percent of respondents vs. 18 percent renters) with average length of residency being almost 17 years (although 29 percent of respondents have lived in the area five years or less). The majority of respondents (93 percent) live in the City limits of Woodburn, compared to 7 percent who live outside the City in the unincorporated county or other areas. Respondents living in the City were relatively evenly distributed throughout the identified areas (8 to 20 percent in each area), though a slightly higher proportion live in Senior Estates (20 percent), South Woodburn (20 percent), and downtown (17 percent). (See **Figure 5** and **Figure 6**)

¹ For the total sample size of 349, margin of error is +/- 5.3 percent calculated for questions at 50% response (if the response for a particular question is "50%"—the standard way to generalize margin of error is to state the larger margin, which occurs for responses at 50%). Note that the margin of error is different for every single question response on the survey depending on the resultant sample sizes, proportion of responses, and number of answer categories for each question. Comparison of differences in the data between various segments, therefore, should take into consideration these factors. As a general comment, it is sometimes more appropriate to focus attention on the general trends and patterns in the data rather than on the individual percentages.

Figure 5: Demographics

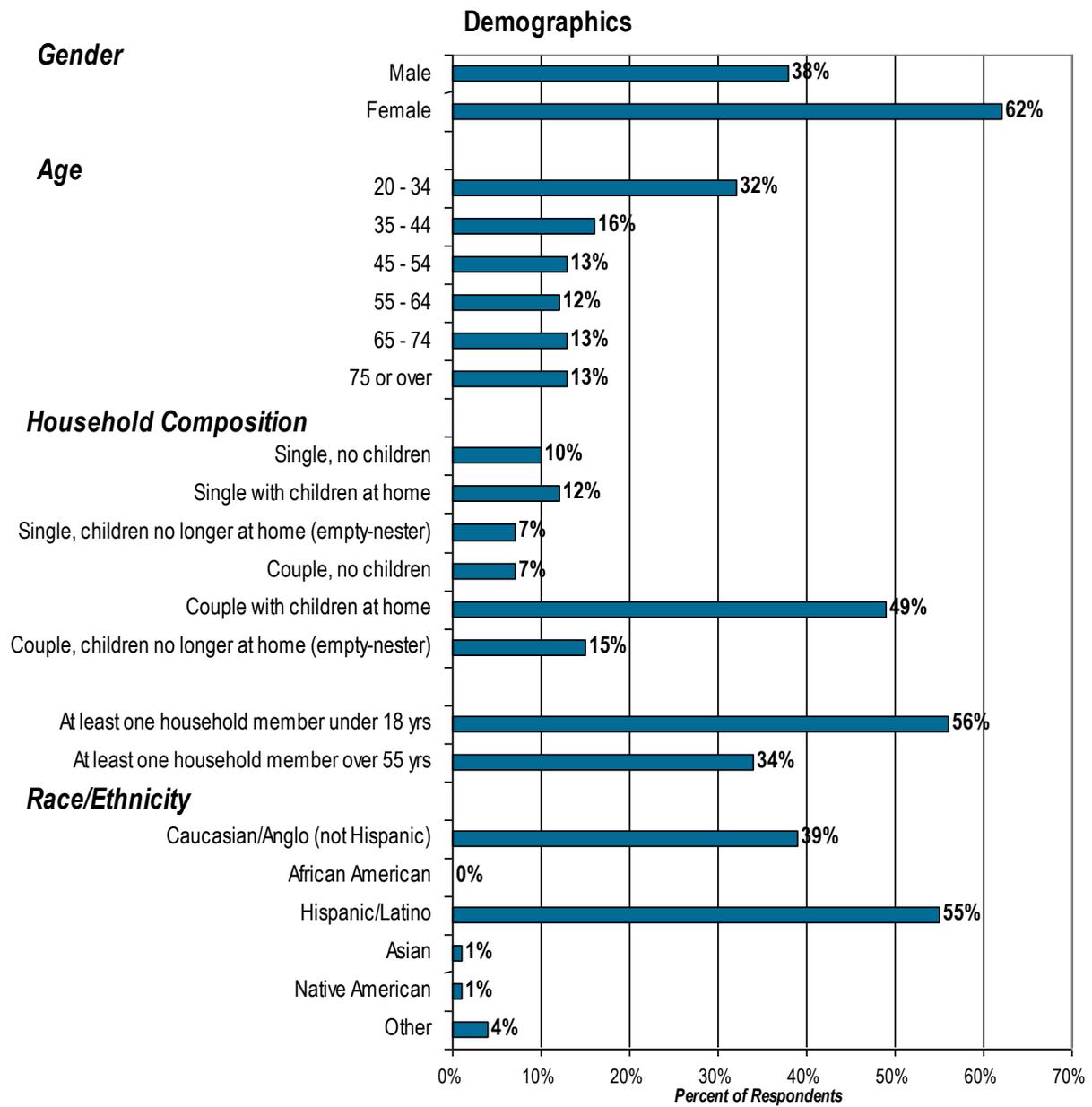
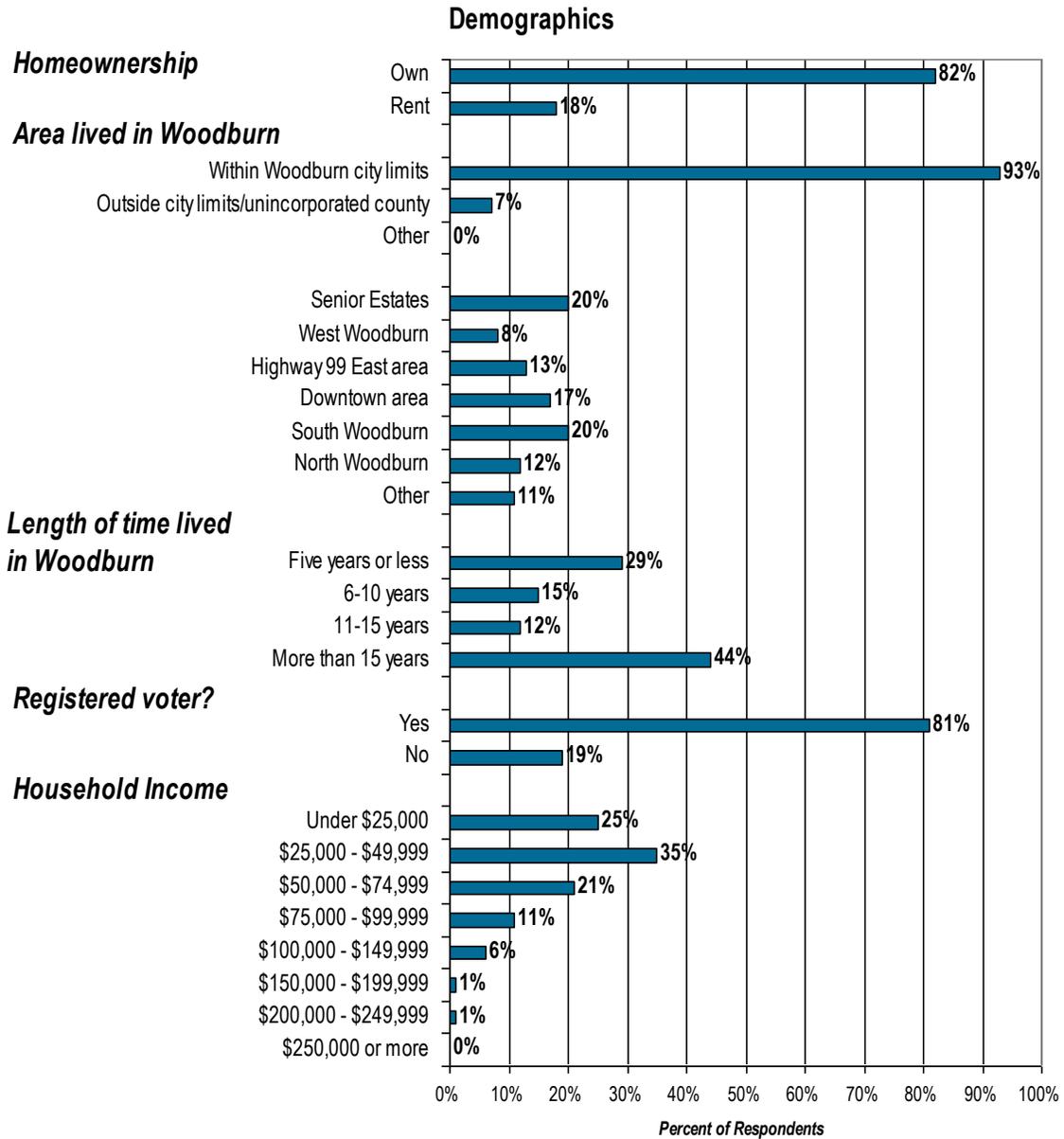


Figure 6: Additional Demographics



Highlights from the Analysis of Results

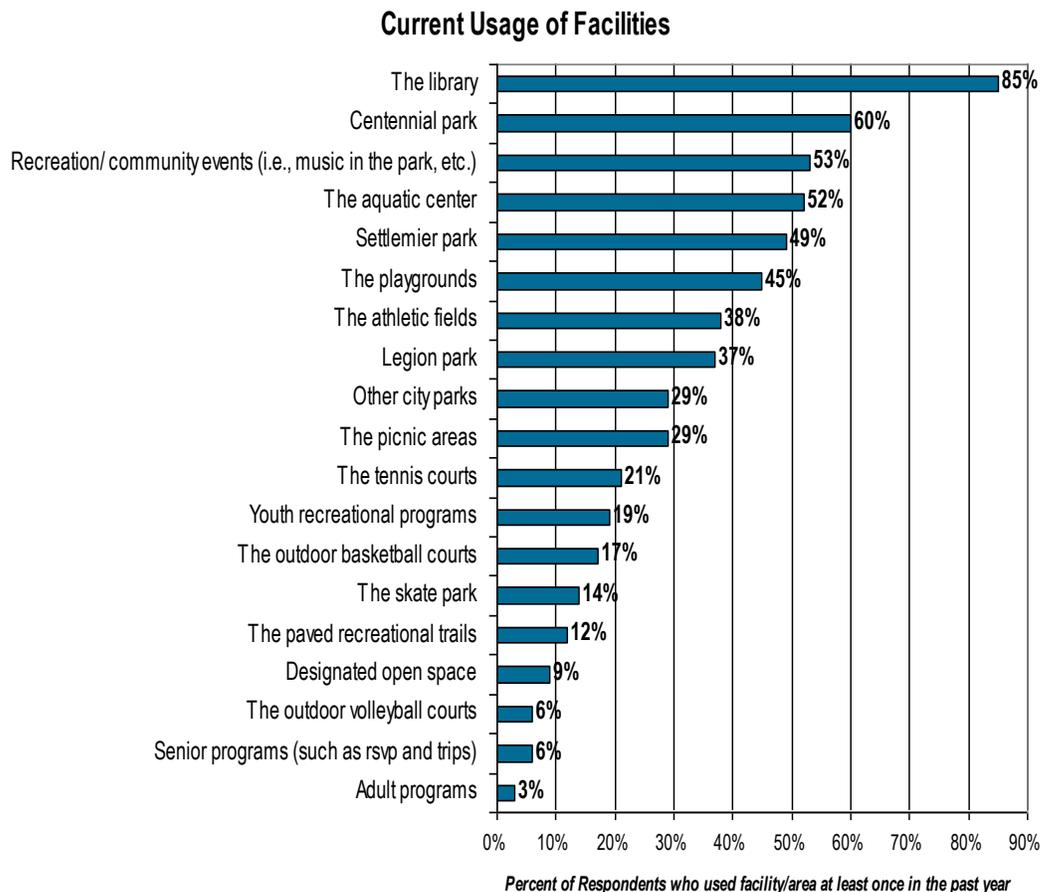
Key findings from the study are summarized below, in addition to a series of figures included at the end of the summary that further detail the results. Additionally, several of the questions on the survey form allowed respondents to “write in” their response or comment. Major themes that emerge from the comments are summarized in the report.

In addition to overall responses, results are also segmented comparing respondents by location of residence, length of time lived in Woodburn, household status, and age. This segmentation of the results helps to further “explain” local opinions and provides additional insight to parks and recreation issues in the area. Two sets of data tables showing these segmentations are provided as **Appendix II**.

Current Parks, Trails, and Recreation Amenities

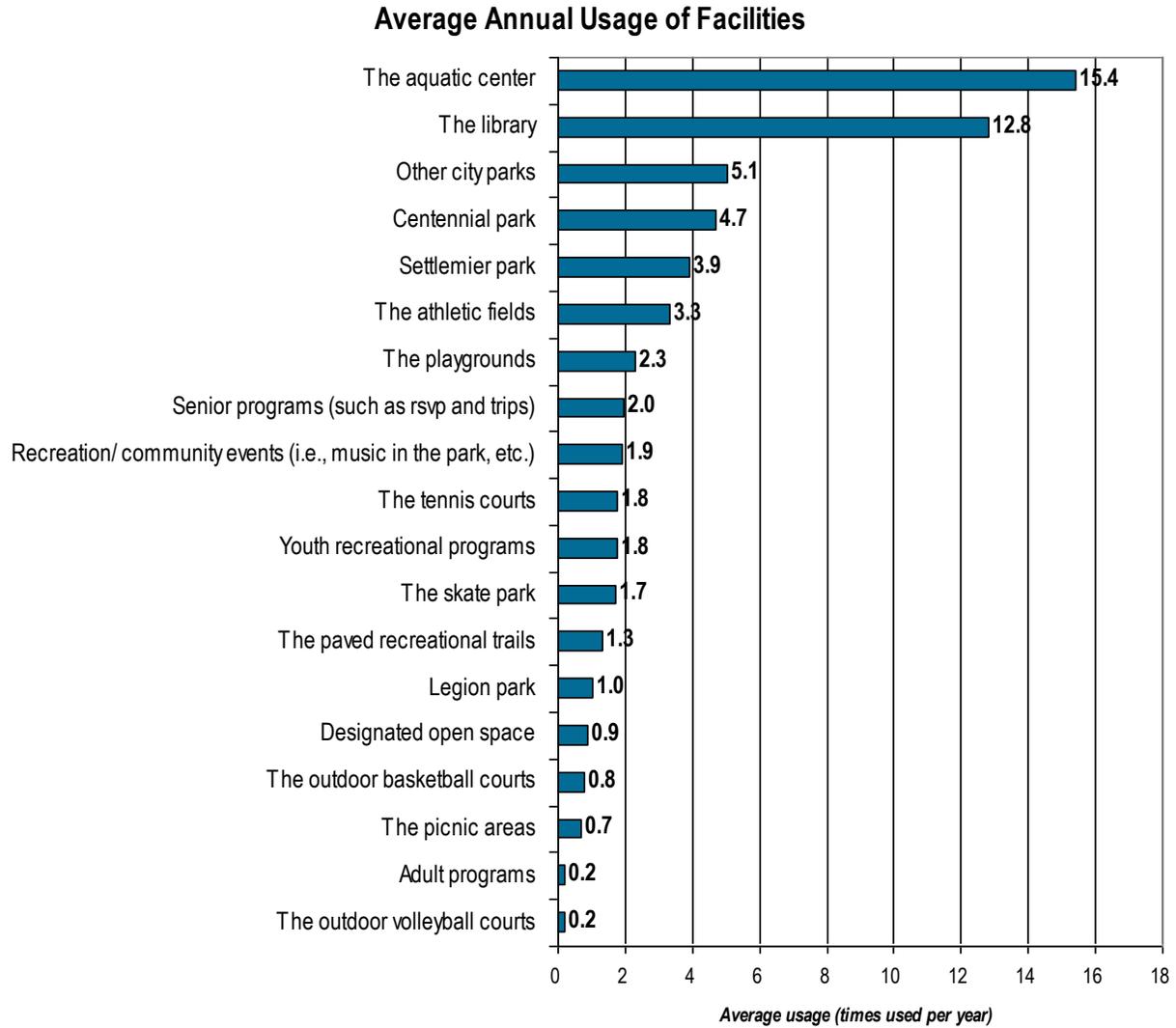
Usage levels. Among the facilities and amenities currently available in Woodburn, the library was utilized by the greatest proportion of respondents (85 percent of respondents have used it at least once in the last 12 months), followed by Centennial Park, recreation/community events, and the Aquatic Center (52-60 percent of respondents have used it).

Figure 7: Current Usage of Facilities



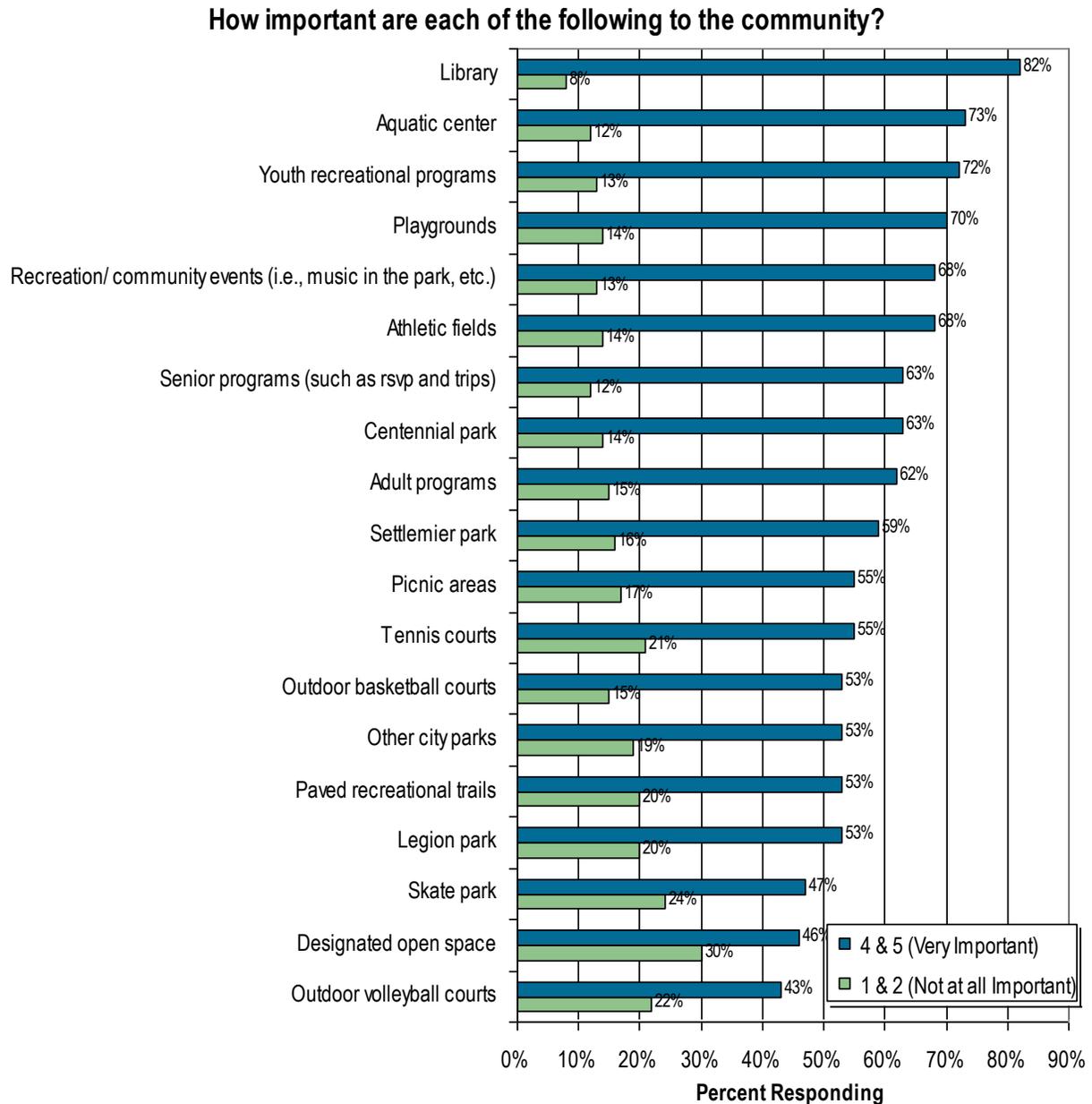
When asked about their frequency of use, respondents indicated the highest number of average visits per year to the Aquatic Center (15.4 times per year) and library (12.8 times per year). Other City parks and Centennial Park were also visited frequently throughout the year by respondents (5.1 times per year and 4.7 times per year, respectively). (See **Figure 8**)

Figure 8: Average Annual Usage of Facilities



Importance to the community. Respondents were then asked to indicate how important each of these parks and recreation amenities are to the community. While the majority of facilities and amenities were rated as being relatively important to the community, the library (82 percent of respondents rated it “very important,” a 4 or 5 on a 5-point scale) was rated the highest, followed by the Aquatic Center (73 percent), youth recreational programs (72 percent), playgrounds (70 percent), recreation/community events (68 percent), and athletic fields (68 percent). (See **Figure 9**)

Figure 9: Importance of various facilities and programs to the community

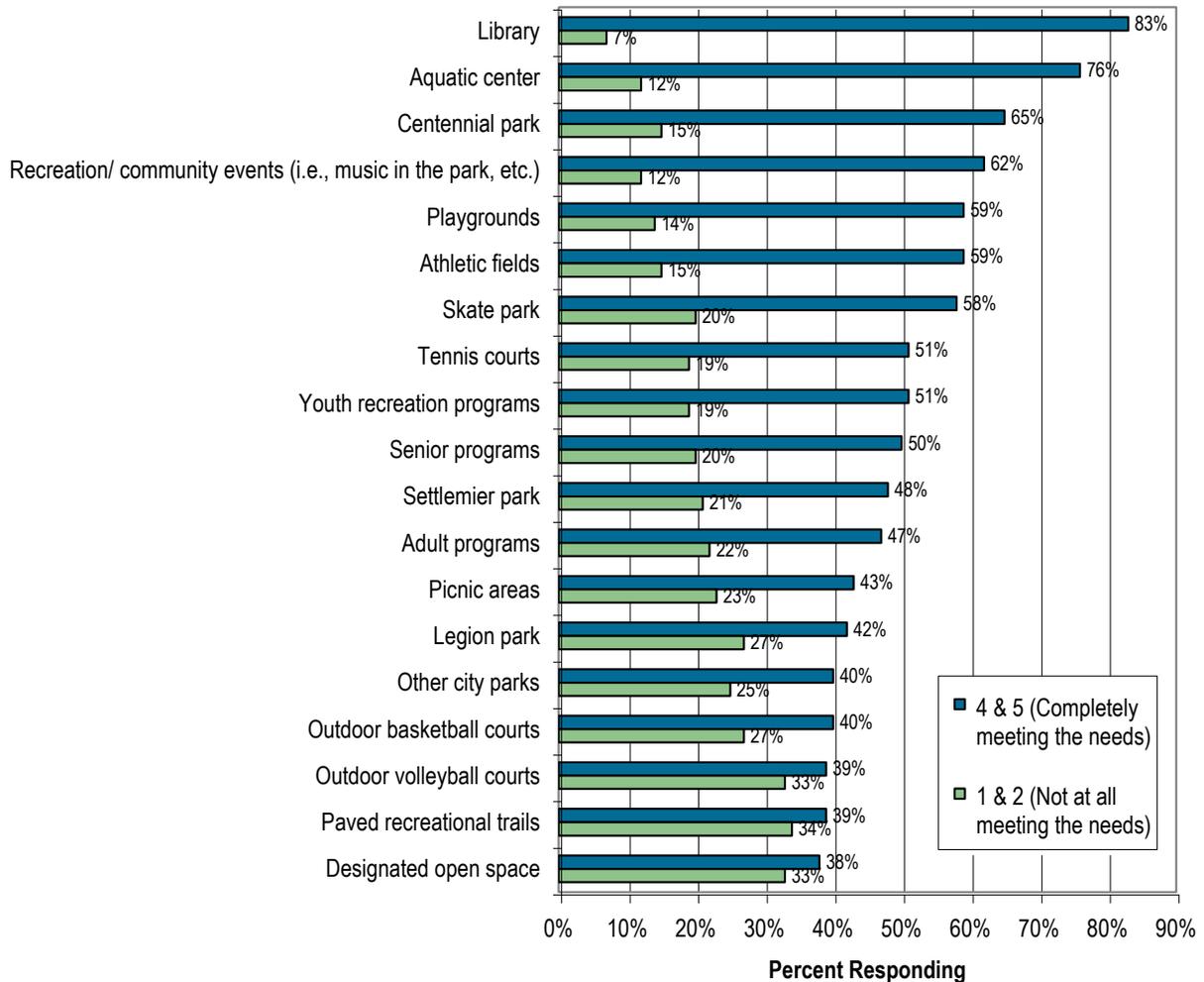


How well are parks, trails, recreation facilities, and/or programs currently meeting the needs of the community? Overall, most parks, facilities, and amenities available in Woodburn received relatively positive satisfaction ratings. Similar to the frequency of use of current facilities, respondents indicated that the library and Aquatic Center were meeting the needs of the community the most, followed by Centennial Park and recreation/community events. (See **Figure 10**) In terms of facilities not meeting the needs of the community, approximately 33-34% of residents cited the following facilities in that regard:

- Outdoor volleyball courts
- Paved recreation trails
- Designated open space

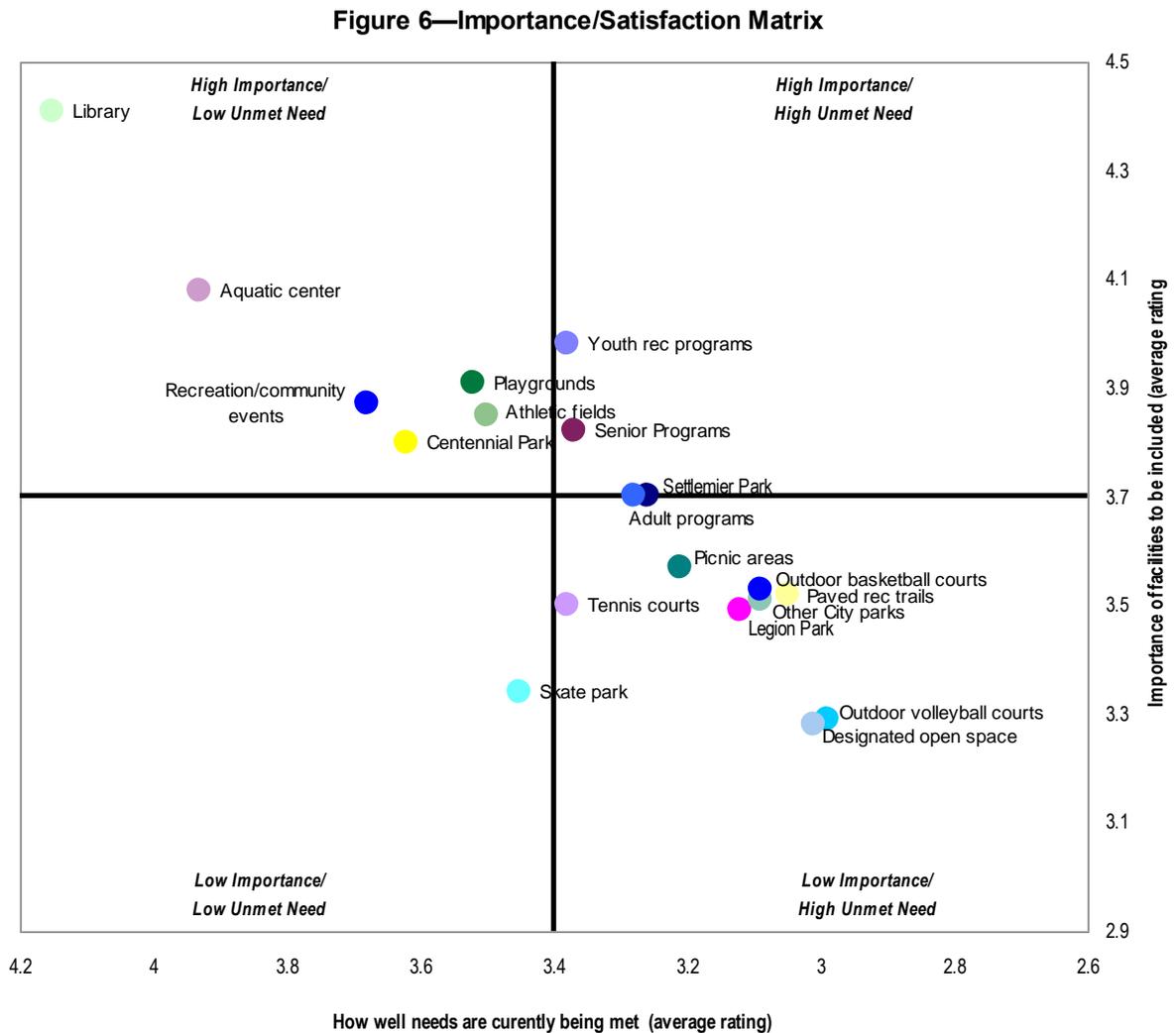
Figure 10: Satisfaction of facilities and programs in meeting the needs of the community

How well are parks and recreation facilities, and/or programs meeting the needs of the community?



Importance-Performance Matrix. It is also instructive to compare and plot the importance scores against the performance scores in an “importance-performance” matrix (**Figure 11**). As illustrated in the graph, although perhaps not meeting a certain level of need for some residents, note that many of the same facilities listed above that are not meeting needs are also considered less important to the community (outdoor volleyball courts and designated open space). In comparison, the library and Aquatic Center, which are considered very important to the community, are meeting the needs of most respondents, while youth recreation programs, playgrounds, athletic fields, and Centennial Park being fairly important, are perhaps not meeting the needs of some residents as well as the library and Aquatic Center.

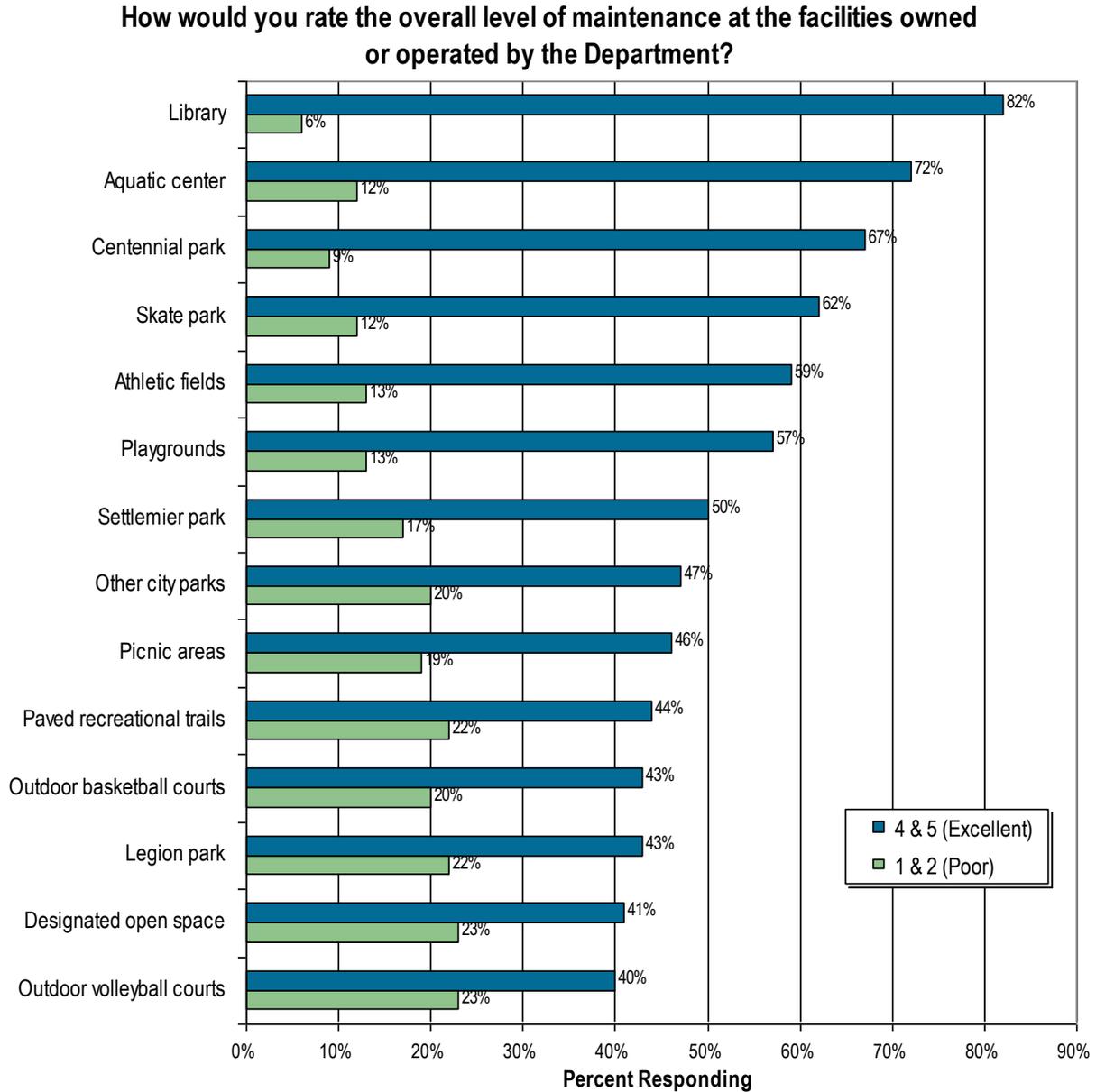
Figure 11: Importance/Performance Matrix



Level of maintenance currently provided. When asked to rate the current level of maintenance at the facilities owned/operated by the department, the library again received the highest ratings (82 percent of respondents indicated the maintenance was “excellent,” a 4 or 5 on a 5-point scale), followed by the Aquatic Center (72 percent), and Centennial Park (67 percent). Several facilities were rated relatively low, including designated open space, outdoor volleyball courts, Legion Park, paved recreational trails,

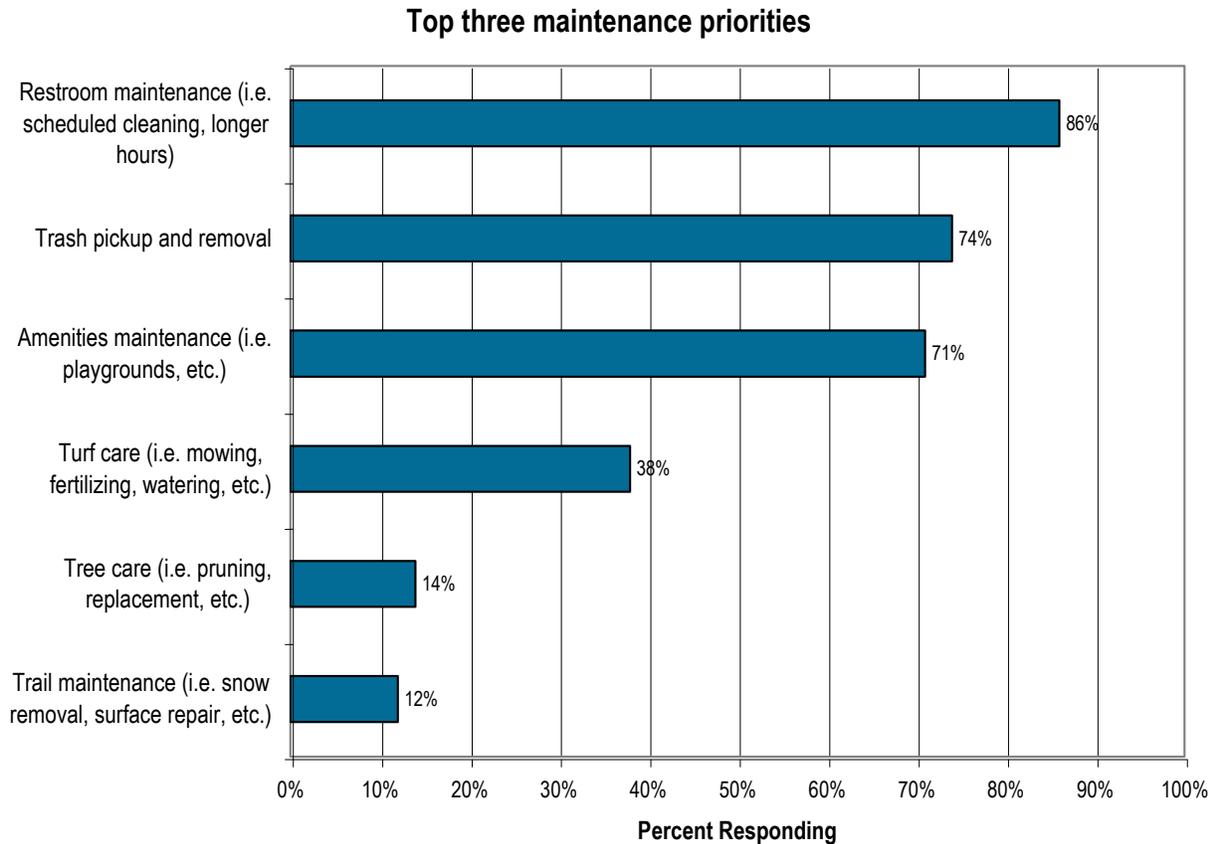
outdoor basketball courts, other city parks, and picnic areas (with 19-22 percent of respondents rating each as “poor,” a 1 or 2 on the 5-point scale). (See **Figure 12**)

Figure 12: Maintenance levels of facilities



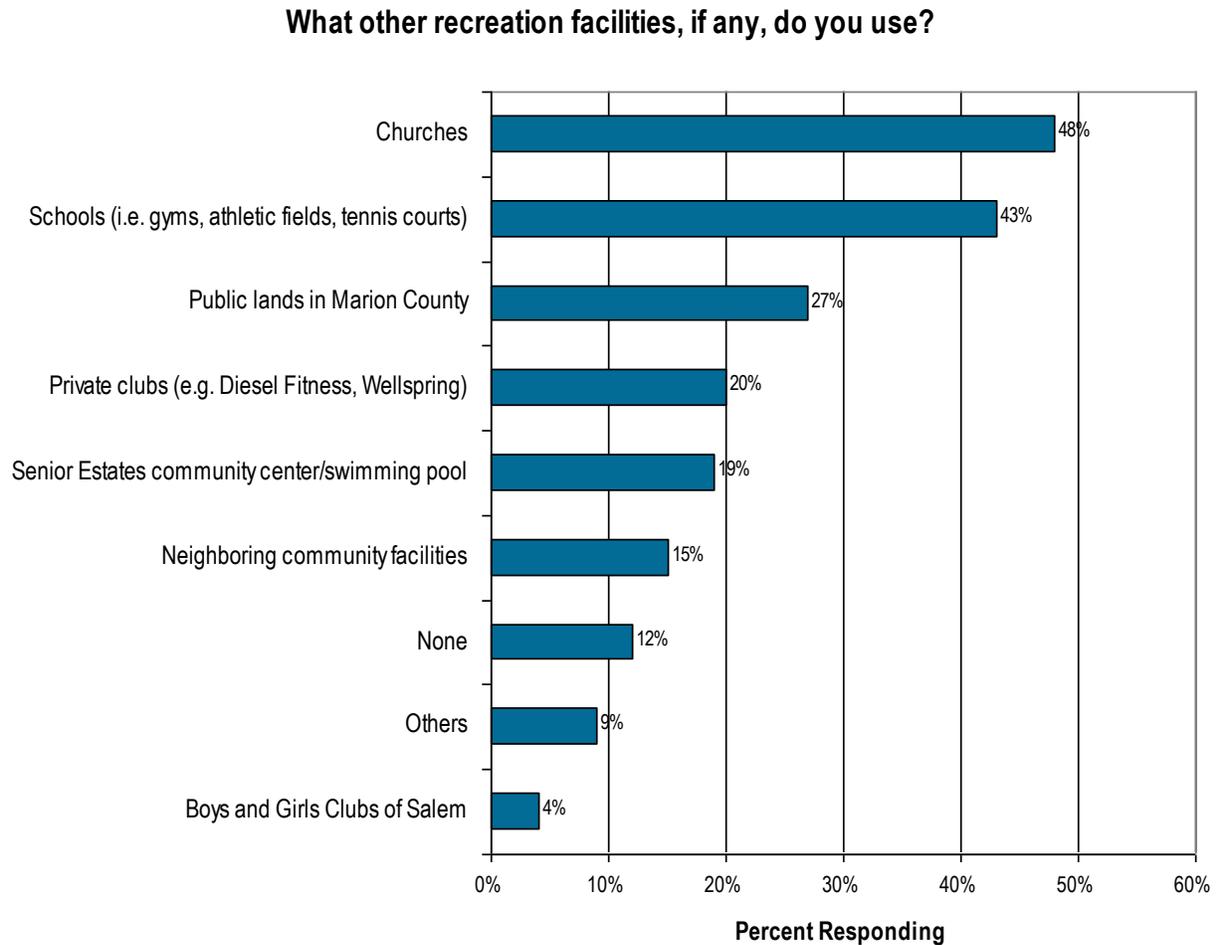
Maintenance improvements for parks, athletic fields, and trails. When given the opportunity to pick three maintenance priorities they would like to see addressed, the majority of respondents (86 percent) indicated that restroom maintenance is important (e.g., scheduled cleaning, longer operating hours) along with trash pickup and removal (74 percent) and amenities maintenance (e.g., playgrounds, water fountains, picnic tables, shelters, signage, etc.) (71 percent). Other priorities include turf care (fertilizing, mowing, watering, etc.) (38 percent), tree care (pruning, replacement, etc.) (14 percent), and trail maintenance (e.g., snow removal, surface repair, etc.) (12 percent). (See **Figure 13**)

Figure 13: Top three maintenance priorities



Other recreation facilities used. When asked what other organizations respondents and their household members use, 48 percent of respondents indicated that they use churches, along with 43 percent who identified schools (i.e. gyms, athletic fields, tennis courts), and 27 percent Public Lands in Marion County. Other facilities mentioned include private clubs such as Diesel Fitness and Wellspring (20 percent), Senior Estates Community Center/Swimming Pool (19 percent) and neighboring community facilities (15 percent), such as facilities in Hubbard, Tukwila, and Wilsonville. (See **Figure 14**)

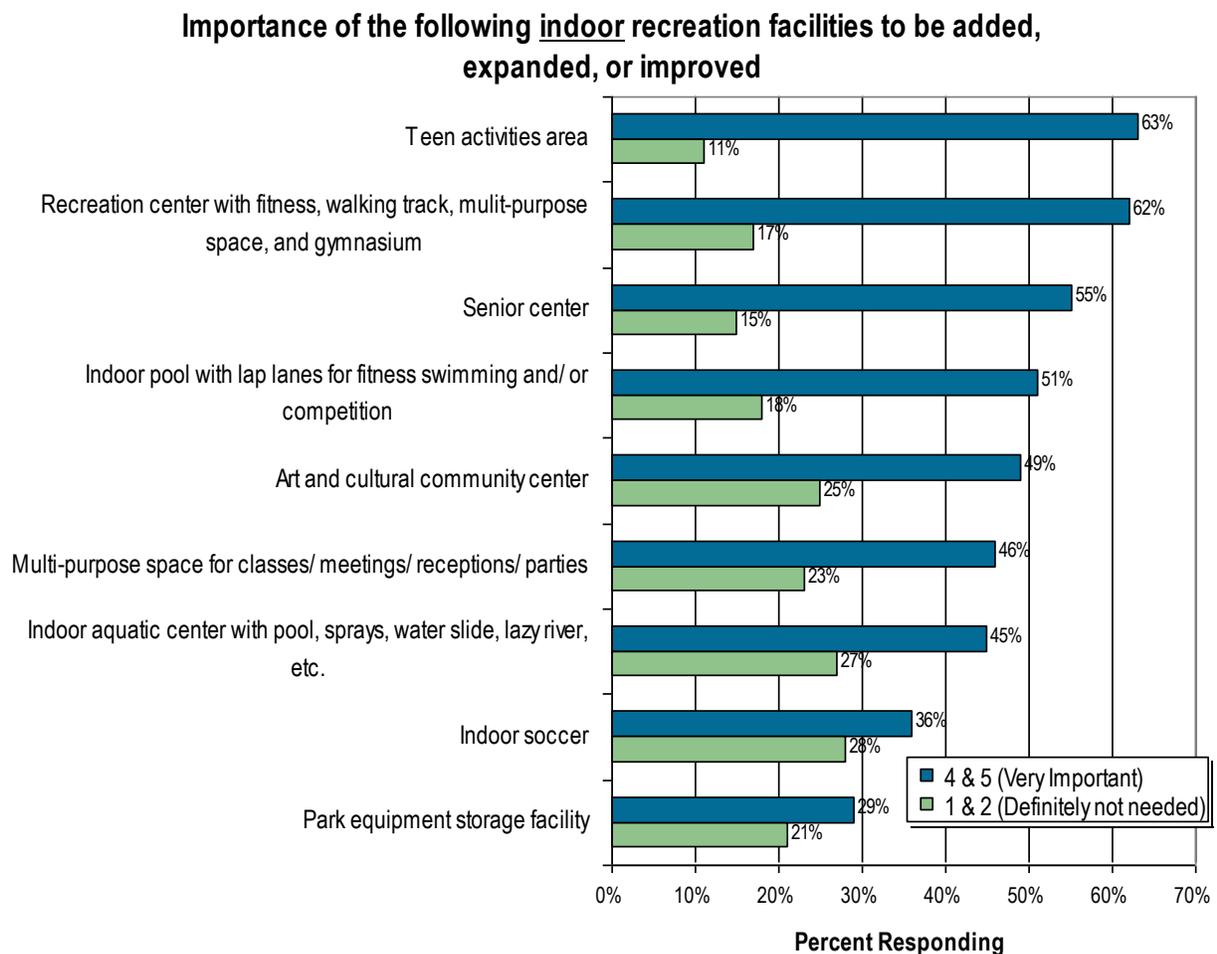
Figure 14: Other recreation facilities used



Future Recreation Facilities and Amenities

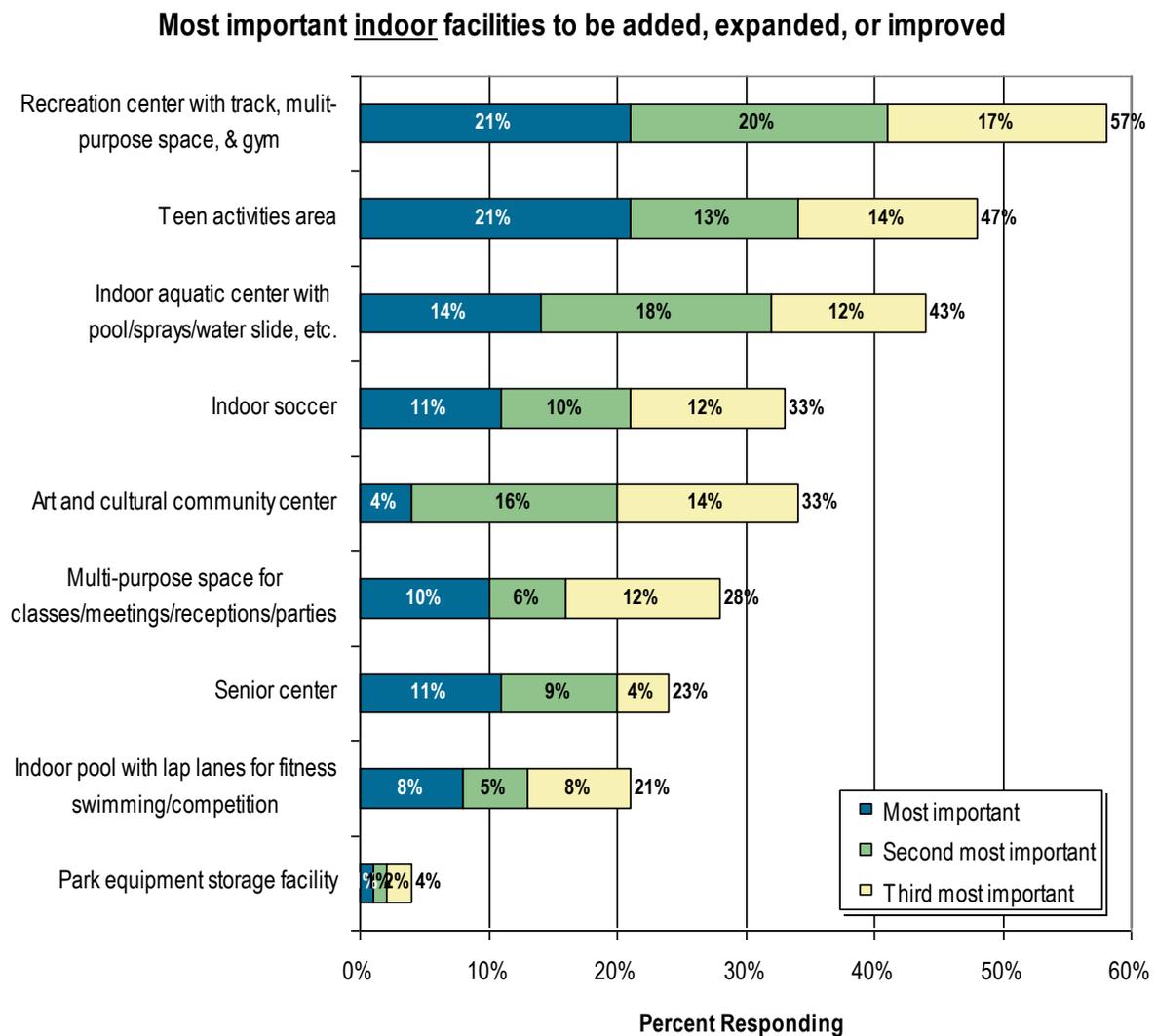
Importance of adding, expanding, or improving indoor recreation facilities. The survey provided a list of indoor facilities/amenities that could be added, expanded, or improved in the Woodburn area. The results show that respondents feel a teen activities area would be the most important to add, expand, or improve (63 percent of respondents indicated it as “very important,” a 4 or 5 on a 5-point scale), followed by a recreation center (with fitness, walking track, multi-purpose space, and a gymnasium) (62 percent). A senior center, in indoor pool with lap lanes for fitness swimming and competition, art and cultural community center, multi-purpose space, and indoor Aquatic Center with pool, sprays, water slide, lazy river are also relatively important (45-55 percent of respondents indicating they are “very important”). Amenities such as a park equipment storage facility and indoor soccer were among the least important. (See **Figure 15**)

Figure 15: Importance of indoor recreation facilities to be added, expanded, or improved



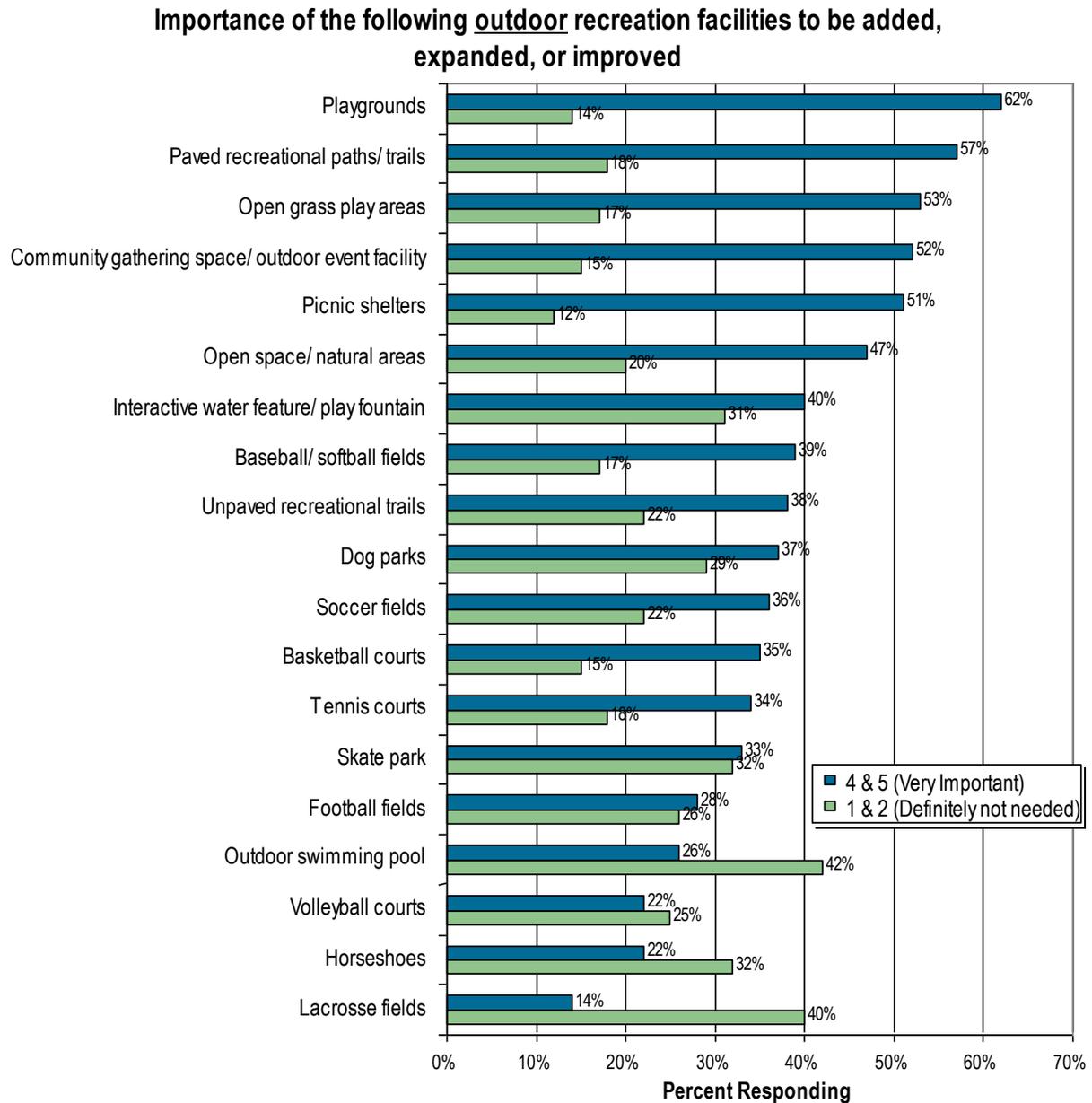
Respondents were also asked to indicate which of the potential facilities and amenities were the three most important to them and their household. This provides the opportunity to not only see what amenities are important to respondents, but also to get an idea of how the same amenities are viewed in relation to each other. The recreation center emerged as the top priority (21 percent of respondents listing it as their number one priority and 57 percent of respondents listing it as one of their top three priorities), followed closely by a teen activities area (listed by 21 percent of respondents as their number one priority and 47 percent among their top three priorities). Also relatively important was an indoor Aquatic Center with pool/sprays/water slide (43 percent among their top three priorities). (See **Figure 16**)

Figure 16: Most important indoor facilities to be added, expanded, or improved



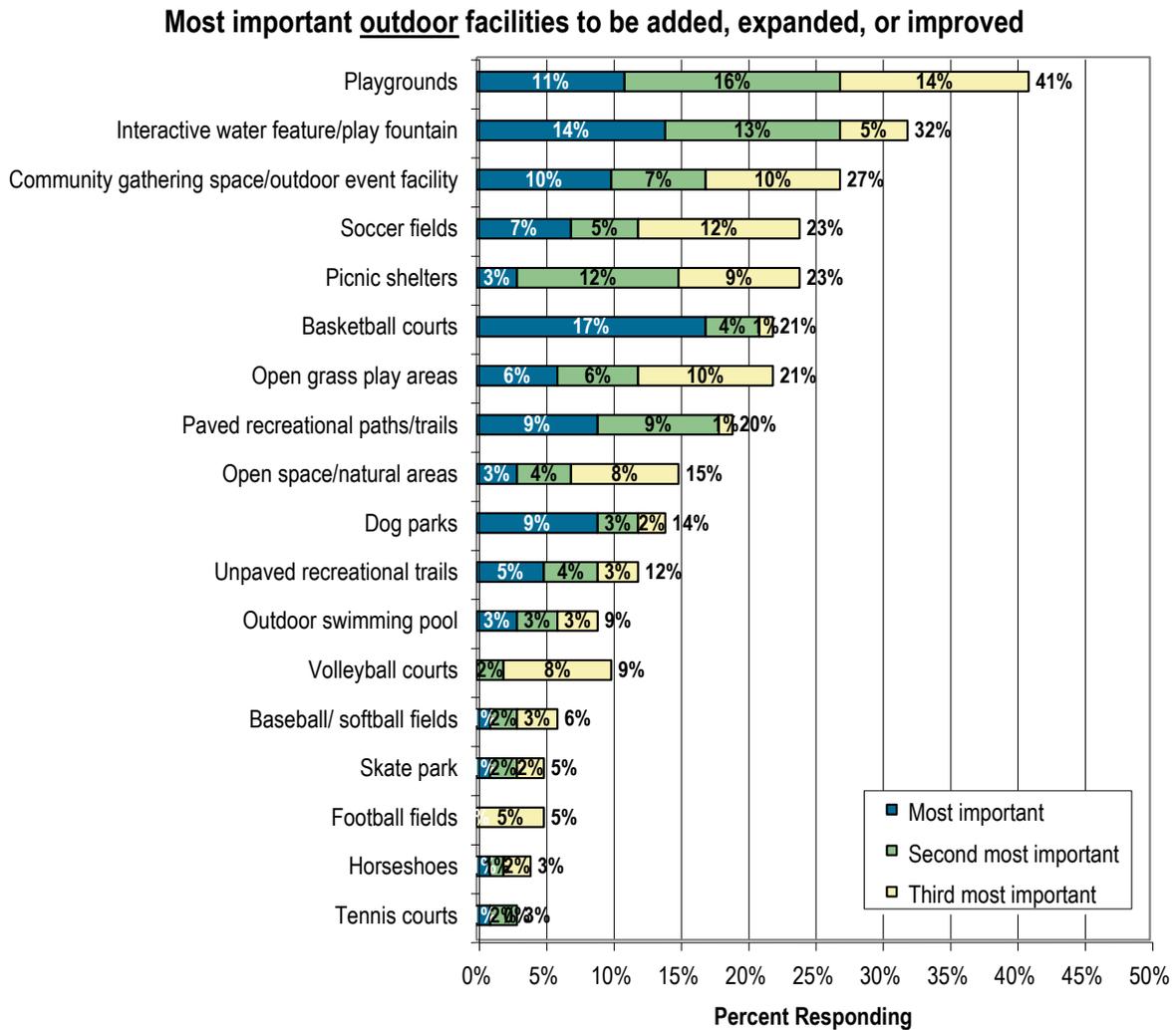
Importance of adding, expanding, or improving outdoor recreation facilities. The survey also provided a list of outdoor facilities/amenities that could be added, expanded, or improved in the Woodburn area. The results show that respondents feel playgrounds, paved recreational paths/trails, open grass play areas, community gathering space/outdoor event facility, picnic shelters, and open space/natural areas are the most important to add, expand, or improve (all rating 47 percent or above “very important”). An outdoor swimming pool, lacrosse fields, and horseshoes were among the least important. (See **Figure 17**)

Figure 17: Importance of outdoor recreation facilities to be added, expanded, or improved



As done with the indoor facilities, respondents were also asked to indicate which of the potential outdoor facilities and amenities were the three most important to them and their household. Playgrounds remained as the top priority (11 percent of respondents listing it as their number one priority and 41 percent of respondents listing it as one of their top three priorities). Also of relatively high importance were an interactive water feature/play fountain and a community gathering space/outdoor event facility (indicated by 32 percent and 27 percent, respectively as one of their top three priorities). Also showing relatively high importance, but in contrast to the previous figure (Figure 11a) where they were not of high importance to add or improve in the community, 17 percent of respondents listed basketball courts as their number one priority. (See **Figure 18**)

Figure 18: Most important outdoor facilities to be added, expanded, or improved



Programs, Activities, and Special Events

The survey listed a variety of programs, activities, and special events that are currently available in Woodburn or could be added in the future. Respondents were asked to indicate which ones members of their household participate in and which should be expanded, improved, or added.

Programs, activities, and special events participation. Special events (22 percent of respondents), youth swimming programs and lessons (21 percent), youth recreational athletic leagues (21 percent), and leisure and fitness swimming (19 percent) were indicated to have the highest participation rates among responding households.

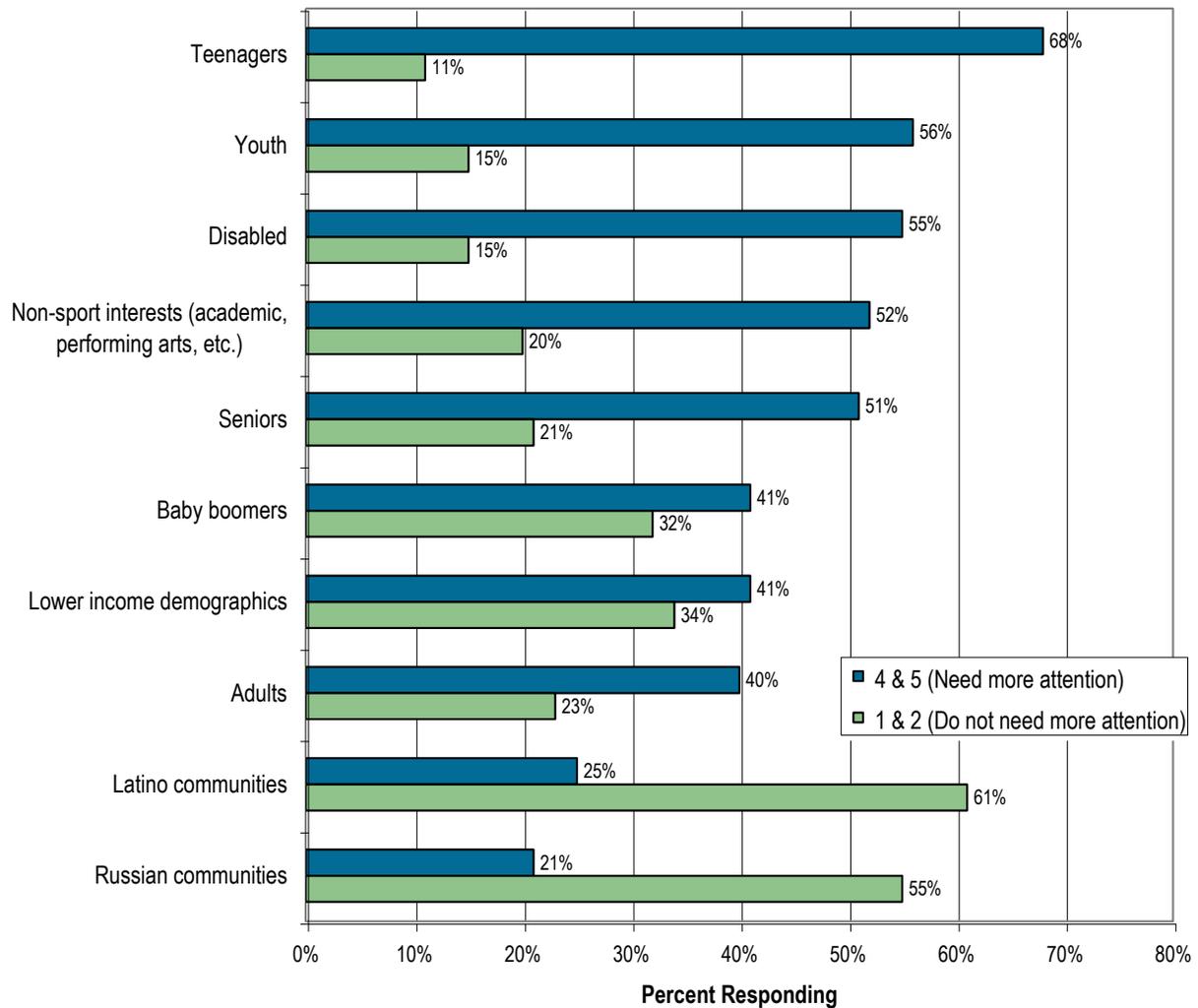
Programs, activities, and special events that should be expanded/improved. Among the same list, youth recreational athletic leagues (15 percent), special events (15 percent), youth swimming programs and lessons (14 percent), and leisure and fitness swimming (14 percent) were the most frequently identified as potentials for expansion or improvement.

Programs, activities, and special events that should be added. Programs, activities, or special events respondents indicated that they would like to see added in the Woodburn area include general skills education such as computer or cooking classes (14 percent), martial arts (14 percent), and individual activities such as biking, hiking, paddling, etc. (13 percent).

Underserved portions of the community. In order to get an idea about portions of the community that may be underserved in terms of recreation, activities, or programs, respondents were asked to indicate from a list which portions of the community need more attention. The results show that teenagers were identified the most as needing more attention (68 percent of respondents), followed by youth (56 percent), disabled (55 percent), non-sports interests such as academics and performing arts (52 percent), and seniors (51 percent). Suggestions such as a senior activity center, transportation, and additional programs for seniors were included in the open-ended comments, along with additional activities and places for teenagers to spend time. The Russian and Latino communities were both identified less frequently as needing additional attention in regards to recreation, activities, or programs, but a number of programs were suggested for these communities in the open-ended comments.

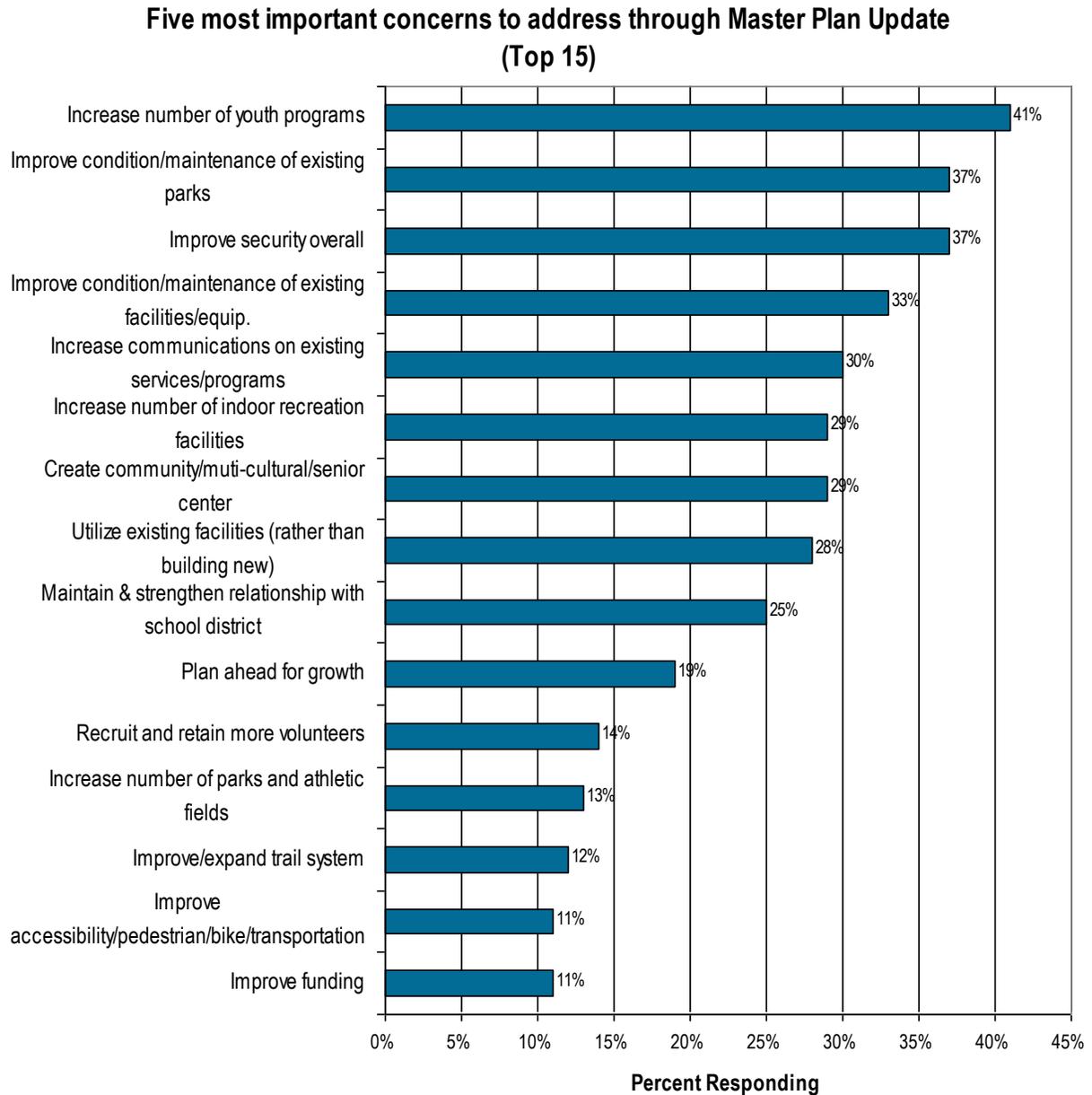
Figure 19: Service ratings to underserved portions of the community

Portions of the community that are underserved in terms of recreation, activities, or programs - How would you rate service to the following?



What are the five most important concerns for the City of Woodburn to address through the Master Plan Update? The top priorities indicated by respondents include increase number of youth programs (indicated by 41 percent of respondents), improve condition/maintenance of existing parks (37 percent), improve security overall (37 percent), improve condition/maintenance of existing facilities/equipment (33 percent), increase communications on existing services/programs (29 percent), increase number of indoor recreation facilities (29 percent), create community/multi-cultural/senior center (29 percent), and utilize existing facilities instead of building new (28 percent).

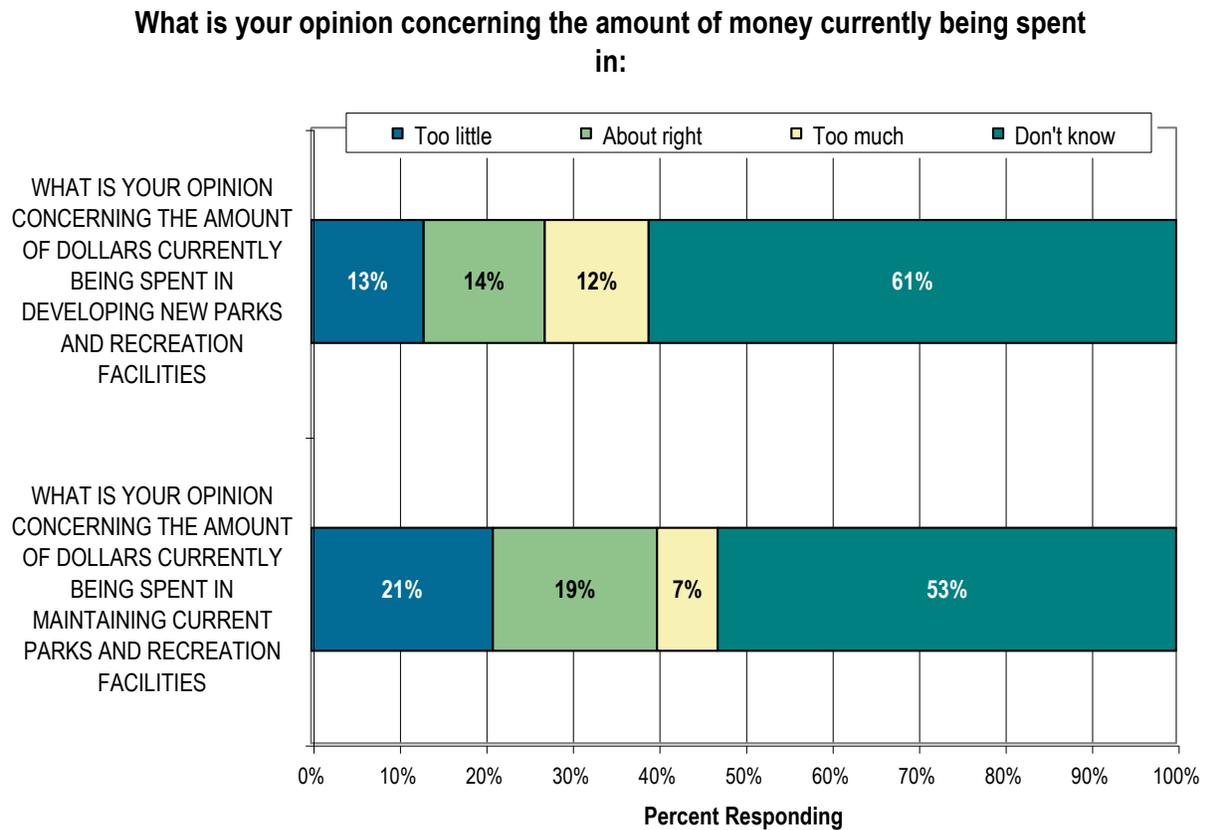
Figure 20: Five most important concerns to address through the Master Plan Update



Financial Choices

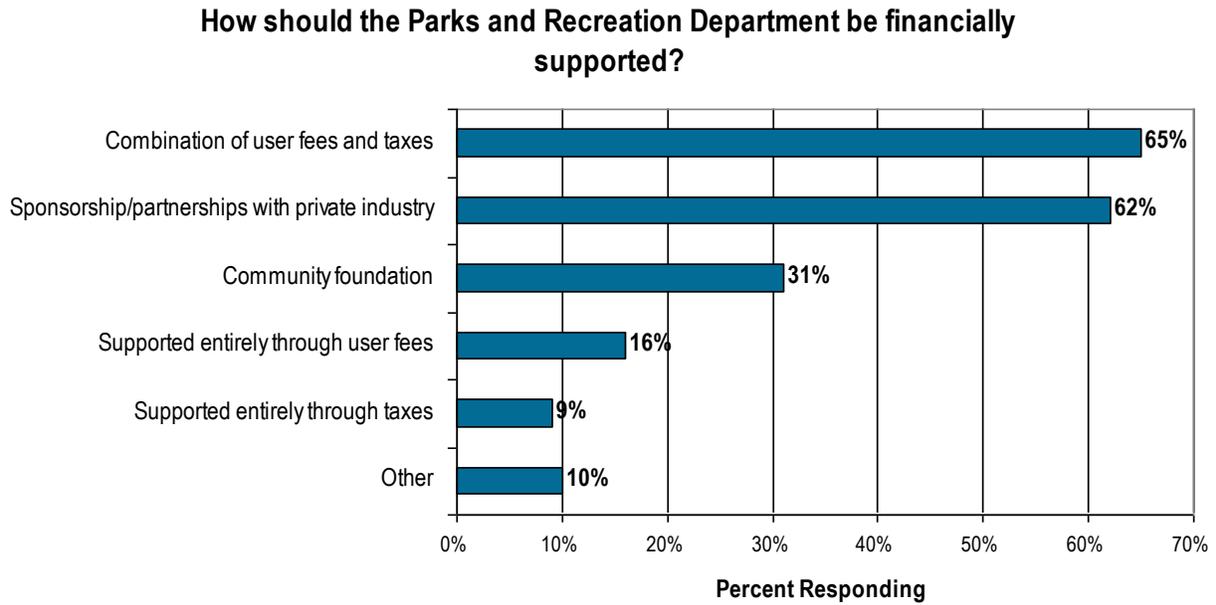
Amount of money currently being spent by the City of Woodburn. Respondents were asked what their opinion is concerning how much money is currently being spent to develop new parks and recreation facilities and maintain current parks and recreation facilities. For both categories, there were a high percentage of respondents who are unsure about how much is currently being spent (53 to 61 percent). Responses of how much is currently being spent to develop new parks and facilities were fairly even split between “too little” (13 percent) and “about right” spending (14 percent), while 12 percent felt that it was “too much.” A greater proportion of respondents felt the spending to maintain current parks and facilities was “too little” (21 percent) or “about right” (19 percent). There was a small proportion (7 percent) of respondents who feel “too much” is being spent. (See **Figure 21**)

Figure 21: Amount of money currently being spent



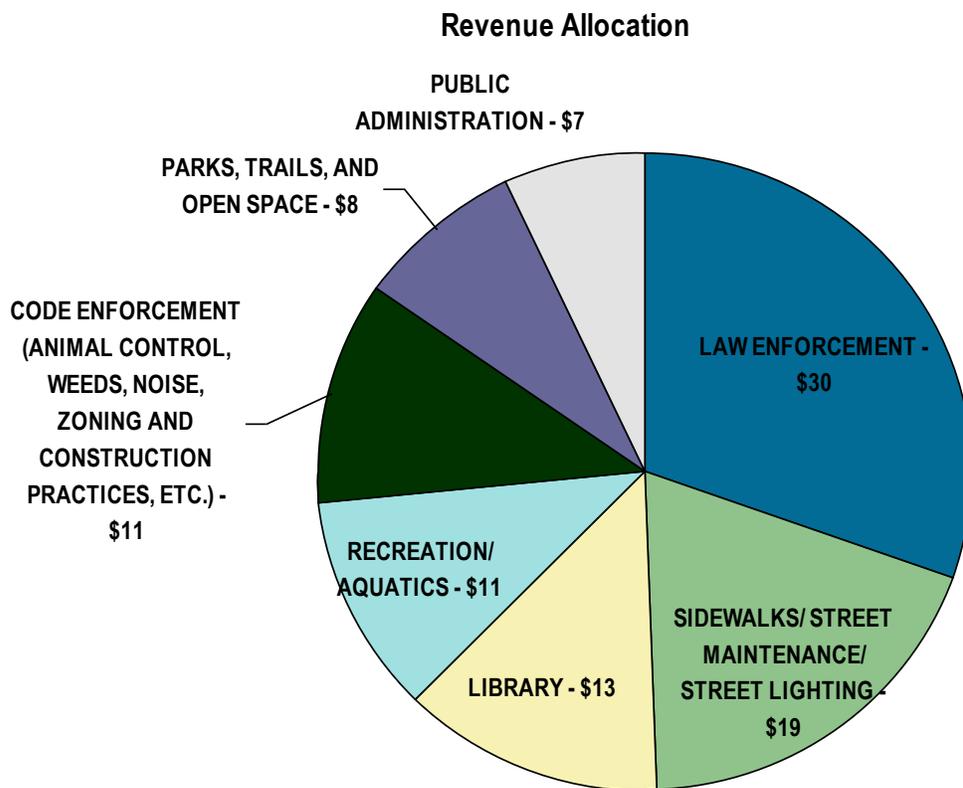
How do you think the Parks and Recreation Department should be financially supported? Overall, a combination of user fees and taxes (65 percent of respondents) and sponsorships/partnerships with private industry (62 percent) were identified the most as potential means to financially support the department. (See **Figure 22**)

Figure 22: Financial support for Recreation and Parks



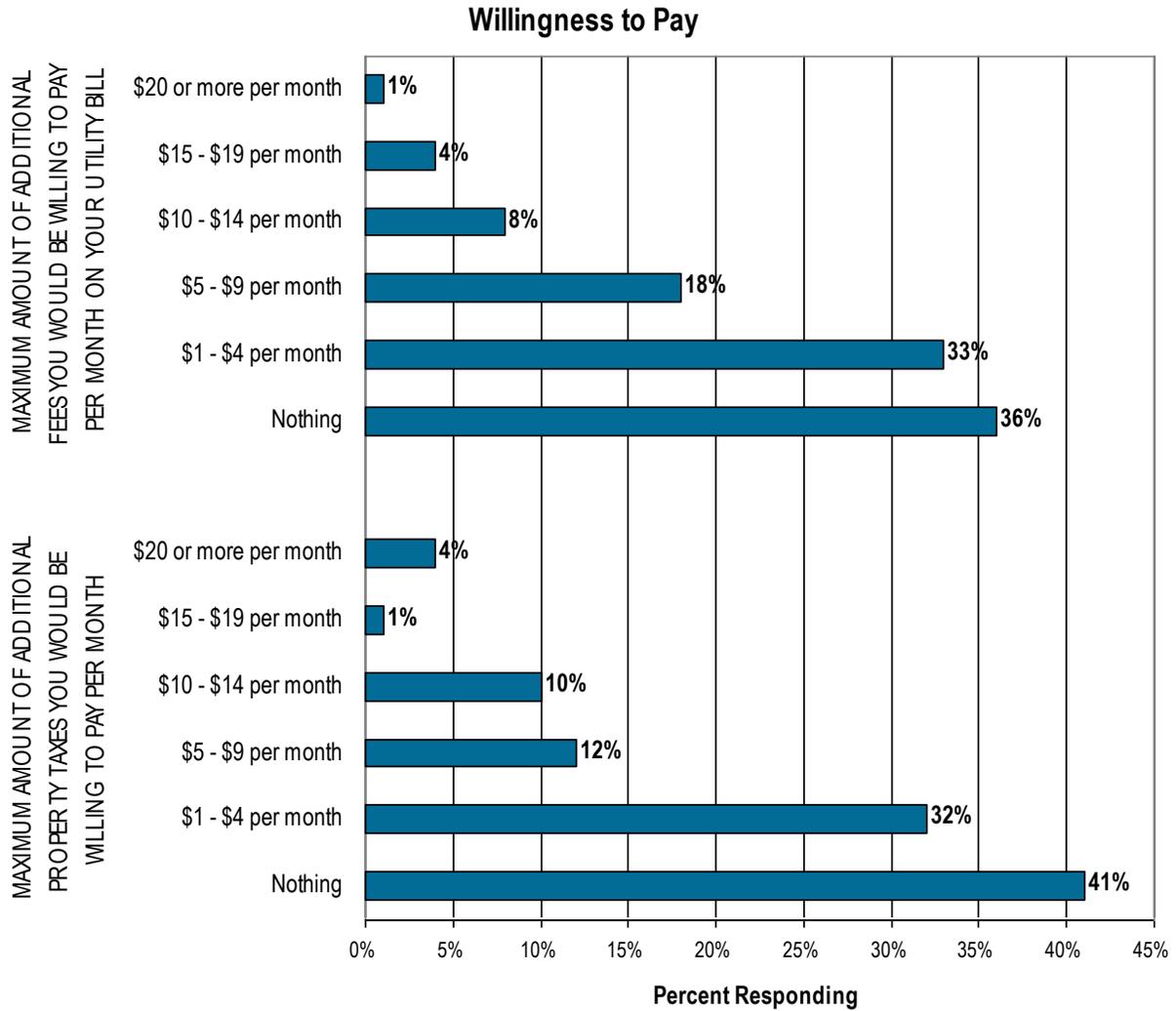
Priorities for budgeting taxpayer revenue. It was explained in the survey that “the City of Woodburn is responsible for managing a variety of city services, such as law enforcement, street maintenance, etc., as well as parks and recreation. If you were responsible for budgeting \$100 of taxpayer revenue, how would you spend it?” As illustrated in **Figure 23**, residents clearly distributed the greatest share to law enforcement—\$30 or 30% of their total \$100 allocation. Allocations to other categories include sidewalks/street maintenance/street lighting (\$19), library (\$13), recreation/aquatics (\$11), code enforcement (\$11), parks, trails, and open space (\$8), and public administration (\$7). Services that residents expect to be provided by the City (law enforcement, street maintenance, etc.) are obviously the top priorities, but it is important to note that recreation/aquatics ranked higher than other City services such as code enforcement and public administration.

Figure 23: Revenue allocation



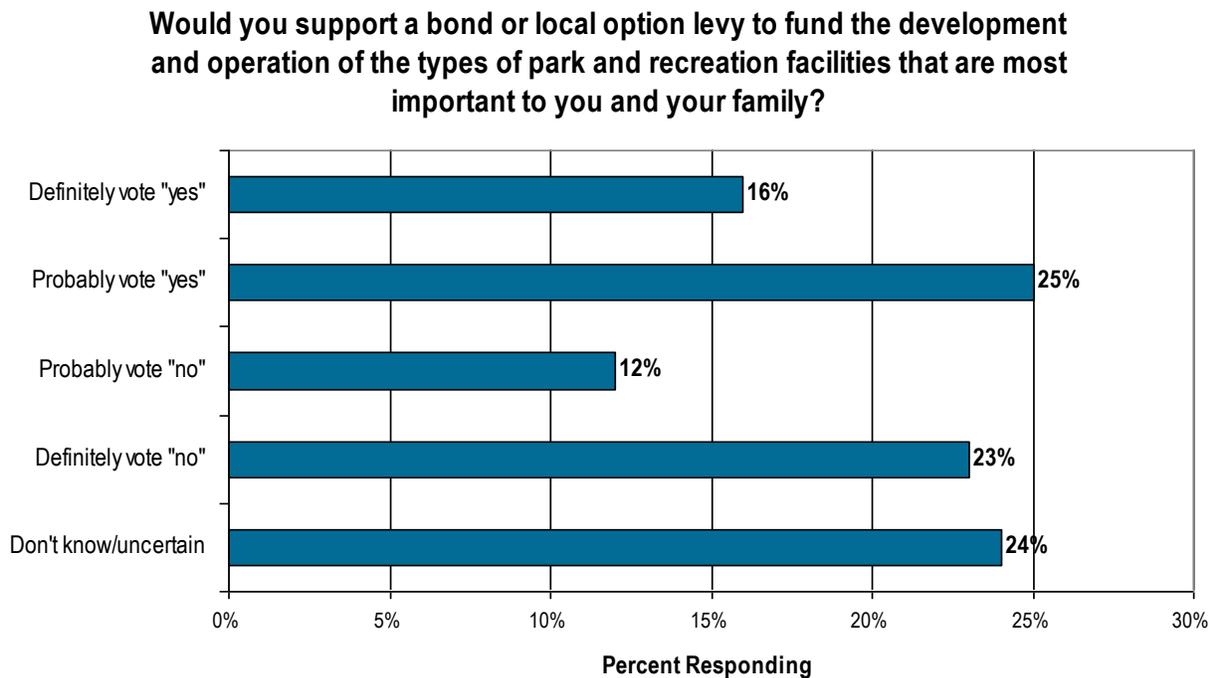
Additional fees or property taxes. Sixty-four percent of respondents would be willing to pay additional fees (added to their utility bills) and 59 percent would be willing to pay additional property taxes to build and operate the types of parks and recreation facilities and programs that are most important to their household. (See **Figure 24** for a categorical breakdown of the maximum amount households would pay)

Figure 24: Willingness to Pay



If a bond or local option levy election were held to fund the development and operation of the types of park and recreation facilities that are most important to you and members of your household (with the amount of additional property taxes you indicated you would support), how would you vote in the election? Overall, 41 percent of respondents indicated that they would definitely or probably vote “yes,” while 24 percent were unsure, and 35 percent indicated they would definitely or probably vote “no.” (See **Figure 25**)

Figure 25: Support for bond or local option levy



Staff and Communication

Staff. Respondents rated the quality of customer service provided by the Parks and Recreation staff a 3.3 on a 1 to 5 scale, with 46 percent rating it as “excellent.” Rated somewhat lower was the Department’s effectiveness in seeking feedback from the community and users on improving its performance, an average score of 2.8, with 30 percent rating it as “excellent.”

Communication. Many respondents currently get information on recreation services and programs in the Woodburn Community services guide (61 percent) and the local newspaper (57 percent). Other sources of information include flyers (43 percent of respondents), local radio stations (18 percent), Internet and website (16 percent), Cable TV Channel 5 (15 percent), and e-mail (7 percent). When asked how the City can best communicate with them, the local newspaper was mentioned the most (by 30 percent of respondents), followed by the Woodburn Community services guide (21 percent), e-mail (16 percent), and flyers (15 percent). The significant difference in the proportion of residents who currently get their information from e-mail newsletters and the proportion that would like to get their information through e-mail is notable, and poses a potential opportunity for the City to explore in future communications.

IV. What We Have Now- An Analysis of Programs and Spaces

A. Recreation Programming and Services

Woodburn, OR – Programming and Budget Information

Over the past four years, the City of Woodburn’s Recreation and Parks Division has offered a variety of recreation programming to meets the needs of the community. Youth programming has included:

- After school programs
- Teams sports (soccer, basketball, baseball, softball , flag football)
- Sports clinics
- Dance
- Cultural and Arts
- Aquatics i.e. swim lessons, open swim, water safety
- Summer camps

Adult programming opportunities have included:

- Dance
- Fitness
- Trips
- Team sports (softball, basketball)
- Aquatics (swimming lessons)

As illustrated in **Table 6**, overall participation in recreation programming increased from FY 2004/05 to 2005/06 but decreased substantially from FY 2005 /06 to 2006/07. Furthermore, the number of programs offered by the Department has decreased each year from 2004 to 2007. The number of programs offered in FY 2006/07 is about one-half of what the number offered in FY 2004/05. One possible reason for this decrease in program offerings, and therefore participation levels, could be due to high turnover in leadership positions within the Recreation and Parks Division. The Division has had four managers over the last four years.

Table 6: Program and Participation Information

	2004/05 Participation	Number of Programs	2005/06 Participation	Number of Programs	2006/07 Participation	Number of Programs	2007/08 Participation	Number of Programs
Aquatics	1,460	18	1,340	15	770	15	?	?
Youth	2,900	54	3,400*	46	2,050	24	?	?
Adult	150	13	300	6	290	3	?	?
Totals	4,510	85	5,040	67	3,110	42		

*Dance classes (not offered in 2004-2005) attracted over 400 participants. Participation dropped to 30 in FY 2006/07.

During the public input process, participants rated recreation program offerings a 2 on a scale of 1 to 5, with 1 being dissatisfied and 5 being very satisfied. This rating could be a reflection of the quantity and quality of the programs currently being offered.

Survey Feedback

The survey listed a variety of program, activities, and special events that are currently available in Woodburn or could be added in the future. Respondents were asked to indicate which ones members of their household participate in and which should be expanded, improved, or added.

The programs with the highest participation rates among responding households were special events, youth swimming programs and lessons, youth recreational athletic leagues.

The programs most frequently identified, by order of importance, as having the highest potential for expansion or improvement were youth swimming programs and lessons, youth recreational athletic leagues and special events.

Programs, activities, or special events respondents indicated that they would like to see added in the Woodburn area, by order of importance, include general skills education such as computer or cooking classes, martial arts, special events, fitness and wellness programs and individual activities such as biking, hiking, paddling, etc.

Teenagers, youth and non-sport interest were identified as the portions of the community that are underserved in term of recreation, activities, or programs.

Increasing the number of youth programming was identified as the fourth most important concern that should be addressed through this Master Plan Update.

In the 1999 Parks and Recreation Comprehensive Plan survey results showed the top programming priorities to be teen programs, children swim lessons, youth soccer, youth basketball, youth after-school programs, and open swim. Seniors ranked youth programming as more important than adult programming. Latino respondents ranked children's dance and art programs higher than the other respondents did.

Budget Information

Expenses

Overall expenses (administration, youth programs, adult programs, teen scene, and Aquatic Center) have remained fairly consistent from FY 2004/05 to FY 2006/07 as shown in **Table 7**. The overall adopted expense budget for FY 2007/08 increased approximately 7% over the previous year.

Revenues

Department revenues have decreased steadily the last four years, as shown in **Table 7**, confirming the decrease in participation levels as discussed in the programming section. Overall Department revenues have dropped 33% from FY 2004/05 to FY 2007/08. The bulk of the reduced revenues come from the reduction of non-aquatic recreation programming.

Table 7: Overall Recreation Budget Information

Recreation (Overall)	2004/05 Expended	2005/06 Expended	2006 /07 Year-end Estimate	2007/08 Adopted
Expenses				
Recreation Administration	\$93,287	\$67,056	\$91,475	\$106,547
Youth Programs	\$223,211	\$221,418	\$225,552	\$246,005
Adult Programs	\$5,924	\$25,817	\$40,426	\$36,711
Teen Scene	\$83,685	\$100,640	\$529	\$420
Aquatic Center	\$506,993	\$514,389	\$570,107	\$604,837
Total Expenses	\$913,100	\$929,320	\$928,089	\$994,520
Revenues				
Leisure Service	\$199,095	\$152,076	\$101,525	\$94,000
Aquatics	\$225,983	\$215,080	\$198,915	\$190,000
Total Revenues	\$425,078	\$367,156	\$300,440	\$284,000
Cost Recovery	47%	40%	32%	29%

Non-Aquatics Programming

As 8 shows, total recreation expenses have decrease over the last four years. The primary reason for the decrease is the elimination of the Teen Scene programming which was funded in part by alternative funding sources such as grants. Adult programs saw an increase in expense budgets from FY 2004/05 as more team sports, such as basketball and softball, have been added. Youth program expenses have remained fairly constant over the last four years. Revenues have decreased at a disproportionate rate compared to expenses.

Table 8: Non Aquatics Programming Budget Information

Non Aquatics Programming	2004/05 Expended	2005/06 Expended	2006 /07 Year-end Estimate	2007/08 Adopted
Expenses				
Youth Programs	\$223,211	\$221,418	\$225,552	\$246,005
Adult Programs	\$5,924	\$25,817	\$40,426	\$36,711
Teen Scene	\$83,685	\$100,640	\$529	\$420
Total Expenses	\$312,820	\$347,875	\$266,507	\$283,136
Revenues				
Leisure Service	\$199,095	\$152,076	\$101,525	\$94,000
Cost Recovery	64%	44%	38%	33%

Aquatic Center

Expenses for the Aquatic Center represent approximately 55% to 60% of the overall Recreation and Park's expenditure budget. Expenses to operate the center and provide programming have increased steadily for the last four years as shown in **Table 9**. From 2004/05 to 2007/08 expenses have increased

approximately 16%. Wages and energy costs are the primary drivers of the increases. As expenses have increased, revenues have decreased over the last four years. Participation in aquatics programming has been decreasing and therefore driving revenues down.

Table 9: Aquatics Programming Budget Information

Aquatic Center	2004/05 Expended	2005/06 Expended	2006 /07 Year-end Estimate	2007/08 Adopted
Expenses				
Salaries & Benefits	\$306,729	\$319,697	\$340,098	\$366,054
Supplies and Services	\$200,264	\$194,692	\$230,009	\$238,783
Total Expenses	\$506,993	\$514,389	\$570,107	\$604,837
Revenues				
Total Revenues	\$225,983	\$215,080	\$198,915	?
Cost Recovery	45%	41%	35%	?

Cost Recovery

As review of the overall recreation, non-aquatics programming, and aquatics budgets has shown, cost recovery has decreased over the last four years. In many ways revenues are decreasing disproportionately to expenses.

A coordinated plan for the upkeep and replacement of recreational facilities is extremely important for establishing a strong financial position for the provision of parks and recreation services. Progressive pricing efforts often go a long way in recovering the direct and indirect operating costs of providing a recreation program. It will be especially important that the City establish a pricing methodology that reflects the community’s values, but also generates adequate revenue.

Examples across the country show a wide range of department subsidy levels or tax investment, from 15% to 80% and higher, depending upon the mission of the organization, construction funding payback, operation funding availability, the community’s philosophy regarding subsidy levels and user fees, and structure of agency budgets. Dr. John Crompton from Texas A&M, a leading educator and researcher on the benefits and economic impact of leisure services, indicates that the national average is approximately 34% cost recovery, conversely indicating an average of around 66% subsidy. On the whole, the City is budgeted to recover 29% of the operational and maintenance costs for all parks, facilities, programs and services for FY 2007/08 lower than the averages reported by John Crompton. The overall cost recovery in FY 2006/07 was 32%, in FY 2005/06 was 40% and in FY 2004/05 was 47%.

Programming and Budget Issues

- Increasing expenses primarily caused by rising wage and energy costs
- Decreasing revenues due the reduction in program offerings and therefore a reduction in participation levels
- While the number of aquatics programming offerings remains steady, participation levels are decreasing and therefore reducing revenues for the center.
- Cost recovery has dipped below 30% in FY 2007/08, approximately a 20% decrease from FY 2004/05.

B. Maintenance

The City of Woodburn’s Public Works Department, Park Maintenance Division has the responsibility of maintaining the majority of city owned greenspace. This division maintains a variety of spaces totaling 143 acres as describe in **Table 10** below.

Table 10: Woodburn Park Maintenance Division Responsibilities

Description	Number of Acres
Parks	89
Open Space/Natural/Undeveloped Lands	12
Buildings/Plaza Landscapes	12
Parkways/ROW/Medians	10
Athletic Fields	20
Total Acres	143

The Park Maintenance Division has other responsibilities not included in standard greenspace maintenance that include:

- Playground maintenance
- Special events setup/tear down
- Building maintenance
- Graffiti abatement
- Flag raising and lowering
- Coordination of inmate crews
- Baseball/soccer tournaments (field prep and clean up)

Survey Feedback

When asked to rate the current level of maintenance at the facilities owned and/or operated by the Department, the library received the highest rating, followed by Centennial Park, the Aquatic Center, the skate park, athletic fields and the playgrounds. Several facilities were rated relatively low in overall level of maintenance including outdoor basketball courts, picnic areas, outdoor volleyball courts, paved recreational trails, and Legion Park.

When given the opportunities to pick three maintenance priorities the majority of respondents indicated the restroom maintenance and trash pickup and removal were the most important. Other priorities include amenities (e.g., playgrounds, water fountains, etc.) turf care, tree care and trail maintenance.

Park Maintenance

Maintenance levels for greenspace are determined by their type and intensity of use. The City categorizes greenspace into one of three levels:

Level 1 – High-use parks and athletic fields

This level is typically highly manicured with specialized maintenance standards on a higher frequency basis. Greenspace receiving this level of maintenance include:

- Centennial Park
- Settlemier Park
- Legion Park
- Burlingham Park
- Senior Estates

Level 2 – Neighborhood Parks

This level is typically less manicured, with some specialized maintenance standards, on a less frequent basis. The greenspaces receiving this level of maintenance include:

- Nelson Park
- Front Street Park
- Hermanson I Park
- Heritage Park

Level 3 – Secondary parks, undeveloped, and storm detention

This level typically includes space that is not manicured, with little or no specialized maintenance standards, on an infrequent basis. Greenspace receiving this level of maintenance includes:

- Hermanson II and III
- Wyffels Park
- Hwy 214 Wayside Park

In addition to maintenance levels 1, 2, and 3, there are other high profile greenspace areas that are identified as weed-free zones in which extra attention is given. They include:

- City Hall Rose Garden
- Library Park
- Cowan Park
- Plaza Park
- Police Department landscapes
- City Hall Annex

Capacity Issues

At this time, the Park Maintenance Division feels that park use is at or near capacity in some instances, but overall is not exceeding it. However, the Centennial Park athletic fields are being overused during soccer season.

Park Maintenance Budget Information

Expenditures

Park maintenance budgets saw a small gain (3%) from 2005/06 to 2006/07 and a modest gain (10%) from 2006/07 to 2007/08, as shown in **Table 11**.

Table 11: Park Maintenance Budget Information (less capital outlay)

Budget Name	2005 –2006 Expended	2006 - 2007 Yr End Est.	2007 - 2008 Adopted
Salaries & Benefits	\$302,584	\$336,784	\$352,023
Supplies and Services	\$146,916	\$149,925	\$162,142
Totals	\$449,500	\$463,290	\$514,165

Expenditures per 1,000 population

The estimated 2007 population for Woodburn is 22,875 making park maintenance expenditures per 1,000 persons approximately \$22,477.

Expenditures per Park Acre

On average, the Park Maintenance Division is spending \$2,539 per park acre per year. Level 1 maintenance expenditures are approximately \$3,900 per acre per year. It can be assumed that level 2 maintenance expenditures are above the average, and level 3 maintenance expenditures are below the average.

Revenues

Woodburn parks generate approximately \$27,000 in revenues through park rentals, picnic shelter reservations, and special event fees. All revenues generated by parks go into the general fund. There are no dedicated revenues funds for park maintenance.

Park Maintenance Staffing

Staffing for park maintenance has remained constant over the last three years (5.25 FTE's). Additionally, seasonal staffing has remained constant over the last three years (.42 PTE).

Contracted Services

The City of Woodburn spends approximately \$50,000 annually on contracted park maintenance services. Contracted tasks include: level 3 park mowing, turf and ornamental maintenance in weed-free zones, inmate crews, and off-season portable toilet rentals.

Lifecycle Replacement Schedule

The City of Woodburn does not have a formal lifecycle replacement plan in place that plans and budgets funds to replace park equipment and infrastructure that has outlived its intended life. However, Woodburn City Council has set a goal to replace one aging playground per year until all playgrounds have been updated.

Park Maintenance Key Issues

- Communication between the Park Maintenance Division and the Community Services Department could be improved. At times conflicts arise when recreation programming and park maintenance schedules are not coordinated. The City utilizes a Group Wise Calendar and a better effort to post both programming and maintenance schedules would help in reducing the number of conflicts.
- There is a lack of storage facilities for park maintenance equipment.
- Vandalism, graffiti, and park security need to be addressed and improved.
- There is a lack of staffing increases.

C. Inventory

One essential part of The City of Woodburn Parks and Recreation Master Plan is to establish a complete and accurate database of amenities related to the provision of recreation by the City of Woodburn.

A complete inventory was conducted in December of 2007. This was accomplished by visiting each property and facility, talking with appropriate personnel, and recording the quantity and functionality of the each component. For the purposes of this master plan, the inventory focused only on components at sites that are maintained for public use by the City of Woodburn. It is recognized that other providers exist, and that the facilities they provide are part of the overall level of service enjoyed by people in Woodburn. However, the purpose of this study is to analyze the effectiveness of the city-provided services and to create a complete inventory of those things that the City takes the responsibility for providing.

Each component was located, counted, and assessed for the functionality of its primary intended use. A GRASP[®] score was assigned to the component as a measure of its functionality as follows:

- **Below Expectations (BE)** – The component does not meet the expectations of its intended primary function. Factors leading to this may include size, age, accessibility, or others. Each such component was given a score of **1** in the inventory.
- **Meeting Expectations (ME)** – The component meets expectations for its intended function. Such components were given scores of **2**.
- **Exceeding Expectations (EE)** – The component exceeds expectations, due to size, configuration, or unique qualities. Such components were given scores of **3**.
- If the feature exists but is not useable because it is unsafe, obsolete, or dysfunctional, it may be listed in the feature description, and assigned a **score of zero (0)**.

Components were evaluated according to this scale from two perspectives: first, the value of the component in serving the immediate neighborhood, and second, its value to the entire community.

Next, amenities that relate to and enhance the use of the component were evaluated. Each **park site** or **indoor facility** was given a set of scores to rate its comfort and convenience to the user. This includes such things as the availability of restrooms, drinking water, shade, scenery, etc.

Lastly, the overall design and ambiance of the facility or park was recorded as a part of the inventory. Characteristics such as, overall layout, attention to design, and functionality inform the design and ambiance score.

The assessment findings from each location were entered into a master inventory database/spreadsheet (See **Appendix III**). The database serves as a record of the inventory and was also used to perform the GRASP[®] analysis that follows.

Inventory Description

Existing Infrastructure

The parks and recreation system in Woodburn can be thought of as an infrastructure that serves the health and well-being of people. This infrastructure is made up of parts and pieces that are combined in various ways to provide service.

The City of Woodburn provides several basic and well maintained parks. Among them are a variety of park and property types including small developed parks and larger areas of undeveloped land. Recreational opportunities include both passive and active and parks are geared to both neighborhood and community use. Within the system are some treasured older parks that are sized for community events and contain beautiful mature trees and woodland vegetation. In addition, the City has a good number of smaller parks that are developed with the basic amenities to serve the immediate neighborhood. There are also several properties that have been set aside as parts of larger greenway systems. These properties are largely undeveloped but have a great potential to provide the community with trails that it is otherwise lacking. This system has some great properties with a lot of potential that will allow Woodburn to create a complete parks, trails, and open space system as funding is available without expending major dollars on property acquisition.

Generally parks are basic and serve their intended purpose but lack in comfort and convenience features such as drinking fountains, bicycle parking, restrooms, and seating. The community appears to have a good ability to harness grant money and volunteers to build playgrounds and provide furnishings in the park, and while these efforts are enhancing the system as a whole, attention needs to be paid to ADA and safety guidelines. This should include funding to ensure that there are accessible routes to all accessible components. In general maintenance staff needs to be made aware of playground safety and proper equipment maintenance, especially as the new playgrounds begin to age.

Currently the park and recreation system contains developed and undeveloped parks and indoor facilities, but no trails or designated open spaces or greenways. Below are descriptions of a sampling of parks and facilities within Woodburn.

Legion Park

This is one of the larger parks in the system and provides both passive and active recreation. It contains a large lit soccer field with large covered grandstands. Also on this site is a large group picnic shelter and mature trees. At the west most part of the park is a drainage/creek mentioned in the Mill Creek Master Plan as a having important paleological features as well as a potential site for a regional nature center. It is typical of the large parks in the system as it has a variety of activities and spaces but could use some basic improvements.

Centennial Park

This is one of the largest parks in the system and serves as a sports park for the community, but is yet to receive full build-out. The master plan for the site is nicely designed and will include several more fields and picnic areas. The site is large, flat, and on the edge of town which are perfect attributes for a sports complex.

Downtown Plaza

This park is downtown and functions as the town square. It is by far the most “urban” of all of the parks as it is highly developed. It provides a fountain, stage for performances, and several seating areas.

North Front Street

This is a small park that is typical of neighborhood focused parks in Woodburn. It has a fairly new playground which appears to be ADA accessible however there is no accessible route to the play area. Also included in this park is an open grassy area and shade trees. Similar parks within the system often include a small shelter.

The Hermanson Parks

Consisting of three parks, these areas are a part of the future Mill Creek Greenway but do not currently provide components to the general public, which is typical of this type of naturalized property within the system.

Woodburn Memorial Aquatic Center

The Aquatic Center is the only permanent indoor recreation space in Woodburn. It consists primarily of a lap pool, small leisure pool, and warm water therapy pool. In addition, there is some weight/cardio equipment in the lobby of the building.



Map B: Inventory

This map shows where the existing parks, trails, and open spaces are located. In addition, schools, landmarks, and barriers to pedestrian access are shown for reference. (Larger maps and **GRASP**[®] Perspectives can be found in **Appendix IV**).

D. Level of Service

As part of the City of Woodburn Parks and Recreation Master Plan, one tool that was utilized is the examination of Levels of Service (LOS). This tool allows for analysis of the inventory, quantity, location, distribution, and access to recreation components. Levels of Service (LOS) are typically defined in parks and recreation plans as the capacity of the system's components to meet the needs of the public. Two methods were used in this analysis. One method uses a traditional capacities approach that compares quantity to population. The other analysis uses the **GRASP**[®] method which records quantity, quality, and location information about the components and displays it in chart and map form. A more detailed description of the history of **GRASP**[®] and its relationship to NRPA standards can be found in **Appendix V**.

The GRASP[®] **Analysis**

GRASP[®] methodology is a unique way of looking at LOS because it considers not only the quantity and distribution of parks and facilities but also quality, comfort and convenience, and overall design and ambiance. It is also unique in that it applies to individual recreation *components* to create a component-based model for evaluating LOS.

After scoring each component as outlined in the inventory description, GIS software was used to create graphic representations that allow for easy visual and numerical analysis of the recreation system. Some of the representations show raw data collected through the inventory process or received from other sources. These are referred to as *Resource Maps*. Other representations emerge from the processing of data within the GIS using composite values analysis. These analyses can look at both general and specific aspects of the system. Each of these representations is called a *GRASP*[®] *Perspective*. The following maps and perspectives were prepared for this report and can be found in **Appendix IV**.

Map A: Regional Context**Map B: System****Perspective A: Neighborhood Access to All Components****Perspective B: Walkable Access to All Components**

For each GRASP[®] Perspective, each inventoried component shows its GRASP[®] score as applied to a service area, (or *buffer*), based on a radius from the component. The Neighborhood Perspective applies the components' qualitative score to both one mile and one third mile buffers. One-mile buffers represent a distance from which convenient access to the component can be achieved by normal means such as driving or bicycling. The one-third mile buffer shows the distance that a resident can reasonably walk in 10 minutes. Scores are doubled within the one-third mile buffer to reflect the added accessibility of walking, since almost anyone can reach the location on their own by walking, even if they don't drive or ride a bicycle. Also included in these analyses are major barriers to pedestrian access which affect the one-third mile buffers. Within Woodburn, the railroads, Highway 219, and Interstate 5 form barriers to pedestrian access.

When buffers with associated scores are plotted on a map, a picture emerges that represents the cumulative LOS. Where buffers for multiple components overlap, a darker shade results and indicates locations that are "served" by a combination of more components and/or higher quality ones. In other words, where there are darker shades, the level of service is higher for that particular Perspective. It is important to note that the shade overlaying any given point on the map represents the cumulative value offered by the surrounding park system to an individual situated in that specific location, rather than the service being provided by components at that location to the areas around it.

GRASP[®] Target Scores Analysis

Within the GRASP[®] Perspectives, the buffers and associated scores are presented in two ways – with infinite tone ranges (orange) and in two tones based on *target values* (purple and yellow).

The larger scale map in each of the Perspectives shows the GRASP[®] buffers with an infinite tone range that portrays the nuances of service that is being provided to the community. At this scale it is easier to see the differences in services provided by parks and individual components. The complete Perspective series is set to the same tone scale so the different Perspectives can be compared side-by-side.

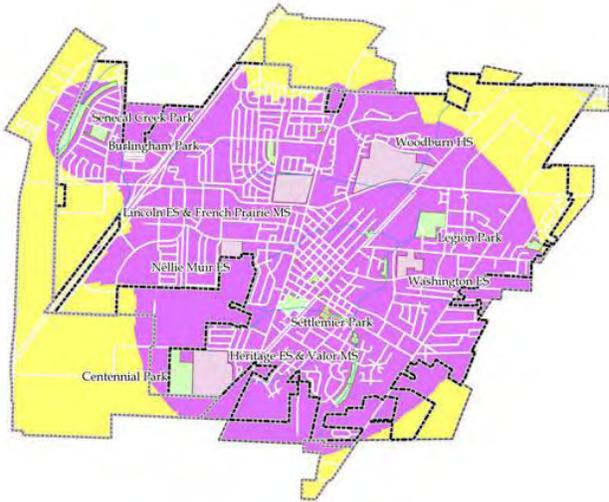
The inset map shows the GRASP[®] score ranges grouped into categories that represent the following service: Below Target Minimum Score or Above Target Minimum Score. In the inset, you can see clearly what areas fall into each of the categories for a summarized look at the service that is being provided. Different score breaks were used on the inset maps so that each set of components is being evaluated based on what the target minimum score is for each Perspective. For this reason, these maps cannot be compared but are specific to each Perspective.

The section below reviews the Perspectives and highlights where higher and lower levels of service are being provided from a given set of components.

Maps and Perspectives for the City of Woodburn

Thumbnails of the target scores inset and excerpts from some of the maps and perspectives are shown here for convenience only – the reader should refer to the full maps in **Appendix IV** for complete information and clarity.

Perspective A: Neighborhood Access to All Components



This perspective show how the City is providing service at a neighborhood level. This is defined by having services within one mile radius from your home with a higher value placed on the services that are available within walking distance, or one-third mile.

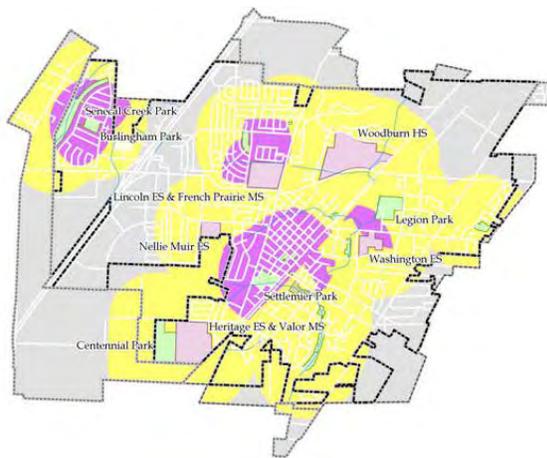
A majority of residents have neighborhood access to some services. Woodburn has concentrations of service in the core of the downtown of Woodburn. Large contributors to this concentration of service include Settlemier Park, the Woodburn Memorial Aquatic Center, and the numerous small parks in this area. Service decreases further from downtown which generally corresponds to a decreased population density and development pattern.

Table 12 provides a numeric summary of the GRASP[®] Perspective showing percentages of area that either have no service, service that is below the target level or service that meets or exceeds targets that correspond to residential service models. In this analysis, residents that have access to the equivalent of a park with four components and a trail within a one-third mile from their home are receiving service at residential target levels.

Within the corporate limit the City of Woodburn provides some service at a neighborhood level to 99.9% of its residents. Of those that have access to some service 81.9% of those have access to service that meets or exceeds target residential levels, and 18.1% have access to service, but not service that is meeting residential targets. Compared to the corporate limit service levels for the existing Urban Growth Boundary (UGB) and proposed UGB decline around the edges of the city where residential properties are just beginning to develop.

Table 12: Perspective A - Neighborhood Access to All Components, Overall Statistics

	Total Acres	Percent of Area With LOS	Average LOS Per Acre Served	Percent Total Area Below Target Minimum Score	Percent Total Area Above Target Minimum Score
Boundary - Corporate Woodburn	3416	99.9%	153.1	18.1%	81.8%
Boundary - Existing UGB Woodburn	634	100.0%	119.6	27.8%	72.2%
Boundary - Planned UGB Woodburn	1016	98.8%	41.2	88.7%	10.1%
Entire Area	5066	99.7%	126.6	33.5%	66.2%



Perspective B: Walkable Access to all Components

This Perspective shows the level of service provided to the community at a walkable level. All components are shown and each has only a one-third mile buffer which equates to about a 10 minute walk. These buffers have been truncated at the primary barriers. Scores within the buffers are equal to the base score for the components, calculated as described in **Appendix V**, and doubled to reflect the walkable access, as was done on Perspective A. In a sense, this is Perspective A with the one-mile buffers removed.

In this Perspective, more gaps in service appear, including the downtown area that was well covered in first perspective. Like Perspective A, concentrations in service are located around Settlemier, Senior Estates, and Burlingham Parks. In addition the affect of the barriers is highlighted in this perspective. The presence of safe and comfortable routes to parks can increase recreation opportunities dramatically. Walkability is especially important to consider as the City looks to providing service to the youth and elderly as these are the parts of the community that often do not have access to cars.

Although gaps in walkable service do appear, **Table 13** shows that 72% of the corporate boundary has access to parks and recreation facilities within a one-third mile of their homes. However only 15% of that area has service that meets or exceeds the target minimum score. This indicates that, while the City's number and distribution of parks come close to meeting needs, improvements need to be made to the parks to provide the target LOS. Like Perspective A target scores for residential areas reflect the equivalent of a park with four components and a trail within a one-third mile from each home. Improvements can be made to these areas with low LOS by removing barriers to pedestrian access, improving existing facilities, and adding components within parks.

In addition to improving LOS by improving and adding parks, Woodburn can increase the overall walkable LOS by adding multi-use trails. Although currently there are no multi-use trails within the community, the City of Woodburn does have one trail project that is in the planning and construction phase along the Mill Creek drainage. Aside from being a popular facility, trails also increase LOS, bridge pedestrian barriers, and thus increasing the overall walkability of the community.

Table 13: Perspective B - Walkable Access to All Components, Overall Statistics

	Total Acres	Percent of Area With LOS	Average LOS Per Acre Served	Percent Total Area Below Target Minimum Score	Percent Total Area Above Target Minimum Score
Boundary - Corporate Woodburn	3416	72.3%	48.0	57.4%	15.0%
Boundary - Existing UGB Woodburn	634	63.2%	29.2	59.6%	3.5%
Boundary - Planned UGB Woodburn	1016	32.4%	27.2	30.3%	2.0%
EntireArea	5066	63.2%	43.5	52.2%	10.9%

Other Tools for Measuring Level of Service (LOS)

Besides the GRASP® perspectives and associated LOS numbers, this plan also uses capacities based analysis tools. One tool determines capacity by comparing GRASP® scoring to population, and the other tool models traditional methods of determining LOS by using straight quantity as compared to population.

Communitywide LOS

Table 14 shows in numerical indices for LOS that accounts for both quantity and quality of components in Woodburn. The table shows the community GRASP® Index for each component, as well as the number of GRASP® points needed to maintain the current indices as the population grows.

This information can be used to plan for future improvements to the parks and recreation infrastructure to accommodate growth. Because GRASP® scores are a blend of quantity and quality; it is possible to increase them by either adding components or improving the quality of existing ones. In most case, a combination of the two will be recommended. Used in conjunction with the Capacities LOS Table, the best combination of quantity and quality can be determined for planning purposes. The GRASP® Indices also allow the community to benchmark its combined LOS for quality and quantity of service over time and measure its progress.

As shown in **Table 14**, Woodburn will need to add some GRASP® points for all of the components shown as the population grows. In most cases the increase is nominal and could be achieved by simple improvements to the component itself or to the comfort and convenience features around it. However, sports fields, playgrounds, and open turf areas will need more significant improvements or additions to meet the need of the population in the 2012.

Table 14: Community Components GRASP® Scores and Population Ratios

	Current Population	23,952	Projected Population	26,216
	Total GRASP® Community Score per component type	GRASP® score per 1000 population (GRASP® Index)	Total GRASP® score needed at projected population	Additional GRASP® score needed
Ballfield	68.4	2.86	75	6.5
Basketball	10.3	0.43	11	1.0
Ballfield Complex	4.8	0.20	5	0.5
Multi-Purpose Field	33.9	1.42	37	3.2
Open Turf	31.3	1.31	34	3.0
Playground	30.2	1.26	33	2.9
Shelter	18.8	0.78	21	1.8
Shelter, Group	7.2	0.30	8	0.7
Skate Park	4.8	0.20	5	0.5
Tennis	21.0	0.88	23	2.0
TOTAL	230.70	9.63	252.51	21.81

Capacities Level of Service

For some components, the quantity needed is proportional to the population that will be served by that component. This is a fairly easy calculation when components are programmed for use. The programming determines how many people will be using the facilities over a period of time. Sports fields and courts fall into this category. For other components, the ratio of components to the population may vary, depending upon the size or capacity of the component and the participation levels within the community for the activity served by the component. Skate parks and group picnic facilities fall into this category.

Table 14 represents the current level of service and projected needs for community components for Woodburn. This table closely resembles a traditional LOS analysis and shows how the quantities of certain park and recreation components compare to population. For each component, the table shows the current quantity of that component on a “per-1000 persons” basis (referred to as the Capacity LOS)

and the pro-rata number of persons in the community represented by each component. This kind of analysis can be used to show the capacity of the current inventory – in other words, how many people are potentially being served by park components.

As shown in **Table 15**, Woodburn’s expected population increase will affect the number of components needed if service is continued at the present LOS. The City will need to add at least one ballfield, basketball court, open turf area, playground, and tennis court as well as two multi-purpose fields to maintain a consistent LOS within the community.

It is important to note that this table is simply one tool that is used to make final recommendations and establish budgets. The numbers of facilities shown on this table may differ from the final recommendations due to availability of land, ability to upgrade existing facilities, and the possibility of partnerships.

Table 15: Capacities LOS for Community Components

Capacities LOS for Community Components

	Ballfield	Ballfield, complex	Basketball	Loop Walk	Multi-use Fields	Open Turf	Playgrounds	Shelter - large (group)	Shelter - small	Skate Park	Tennis	Recreational Trails (Mi.), Paved and Primitive
INVENTORY												
City Components	4	1	1.5	1	5	11	9	4	2	1	2	0
Schools	6		4		11	1	4				6	0
TOTAL	10	1	5.5	1	16	12	13	4	2	1	8	0
CURRENT RATIO PER POPULATION												
<i>CURRENT</i>												
POPULATION 2007	23,952											
Current Ratio per 1000 Population	0.42	0.04	0.23	0.04	0.67	0.50	0.54	0.17	0.08	0.04	0.33	0.00
Population per component	2,395	23,952	4,355	23,952	1,497	1,996	1,842	5,988	11,976	23,952	2,994	#DIV/0!
Perceived national "standards"	5,000		5,000		10,000						2,000	
<i>POPULATION -</i>												
YEAR 2012	26,216											
Total # needed to maintain current ratio of all existing facilities at projected population	11	1	6	1	18	13	14	4	2	1	9	0
Number that should be added to achieve current ratio at projected population	1	0	1	0	2	1	1	0	0	0	1	0

V. Funding



Woodburn Recreation and Parks currently uses a variety of funding sources to fund operations. The following is a description of funding sources currently used by the Department.

Fees/Charges

The plan has documented that the Department is far undervalued and must position its fees and charges to be market-driven and based on both public and private facilities. The potential outcome of revenue generation is consistent with national trends relating to public park and recreation agencies, which generate an average 35% to 50% of total operating expenditures.

Reservations

This revenue source comes from the right to reserve specific public property for a set amount of time. The reservation rates are usually set and apply to group picnic shelters, meeting rooms for weddings, reunions and outings or other type of facilities for a special activity.

Ticket Sales/Admissions

This revenue source is on accessing facilities for self-directed activities such as pools, ice-skating rinks, ballparks and entertainment activities. These user fees help offset operational costs.

Membership and Season Pass Sales

Cities sell memberships to specific types of amenities to offset operational costs. These membership fees can apply to recreational and fitness centers, tennis centers, golf courses, pools, ice-rinks, etc.

Lighting Fees

Most cities charge additional fees for the lighting charges as it applies to leagues, special use sites, and signature type facilities that require lighting for the recreational activity. This typically includes demand charges.

Program Contractor Fees

Cities typically receive a percentage of gross contractor fees for contractor programs held on or at City facilities. The percentages typically range from 25% to 40% depending on space, volume, and the amount of marketing the City does for the contractor.

Dedication/Development Fees

These fees are assessed for the development of residential and/or commercial properties with the proceeds to be used for parks and recreation purposes, such as open space acquisition, community park site development, neighborhood parks development, regional parks development, etc. Acceptable land for parks and/or trails in lieu of fees is an option as long as the land meets the criteria and approval of the city.

Grants

A variety of special grants either currently exist through the Federal and State governmental systems or will be established through the life of current and proposed facilities.

Permits (Special Use Permits)

These special permits allow individuals to use specific park property for financial gain. The City either receives a set amount of money or a percentage of the gross service that is being provided.

Catering Permits and Services

This is a license to allow caterers to work in the park system on a permit basis with a set fee or a percentage of food sales returning to the City. Also many cities have their own catering service and receive a percentage of dollars off the sale of their food.

Booth Lease Space

Some cities sell booth space to sidewalk type vendors in parks or at special events. Fees are typically a flat rate or a percentage of the gross product sold. The booth space can also apply to farmers markets, art schools, and antique type fairs.

Corporate Sponsorships

This revenue-funding source allows corporations to invest in the development or enhancement of new or existing facilities in park systems. Sponsorships are also highly used to cover or offset expenses for programs and events.

Security and Clean-Up Fees

Cities typically charge groups and individuals security and clean-up fees for special events other type of events held in parks.

Surplus Sale of Equipment by Auction

Cities have surplus auctions to get rid of old and used equipment to generate some income on a yearly basis.

The following are funding sources that could easily be used by the City of Woodburn to create the existing budgets for capital and operational expenditures.

Cost Avoidance

The Department must take a position of not being everything for everyone. It must be driven by the market and stay with the Department's core businesses. By shifting its role as direct provider, the City will experience savings by deciding whether or not to provide that facility or program. This is cost avoidance. The estimated savings listed could be realized through partnering, outsourcing, or deferring to another provider in the provision of a service and/or facility.

Land and Water Conservation Fund

These funds are awarded for acquisition and development of parks, recreation and supporting facilities through the National Park Service and State Park System.

Volunteerism

The revenue source is an indirect revenue source in that persons donate time to assist the Department in providing a product or service on an hourly basis. This reduces the City's cost in providing the service plus it builds advocacy into the system.

Special Fundraisers

Many park and recreation agencies have special fundraisers on an annual basis to help cover specific programs and capital projects.

Irrevocable Remainder Trusts

These trusts are set up with individuals who typically have more than a million dollars in wealth. They will leave a portion of their wealth to the City in a trust fund that allows the fund to grow over a period of time and then is available for the City to use a portion of the interest to support specific park and recreation facilities or programs that are designated by the trustee.

Film Rights

Many cities permit out their sites such as old ballparks or unique grounds or sites for film commissions to use. The film commission pays a daily fee for the site plus the loss of revenue the city will incur if the site generates income.

Life Estates

This source of money is available when someone wants to leave their property to the City in exchange for them to live on their property until their death. The City usually can use a portion of the property for park purposes and then all of it after the person's death. This revenue source is very popular for individuals who have a lot of wealth and their estate will be highly taxed at their death and their children have to sell of their property because of probate costs. This allows the person to receive a good tax deduction yearly on their property while leaving a life estate. It is good for the City because they do not have to pay for the land.

The following funding sources are potential funding opportunities the City of Woodburn Parks and Recreation Department *should consider* for additional funding of capital and operational expenditures.

Foundation/Gifts

These dollars are raised from tax-exempt, non-profit organizations established with private donations in promotion of specific causes, activities, or issues. They offer a variety of means to fund capital projects, including capital campaigns, gifts catalogs, fundraisers, endowments, sales of items, etc.

Private Concessionaires

Contract with a private business to provide and operate desirable recreational activities financed, constructed, and operated by the private sector with additional compensation paid to the City.

Partnerships

Partnerships are joint development funding sources or operational funding sources between two separate agencies, such as two government entities, a non-profit and a City department, or a private business and a City agency. Two partners jointly develop revenue producing park and recreation facilities and share risk, operational costs, responsibilities, and asset management based on the strengths and weaknesses of each partner.

Recreation Service Fees

This is a dedicated user fee, which can be established by a local ordinance or other government procedures for the purpose of constructing and maintaining recreation facilities. The fee can apply to all organized activities, which require a reservation of some type, or other purposes as defined by the local government. Examples of such activities include adult basketball, volleyball, and softball leagues, youth baseball, soccer, and softball leagues, and special interest classes. The fee allows participants an opportunity to contribute toward the upkeep of the facilities being used.

Utility Roundup Programs

Some park and recreation agencies have worked with their local utilities on a round up program whereby a consumer can voluntarily pay the difference between their bill up to the even dollar amount and the difference is contributed to the Department. Ideally, these monies are used to support utility improvements such as sports lighting, irrigation cost and HVAC costs but also can be used for park maintenance.

Equipment Rental

The revenue source is available on the rental of equipment such as tables, chairs, tents, stages, bicycles, roller blades, boogie boards, etc. that are used for recreation purposes.

Advertising Sales

This revenue source is for the sale of tasteful and appropriate advertising on park and recreation related items such as in the City's program guide, on scoreboards, dasher boards, outfield fences, and other visible products or services that are consumable or permanent that exposes the product or service to many people.

Inter-local Agreements

Contractual relationships entered into between two or more local units of government and/or between a local unit of government and a non-profit organization for the joint usage/development of sports fields, regional parks, or other facilities.

Capital Improvement Fees

These fees are in addition to the set user rate for accessing facilities such as golf, recreation centers and pools to support capital improvements that benefit the user of the facility.

Concession Management

Concession management is from retail sales or rentals of soft goods, hard goods, or consumable items. The City either contracts for the service or receives a set of the gross percentage or the full revenue dollars that incorporates a profit after expenses.

Merchandising Sales

This revenue source comes from the public or private sector on resale items from gift shops and pro shops for either all of the sales or a set gross percentage.

Friends Associations

These groups are formed to raise money typically for a single focus purpose that could include a park facility or program that will better the community as a whole and their special interest.

Gift Catalogs

Gift catalogs provide organizations the opportunity to let the community know on a yearly basis what their needs are. The community purchases items from the gift catalog and donates them to the city.

Naming Rights

Many cities have turned to selling the naming rights for new buildings or renovation of existing buildings and parks for the development cost associated with the improvement.

Dog Park Fees

These fees are attached to kennel clubs for the right for their club to have their own dog park facilities for their exclusive use. Fees are on the dogs themselves and on people who take care of people's dogs.

Patron Cards

This allows patrons of a specific recreational facility to purchase patron cards for a month or a year that allows them special privileges above the general public. These privileges include having rights to early sign-up, tee times, reservations, and special tours, shows or events. The patron cards can range in price from \$15.00 a month to \$150.00 a year.

Hospitality Centers

These types of recreation facilities are developed by cities for use by the public for wedding, reunions, and special gatherings. The recreation facilities are not subsidized but operate at a profit. Some facilities are managed by outside caterers.

Hospital – Rehabilitation Contracting

Cities will contract with hospitals for their rehab patient's work that can be provided at local recreation centers with their therapists overseeing the work. This provides a steady level of income for the fitness center and encourages patients after rehab to join. Payments are made by health insurance companies.

Special Improvement District/Benefit District

Taxing districts established to provide funds for certain types of improvements that benefit a specific group of affected properties. Improvements may include landscaping, the erection of fountains, acquisition of art, and supplemental services for improvement and promotion, including recreation and cultural enhancements. If a taxing district could be established for the outlet mall, a small sales tax would be paid mostly by nonresidents that could help fund capital and or operational dollars for parks and recreation.

Establish a Greenway Utility

Greenway utilities are used to finance acquisition of greenways and development of the greenways by selling the development rights underground for the fiber optic types of businesses.

Creation of an Authority

The City can adopt the creation of a recreation authority or district to create an atmosphere that would allow the Department to initiate long-term successes. Many successful park districts exist throughout the country and facilitate creative business approaches to leisure services that some governmental entities cannot provide.

Inter-modal Transportation and Efficiency Act

This funding program, commonly called TEA-21 Grants was authorized by the Federal Government in 1991. Funds are distributed through the state for transportation related projects, including bicycle and pedestrian trails, rail depot rehabilitation, landscaping, and beautification projects. These funds are shrinking rapidly nationally and it is expected that they will not exist soon.

Licensing Rights

This revenue source allows the Department and City to license its name on all resale items that private or public vendors use when they sell clothing or other items with the cities name on it. The typical licensing fee is 6 to 10% of the cost of the resale item.

Manufacturing Product Testing and Display

This is where the city works with specific manufacturers to test their products in parks, recreation facilities and in program services. The city tests the product under normal conditions and reports back to the manufacturer how their product is doing. Examples are in lighting, playgrounds, tires on vehicles, mowers, irrigation systems, seed & fertilizers (etc.). This city gets the product for free but must pay for the costs of installation and for tracking results.

Maintenance Endowments

Maintenance Endowments are set up for organizations and individuals to invest in ongoing maintenance improvements and infrastructure needs. Endowments retain money from user fees, individual gifts, impact fees, development rights, partnerships, conservation easements, and for wetland mitigations.

Cigarette Tax

In some states the sales tax gain by the state for cigarettes is redistributed to cities and counties for programs to teach and curb youth smoking through effective prevention recreation programs.

Leasebacks on Recreational Facilities Can Produce Revenue

Many cities do not have capital dollars to build revenue-producing facilities but they will hire a private investor to build the facility according to the specifications they want and the investment company will finance the project and the City will lease it back from them over 20 years. This can be reversed where by the City builds the facility and leases to private management to operate it for a percentage of gross dollars to pay off the construction loans through a subordinate lease.

Entertainment Tax

This tax is on ticket sales for major entertainment venues such as concert facilities, golf tournaments, car races type of venues to help pay for traffic control and sports stars that come into the City based on the earnings they receive from their winnings. This tax also applies to video game machines.

Land Trust

Many counties have developed land trusts to help secure and fund the cost for acquiring land that needs to be preserved and protected for greenway purposes. This could be a good source to look to for acquisition of future lands.

The following funding sources are potential funding opportunities the City of Woodburn Parks and Recreation Department could consider for additional funding of capital and operational expenditures. These funding sources may not be available currently in the state or an intergovernmental agreement may be necessary for implementation. These funding sources may meet with some resistance and be more difficult to implement therefore more research is

Hotel, Motel and Restaurant Tax

Tax based on gross receipts from charges and meals services, which may be used to build and operate sports fields, regional parks, golf courses, tennis courts, and other special park and recreation facilities.

Revenue Bonds

Bonds used for capital projects that will generate revenue for debt service where fees can be set aside to support repayment of the bond.

Real Estate Transfer Fees

As cities expand, the need for infrastructure improvements continues to grow. Since parks add value to neighborhoods and communities, some cities and counties have turned to real estate transfer fees to help pay for needed renovations. Usually transfer fees amount to $\frac{1}{4}$ to $\frac{1}{2}$ % on the total sale of the property.

Cell Towers

Cell towers attached to existing light poles in game field complexes is another source of revenue the City could seek in helping support the system.

Private Developers

These developers lease space from City-owned land through a subordinate lease that pays out a set dollar amount plus a percentage of gross dollars for recreation enhancements. These could include a golf course, marina, restaurants, driving ranges, sports complexes, equestrian facilities, and recreation centers and ice arenas.

Water Utility Fee

Cities have added a special assessment on to water utility fees paid by homeowners and businesses to cover the costs of water street trees, landscaping, fountains, and pools. The fee is usually a percentage of the bill (2 or 3%).

Parking Fee

This fee applies to parking at selected destination facilities such as beach parking areas, major stadiums and other attractions to help offset capital and operational cost.

Facilities Benefit Assessment

The FBA ordinance establishes areas of benefit to be assessed for needed improvements in newly developing areas. Each parcel within an area of benefit is apportioned its share of the total assessment for all improvements (including those required for later development phases) which is then recorded on the assessment roll. Assessments are liens on private property as with the state assessment acts. Upon application for a building permit the owner of the parcel must pay the entire assessment (the payment is prorated if only a portion of the parcel is being developed at one time). Payment releases the City's lien on the property. The funds that are collected are placed in separate accounts to be used for the needed improvements and do not exceed the actual cost of the improvements plus incidental administrative costs.

Room Overrides on Hotels for Sports Tournaments and Special Events

Cities have begun to keep a percentage of hotel rooms that are booked when the City hosts a major sports tournament or special event. The overrides are usually \$5.00 to \$10.00 depending on what type of room. Monies collected help offset operational costs for the City in hosting the events.

Credit Card Surcharge Fees on Sports and Entertainment Tickets, Classes, Golf, etc.

This fee is a surcharge in addition to the regular sports revenue fee or convenience fee for use of MasterCard and Visa. The fee usually is no more than \$5.00 and usually is \$3.00 on all exchanges. The money earned is used to help pay off the costs of improvement or for operational purposes.

Family Tree Program

Many cities have worked with local hospitals to provide cash to the parks system to buy and plant a tree in honor of every newborn in the City. The hospitals invest \$250.00 to \$300.00 and receive the credit from the parents of the newborns. The parks system gets new trees of ample size.

Sell Development Rights

Some cities sell their development rights below park ground or along trails to fiber optic companies or utilities. The park agency detains a yearly fee on a linear foot basis.

Agricultural Leases

Some cities lease low land property along rivers or excess land to farmers for crops. The City typically get one-third of the value of the crops or they lease it on a per acre basis.

Trail Fee

These fees are used for access to golf course trails and bike trails to support operational costs. A trail fee for golf carts are typically \$200.00 a year and for bike trails \$35.00 to \$50.00 a year.

Raffling

Some cities purchase antique cars that can be raffled off against Hole-In-One contests. The city buys the cars, takes Hole-In-One insurance out and sells tickets at golf tournaments on the course for \$1.00 to \$5.00.

Product Sales

This is where the city sells specific products for purchases or consumption by the public. This would include trees, food, maple syrup, livestock animals, fish, plants, etc.

Land Swaps

In land swaps, the city trades property to improve their access of protection of resources. This could include property gain by the city for non-payment of taxes or where a developer needs a larger or smaller space to improve their profitability. The city or county typically gains more property for more recreation opportunities in exchange for the land swap.

VI. Great Things to Come

Guiding Themes

Based on the findings in the previous sections of this plan, some guiding themes have emerged and provide the framework for the City of Woodburn's approach toward parks and recreation facilities and services. Woodburn should capitalize on its great assets and focus on taking care of what they have, as a priority.

A strong parks and recreation component is central to the quality of life goals of Woodburn. This Parks and Recreation Master Plan Update promotes the enhancement and expansion of parks and recreation opportunities for the community.

There are several guiding themes and findings expressed through the community planning processes that are summarized below:

- Build on Woodburn's natural and recreational outdoor assets
- Support a pedestrian-friendly, "walkable" community, including bicycling
- Enhance the "quality of life" for residents through parks and recreation
- Create new funding mechanisms to sustain the level of standards the community supports
- Improve Communication and Marketing
- Plan for Growth
- Balance passive, self-directed, and active recreational opportunities through goals and strategies
- Maintain and upgrade the existing assets and expand park and recreation opportunities as opportunities arise
- Increase Safety in Parks
- Improve Park Maintenance
- Utilize Existing Facilities to Capacity
- Increase Programming for Youth, Teens, Seniors, Disabled, Arts, Cultural, Non-Sports
- Expand citywide events
- Increase Indoor Recreation Facilities – Recreation Center, Aquatic Center, Multipurpose Program Space
- Increase Outdoor Amenities – Trails, Open space, Playgrounds, Shelters, Basketball Courts

The previous sections have provided findings and analysis of the various management and planning issues for the City of Woodburn. This section provides recommendations for improvements for Woodburn based on the information gathered from the demographics, survey results, the public input process, program analysis, organizational review and the level of service analysis. The information gathered has aided in identifying community issues, analyzing future needs, and addressing how to implement them. The recommendations in this section are not necessarily prioritized, although the capital improvement recommendations in the table within this section are prioritized within the timeframe indicated. It is understood that these priorities may change or shift based on funding opportunities, political climates, etc. and is intended to provide guidelines as to what is needed to keep up with the quick growth and development that is occurring in Woodburn.

Recommendations for the next ten years address the needs of the community and can be implemented, with funding sources identified. The ten-year recommendations are guidelines based on current information and planning. Planning beyond the next ten years is not as certain, as the community will change drastically. It is recommended that another Parks and Recreation Master Planning process begin within the next six to eight years to more accurately plan for the future. Most communities conduct a new Master Planning process every six to eight years to maintain their ability to receive grants with a current long-range plan in place.

Recommendations and Action Plans

GOAL 1: Maximize the Planning Effort

First Steps

Strategy: *Incorporate the action items of this plan into the City's annual work plans to achieve the recommendations of this plan and to enhance effectiveness of staff effort.*

Action Steps:

- Assign responsibility and time frame, and allocate resources necessary to complete each action identified in annual work plans.

Strategy: *Assure that all levels of staff are informed of and are set up to work together to implement the recommendations and strategies of the plan.*

Action Steps:

- Inform all levels of staff of the direction of the Plan, allow for staff input, encourage buy-in, and encourage input from all staff members.
- Provide cross-departmental staff teams/team members, as appropriate, with education development opportunities, necessary equipment, and supplies.

GOAL 2: Improve Marketing, Communications, and Credibility

Strategy: Generate awareness and credibility about Community Service offerings and needs as expressed by the public.

Action Steps:

- Create bi-lingual Activity Brochure or create a Spanish version of the Activity Brochure as well as an English version to be distributed in target areas. This approach should be utilized for all marketing collateral including distribution through schools.
- Formalize an evaluation and annual in-house benchmarking program to solicit participant feedback and drive programming efforts.
- Collect feedback data that supports the expressed desire for improvements to programs and activities.
- Create a “Mystery Shopper” program where secret shoppers evaluate services anonymously and results are tracked.
- Prepare an annual report providing information to the public about parks and recreation funding, stewardship of tax dollars and fees and charges, and distribute the report as widely as possible.
- Work with the Chamber of Commerce and the local Welcome Wagon to develop information packets that promote city services to tourists and new residents.
- Create an annual marketing plan for the Recreation and Parks.
- Develop an evaluation process for marketing media such as newspaper, seasonal brochures, website, direct mail, targeted e-mails, radio, and television advertising to continuously determine effectiveness of marketing dollars.
- Create seamless product delivery for park and recreation services that delivers from a consumer vantage.

Strategy: Create a seamless and cohesive customer service delivery system for the provision of all community services programs and services regardless of the location.

Action Steps:

- Continue expanding current registration system to a fully integrated fax, online, and phone registration system.
- Network the registration system into all Park and Recreation facilities for ease of registration for patrons.
- Develop a comprehensive cross training program for all staff and instructors including knowledge of all program areas as well as customer service.
- Use program tracking and evaluation tools to capacity by designing reports to readily identify life cycles of programs, identify programs not meeting minimum capacity (review all program minimums for cost effectiveness), identify waiting lists, etc.

GOAL 3: Track Performance Measures

Strategy: *Create standards for all community services activities and services.*

Action Steps:

Establish service standards for all community services activities. Suggested criteria for service standards include:

- Programs
 - Participation levels
 - Revenue
 - Instructors
 - Customer satisfaction
 - Cost per experience (or per hour, per class)
 - Customer retention
- Instructors:
 - Experience
 - Knowledge
 - Friendliness
 - Recruiting
 - Rewarding
 - Training
 - Standards
- Volunteers:
 - Experience
 - Knowledge
 - Friendliness
 - Recruiting
 - Rewarding
 - Training
 - Standards
- Facilities:
 - Cleanliness
 - Aesthetics
 - Comfort
- Staff:
 - Experience
 - Knowledge
 - Friendliness
 - Rewarding
 - Training
 - Trends

Strategies:

- Identify all major maintenance tasks including such things as:
 - Turf /Mowing
 - Plantings
 - Restrooms
 - Sidewalks and paths
 - Irrigation
 - Weed and insect control
 - Curb appeal
 - Playground and picnic equipment
 - Courts and fields
 - Litter control
- Evaluate and develop a scoring system for each task to meet desired and consistent service levels.
- Involve staff in the development of the standards and scoring system.
- Conduct maintenance standards training for all staff.
- Establish and monitor recordkeeping procedures to document the actual hours and materials costs for each maintenance operation.
- Apply appropriate maintenance standards and define set up/tear down requirements for all special events, tournaments, or other activities that currently stress resources. Assure adequate staffing and funding to take on the task, prior to making a commitment.

GOAL 4: Strategically Increase Programming and Partnerships

Strategy: Develop a standard practice for customer program feedback.

Developing programs based on customer’s needs, wants and expectations will be important to the success of recreation programs.

Action Steps:

- Developing a standard practice to get customer feedback (usually at the end of the program offering) will help improve programming by being able to respond to customer needs in a timely matter. Information sought from participants should include:
 - Satisfaction levels and supporting reasoning
 - Suggestions for improvements to programs
 - Suggestions for new programs
- To every extent possible participants should be given the opportunity to provide both positive and negative feedback on their or their children’s experience in City run recreation programming. (i.e. recreation programs, aquatic programs, special events) A sample evaluation form can be found in ***Appendix VI***.

Strategy: Develop an overall program evaluation criteria and process, and implement the process annually.

The citizen survey identified many program areas that the community would like to see created or expanded. Available space may hinder new or expanded opportunities in some cases. Successful

programs come from continuous creative and innovative thinking. The Department should create a process that evaluates the success of current program offerings and criteria to determine if new program ideas should be instituted or if changes should be made to current programs.

Action Steps:

- Using historical participation levels to determine program popularity and participant feedback can be helpful in deciding if programs should be continued. In addition, utilizing citizen surveys and participant feedback, and researching trends in Parks and Recreation programming are useful tools in determining future program needs and desires. Sources for trends information include:
 - State Parks and Recreation Associations and Conferences
 - National Recreation and Parks Association
 - National Sporting Goods Association
 - International Health, Racquet & Sports Association
 - Parks and Recreation Trade Publications
- Using pre-determined criteria and a process, annually evaluate all current programs to determine if they should be continued, changed (market segment focus, time/day offered, etc.) or discontinued.
- A few simple questions should be asked about each program that may include:
 - Is participation decreasing? If participation is decreasing, are there any steps to take such as increased marketing, change of time, format or instructor? If not, it may be time to discontinue the program
 - Is there information from participant feedback to improve the program?
 - Are cost recovery goals being met? If not, can fees be realistically increased?
 - Is there another provider of the program that is more suitable to offer it? If yes, the City could provide referrals instead of the program
 - Is this program taking up facility space that could be used for expansion of more popular programs or new programs in demand by the community?

Strategy: Implement new programs based on research and feedback.

New trends may drive different needs. It is very easy to focus on programs that have worked for a number of years, especially if they are still drawing enough interested participants to justify the program's continuation. Starting new programs based on community demand and/or trends can be risky due to the inability to predict their success. If the program interest seems great, such as those in the citizen survey, then the programs should be expanded. Engaging all who are associated with a new program, both directly and indirectly, in the decision making process will help ensure a quality experience for the customer.

Action Steps:

- The following criteria should be examined when developing new programs:
 - Need: outgrowth of a current popular program, or enough demonstrated demand to successfully support a minimal start (one class for instance)
 - Budget: accounting for all costs and anticipated (conservative) revenues should meet cost recovery target established by Department
 - Location: available and within budget
 - Instructor: available and within budget
 - Materials and supplies: available and within budget

- Marketing effort: adequate and timely opportunity to reach intended market, within budget (either existing marketing budget or as part of new program budget)
- When new programs are being considered, use the criteria outlined above to assist in determining success. Over the past three years recreation program offerings have decreased in numbers. The citizen’s survey identified a need for many different types of programming.
- The programs identified as needing to be expanded or improved are:
 - Youth swimming programs and lessons
 - Youth recreational athletic leagues
 - Special events.
- Programs identified as needing to be added are:
 - General skills education such as computer or cooking classes
 - Martial arts
 - Special events
 - Fitness programs
 - Individual activities such as biking, hiking, paddling, etc.

Strategy: Increase partnerships and collaborative efforts

Build partnerships within the community to take advantage of existing facilities, share new facilities, and provide additional programming and services to the community.

Action Steps:

- Continue dialogue between all of Public Works, Parks Maintenance, and the Community Services Department and about the potential for an improved staff sharing system for responsibilities such as medians, landscaping, special events, and grounds maintenance.
- Investigate partnerships with local medical and health organizations to increase fitness and health programming for the aging population within the community.
- Create new and formalize existing partnerships (see Sample Partnership Policy in **Appendix VII**) with equity agreements that are reviewed annually.
- Strengthen and expand Intergovernmental Agreements (IGA's) with schools for use of fields, gyms, and multipurpose spaces.
- Explore the possibilities of revising and promoting an adopt-a-park program to help with park maintenance, beautification, and civic pride.
- Create a “Park Ambassador” program where residents living adjacent to parks are trained to inspect parks and then file a weekly report in exchange for a nominal fee or pass.

GOAL 5: Increase Cost Recovery and Funding

Strategy: Research potential traditional funding opportunities.

The City has the ability to use these mechanisms to enhance the quality of life in Woodburn and expand recreation, park, open space, trails, programs, and services to the community. The survey indicated initial support for additional fees and taxes to support current City operations and maintenance needs and to provide desired facilities, parks, trails, programs, and services.

Action Steps:

- Based on strong positive support from the community survey, work with the City Commission to establish an additional four dollar maintenance utility fee (per household/per month) to build and operate City parks, recreation, and aquatic facilities. This maintenance utility fee is established for all households for the purpose of assisting in funding the operational and maintenance costs for facilities to enhance the level of service to the community. It is not considered a user fee for services.
- Work with residents and partners to establish additional revenue through a combination of the following sources to implement the recommendations of the Master Plan:
 - City maintenance utility fees increase
 - System Development Charge increase
 - City sales tax increase in a special district at the outlet mall
 - Bond referendum / City property tax
 - Redirection of existing City funds
 - Alternative Funding (see **Section V**)
 - Strategic partnerships
 - Fees and charges
 - Program grants (see **Appendix VIII**)
 - Further investigate support for an education campaign for a ballot initiative to pass a levy increase or bond referendum for future capital improvements.

Strategy: Pursue alternative funding to implement the Master Plan

Many departments within Woodburn have experienced challenging times in the recent past, with limited funding and staffing levels, and the Department should explore the best means of achieving its funding goals. Alternative funding methods may be instrumental to the operations of the City's recreation programs and facilities on an ongoing basis. Allocating resources (assigning staff time, matching funds, etc.) to pursue alternative funding should be considered an investment in the future, with an outlined and expected positive rate of return.

Action Steps:

- Identify opportunities to increase community support and revenue opportunities such as grants, partnerships, sponsorships, volunteers and earned income (see **Section V** for Alternative Funding Resources).
- Assign staff resources and/or investigate the possibility of utilizing volunteer efforts to apply for such funding.
- Develop a "Wish List" to identify philanthropic opportunities that align with these needs. Once identified, aggressively apply for grant funding and Foundation assistance.
- Expand and formalize a volunteer program to include standards, recruiting, training, retaining, and rewarding volunteers in all program areas.
- Create new and formalize existing Sponsorships (see Sample Sponsorship Policy in **Appendix IX**) with equity agreements that are reviewed annually.
- Create an annual "Sponsorship Manual" listing all the opportunities for the year and distribute within the community in a menu format that creates a sense of urgency within the business community.
- Create and work with a Parks and Recreation Foundation to facilitate the receipt of grant funds and to conduct other fundraising activities.

- Seek collaborations with developers for future development projects to include recommended parks and recreation facilities and standards

Strategy: Create a cost recovery philosophy and policy.

It is important for the City to develop a pricing and cost recovery philosophy that reflects the values of the community and the responsibility it has to the community. This philosophy will be especially important if the City moves forward in the development of new programs and additional and/or expanded facilities; and as it strives for sustainability and determines how much it is willing to subsidize operations.

One means of accomplishing this goal is applying the Pyramid Methodology. This methodology develops and implements a refined cost recovery philosophy and pricing policy based on current “best practices” as determined by the mission of the agency and the program’s benefit to the community and/or individual.

Critical to this philosophical undertaking is the support and understanding of elected officials and ultimately, its citizens. Whether or not significant changes are called for, the agency wants to be certain that it is philosophically aligned with its residents. The development of the core services and cost recovery philosophy and policy is built on a very logical foundation, using the understanding of who is benefiting from parks, recreation, and natural resources services to determine how the costs for that service should be paid.

Action Steps:

- Develop ongoing systems that help measure cost recovery goals and anticipate potential pitfalls utilizing the following points:
- Understand current revenue systems and their sustainability.
- Track all expenses and revenues for all programs, facilities, and services to understand their contribution to overall Department cost recovery.
- Analyze who is benefiting from programs, facilities, and services and to what degree they should be subsidized.
- Fees for programs should acknowledge the full cost of each program (those direct and indirect costs associated with program delivery) and where the program fits on the scale of who benefits from the program of service to determine appropriate cost recovery target. Current cost recovery is at an average level and creating a cost recovery philosophy could enhance revenues to an above average level for operations and maintenance.
- Define direct costs as those that typically exist purely because of the program and change with the program.
- Define indirect costs as those that would exist anyway (like full time staff, utilities, administration, debt service, etc.)
- Define ability to pay as an implementation concern to be addressed through a fee reduction or scholarship program.
- Continue to encourage the pursuit of alternative funding for the Department.

Strategy: Increase participation and revenue from current services.

Action Steps:

- Utilize the marketing strategies in the Marketing, Communications, and Credibility section (Goal 2), to work to increase participation numbers and user fee revenue.
- Evaluate participation numbers of current programming so as to increase marketing and participation in programs that are not currently at capacity.
- Establish user fees for city recreation facilities that cover all the direct costs of the field or facility use.

GOAL 6: Create a Cohesive Operations and Maintenance System for Recreation and Parks

Strategy: Understand how park maintenance dollars are being spent

Better understanding how current dollars are being spent is the groundwork for understanding where adjustment may be made to plan more efficiently for the future. Planning and pro-active attention to standards that are specific to Woodburn can help identify the priorities.

Action Steps:

- Develop criteria (Goal 3) that would define the City's maintenance standards for the three levels of maintenance, Level 1 – High-use parks and athletic fields, Level 2 – Neighborhood Parks and Level 3 – Secondary parks, undeveloped, and storm detention.
- Maintenance practices should be articulated in the form of a Maintenance Guidelines and Procedures Manual.
- Track labor hours and equipment use for park and athletic field maintenance tasks. This is already done to some degree but should be detailed for each level of maintenance. Tracking labor costs and equipment costs for maintenance tasks will also allow for:
- More accurate estimating of maintenance costs for new parks and athletic fields based on recorded historical data
- Establishing true costs for maintenance of facilities
- Greater understanding of the impacts of maintenance budgets fluctuations
- Improved staffing projections for new and existing facilities
- Improved maintenance at facilities resulting in safer conditions
- Improved scheduling of maintenance activities
- Improved ability to apply maintenance cost to programming and facility use fees
- Ability to apply maintenance costs directly to overall program costs

Strategy: Evaluate park maintenance duties to determine if current departmental priorities are in line with community priorities.

Community expectations are sometimes unrealistic and their understanding of the realities of dealing with park maintenance issues is often limited. Typically, “non-standard” operating hours (evenings and weekends) are necessary to meet the community needs. The citizen survey identified park restroom availability, operating hours and cleanliness and trash pickup as the top park maintenance issues facing the City. Other priorities include improved maintenance on park amenities (e.g., outdoor basketball courts, picnic areas, outdoor volleyball courts) and turf care. Turf maintenance rated lower in

importance. It can be assumed that turf maintenance is important however current levels are more satisfactory than park restroom issues.

Action Steps:

The Public Works Department should evaluate its current budget distribution to see if they can increase restroom maintenance, special event set-up/clean-up, opening/closing park gates, etc. as well as operating hours to meet community demand. In doing so, budget levels and/or resources for other maintenance tasks may need to be reduced.

Strategy: Examine the operations of the parks maintenance to determine whether the operations could be restructured, merged, and/or outsourced to better handle the City's park maintenance criteria.

This planning process has identified that there are potential improvement options which could be made for the organizational structure of parks maintenance service provision. It is beyond the scope of this Master Plan to conduct a detailed analysis of these options.

The current staff and resource allocation methods have tasked Public Works with the primary responsibility for all park maintenance. Park scheduling conflicts occur between maintenance and recreation programming and budget responsibilities and at times become uncertain.

Action Steps:

Options identified are:

- Restructure the organization to create a separate Park Maintenance Division to operate under the direction of the Community Services Department
- Assign staff to track hours and equipment usage to evaluate the cost savings and efficiency gains and potential expenses and conflicts that could occur by moving the parks maintenance services into the Community Services Department
- Investigate additional outsourcing of park maintenance needs to a private contractor if such a move presents substantial cost savings to the City
- If the current structure needs to remain, the Public Works Director and the Community Services Director should meet at regularly scheduled times (i.e. weekly, bi-weekly, monthly) to discuss objectives and operational strategies as well as achieve clarity and flexibility between departments for resources.
- Careful thought should be given to restructuring park maintenance duties from Public Works to the Community Services Department. Evaluations should include:
 - Can current staff expertise be maintained
 - Can current equipment inventory and expertise be maintained
 - Can consistency in the level of service provided be maintained
- Large staff (all Public Works Responsibilities) allows for reallocation of labor when necessary for to cover vacation or sick leave, special events and unplanned maintenance needs (Understanding that reallocation of labor may create shortfalls elsewhere)
- Budget size allows for reallocation of funds when necessary (Understanding that reallocation of funds may create shortfalls elsewhere)
- Parks maintenance schedules and recreation program schedules would be better coordinated through:
 - Regularly scheduled meetings

- Ongoing, open door interactive communication for scheduling and evaluating operational effectiveness

Strategy: Partner with community groups to assist in the cleanliness and stewardship of parks, trails and athletic fields. Many communities have successfully established community programs to help reduce the costs for maintenance of parks and trails, and to increase community involvement and stewardship.

Action Steps:

- Establish an “Adopt-A-Park” and “Adopt –A- Trail” Program to help with cleanliness, stewardship and community involvement in the parks and trails system
- Work with local sports organizations to establish maintenance priorities for Centennial Park. Once priorities have been determine the City could provide materials and expertise, whenever feasible, to organizations in exchange for their labor to complete maintenance priorities.

GOAL 7: Continue to Provide Equitable Level of Service in Existing Parks and Facilities throughout the Community

Strategy: *Improve existing parks to meet community standards*

Action Steps:

- Strive to replace or renovate all components scoring below community expectations. See list below for specific components that should be improved or removed.

PARK	COMPONENT
Burlingham Park	Group Picnic Shelter
Hermanson Pond	General Water Access
Heritage Park	Open Turf
Legion Park	Natural Area
Nelson Park	Practice Backstop
Wyffels Park	Playground

- Add comfort and convenience features to parks where missing, such as benches, drinking fountains, and bicycle parking. It is recommended that at least 7 out of the 14 listed comfort and convenience features in the park inventory data report be provided in each park. (Refer to park inventory data for a list of missing comfort and convenience features by park. Comfort and convenience costs are located in **Appendix XII**)
- Consider adding portable restrooms and formal portable restroom enclosures to parks as needed.



- Continue to update the playground replacement list and work with community groups and other funding sources to keep playgrounds up-to-date and safe. Priority playgrounds include Wyffels Park and Legion Park.
- Create a master plan for Burlingham Park that guides future improvements. The master plan should be created with public input and include elements that make Burlingham Park a unique park that serves residents on the west side of I-5.
- Consider the implementation of a park host program to help with maintenance and security at community parks.
- Continue to perform needed maintenance at the World Berry History Museum. Plan renovations as the demand for museum and meeting space increases and funding opportunities arise.

Strategy: Continue to develop parks according to established master plans

Action Steps:

- Complete the final phases of construction for Centennial Park, adding fields and constructing other designed amenities.
- Use existing partnerships with community groups and Public Works to build a dog park as an extension of Centennial Park
- Re-evaluate the master plan for Legion Park. Bring it up to date and coordinate it with the Mill Creek master plan. Work to find funding to execute the existing master plan or install pieces as funding is available. The master plan should include the enhancement of the natural areas, trail connections, community events space, and improve use of the fields and grandstands.
- Ensure that adequate money is budgeted for operations and maintenance for all additions of park land or facilities
- Work to complete or add elements to Settlemier Park according to the existing Master Plan
- Add a community shelter or gazebo to the downtown plaza.

Strategy: Improve walkability to parks and recreation facilities and to the community as a whole.

Work with other City departments and agencies to increase walkability and bridge pedestrian barriers in the community including creating safe pedestrian crossings at railroads and major highways.

Action Steps:

- Strive to provide parks, greenways, or indoor facilities within one third mile of residents to ensure continued walkability.
- Partner with community groups to conduct walkability workshops. The walkability checklist, as shown in **Appendix XI**, is a tool to be filled out by residents in all areas of the community to

assess the walkability of the community as a whole. These workshops could be lead by Recreation and Parks, and focus on access to park and recreation facilities.

- Address walkability issues as identified in the community walkability analysis. Work with other City departments to address issues that are identified.
- Work with other City departments and community groups to ensure safe pedestrian access across physical barriers to parks and recreation facilities. Incorporate traffic calming strategies at access points to parks, open space, and trailheads. Incorporate traffic calming design techniques into design guidelines, as appropriate.
- Work with state and local transportation agencies to create safe pedestrian crossings. Priority crossings include:
 - Across Interstate-5
 - Across the train tracks
 - Across major roads such as Mt. Hood Highway
- Create walking maps with routes and mileages for park and trail routes. Make these available online and in printed form.
- Work with the other City departments to provide safe and enjoyable sidewalks or sidepaths as routes to parks.

Strategy: Address safety concerns in Woodburn parks.

The community survey indicated a desire on the part of the residents of Woodburn to use this master plan to address safety concerns in Woodburn’s parks.

Action Steps:

- Increase visibility into problem parks by removing dense vegetation or relocating components to more highly visible areas.
- Establish an “Adopt-a-Park Program” to foster pride and a sense of ownership in all of Woodburn’s Parks.
- Host recreation activities in all of Woodburn’s Parks to increase usership and activity in parks.
- Add safety lighting to problem parks.
- Implement specific opening and closing times at problem parks and reinforce this with regularly scheduled patrols.
- Continue to develop a strong working relationship with the Police Department to ensure regular patrolling of parks and facilities, quick response times.
- Provide opportunities for youth to interact with police officers via recreational programming.

Strategy: Identify and develop facilities for new trends in parks and recreation.

Diversifying recreational opportunities in Woodburn’s existing parks by adding exciting new recreational facilities – especially those geared to youth - will ensure the creation of a diverse system and that will be attractive to the community.

Action Steps:

- Look for opportunities to add a “destination playground” or a “boundless playground” to an existing park. Destination playgrounds usually include special features such as a climbing wall, spray feature or adventure play. Often they involve special theming and opportunities to teach children and parents something of the local history, culture, or ecology of an area. Boundless playgrounds are designed to be fully accessible to children with disabilities and represent a

growing trend in parks and recreation. While built to serve the local community, both may potentially attract visitors outside Woodburn.

- Consider adding a BMX course, climbing wall, or other youth oriented “extreme sports” activity to a community park to compliment the popular skate park at Settlemier Park.
- Consider adding water spray features and/or water slides in existing Aquatic Center.
- Consider adding the current planned community center and cultural arts center onto the existing Aquatic Center for operational and capital cost efficiencies. The planned amenities for the community center and a smaller scale cultural arts center could be added for enhanced multi-generational use in a central location. This multi-generational center could also be utilized by seniors and teens without the additional capital and operational costs for standalone buildings.
- Look for opportunities to add a spray ground or interactive water feature to one of Woodburn’s parks.
- Look for opportunities to create an outdoor events/community gathering space to host communitywide events. Evaluate the current master plan for Legion Park to determine the feasibility of including such space in future renovations.
- Look for opportunities to add dog parks throughout the system. Existing parks that may be appropriate for off-leash dog use include sites that offer an existing/natural separation between other uses and the proposed off-leash area. Options for off-leash dog use include:
 - Create unfenced boundaries in the park such as sidewalks or paths where off-leash use would be allowed. This area would require appropriate signage, dog pick-up stations and the ability to enforce site use.
 - Designate days and/or times where off-leash use is allowed. Publish this information on the website, in the brochure, and on signage located at the park. This option would require appropriate signage, dog pick-up stations, and the ability to enforce site use.
 - Create a traditional dog park by fencing a portion of the park that is designated for off-leash use only.

GOAL 8: Plan for Community Growth

Strategy: Review land dedication policies to ensure that parks and trails are being provided at levels that meet or exceed current levels of service.

Action Steps:

- Ensure that residents in new developments are within walking distance (one-third mile) of a park and a trail.
- Ensure that park land dedication requirements include provisions for the dedication of trail corridors
- Consider requiring developers to develop dedicated parks or be required to pay impact fees that will contribute to park construction
- Ensure that dedicated lands meet specific criteria for park land. The city should adopt suitability requirements for all land dedicated to the City by determining the following criteria:
 - Minimum parcel size
 - Maximum number of separate parcels that can be dedicated to meet the land use requirement
 - Minimum width of property
 - Minimum percentage of street frontage

- Acceptability (and %) of otherwise required detention areas
- Acceptability (and %) of parcels that include water or wetlands in the acreage of the property
- Acceptability (and %) of lands with slopes greater than 4%

Strategy: Work to fill in gaps in parks and trails service

Action Steps:

- Look for park land in the areas of Woodburn that are anticipated to have rapid growth including east of I-5 and in the southeast part of the community.
- Look for opportunities to provide developed park land in the southeast part of the City. This could be accomplished through existing park land, land acquisitions, or partnerships.
- Pursue the completion of the Mill Creek Greenway Master Plan. The construction of the trail in this corridor is a priority item as it will be the first trail constructed in the community.

Recommendation Cost Estimates

The following table includes capital projects and additional items that significantly impact the annual operational and maintenance budgets. All cost estimates are in 2008 figures. Funding sources listed are suggested methods of funding and can be enhanced with additional methods of funding. Overall staffing cost projections are included in the annual operational and maintenance cost estimates.

Recommendation 2009-2012 Priorities	Capital Cost Estimate	Capital Funding Sources	Annual Operational & Maintenance Cost Estimate (incl. staffing)	O/M Funding Sources
Create Master Plan for Burlingham Park	\$40,000- \$60,000	General Fund	\$5,000	General Fund
Construct a dog park at Centennial Park	\$50,000	CIP, Partnerships	\$5,000	General Fund
Finish construction on the final phase of Centennial Park	\$1,500,000	CIP, Levy	\$10,000 per acre	General Fund
Complete construction of the first phase of the Mill Creek Greenway	\$500,000	CIP, Grants, Partnerships	\$10,000- \$12,000 per mile	General Fund
Add portable restroom enclosures to parks as needed	\$15,000- \$20,000 each	CIP	\$1,000	General Fund
Replace playground at Wyffels Park	\$40,000	CIP, Grants, General Fund, Partnerships	\$1,000	General Fund

Add a Plaza Gazebo	\$70,000	CIP, Grants, Partnerships	\$2,000	General Fund
Acquire Properties for Mill Creek Greenway	\$100,000 per acre	CIP, Grants, Partnerships	N/A	N/A
Repairs to Aquatic Center	\$300,000	CIP, General Fund	N/A	N/A
Park comfort and convenience features	\$40,000	CIP, General Fund	N/A	N/A
Add one park to the Southwest area East of I-5 of Woodburn as growth demands and as land is dedicated by development	\$150,000-\$200,000	CIP, SDC's	\$8,000-\$10,000 an acre	General Fund
Total 2009-2012 CIP (in 2008 dollars)	+/- \$3,410,000			

Recommendation 2013-2016 Priorities	Capital Cost Estimate	Capital Funding Sources	Annual Operational & Maintenance Cost Estimate (incl. staffing)	O/M Funding Sources
Renovate Legion Park according to the established master plan	\$2,500,000 (adjusted from 2003 estimates)	CIP, Levy	N/A	General Fund
Add one park to the southeast area of Woodburn as growth demands and as land is dedicated by development	\$150,000-\$200,000	CIP, SDC's	\$8,000-\$10,000 an acre	General Fund
Add a destination or boundless playground	\$500,000	CIP	\$5,000	General Fund/grants
Add a spray ground or interactive water feature	\$200,000	CIP	\$5,000	General Fund

Add spray features and water slides to existing Aquatic Center	\$250,000	CIP, Bond	\$5,000	General Fund
Community Center	\$8,500,000	Bond, Levy, CIP, Grants, Partnerships	\$300,000	General Fund
Cultural Arts Center	\$4,000,000	Bond, Levy, CIP, Grants, Partnerships	\$200,000	General Fund
Construct a Picnic Shelter in Burlingham Park	\$50,000	CIP, Grants, Partnerships	\$2,000	General Fund
Replace Practice Backstop at Nelson Park	\$15,000	CIP, Grants, Partnerships	\$500	General Fund
Replace Playground at Centennial Park	\$60,000	CIP, Grants, Partnerships	\$2,000	General Fund
Acquire Properties for Mill Creek Greenway	\$100,000 per acre	CIP, Grants, Partnerships	N/A	N/A
Develop Additional Phases of Mill Creek Greenway	\$750,000	CIP, Grants, Partnerships	\$10,000-\$12,000 a mile	General Fund
Park comfort and convenience features	\$40,000	CIP, General Fund	N/A	N/A
Total 2013-2016 CIP (in 2008 dollars)	+/- \$ 20,065,000			

Recommendation 2017-2019 Priorities	Capital Cost Estimate	Capital Funding Sources	Annual Operational & Maintenance Cost Estimate (incl. staffing)	O/M Funding Sources
Make improvements to Settlemier Park according to the established Master Plan	\$1,700,000 (adjusted from 2003 values)	CIP, Levy	N/A	General Fund
Add one park to the west area of Woodburn as growth demands and as land is dedicated by development	\$150,000-\$200,000	CIP, SDC's	\$8,000-\$10,000 an acre	General Fund
Continue to assess and renovate the World Berry Museum as funding allows	Unknown	CIP, Grants, Partnerships, Sponsorships, Donations	N/A	General Fund
Acquire properties for Mill Creek Greenway	\$100,000 per acre	CIP, Grants, Partnerships	N/A	N/A
Develop additional phases of Mill Creek Greenway	\$750,000	CIP, Grants, Partnerships	\$10,000- \$12,000 a mile	General Fund
Park comfort and convenience features	\$40,000	CIP, General Fund	N/A	N/A
Total 2017-2019 CIP (in 2008 dollars)	+/- \$3,950,000			
Total Ten Year CIP (in 2008 dollars)	+/- \$27,425,000			

