

draft report march 2009

city of *Gresham*
comprehensive parks & recreation, trails and natural areas plan



CITY OF GRESHAM

COMPREHENSIVE PARKS & RECREATION, TRAILS AND NATURAL AREAS PLAN

DRAFT PLAN

Prepared by:



MIG, Inc.
Eugene and Portland, OR
www.migcom.com

In association with:
Leisure Vision/ETC, Olathe, KS

March 2009

ACKNOWLEDGEMENTS

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

MAYOR

Shane Bemis

CITY COUNCIL

Richard Strathern, President

Carol Nielsen-Hood

Mike Bennett

Paul Warr-King

Shirley Craddick

David Widmark

PARKS AND RECREATION ADVISORY SUBCOMMITTEE (PRAS) 2008-2009

Jim Carr, Chair

Richard Dwyer

Ron Bateman

Hank Hadaway

Eric Carter

Anna Steirer

Charles Ciecko

PAST PARK & RECREATION COUNCIL ADVISORY COMMITTEE (PRCAC) 2006-2008

Sam Murray, Chair

Charles Ciecko

Kathy Everett, Vice Chair

Rick Dwyer

Ron Bateman

Amy Johnson

Eric Carter

CITY STAFF

Randall Shannon, Interim Director, Parks and Recreation
Steve Fancher, Previous Interim Parks and Recreation Manager
Robb Courtney, Former Parks and Recreation Manager
Ric Catron, Park Planner, Project Manager
Justin Cutler, Parks and Recreation, Analyst

CITIZEN ADVISORY COMMITTEE (CAC)

Bob Acres	Catherine Nicewood
Ron Bateman	Marianne Ott
Patty Brost	Les Otto
Kris Cochran	Dean Phillips
Dodi Davies	Miriam Saaldivar
Lee Dayfield	Dave Sorrels
Ernie Drapela	Lolita Stuthard
Kathy Everett	Richard Stuthard
Luciana Fischer	Linda User
Betty Hadaway	Fran Walsch
Hank Hadaway	Dave Zollner
Kathy Minden	
Sam Murray	

TECHNICAL ADVISORY COMMITTEE (TAC)

Keith Biggs	Lindsey Nesbitt
Greg Ciannella	Sue O'Halloran
Jonathan David	Justin Patterson
Brandon Drawz	John Pettis
Jean Harrison	Kevin Price
Todd Jones	Lora Price
Clyde Keebaugh	Misty Slagle
Phil Kidby	Jane Van Dyke
Jim Labbe	Kathleen Wadden
Rick Larson	Ken Warner
Jim McCauley	Maura White
Kathy Majidi	Rod Wojtanik
Michelle Moore	

PAST PARK & RECREATION COUNCIL ADVISORY COMMITTEE (PRCAC)

Sam Murray, Chair	Shane Bemis, Council Liaison
Kathy Everett, Vice Chair	
Rick Dwyer	Shirley Craddick, Alternate Council Liaison
Ron Bateman	
Charles Ciecko	Robb Courtney, Former Staff Liaison
Eric Carter	
Amy Johnson	

TABLE OF CONTENTS

Executive Summary

1. Introduction..... 1

- Plan Purpose
- Planning Process
- Public Involvement
- Plan Organization

2. Existing Park System..... 11

- Planning Area
- Demographics
- Park Classification System
- Inventory Summary

3. Community Vision and Priorities 23

- Summary of Community Involvement
- Vision for a Preferred System
- Community Priorities

4. Park and Facility Needs..... 29

- Overview
- Park Land Needs
- Facility Needs
- Programs Needs

5. Park System Costs 45

- Proposed Park System
- Potential Improvements
- Cost Overview
- Existing System Costs
- Park Development Costs
- Maintenance Costs
- Programming Costs

6. Implementation..... 61

- Alternative I: Existing Unsustainable Park System
- Alternative II: Future Sustainable Park System
- Potential Sources of Funding
- Prioritization Criteria

7. Strategic Decisions..... 75

- Plan for the Future
- Performance Measures
- Conclusion/Final Message

Bibliography 83

Appendices

- Appendix A: Park and Facility Inventory by Classification
- Appendix B: Park Evaluations
- Appendix C: Design Guideline Analysis
- Appendix D: Needs Assessment Maps
- Appendix E: Public Involvement Summary
- Appendix F: Park System Costs

Appendix G: Potential Funding Sources
Appendix H: PRAS Options Analysis
Appendix I: City Tax Comparison
Appendix J: Trail Master Plan

LIST OF MAPS

Map 1: Existing Park & Recreation Facilities
Map 2: Park Access Analysis (½ Mile Service Area)
Map 3: Park Capacity Analysis (2006 Population & ½ Mile Service Area)
Map 4: Park Capacity Analysis (Maximum Buildout Population & ½ Mile Service Area)
Map 5: Population Density (2006 Population & ½ Mile Service Area)
Map 6: 2006 Median Household Income (½ Mile Park Service Area)
Map 7: 2006 Percent of Households below Poverty Level (½ Mile Service Area)
Map 8: Sport Field Service Areas
Map 9: Picnic & Playground Service Areas
Map 10: Existing & Proposed Trail Access (½ Mile & 1 Mile Service Areas)

LIST OF TABLES

Table 1-1: Total Community Participation
Table 2-1: Park Land Summary
Table 2-2: Summary of Gresham Recreation Facilities
Table 4-1: Park Land Level of Service, Standards, and Needs
Table 4-2: Identified Need for Developed Parks by Area

Table 4-3: Gresham Recreation Facility LOS, Proposed Guidelines and Needs

Table 5-1: Summary of Potential Park System Improvements

Table 5-2: Potential Total Park System Costs

Table 5-3: Existing System Maintenance Costs

Table 5-4: Costs for Existing System Renovation

Table 5-5: Park Development Costs

Table 5-6: Maintenance Cost Per Acre by Category

Table 5-7: Anticipated Maintenance Costs vs. Expenditures

Table 5-8: Per Capita Cost of Service

Table 7-1: Potential District Taxing Rates and Bond Amounts

FIGURES

Figure 1-1: Planning Process

EXECUTIVE SUMMARY



For many years, Gresham residents have valued and wisely invested in their park and recreation system. Back in the late 1800's, Gresham Pioneer Cemetery and White Birch Cemetery served as City parks, providing opportunities for strolling, picnicking, and nature study. In 1910, the private Cedarville Park was established adjacent to Linnemann Station. It had a dance hall and picnic tables on the fir-covered grounds. The County Fairgrounds were established in 1926, and horse and buggy racing were popular there. Today, residents enjoy many different recreation activities at several parks and natural areas. Residents can play on playgrounds, ride bicycles, have a family picnic, play soccer, hike on nature trails, and skateboard at the skate park. In 1974, the City celebrated the opening of four public parks: Main City Park, Thom Park, Aspen Park and Bella Vista Park. Today, the City of Gresham owns and manages nearly 1,200 park acres at 54 sites. This includes more than 950 acres of natural areas, greenways, and trail corridors that preserve the environment, allowing people to enjoy Gresham's natural beauty. It also includes maintaining historical and cultural resources, such as the Zimmerman House (1874) at the Zimmerman Heritage Farm Park and the reconstructed Linnemann Station (1903), located on the Springwater Trail.

Today, the City of Gresham continues to develop and care for its park resources. Right now, however, the City is at a crossroads. In one direction is an unsustainable park system, where a funding crisis has made it impossible to maintain City parks even at a basic level of service. Looking ahead, the community can expect deteriorating facilities, few or no recreation programs, poorly maintained parks, undeveloped parkland, and no new parks to serve people with nearby recreation opportunities.

In the other direction is a sustainable park system, where stewardship of City assets is the key to park management. Looking this way, residents see a clean, green, thriving park system that is integral to our quality of life. Vibrant parks, well-maintained facilities, peaceful natural areas, and interconnected trails link the community together to strengthen the fabric of our City.

Now is a difficult time for the City of Gresham. We face a growing economic crisis, and yet, it is our responsibility to protect and preserve the parks and facilities that are in our care. We should be mindful of the great resources we own and remain focused on the vision, values, and goals we have for parks and recreation. With this vision, we can create a sustainable park system—one to be enjoyed by ourselves and our children’s children.

PURPOSE OF THE PLAN

The purpose of the Comprehensive Parks & Recreation, Trails and Natural Areas Plan is to galvanize the community. It provides tools so that citizens, staff, and City leaders together feel empowered to make strategic decisions to improve their community through people, parks, and programs. As a twenty-year long-range plan, it aims to create a sustainable park and recreation system to better serve City residents. Ideally, this system will carry Gresham through this financial crisis and into the future.



The planning process was initiated in December 2006 to identify opportunities to enhance Gresham’s park and recreation system. As an update to the 1996 Parks, Recreation & Open Space Master Plan, this report:

- Identifies community desires and priorities for parks and recreation, based on an extensive public outreach program involving 1,800 residents;

- Provides standards and guidelines for parks and recreation facilities, based on an extensive GIS analysis of park access, park capacity, and community needs for recreation opportunities;
- Establishes specific strategies for developing, conserving, and maintaining quality parks, trails, facilities, and natural areas;
- Calculates the cost and identifies the value of maintaining the existing park system, as well as developing new parks, facilities, and trails to meet the needs of a growing community;
- Discusses alternative scenarios for the City's future, based on the public's willingness to support and pay for park maintenance and enhancement;
- Recommends an implementation strategy to sustain the park system, based on the lowest cost and highest benefit to the community now and in the future.

PUBLIC INVOLVEMENT

A broad spectrum of residents were engaged in the planning process to discuss their preferences, attitudes, needs, and vision for parks and recreation services. A variety of activities were conducted to ensure participation from a cross-section of the community, including various age groups, language groups, and diverse special interests. Nearly 1,800 residents participated in the planning process. These community voices provide the foundation for this Plan.

VISION FOR THE PARK SYSTEM

City residents want a park system that includes inviting, attractive, well-maintained facilities that provide people-friendly places in the community. City parks should provide unique and interesting events and programs that appeal to residents and draw people into parks. Moreover, the park system should incorporate trails and pathways to make these parks, facilities, and programs accessible to pedestrians,

bicyclists, and other users. In addition, residents want natural areas to preserve the environment and connect residents to our outdoor resources, fostering stewardship now and in the future.

According to the public outreach findings, many people are not satisfied with the City's current park and recreation system. Concerns over safety and security, maintenance, facility condition, inadequate park development, and the lack of programming were noted in most public involvement forums. Participants identified a variety of recreation desires and needs. For parks and facilities, walking/biking trails, nature trails, and neighborhood parks are perceived to be the three greatest needs in Gresham. However, respondents also want a well-rounded park system, with a wider range of facilities and programs to provide a variety of recreation experiences. When asked to prioritize potential park improvements, the most-supported park improvements included developing trails/connecting existing trails, improving parks and natural areas, and improving park maintenance.

COMMUNITY NEEDS

Based on the community's vision, desires, and priorities for the park system, a needs assessment was undertaken to identify specific needs for parks, recreation facilities, and programs in Gresham. Key needs include:

- *Maintenance:* Currently, the City provides only basic park maintenance. The result has been a large number of deferred maintenance projects and the steady deterioration of City assets. An anticipated shortage of funds and staff will make it impossible to take care of parks adequately.
- *Renovation:* Aging recreation facilities, along with a lack of development in many City parks, is increasing the need for renovations at several park sites. Nineteen sites need renovations to meet community expectations.



- *Acquisition and Development:* Many people in Gresham do not have nearby parks or close-to-home recreation amenities. Needs for park land include:
 - Ten vacant park sites should be developed. Many of these were acquired long ago for park development, but they still remain vacant due to lack of funding. These undeveloped parks include five neighborhood parks, two community parks, and three special use areas.
 - Ten additional neighborhood parks and two community parks are needed to serve areas that are currently unserved. These new sites will have to be acquired and developed to meet needs in identified areas.
 - Approximately 28 sites need to be acquired and developed in order to achieve plans for Pleasant Valley, Springwater, and Downtown. This requires a more aggressive acquisition strategy than is suggested for the rest of the City.
- *Recreation Programs:* Four years ago, the City of Gresham eliminated nearly all of its recreation programs. Although plans were initiated last summer to increase programming in critical areas (e.g., volunteerism and youth recreation), recent economic set-backs have threatened those opportunities as well. Residents want at least basic programs, such as special events, nature and trail programs, volunteerism, and programs for adults.

PARK SYSTEM COSTS

To provide a realistic look at the costs associated with meeting all identified community needs, this plan calculates capital and operations costs for all potential projects. Using formulas based on the estimated average cost to maintain, improve, and develop parks, the **City would need more than \$300 million** in capital funds, as well as about **\$5.5 million** annually for maintenance. In addition, the City should be setting another **\$6 million** aside annually as part of a capital replacement fund.

This money could fund capital improvements at 98 existing and proposed sites. Of these sites:

- 11 need minor renovations;
- 8 need major renovations;
- 4 need major facilities;
- 40 need to be acquired;
- 56 need to be developed; and
- All sites need to be maintained.

Clearly, this list is far more comprehensive than the City can afford. Like a restaurant patron, the City will need to pick and choose the projects that sound most palatable and affordable when it approaches the table.

THE UNSUSTAINABLE SYSTEM

There is a tremendous need to renovate and improve the park system. However, revenues for parks and recreation are anticipated to drop—not grow to meet these needs. Funds for capital projects and operations have dropped considerably in the last year. According to a financial analysis, capital and operations funding may now be less than half of last year's budget. Support from the largest funding sources, including park system development charges (SDCs), intergovernmental revenue, general fund monies, and grants (especially those that require matching funds) has diminished to the point that maintaining the existing park system at last year's level of service is impossible. Improvements may be unthinkable.

By relying on traditional funding alone, the City would struggle to keep parks open for the community's enjoyment, be unable to fund sufficient maintenance, watch as recreation assets continue to deteriorate, and lay-off the staff who have successfully managed and maintained the park system, leaving the Parks and Recreation Division leaderless and without vision. What could the community expect?

- A decreasing level of maintenance at all sites, likely meaning more trash, taller grass, vandalism and graffiti, chipping paint, and unclean restrooms in City parks.
- Deferred maintenance projects, resulting in deteriorating amenities and facilities in the long-term;
- A lack of funds for necessary park renovations, eventually creating unsafe conditions that require facility removal;
- No City-provided recreation programs to meet community needs;
- No park development at undeveloped sites;
- No park acquisition to meet future needs in developing areas or areas currently unserved by parks;
- Staffing cuts to free up funds for existing (but incomplete) park projects;
- Insufficient staff to oversee volunteer projects, resulting in elimination of volunteer opportunities or unsupervised projects that may not meet City standards or safe practices; and
- Competition with other community needs for funding, including limited General Fund dollars.

This approach is neither sustainable nor cost effective. When traditional sources of funding rebound, it will take a great investment of money and energy to restore the depleted park system to its current level of service.

THE SUSTAINABLE PARK SYSTEM

To give City leaders and residents the tools and information needed to make informed choices about the future of parks and recreation in Gresham, this Plan highlights two alternatives:

- *Alternative 1: Unsustainable Park System* is described above. This system relies on existing funding sources to maintain current resources.

- *Alternative II: Sustainable Park System* describes an alternate scenario where additional funding is obtained to maintain the current park system at an appropriate level of service, to renovate deteriorating facilities, to develop undeveloped park land, and to plan for future acquisitions in underserved areas.

These two alternatives are “the bookends” in a full shelf of choices, where the best option is likely to be found somewhere in the middle. This Plan is not posing a choice between Alternatives I and II. Instead, it is recommending that the City pursue a strategy to achieve some type of sustainable system.

Alternative II would be created by developing stable, new sources of revenue. This system is marked by:

- An adequately funded, tiered maintenance approach, that focuses efforts on sites with the highest maintenance needs while ensuring that all park resources are adequately maintained;
- A capital reinvestment program, with funds to replace aged facilities when needed;
- Funds for necessary park renovations, especially at the most frequently and heavily used sites;
- City-provided special events and nature-based programs to bring people into parks, provide needed opportunities for socialization and community unity, develop a park constituency who will support future park improvements, and meet priority recreation needs;
- Park development at undeveloped sites, especially in areas with the greatest demands and unmet needs;
- Park acquisition in critical areas, where the opportunity to acquire sites in the future may be lost;
- Funds to complete park projects that have already been initiated, as well as funds to maintain all new sites when they are brought online;



- A designated staff person to recruit volunteers and oversee projects; and
- Collaboration with other City agencies and partners to identify and address community-wide needs, in which parks and recreation can play a role.

POTENTIAL FUNDING



The critical difference between these two alternatives is their funding base. Consequently, all funding options were carefully evaluated to determine how the City could achieve a sustainable park system for the future.

The most stable, viable, long-term strategy for meeting park needs in Gresham is the formation of a park and recreation district. A park and recreation district is a special-purpose taxing district established to provide park services. Its services are funded

through voter-approved property taxes.

Currently, the City of Gresham has one of the lowest tax rates in Oregon. Because of this, taxing should still be an affordable option for most people in the City. While residents have objected to new taxes in the past, they may be willing to make this strategic investment in their future if it means they can continue to enjoy City parks. In the face of funding challenges, allowing the park system to deteriorate further is neither a cost-effective nor sustainable choice.

As part of the planning process, the Financial Analysis examined strategies to minimize new property taxes but raise the necessary funds to maintain and restore the park system. City leaders will be able to use this information to evaluate options. The Plan recommends that the City immediately begin a financial feasibility study to instigate the formation of a park district.

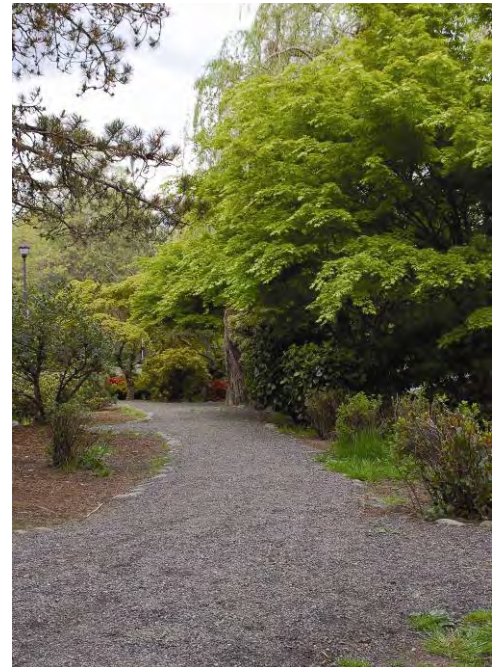
STRATEGIC LEADERSHIP AND COMMUNITY SUPPORT

With limited resources, the Parks and Recreation Division has done well to disguise the impacts of the parks funding crisis. Although many parks remain undeveloped, only one park is closed and fenced off. Most parks are maintained at a basic level that does not prevent further deterioration of park resources. The City is still moving forward, albeit slowly, on its new sports park. The City stopped providing recreation programs four years ago, but residents have quietly accepted this level of service. What City leaders and residents need to realize is that this situation will likely get worse.

Before any funding options are presented to voters, the City should present this Plan's message and vision to residents. People must be made aware of the current funding limitations and how these will affect the availability of park resources. City leaders and residents must determine how much or how little they can support to sustain the park system. We can make this decision by asking ourselves one critical question:

**What kind of community
do we want to live in?**

The Comprehensive Parks & Recreation, Trails and Natural Areas Master Plan provides the vision and tools necessary for the City to make strategic choices on preserving our assets. Gresham has a large inventory of parks, facilities, trails and green space, but the City cannot adequately take care of them. This Plan sends a resounding message that the City must act now to preserve its park investment.



CHAPTER 1



INTRODUCTION



Changes in the City of Gresham over the last ten years have positioned the Parks and Recreation Division at a crossroads. In one direction, the path toward the future is bleak. Shrinking funding sources will force the City to limit the development of parks, trails, and natural areas that offer residents basic active and passive recreation opportunities. Deferred maintenance will slowly eat away at City assets until unsafe facilities must be removed. Few recreation programs will be offered to residents. The parks system will limp along in this unsustainable manner until traditional funding sources rebound. At that time, a huge investment will be needed to restore the existing park system.

In the other direction, however, is a different path that leads toward an innovative and sustainable future. Based on dynamic efforts to strengthen community through parks and programs, this pathway leads toward the development of interconnected system of parks and trail corridors, programs and services, and social gathering places for sport, civic, and cultural events. This community vision takes into account the geographic, social, cultural, and economic context of the City, in order to provide better parks and recreation services. As City leaders and residents look toward the future, they have to ask themselves how to make this preferred future for parks and recreation more affordable, achievable, and marketable in order to rally support for its implementation. The Comprehensive Parks & Recreation, Trails and Natural Areas Plan provides the City with the necessary directions to pursue this sustainable system.

PLAN PURPOSE

In the winter of 2006, Gresham Parks and Recreation Division began updating its Comprehensive Parks & Recreation, Trails and Natural Areas Plan to identify opportunities to enhance the City's park and recreation system. This Plan creates a vision for a sustainable and interconnected system of parks, recreation facilities, programs, and services that promote

recreation, health, and environmental conservation as integral elements of a livable community. It addresses the recreation needs of residents city-wide, while reflecting diverse community priorities. As an update to the 1996 Parks, Recreation & Open Space Master Plan, this report establishes specific goals, objectives, recommendations, and actions for developing, conserving, and maintaining quality parks, trails, facilities, and natural areas. In addition, the Plan recommends an implementation strategy that will most benefit the community now and in the future.

BENEFITS OF PARKS AND RECREATION

Parks, natural areas, and recreation facilities provide individuals and communities with personal, social, economic, and environmental benefits that contribute to a higher quality of life. Some of these are quantifiable economic benefits, such as the revenue generated through rentals and classes, the impact of fairs and festivals on tourism dollars, or the capacity of parks and natural area to store stormwater and reduce flooding. Other benefits are harder to quantify but are still important when considering the value of parks and recreation. These benefits include the importance of parks, natural areas, and trails in attracting businesses, improving individual physical health, or reducing crime. Still other benefits are more intangible and difficult to quantify, such as the sense of community derived through public spaces and community events, or the value of nearby nature in enhancing learning and the well-being of children.

The National Recreation and Parks Association developed a comprehensive list of the benefits provided by parks and recreation. Adapted for the City of Gresham, these are summarized below.

Personal Benefits

- Physical recreation, fitness, life-long learning, social opportunities and other forms of recreation contribute to a full and meaningful life.



- Regular physical activity is one of the very best forms of health insurance for individuals, which leads to a reduction in health insurance costs.
- Relaxation, rest and revitalization through leisure are essential to stress reduction and relief in today's busy and demanding world.
- Meaningful leisure activity enhances self-esteem and the development of a positive self-image.
- Leisure provides the opportunity to lead balanced lives, achieve our full potential and gain life satisfaction.
- Children's play is essential to human development.
- Leisure opportunities for youth provide positive lifestyle choices and alternatives to self-destructive behavior.
- Parks and open spaces bring beauty to an area, while giving people satisfaction and improving their quality of life.

Social Benefits

- Recreation and leisure provides leadership opportunities that build strong communities.
- Community recreation reduces alienation, loneliness, and anti-social behaviors.
- Community recreation promotes ethnic and cultural harmony.
- Recreating together builds strong families, the foundation of a stronger society.
- Leisure provides opportunities for community involvement, and shared management and ownership of resources.
- Integrated and accessible leisure services are critical to the quality of life for all people, but especially for disabled, disadvantaged, and mobility-impaired individuals.
- Parks, recreation facilities, natural areas and programs are a source of community pride.

- Leisure services enrich and complement protective services for latchkey children through afterschool and other recreational services.

Economic Benefits

- Pay now or pay more later! Investment in recreation as a preventative health service makes sense.
- A fit work force is a strong work force.
- Parks and recreation, along with other community assets, assists in employee retention, which reduces recruitment and training costs.
- Small investments in recreation yield big economic returns.
- Parks and recreation services motivate business relocation and expansion in your community.
- Meaningful leisure services reduce the high cost of vandalism and criminal activity.
- Recreation and park services are often the catalyst for tourism, a growing sector of the economy.
- Increases in the use of non-motorized transportation reduces the costs of maintaining and operating a car, including costs to the community for energy, accidents, road construction and repair, parking, air pollution, noise, water pollution, etc.
- Investments in environmental protection through the provision of parks and open spaces pay for themselves.

Environmental Benefits

- Through the provision of parks, open spaces, and protected natural areas, recreation can contribute to the environmental health of our communities. This is an essential life-sustaining role.
- The public is often prepared to pay for environmental protection and rehabilitation in their communities, supporting parks and recreation organizations that play a lead role in that protection.

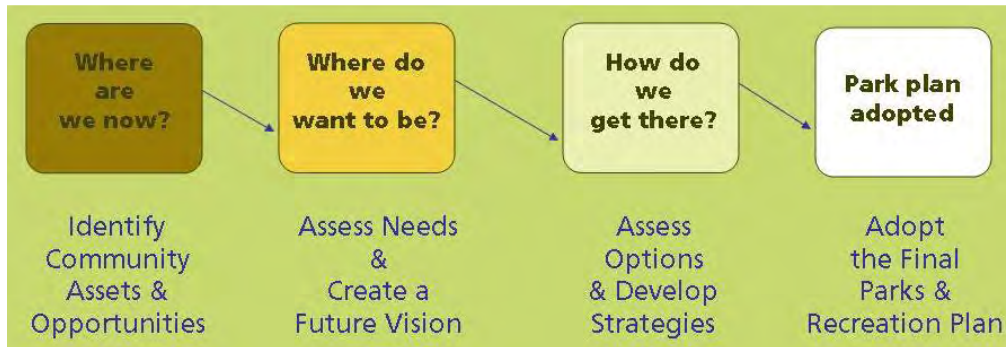
- The provision of parks, green space, and trails in residential areas increases property values by improving accessibility to environmentally-friendly places and associated recreation opportunities.
- Outdoor leisure and environmental activities encourage environmental stewardship and provide insurance for a new and improved environmental future.

PLANNING PROCESS

The planning process included four major phases, beginning in December 2006 and concluding with the adoption of the Parks & Recreation, Trails and Natural Areas Plan in the summer of 2009. Figure 1 illustrates the planning process, which is described below.

- *Phase I: Where are we now?* Phase I included a review of existing parks and facilities, as well as applicable background information, to provide a foundation for the planning process. In this phase, City parks and facilities were inventoried, mapped, and evaluated to document their condition. All Phase 1 efforts were summarized in the Existing Conditions Summary Report, which is available under a separate cover.
- *Phase II: Where do we want to be?* In Phase II, a variety of public involvement efforts were initiated to solicit feedback from City residents regarding the planning process. This outreach was combined with the technical analysis of park land to assess park access and distribution in relation to a variety of demographic factors, including population density, growth, household income, and poverty levels. Park, facility, and programming needs were documented in the Community Needs Assessment Report.

FIGURE 1-1: PLANNING PROCESS



- *Phase III: How do we get there?* Elements of the plan were developed in Phase III to provide direction and a roadmap to achieve the community’s vision for parks and recreation. This phase included the development of a list of potential capital projects, recommendations for maintenance and programming, a financing plan and strategies for implementation. These elements were refined in preparation of a full draft of the Parks & Recreation, Trails and Natural Areas Plan.
- *Phase IV: Adoption.* Phase IV includes plan refinement and adoption to create a successful and sustainable plan to preserve City assets and the community’s interest in parks and recreation in Gresham.

PUBLIC INVOLVEMENT

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

Nearly 1,800 residents participated in the planning process (Table 1). Each of these community engagement opportunities is described in Chapter 4. Key findings are presented in Appendix E.

TABLE 1-1: PLANNING PROCESS PARTICIPANTS

ACTIVITY	PARTICIPANTS
Community Recreation Survey	429
Adult Questionnaire	494
Youth Questionnaire	252
Sports Group Questionnaire	11
Community Intercept Events	226
Stakeholder Interviews	23
Focus Groups (Youth, Seniors, Spanish-speakers)	30
Staff Interviews	8
Technical Advisory Committee	15
Community Advisory Committee	11
Planning Advisory Committee	7
Community Presentations	287
TOTAL	1,793

PLAN ORGANIZATION

This plan is organized into seven chapters and ten appendices:

- *Chapter 1: Introduction* describes the purpose of the plan, the benefits of parks and recreation, the planning process, the public involvement process, and the organization of this report.
- *Chapter 2: Existing Park System* describes the planning area, notes key demographic data, presents the refined park classification, and summarizes the park and facility inventory.

- *Chapter 3: Community Vision and Priorities* presents the vision for future parks and recreation in Gresham and outlines the community priorities that will guide the core of the Parks and Recreation Division's business for the future.
- *Chapter 4: Park and Facility Needs* summarizes the results of the needs assessment, highlighting needs for maintenance, renovations, acquisition and development, and recreation programs and services.
- *Chapter 5: Park System Costs* describes the future park system, its cost, and its value to the community.
- *Chapter 6: Implementation Strategy* describes two alternative approaches to future park system management, as well as the method for prioritizing projects to create a sustainable park system.
- *Chapter 7: Strategic Decisions* addresses the critical decisions the City will need to make to implement Plan recommendations, such as the potential formation of a park district. This chapter also notes performance measures that can be used to measure successful outcomes.

Appendices include the following:

- *Appendix A: Park and Facility Inventory by Classification* contains a complete inventories of parks, recreation facilities, natural areas, and trails within the Gresham planning area.
- *Appendix B: Park Evaluations* notes the condition of each park based on the 2007 park evaluation, focusing on developed park sites owned and managed by the City of Gresham Parks and Recreation Division.
- *Appendix C: Design Guidelines Analysis* provides a set of design guidelines for each park type, noting park definitions, benefits, size and access, examples, minimum resources, additional resources, and conflicting uses. It also evaluates the City's existing neighborhood and community parks against these guidelines.

- *Appendix D: Needs Assessment Maps* presents the series of analysis maps for park service based on park access, park capacity, population density, median income, poverty levels, sport field access, and picnic facility and playground access.
- *Appendix E: Public Involvement Summary* summarizes all findings from public involvement activities.
- *Appendix F: Park System Costs* presents costs estimates for all existing and proposed parks in the following areas: maintenance, annual capital reinvestment, minor renovation, major renovation, major facility addition, park acquisition, and park development.
- *Appendix G: Potential Funding Sources* includes a description of all potential sources for operations and maintenance funding, as well as funding for capital projects.
- *Appendix H: PRAS Options Analysis* summarizes the committee's discussion of park funding options to determine the best approach for implementation.
- *Appendix I: City Tax Comparison* provides a comparison of property tax rates for the City of Gresham and 14 other Oregon cities.
- *Appendix J: Trail Master Plan* includes a trail map noting potential corridors and linkages to enhance connectivity in Gresham. These proposed routes should be investigated and potentially added to the City's capital improvement plan and list of projects.

CHAPTER 2



EXISTING PARK SYSTEM

A successful park plan is developed with a thorough understanding of the planning area and existing City resources. This chapter describes the planning area, demographics that affect the provision of parks and recreation in Gresham, the refined park classification system, and an updated inventory of the City's existing parks and facilities.

PLANNING AREA



The City of Gresham is located in Multnomah County, Oregon, approximately 11 miles east of downtown Portland. The city is bordered by the communities of Troutdale, Wood Village, Fairview, and the Columbia River to the north, unincorporated areas to the east and south, and the City of Portland to the west. Altogether, the city covers a land area of approximately 22 square miles.

The City of Gresham has its origins in the 1800s as a stopover for pioneers on westbound routes. Settlers routinely camped in Gresham on their way towards Portland, where they established more permanent settlements. By the early 1900s, rail lines had been laid from points east through Gresham to Portland, and the city flourished. Today, the City of Gresham is Oregon's fourth largest city.

The landscape of Gresham is varied topographically and environmentally. The city contains wetlands, riparian zones, forested uplands, and buttes, many of which have been protected as public open space. In its northern section, Gresham is relatively flat, with land that slopes gradually into the Columbia River. To the south, the city's terrain becomes more varied, with a series of buttes and hills in the area around Johnson Creek.

Several major transportation corridors run east-west through the community. Interstate 84 crosses Gresham in its very northern section, one of Portland's MAX lines crosses through the city's center, and Route 26, which provides access from the

Portland metropolitan region to points in the Cascade Mountains, runs through the city's south. The Springwater Trail, one of the Portland region's premier multi-use trails and a major bike commuter corridor, also runs through Gresham. The trail parallels Johnson Creek in the city's south.

The City of Gresham includes 16 formally recognized neighborhoods. Each of these has its own character, from the industrial to the historic, rural, and suburban. Historic Downtown Gresham is located between Burnside Street and the Springwater Trail. The lively downtown area includes shops, restaurants, the planned Center for the Arts, Main City Park, and some new multi-family residential development as well.

DEMOGRAPHICS

In 2007, Portland State University's Population Research Center produced a demographic analysis for the City of Gresham. Most of the demographics cited below have been taken from this report.

Population

The City of Gresham is the fourth largest city in Oregon. Gresham has grown at an average annual rate of 2.6% since 1990, reaching 98,072 residents as of January 1, 2006. Gresham's growth has been fueled by both migration and births. For example, approximately 16,000 more persons moved into Gresham than out of it between 1990 and 2000, adding almost a quarter to the city's population. Since 2000, however, growth due to migration has slowed. In the period since 1990, the number of births in Gresham has grown. The city's population should reach approximately 112,100 by 2020.

Age

Growth from 1990 to 2005 has been pronounced among children (0 to 19 years old), young adults (20 to 29 years old), and mature adults (45 to 64 years old). Children have made up



over 30% of Gresham's population since the 90s, more than the percentage in both Multnomah County and the Portland-Metro area. Among children, the fastest growing group will be teens age 15 to 19, which is projected to grow by 19% between 2005 and 2020. Children age 10 to 14 will grow nearly as fast, by 18.9%. In addition, the share of persons 65 years and above in Gresham is expected to rise by 12% by 2020.

Ethnicity

Gresham has grown more racially and ethnically diverse since 1990, as people of color increased from 8% of the population to more than 25% in 2005. The number of black residents in Gresham has grown significantly since the 90s, and the City's Latino population has more than quadrupled. It is likely that populations of color will continue to grow due to both migration and births. Latino births have grown steadily, from 10% of all births in 1990, to 33% in 2000, to 42% in 2004. Births to white non-Hispanic mothers, by contrast, have steadily fallen.

Household Type

Gresham's mix of household types has changed little over recent years. In 2000, 51.8% of Gresham's housing units were single-family and 43.5% were multi-family. That year, Gresham had a considerably lower share of single-family units and a considerably larger share of multi-family units than both Multnomah County and the Portland metro area.

Families remain the biggest segment of Gresham's households. According to Census information, a family consists of a householder and one or more other people living in the same household who are related to the householder by birth, marriage, or adoption. All people in a household who are related to the householder are regarded as members of his or her family. In 2003-2005, families represented two-thirds of all households. Since 1990, the percentage of family households has declined in Gresham, as has the share of households with children. Simultaneously, the average size of family households has actually increased.

Income

The 2003-2005 median household income in Gresham was \$44,560. After adjusting for inflation, this median income represents a 14% decline from 1999. Gresham's median income has generally been slightly above county and state levels. The Multnomah County median income in 2004 was \$42,334, and the state median income was \$42,568 (U.S. Census Bureau).

PARK CLASSIFICATION SYSTEM

Park classifications are designed to facilitate future planning, reduce conflicts between user groups, and help define appropriate maintenance levels of service. For the master planning process, Gresham's parks were divided into three major park classifications:

- Neighborhood parks;
- City-wide parks; and
- Natural areas, greenways, and trails.

Two of these categories were sub-divided into various categories, as noted in the park type definitions below.

Neighborhood Parks

Neighborhood parks are designed primarily for informal, non-organized recreation. Located within walking and bicycling distance of most users, these parks are generally two to eight acres in size and serve residents within a ½-mile radius. Neighborhood parks provide access to basic recreation opportunities for nearby residents, enhance neighborhood identity, and preserve neighborhood open space. Neighborhood parks often include amenities such as playgrounds, turf areas, picnic tables, and benches.

City-Wide Parks

City-wide parks are those sites that serve the entire city. These parks have been divided into three subcategories: community parks, special use areas, and urban plazas.

Community Parks

Community parks accommodate larger group activities, provide a variety of accessible recreation opportunities for all age groups, offer environmental education opportunities, serve recreational needs of families, and create opportunities for community social activities. Community parks provide opportunities for organized and informal recreation, both active and passive. Community parks attract people from the entire community, and generally include facilities such as sports fields, gardens, large play areas, pools, or recreation centers. Community parks require support facilities, such as parking and restrooms. They are located in areas with good vehicular access. These parks may also include significant natural areas and trails. The minimum size for community parks is typically 10 acres.

Special Use Areas

Special use areas are freestanding specialized use facilities such as community centers, aquatic centers, sports complexes, historic sites, or skate parks. Since special use areas vary widely in function there are no minimum sizes, but special use areas must be large enough to accommodate the intended use. Support facilities such as parking and restrooms are often included.

Urban Plazas

Urban plazas are usually smaller than one acre and are typically located in higher density urban areas, along transit corridors, or in town centers. Urban plazas provide social gathering spaces and often include benches, landscaping, performance space, public art, or fountains. Urban plazas provide for the day to day recreational needs of nearby residents and employees, as well as shoppers, transit-users, and recreationalists. They provide space for community events, help balance high density development, and communicate neighborhood character. They are expected to be relatively small, less than one acre in size.

Natural Areas, Greenways, & Trails

Since they provide similar experiences and contain similar amenities, natural areas, greenways, and trails have also been grouped into one general classification. The classification includes the following subcategories: outdoor recreation areas, conservation areas, greenways, and trails.

Outdoor Recreation Areas

Outdoor recreation areas are permanent, undeveloped green spaces which are managed for both their natural value as well as for recreational use. These areas can range in size from one to 1,000 acres, and may include wetlands, wildlife habitat, or stream corridors. Outdoor recreation areas provide opportunities for nature-based recreation, such as bird-watching and environmental education. These areas may preserve or protect environmentally sensitive areas, such as unique and/or endangered plant species. They serve the entire city.



Conservation Areas

Conservation areas or ESRAs (Environmentally Sensitive Resource Areas) are permanent, undeveloped green spaces that maintain or improve ecological processes or “functions” necessary for water quality, floodplain function, and fish/wildlife habitat. They also help define and sustain quality of life in areas of new development. Public access may not be permitted. Conservation areas often include resources like reservoirs or sensitive wildlife habitat, and can vary widely in size. These areas serve the surrounding neighborhoods.

Greenways

Greenways are typically elongated corridors that follow linear features such as abandoned railroad rights-of-way, canals, power lines, or waterways. Greenways often contain trails and sometimes include viewpoints, seating areas, and interpretive displays. Greenways provide public access to linear natural features and preserve open space. These areas serve the surrounding neighborhoods.

Trail/Trail Facilities

Trails are linear corridors with hard-surfaced or soft-surfaced trails. As with greenways, trails often follow abandoned railroad rights-of-way, power lines, or waterways. Trails usually contain seating and may have associated trailheads, parking, and interpretive signage. Trails provide public access to active recreation such as walking, biking, or running, and alternative transportation options. These areas serve the entire city. *(Note: This classification covers acreage that includes city-wide trails and trailheads. The section on existing recreation facilities further defines trails within other park types.)*

INVENTORY SUMMARY

The City of Gresham provides a variety of parks, open space, recreation facilities and trails for its residents. These parks and facilities support both passive and active recreation and a variety of park experiences. The City's inventory of parks and facilities is summarized below. This includes a notation of recreation resources provided by others, such as schools and other local agencies. For reference, the entire park and facility inventory is summarized by provider in Appendix A.

Existing Park Land

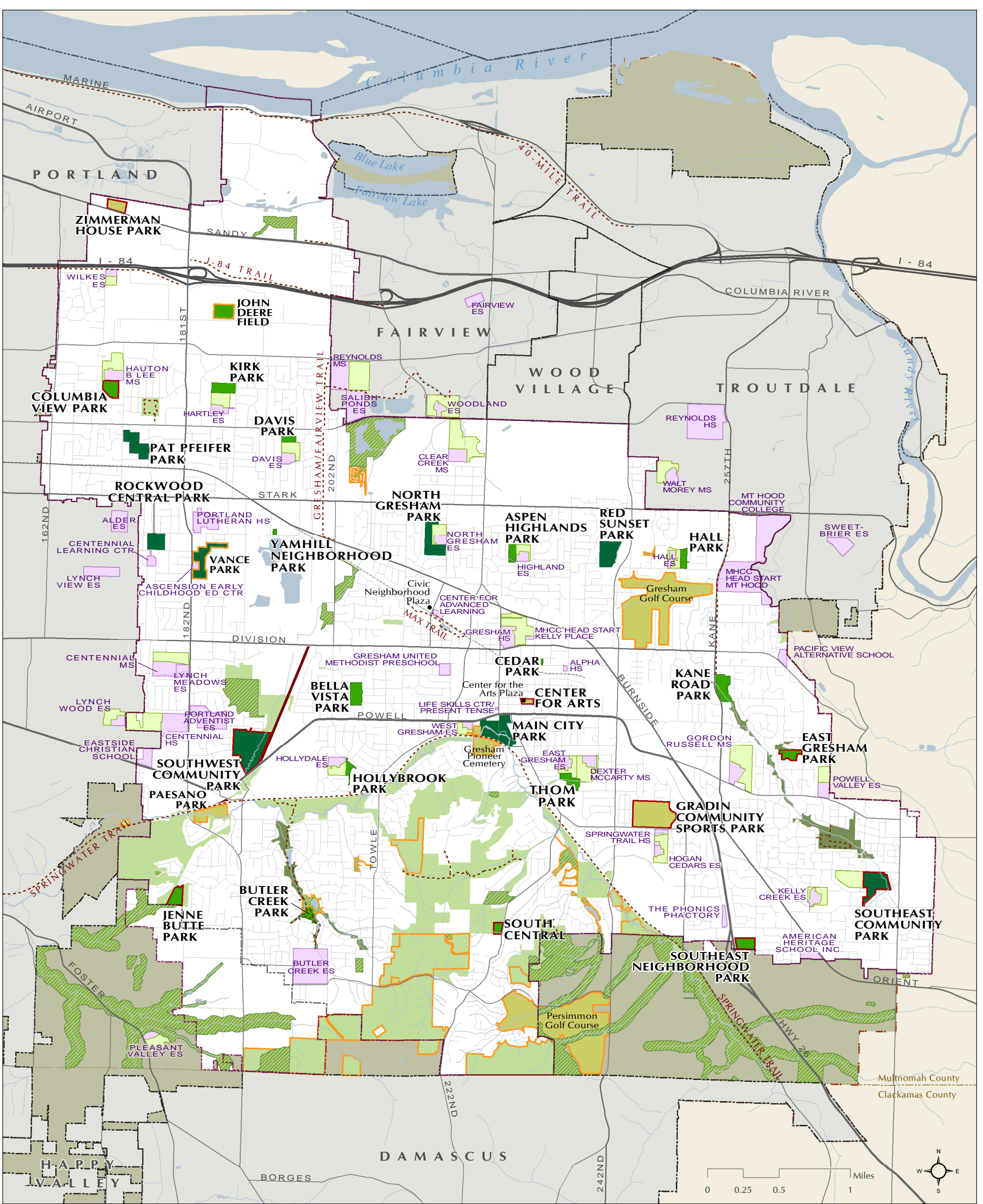
The City of Gresham Parks and Recreation Division provides nearly 1,200 acres of park land at 54 sites. This includes over 240 acres of neighborhood and citywide parks (community parks, special use, and urban plazas). While some of these park sites are developed, some are not. The City's inventory takes into account approximately 120 acres at planned park sites (which have been acquired but not developed). The City's inventory also includes more than 950 acres of natural areas, greenways, and trails. Map 1 shows the locations of these existing park resources.

Table 2-1 summarizes park acreage in Gresham by park classification. This summary includes all parks provided within the planning area.

TABLE 2-1: PARK LAND SUMMARY

PARK TYPE	# OF CITY PARKS (EXISTING OR PLANNED)	CITY OF GRESHAM ACRES (EXISTING OR PLANNED)	ACRES PROVIDED BY OTHERS	TOTAL ACRES
Neighborhood Parks	16	77.9	8.8	86.7
Community Parks	7	122.1	14.5	136.6
Special Use Areas	3	40.4	277.1	317.4
Urban Plazas	2	0	0	0
Outdoor Recreation Areas	9	712.5	484.0	1196.5
Conservation Areas	12	138.4	31.3	169.7
Greenways	2	82.2	0	82.2
Trails	3	20.7	N/A	20.7
Total	54	1,194.1	815.7	2,009.8

As noted in the table, other agencies provide 815 acres of parks in Gresham. This includes 484 acres of outdoor recreation areas and 277 acres of special use sites, including cemeteries and golf courses. Only two developed parks are provided by others. These include Vance Park, a 14.5-acre community park that is owned by the County and managed and maintained by the City. It also includes John Deere Field, an 8.8 acre neighborhood park that has two soccer fields and is otherwise undeveloped. The park is owned by John Deere and managed and maintained by the City. School sites are not counted as park land. However, schools do provide recreation facilities that can affect the provision of park land. (School facilities are noted in the next section.)



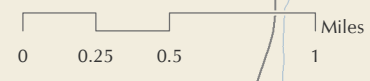
City of Gresham
 Department of
 Environmental Services
 Parks & Recreation Division

Map 1: Existing Park & Recreation Facilities



April 2008 | Data Source:
 City of Gresham GIS

- | | | |
|-------------------------|---------------------------------|---------------|
| Community Park | Urban Plaza | Interstate |
| Neighborhood Park | Community Park (Undeveloped) | Major Road |
| Greenway | Neighborhood Park (Undeveloped) | Local Streets |
| Outdoor Recreation Area | Special Use Area (Undeveloped) | Max Rail |
| School Open Space | Other Community Park | Water Body |
| Conservation Area | Other Neighborhood Park | Stream |
| Trail Corridor | Other Outdoor Recreation Area | County Line |
| Existing Trail | Other Conservation Area | City Limits |
| School | Other Special Use Area | Other Cities |
| | | UGB |



Existing Facilities

In addition to providing and maintaining parkland, the City of Gresham is responsible for the development and maintenance of a variety of recreation facilities. However, the City is not the only facility provider in Gresham. School districts and other providers also contribute a significant number of recreation facilities and sport fields.



Existing sport and recreation facilities in Gresham are summarized in Table 2-2 by provider. (A more detailed inventory is included in Appendix A.) For the City, most recreation facilities are provided in neighborhood and community parks. For other providers, most facilities are located at Vance Park or John Deere Field. For school facilities, the Gresham-Barlow School District, Centennial School District, and Reynolds School District are significant providers of recreation facilities city-wide. For example, playgrounds are provided at all public elementary schools, and a variety of sports fields provided at elementary, middle, and high schools in the area. City of Portland and ODOT are important providers of trails in Gresham, such as the Springwater Trail which is maintained by the City.

Park Development and Condition

As part of the planning process, a 2007 park evaluation was conducted to assess the condition of Gresham's parks. This evaluation noted a concern in the overall condition of City-owned parks and facilities. Many sites are in poor condition because of a clear lack of investment in over the past several years. As a result of limited funding, the City of Gresham has accumulated a large number of deferred maintenance projects, sites in need of renovation, underutilized sites, and undeveloped sites. Many of these undeveloped sites have been owned by the City for years.

On average, City parks and facilities are in fair condition. While many cities respond to a funding crisis by channeling

available funding into developed parks, few developed parks in Gresham are in good condition. Most facilities in neighborhood parks are in fair condition, and community parks on average are in fair to poor condition. A complete review of the condition of existing City facilities is provided in Appendix B.

TABLE 2-2: SUMMARY OF GRESHAM RECREATION FACILITIES

FACILITY TYPE	CITY OF GRESHAM	OTHER PROVIDERS	SCHOOLS	TOTAL
Athletic Fields				
Baseball Fields	9	0	31	40
Football Fields	0	0	4	4
Soccer Fields	10	5	27	42
Softball Fields	5	1	25	31
Outdoor Athletic Facilities				
Basketball Courts	8	0	48	56
Skate Parks	1	0	0	1
Tennis Courts	0	0	18	18
Indoor Facilities				
Community Centers*	0	1	N/A	1
Gymnasiums*	0	1	17	18
Aquatic Facilities				
Pools	0	0	6	6
Trails (in miles)	8.39	6.4	N/A	10.19
Other Park Amenities				
Community Gardens	1	1	1	3
Disc Golf Courses	1	1	0	2
Dog Parks	0	0	0	0
Group Picnic Areas	3	0	0	3
Horseshoe Courts**	1	0	0	1
Playgrounds	16	1	14	31

* This facility is the PAL Center, which is owned by the City of Gresham and operated by the Police Activity League.

**The City's horseshoe courts at Main City Park are a tournament facility.

CHAPTER 3



COMMUNITY VISION AND PRIORITIES

A community's vision for parks and recreation as well as the type and amount of parks and recreation experiences they desire helps paint a picture of the future park system. The feedback obtained during the public involvement process helped refine the City's vision for parks and recreation and identify future community needs and priorities. This chapter provides an overview of the community's vision for the park and recreation system and their priorities for the future.

SUMMARY OF COMMUNITY INVOLVEMENT



To create a plan that reflects the recreation preferences, needs, and values of Gresham residents, the planning process included multiple forums for community outreach. As noted in Chapter 1, nearly 1,800 Gresham residents participated in updating the City's Comprehensive Parks & Recreation, Trails and Natural Areas Plan. Representing a broad spectrum of ages, cultural groups, and special interests, community members completed surveys and questionnaires, participated in interviews, and provided feedback through focus groups and advisory committee meetings to indicate what types of parks and recreation facilities are needed in Gresham.

Overview

The public involvement process included a variety of activities to solicit feedback from community residents. These activities are described below. The parentheses indicate the numbers of Gresham residents who participated in each event.

- *Community Recreation Survey (429)*: The Community Survey was administered by mail in May and June 2007 to obtain information on current recreation participation, needs and priorities. The survey included both adult and youth respondents.

- *Adult Questionnaire (494)*: Administered through the City's website and via print copies, the Community Questionnaire was designed specifically for adults and collected information on parks and program usage, program and facility needs, priorities, and willingness to support City-supported programs and facilities.
- *Youth Questionnaire (252)*: A separate questionnaire, designed to address the needs and concerns of Gresham's youth, was also administered via the Internet and print copies. The questionnaire included data on which parks and facilities Gresham's youth frequent, how they get there, how well the recreational needs of youth are being met, and what facilities and activities they would like to see made available.
- *Sports Groups Questionnaire (11)*: Representatives from eleven sports groups provided data regarding their participation patterns and needs.
- *Community Intercept Events (226)*: Two intercept events were held at Gresham's Farmer's Market and one was held at the DES monthly meeting. These events allowed many residents to identify park and facility priorities.
- *Stakeholders Interviews (23)*: Gresham community leaders and stakeholders were interviewed about their perception of parks, recreation and open space issues, and challenges facing the city.
- *Focus Groups (30)*: Three focus groups were conducted in late May of 2007 with members of key stakeholder groups in Gresham: youth, seniors and Spanish-speakers.
- *Staff Interviews (8)*: Eight City staff and a member of the Parks and Recreation Advisory Committee were interviewed to provide insights into the issues and challenges facing the community and the Division.
- *Technical Advisory Committee (15)*: Fifteen committee members met to discuss their vision for Gresham's park system, its strengths and weaknesses, and priorities for improvement.

- *Community Advisory Committee (11)*: Eleven committee members discussed the strengths needs, priorities for improvement and vision for Gresham’s parks, recreation and natural areas.
- *Park and Recreation Citizen Advisory Committee (7)*: Committee members discussed the strengths and weaknesses of Gresham’s park system, priorities for improvement and their vision for the future.
- *Community Presentations (287)*: Eleven community presentations were made to community groups to get their opinion on parks and recreation needs. About 287 residents attended the presentations.

Summary of Key Findings

Key findings from each of the public involvement activities are presented in Appendix D. Highlights and common themes that crossed venues are summarized below.

- Overall, respondents are not satisfied with the City’s park and recreation system. Concerns over safety and security, maintenance, the condition of facilities, the level of park development, and the lack of programming were noted in most public involvement forums.



- Participants indicated that walking/biking trails, nature trails, and neighborhood parks are the three greatest needs in Gresham.
- The community’s top facility needs included a skate park and off-leash dog area. An aquatic facility (indoor/outdoor) is also desired, as well as a multi-purpose recreation facility with indoor recreation opportunities (e.g., gymnasium, indoor track, exercise equipment, programming space).
- Respondents also noted a variety of programming areas where their recreation needs are not being met by the City or other providers. These include special events, adult programs, nature programs/environmental education, and

indoor recreation opportunities, such as swimming, fitness, and running (on an indoor track).

- The most-supported park improvements include in ranked order developing trails/connecting existing trails, improving parks and natural areas, and improving park maintenance.
- The top two priorities for spending tax dollars include developing walking/biking trails and upgrading neighborhood parks.
- In all public involvement forums, respondents emphasized the need to develop previously acquired and undeveloped parks, and to improve and maintain the current park system before acquiring new park land. However, there was some support for preserving more natural areas. In addition, 100% of respondents at the Community Intercept Event indicated that more parks are needed.
- Preserving natural areas and the environment, improving health and fitness, and providing opportunities to socialize were recognized as the top benefits provided by parks, recreation facilities, and trails.

VISION FOR A PREFERRED SYSTEM

Parks and recreation is an essential service that enhances the quality of life in the Gresham community by fostering personal health, strengthening community, preventing crime, protecting the environment, and contributing to a healthy economy. The City will provide an integrated, neighborhood-based parks and recreation system that:

- Provides *sufficient facilities and programs* to meet the needs of Gresham's growing population.
- Interconnects parks, open space, and trails to *maximize access to community destinations, parks and recreation facilities*.
- Ensures the *equitable distribution* of recreation resources throughout Gresham's neighborhoods.

- Provides *equal access* to diverse recreational opportunities for all residents, regardless of age, physical and mental ability, culture, and economic ability.
- Builds a *sense of community* through shared recreational experiences and volunteer involvement.
- Involves *residents as active participants and partners* in all aspects of parks and recreation.
- Builds and maintains *partnerships* to optimize funding and facility resources, and to improve recreational opportunities.
- Fosters *community stewardship* of our natural resources, through environmental education, outdoor experiences, and volunteer opportunities.
- Reduces auto-dependency and enhances recreational opportunities by providing a connected system of trails and bikeways.
- Provides for effective and economically *sound management of public resources*.
- *Protects the community's investment* by providing quality facility maintenance.
- Provides a *safe environment* in cooperation with community policing efforts and by increasing park activity through recreation programs.
- *Informs the community* about Gresham's parks and recreation opportunities and the benefits provided.

COMMUNITY PRIORITIES

The statements noted above are based on the vision set forth in the 1996 Plan. While these still apply, budget shortages have hampered the Division in implementing this park and recreation system. The vision for the park system has not changed significantly, but the focus of the Parks and Recreation Division has been refined.

Based on feedback obtained through the public involvement process, staff and residents are embracing projects that strengthen the community, accomplish city-wide goals, and provide strong environmental and social benefits. The desired park system is one that:

- Establishes and maintains parks, natural areas, recreational facilities for citizen use and enjoyment, helping to create *Oregon's most livable City*.
- Improves *community connectivity* through trail development.
- Provides *quality, enjoyable, and, most of all, safe play opportunities* for residents.
- Provides *nearby access to basic recreation amenities*, including playgrounds, picnic areas, and sport courts at neighborhood and community parks.
- *Develops parks more fully* to support a variety of recreational experiences, creating new opportunities for play, physical development and socialization.
- Acquires and develops additional park land in *underserved and economically disadvantaged areas* to provide a geographically and socially accessible and balanced park system.
- Provide more recreation programs and special events that *foster community gatherings and social interaction*, provide opportunities for life-long learning, promote personal health and community wellness, and enhance community livability.
- Provides *green places of renewal* that connect us to nature and wildlife.
- Provide inclusive, innovative, quality recreation services that *promote community pride and identity*.

CHAPTER 4



PARK AND RECREATION NEEDS



Community needs for parks and recreation are based on two criteria: 1) the leisure opportunities that residents want now; and 2) the opportunities they desire for the future. In Gresham, what people want now is to fill existing gaps in City services. What residents want for the future is for the City and other agencies to work together to create a park and recreation system that promotes community livability and reflects their vision. This chapter identifies community needs for the future park system, based on the community's current need and future vision.

OVERVIEW

The Community Needs Assessment is a significant part of the planning effort. The purpose of the needs assessment is to calculate needs for parks, recreation facilities, and programs in the City of Gresham. Where feasible, needs are defined in quantifiable terms, such as parkland standards. However, some needs are more intangible, such as the need to improve facility maintenance and condition, or expand programming opportunities. The key needs for parks and recreation are summarized below.

- *Maintenance:* Currently, the City provides maintenance at the lowest level of service possible. A shortage of funds and staff limit the care that maintenance staff can provide for City parks and facilities. The result has been a large number of deferred maintenance projects and the steady deterioration of City assets.
- *Renovation:* The age of recreation facilities, along with the lack of development in many City parks, is increasing the need for renovations at several park sites. While some parks sites, natural areas, and trails need minor renovations—such as a new playground or accessibility enhancements, some sites need major renovations to meet community expectations.

- *Acquisition and Development:* The Community Needs Assessment identified a number of areas in Gresham that are unserved by parks and close-to-home recreation amenities. A three-pronged focus for park acquisition and development would help meet these needs:
 - *Develop undeveloped parks.* Ten undeveloped park sites have been acquired in critical areas. However, these sites remain vacant because of a lack of capital funding, as well as operations funding to manage and maintain them after development. These undeveloped parks include five neighborhood parks, two community parks, and three special use areas.
 - *Acquire and develop parks in unserved areas.* Even if all undeveloped park sites are developed, many new neighborhood and community parks are needed citywide. Ten additional neighborhood parks and two additional community parks are needed as identified in the park land analysis. These new sites will have to be acquired and developed to meet nearby needs.
 - *Acquire and develop parks in future growth areas as planned.* Additional parks are planned in future growth areas in the City, such as Pleasant Valley, Springwater, and Downtown. Approximately 28 sites need to be acquired and developed in order to achieve plans for these areas. This requires a more aggressive acquisition strategy than the above standards suggest. When these areas develop, the City may consider park development at a higher level of service for these specific areas than proposed citywide.
- *Programs and Services:* Financial constraints have forced the City of Gresham to eliminate nearly all of its current recreation programming. While plans are in progress to increase programming in critical areas (e.g., volunteerism, gang diversion, and special events), recent economic setbacks have threatened those options as well. Programmed parks could increase peoples' perceptions of park safety, involve volunteers as park stewards, teach outdoor/environmental skills that enhance sustainable

decision-making, build a future constituency for parks and recreation, and promote a sense of community identity and ownership of parks. To achieve these goals, this Plan identifies basic program needs in the following areas:

- o *Special events;*
- o *Nature and trail programs;*
- o *Volunteerism; and*
- o *Adult programs.*

The need for developed park land and recreation opportunities is extreme. Consequently, park, facility, and program needs are discussed in more detail in the next sections of this chapter.

PARK LAND NEEDS

The need for park land in the City of Gresham is based on the concept that residents should be served by a variety of different park types. In addition, basic recreation amenities (playgrounds, sports courts, etc.) should be provided within ½ mile (walking and biking distance) of most users. With these goals in mind, a complex GIS analysis was undertaken to determine where gaps in services existed. This analysis assumed that all undeveloped parks would be developed in the future as planned, so that gaps in service only included areas without access to nearby park land (The need for facility development in undeveloped sites is noted with facility needs.)

The geographic analysis of park access to parks in Gresham is illustrated in a series of maps presented in Appendix D. Besides park access, these maps included an analysis of park needs based on population density, park capacity, median income, and poverty levels. In addition to the GIS analysis, the Needs Assessment included a review of park needs for areas with planned development, including Springwater, Pleasant Valley, and Downtown Gresham. It also evaluated level of service based on a comparison of the City's ratio of parks per 1,000 population to other similar communities.

Citywide Park Needs

The results of the park land needs analysis were used to calculate park land standards and needs, based on a recommended level of service. Table 4-1 summarizes the recommended level of service for each park type. These standards take into account the community's demand for additional parks and recreation opportunities, as well as the challenge the City of Gresham will face in trying to increase their level of service in so many areas.

TABLE 4-1: PARK LAND LEVEL OF SERVICE, STANDARDS, AND NEEDS*

PARK TYPE	GRESHAM EXISTING OR PLANNED PARKS	GRESHAM ACRES	GRESHAM EXISTING LEVEL OF SERVICE (ACRES PER 1,000 POPULATION)	PROPOSED STANDARD	ADDITIONAL ACRES NEEDED TO MEET STANDARD	
					CURRENT POPULATION 98,072	PROJECTED POPULATION (BUILDOUT) 112,100
Neighborhood Parks	16	77.9	0.79	1.50	60.43	81.47
Community Parks	9	122.1	1.24	2.00	59.55	87.61
Special Use Areas	3	40.4	0.41	0.45	3.77	10.09
Urban Plazas	2	0.0	0.00	0.20	19.61	22.42
Outdoor Recreation Areas	9	712.5	7.27	12.00	-19.66	148.68
Conservation Areas	12	138.4	1.41	1.40	-1.08	18.56
Greenways	2	82.2	0.84	0.85	1.16	13.09
Trails	3	20.7	0.21	N/A		
TOTAL	56	1,194.1	12.18	18.40	123.79	381.91

* Note: These needs are more conservative than proposed for Pleasant Valley, Springwater, or Downtown. When those areas develop, the City may desire to provide park land at a higher level of service. See Table 4-2 for existing plans for those areas.

Based on the assessment of need, LOS recommendations are based on three strategies:

- *Increase the level of service for urban parks.* The community's demand for certain types of recreation experiences is strong, as documented in the public involvement findings. Based on the number of currently underserved areas, along with a greater need for recreation opportunities in the future, standards have been created to provide direction for meeting a higher level of service for neighborhood parks, community parks, special use areas, and urban plazas. As indicated in the discussion of recreation facility needs, fully developing existing and proposed sites is also a priority.
- *Maintain the current level of service for natural areas and greenways.* As the population continues to grow, the City of Gresham should at a minimum maintain the current level of service for outdoor recreation areas, conservation areas, and greenways. Additional acreage will be needed to maintain this LOS. Desired parcels should be identified on an opportunity basis. The City also should attempt to incorporate open space plans for Springwater, Pleasant Valley, and Downtown into their acquisition strategy.
- *Support trail development, using appropriate means for obtaining access to trail corridors.* This may or may not involve land acquisition, so it is impossible to determine an acreage standard for trail corridors at this time. Trail development most likely will require a collaborative role where the City of Gresham partners with others to acquire some trail corridors and develops trails along planned and desired routes. Because of these anticipated partnerships, it is difficult to isolate a linear park standard for the City to achieve.

Park Needs in Future Growth Areas

The citywide park standards noted in Table 4-1 are based on a conservative estimate of needs. In contrast, the Springwater Community Plan, Pleasant Valley Concept Plan, and the Downtown Development Strategy all propose a higher level of

service for park land than is needed citywide. For this reason, park needs in these future growth areas are discussed separately from other park needs.

Table 4-2 summarizes the recommended level of service for developed urban parks in Gresham based on planned and proposed parks. The table identifies the number of park sites needed citywide, in Springwater, in Pleasant Valley, and Downtown, along with the estimated acreage for these sites by park type. The acreage reflects an estimated minimum and maximum park size based on the vision for that community and information conveyed in the conceptual plans.

TABLE 4-2: IDENTIFIED NEED FOR DEVELOPED PARKS BY AREA

	CITYWIDE		SPRINGWATER		PLEASANT VALLEY		DOWNTOWN		TOTAL	
	# of sites	Total Acres	# of sites	Total Acres	# of sites	Total Acres	# of sites	Total Acres	# of sites	Total Acres
Neighborhood Parks	10	20-60	1	6-10	8	32-96	1	5-8	20	63-174
Community Parks	2	20-40	2	25-45	1	13-90			5	58-175
Special Use Areas							1	8-10	1	8-10
Urban Plaza			2	4-8	7	7-14	5	5-10	14	14-32
TOTAL PARKS	12	40-100	5	35-63	16	52-200	7	18-28	40	143-391

As noted in Table 4-2, approximately 143-391 acres of park land are needed for future developed parks in all of these areas. The range is based on the fact that the targeted park acquisition size may vary depending on land availability and funding at the time of acquisition. In comparison, the standards proposed in Table 4-1 are based on a need of approximately 202 acres for these same park types. This standard assumes that either fewer or smaller parks will be acquired. To achieve the vision set forth for Springwater, Pleasant Valley, and Downtown in their separate plans, the City may need to exceed the LOS standard proposed for park land citywide.

RECREATION FACILITY NEEDS



As noted in the park land analysis, several existing park sites in Gresham are undeveloped, and many others are minimally developed or have aging facilities in fair condition. There is a great need to provide more and better amenities and facilities within parks of all types. This section focuses on facility needs, which have been evaluated based on their supply, demand, and level of service.

The provision of facilities often meets a variety of goals. For example, most cities provide playgrounds in locations that create nearby recreation

opportunities. They provide sports fields in areas that are accessible to the community in order to support programming needs and spontaneous play. In addition, they provide special use facilities in accessible locations to draw people from throughout the City and region for special events and recreation opportunities. As a result, facilities should be provided in park locations that support ease of use and meet community goals.

Park Design and Development Guidelines

Since many of Gresham's existing parks are underdeveloped and more parks are needed, part of the facility needs analysis was based on an evaluation of specific design guidelines for parks. Presented in Appendix C, these design guidelines indicate what types of facilities should be located in existing and proposed parks of various types. Using these guidelines, an evaluation was conducted to determine what types of facilities are missing in existing neighborhood and community parks. These needs are summarized below.

Neighborhood Park Needs

Based on an evaluation of existing neighborhood parks, the following needs are noted:

- Four parks need playgrounds (Cedar Park, Hall Park, Hollybrook Park, and Kirk Park).

- Three parks need active recreation resources, such as those identified in Appendix C. Two of these sites (Kane Road Park and Thom Park) appear to have adequate acreage to accommodate at least one active feature. However, Cedar Park, which meets none of the neighborhood park guidelines, may be too small to accommodate any additional features. The City will have to evaluate options to improve service in this area.
- Picnic tables are needed at Hall Park and Hollybrook Park.
- Only three sites have additional resources to enhance recreation opportunities. Further site development is warranted to increase potential recreation experiences.

Community Park Needs

Based on the results of the evaluation of existing community parks, the following needs are noted:

- North Gresham Park needs a restroom.
- North Gresham Park and Pat Pfeifer Barrier-Free Park both need sport courts.
- Three sites (North Gresham, Pat Pfeifer, and Rockwood Central) need picnic shelters to provide opportunities for group gatherings and socializing, which are highly desired by the community.
- Only two parks include additional resources to broaden play experiences: a horseshoe facility and a disc golf course. Facilities such as skate spots, off-leash dog areas, interactive water features/spraygrounds, a stage and/or amphitheater, fitness stations, etc. are needed to support the recreation experiences desired by community members.

Need for Park Development

The design and development guidelines provided in Appendix C also can be used to indicate need for additional facilities at undeveloped sites. All undeveloped parks should be developed with the minimum resources noted for those park types. Meeting community demands for increased recreation

opportunities may require providing additional resources at many sites as well.

Facility Level of Service Analysis

In addition to the design guideline analysis, facility needs were identified based on a comparison of Gresham's existing level of service to that of comparable communities. For facilities, level of service can be measured as a ratio of one facility per number of people served. The City of Gresham is above average when compared to other communities in the provision of baseball and soccer fields and slightly lower in the provision of softball fields. However, it has a significantly lower level of service in the provision of basic recreation amenities, such as playgrounds and outdoor basketball courts. Unlike the comparable communities, the City of Gresham provides no recreation/community centers or swimming pools.

The facility analysis also included a service area analysis for sport fields, playgrounds and picnic shelters, and trails (Appendix D). These analyses provided the data used to create the facility guidelines noted in Table 4-3. Because schools and other providers are significant contributors for recreation facilities citywide, the City will need to continue to collaborate with other providers to meet these needs.

Trail Needs

In the public involvement forums, walking and biking trails were noted as the top need in the City, as well as the type of project where residents were most likely to spend their tax dollars. In addition, local, state, and regional recreation trends suggest that walking is the most popular recreation activity (in terms of participation), and trail use is growing. For this reason, the need for trails and pathways deserve special attention.

TABLE 4-3: GRESHAM RECREATION FACILITY LOS, PROPOSED GUIDELINES AND NEEDS

FACILITY	HISTORIC NRPA GUIDELINES	GRESHAM EXISTING STANDARD	EXISTING FACILITIES		UNIT OF MEASURE	TOTAL	GRESHAM EXISTING LEVEL OF SERVICE	EXISTING LEVEL OF SERVICE INCLUDING OTHER PUBLIC AGENCIES	PROPOSED CITYWIDE GUIDELINE ^B	ADDITIONAL FACILITIES NEEDED		
			GRESHAM	OTHER AGENCIES ^A						98,072	112,100	
MAINTAIN EXISTING LOS (MINIMUM RECOMMENDATION)												
Baseball Fields	1/ 5,000	1/ 2,500	9	31	each	40	1/ 10,897	1/ 2,452	1/ 2,450	0	6	
Football Fields	1/	1/ 10,000	0	4	each	4		1/ 24,518	1/ 24,500	0	1	
Soccer Fields	1/ 10,000	1/ 2,000	10	32	each	42	1/ 9,807	1/ 2,335	1/ 2,350	0	6	
Softball Fields	1/ 5,000	1/ 3,000	5	26	each	31	1/ 19,614	1/ 3,164	1/ 3,200	0	4	
Pools	1/ 20,000	1/ 20,000	0	6	each	6	N/A	1/ 16,345	1/ 16,000	0	1	
Gymnasiums	N/A	N/A	0	18	each	18	N/A	1/ 5,448	1/ 5,500	0	2	
INCREASE LOS (To Meet Identified Facility Needs)												
Community Centers	N/A	1/ 15,000	0	1	each	1	N/A	1/ 98,072	1/ 72,000	0	1	
Group Picnic Areas	N/A	1/ 10,000	3	0	each	3	1/ 32,691	1/ 32,691	1/ 14,000	4	5	
Outdoor Basketball Courts	1/ 5,000	1/ 1,500	8	48	each	56	1/ 12,259	1/ 1,751	1/ 1,700	2	10	
Playground	N/A	1/ 2,500	16	15	each	31	6,130	1/ 3,164	1/ 2,600	7	12	
Tennis Courts	1/ 2,000	1/ 4,000	0	18	each	18	N/A	1/ 5,448	1/ 5,000	2	4	
Skate Parks	N/A	N/A	1	0	each	1	1/ 98,072	1/ 98,072	1/ 60,000	1	1	
Trails	N/A	N/A	8.39	6.4	miles	14.79	1/ 11,689	1/ 6,631	N/A ^C			

^A The guideline is based on a recommended LOS that includes other agencies. The City of Gresham is not expected to achieve this guideline alone.

^B Includes local school districts, private providers, and other municipalities in Multnomah County; see Tables B-1, B-2, and B-3 for relevant inventories.

^C Implement Trails Master Plan and Transportation Plan. (Also, see the trail map in Appendix J.)

This Plan does not set a formal standard or guideline for the provision of trails. However, it presumes that the City will prioritize and implement the trail projects noted in the Trails Master Plan and Transportation Plan. Of the projects noted in those plans, the Parks and Recreation Division should assume responsibility for off-road multiuse pathways and recreation trails. In addition, the Division should continue to cooperate with Transportation and Streets in the development of sidewalks, shared streets, and multi-use paths in the street right of way, particularly where these improve access to parks. This Plan also recommends that the City continue to examine ways to link to the regional trail system and enhance connectivity citywide. (See Appendix J for a draft Trails Master Plan, which is part of this effort.)

PROGRAM NEEDS

Although it is the fourth largest city in Oregon, Gresham offers fewer programming options than desired or expected. Financial constraints have forced the City of Gresham to eliminate nearly all of its recreation programming. Therefore, other recreation providers play a critical role in meeting sport and recreation needs.

Program Needs

There are many program areas where additional services are needed to serve City residents. However, even with additional funding, the City of Gresham will be unable to meet all community needs for programming in the short term. One of the goals of this analysis is not only to identify specific program areas where programming is needed, but also to identify priority service areas where City-provided programs will serve the residents with the greatest needs. This will allow the City of Gresham to prioritize recreation programming according to available funding. The Needs Assessment analysis included an Importance-Unmet Needs Matrix, which helped assess the priority that should be placed on parks and recreation facilities and programs in the City of Gresham. Using the results of the

Community Survey, the following service areas were identified as priority needs:

Top Priorities

- Special events;
- Adult fitness and wellness;
- Adult programs for 50 years and older;
- Nature programs/environmental education;
- Adult continuing education; and
- Water fitness.

Opportunities for Improvement

- Adult arts, dances, performing arts; and
- Adult sports.

Program Expansion Areas

Based on the findings of all public involvement activities, the following needs for more or better programming were noted:

- Special events;
- Nature programs;
- Volunteerism;
- Adult programs; and
- Other program areas.

Special Events

City residents expressed a strong desire for more special events in many different public involvement activities. The provision of special events fits in well with the City's goal of creating a more livable community, as well as the response from residents that community livability is one of the top benefits provided by parks and recreation. Similarly, community-oriented special events support the notion of providing more opportunities for people to meet and socialize together, which helps to build stronger neighborhoods and community. When specific social events are tied to socio-cultural and historical

context of the Gresham, the events can also foster and promote community identity. For example, participants in three focus groups expressed a desire for events such as dances, markets, and concerts. Movies in the park, family fun days, sports tournaments, trail-oriented events, ice cream socials, etc., would also support the community's desire to attend more special events. Because creating a livable City is an interest of many community groups and businesses, the City should be able to collaborate in the provision of special events. Partnerships, sponsorships, and even community-organized and hosted events at City parks and facilities should be pursued to support special events programming in Gresham.

Nature Programs

Natural areas, greenways, and trails are very important to residents in the City of Gresham. To improve recreation opportunities, it makes sense to take the programs to the places where people recreate. According to respondents, trails and natural areas are two of the most frequently-use recreation areas. Outdoor activities, environmental programming, and trail-related opportunities are types of nature programs that should be considered. These programs may include environmental education, and a variety-of trail programs as noted in the examples below:

- *Organized trail events:* Dog walks, tour de Gresham, turkey trots, power walk races, family fun runs, treasure hunts, etc.
- *Trail clubs:* Senior hiking, bird watching, lunch in the park, stroller walks; mountain biking, etc.
- *Self-directed trail opportunities:* Nature walks, interpretive trail experiences, etc.
- *Volunteer-guided nature programs and hikes:* Flora and fauna identification, tree talks, etc.

Volunteerism

Volunteerism has been increasingly recognized as a significant program area, as more and more people spend their leisure time engaged in volunteer efforts. Plus, volunteers in parks

can provide many benefits for the City's park system. The City of Gresham should consider ways to expand its current volunteer programs by investing staff time in recruiting, organizing, supporting, and recognizing volunteers. Public involvement activities suggest that there are many groups and many different ages of residents who may be interested in volunteering. These include teens/youth, who expressed an interest in volunteering at special events, such as providing youth-run concessions, parking, trash pick-up, and security (in some cases) at concerts and in the parks. These also include seniors, who indicated that they would like to have opportunities to volunteer with groups (such as Gresham Seniors) to provide programming. In addition, family opportunities could be provided.

Volunteerism provides a win-win situation for the City and for the volunteers themselves. It also provides a way to increase community support and stewardship of parks, reduce maintenance and programming costs, provide opportunities for no-cost recreation by trading volunteer hours for recreation credits, and promoting youth skill-building, training, and development. Below are examples of volunteer areas that can be developed or expanded:

- *Parks maintenance and stewardship:*
 - Adopt-A-Park, Adopt-A-Trail, Adopt-A-Stream
 - Parks Appreciation Days, Volunteers in Parks
 - Sport Field Caretakers (sport organizations who take on field maintenance and set-up for games)
 - Neighborhood Park Caretakers (local residents or homeowners' associations who pick up trash, maintained landscape beds, and report other maintenance needs)
 - Park Patrols
- *Naturalist volunteers*
- *Special event volunteers*
- *Program volunteers*

Adult Programs

Following special events, the two types of programs for which residents expressed the strongest need were adult fitness and wellness programs and adult continuing education programs. Currently, youth have far more program opportunities than adults. This translates into a far greater demand for adult programming than programs for any other demographic.

There are many different areas where adult programming can be provided. Adult fitness and wellness programs can help the community improve physical health and fitness, which was one of the most desired benefits of parks and recreation. As the population tends to age nationwide, programs for young seniors and older adults (50+) are gaining in popularity. These include both active recreation (exercise classes, tennis, dancing, and non-contact sport leagues or drop-in opportunities, such as pickleball, badminton, softball) and passive opportunities (such as classes to promote life-long learning, skill-building, and socialization).

The provision of adult programming will, to some extent, depend on City facilities or partnerships to provide space for programming. On the other hand, as the City develops new facilities, opportunities to increase adult programming should be considered. Mt. Hood Community College is one potential partner.

Other Program Areas

Residents identified several other desired program areas in the feedback they provided at public involvement activities. Two significant ones include:

- *Aquatics programs:* Youth learn to swim and water-based special events.
- *Youth programs:* Sports and camps, youth outdoor/nature programming, or family-oriented special events.

In the short term, partners may be better situated to meet these needs. However, the City should collaborate if feasible to support these program areas.

CHAPTER 5



PARK SYSTEM COSTS



Gresham residents have a choice. Instead of letting their parks and facilities slide into disrepair, they can become stewards of a park system that will foster community livability now and into the future. This future park system could provide vibrant park spaces, thriving natural areas, interconnected trails, attractive facilities, and engaging recreation programs—based on a sustainable plan for providing and maintaining these critical community services, and engaging the public to support them.

This chapter describes this proposed park system, its cost, and its value to the community. It explains what is needed to bring current parks and facilities up to an acceptable condition, how to prioritize to meet additional community needs, and what funding resources will be required to maintain this system now and in the future. Most importantly, this chapter provides a menu of choices—choices that City leaders and community members will make together—to decide what type of park system is best for City residents.

PROPOSED PARK SYSTEM

The ideal park system is made up of a variety of park types that provide an array of recreation opportunities and experiences. It includes inviting, attractive, well-maintained facilities that help create people-friendly spaces and places in the community.

This system includes unique and interesting events and programs that appeal to residents and draw people into parks. Moreover, it incorporates trails and pathways that make these parks, facilities, and programs accessible to pedestrians, bicyclists, and other users.

The City's current park system provides some of these elements. However, more parks, facilities, natural areas and trails are needed to meet recreation needs in underserved areas and to serve the City's growing population. In addition, adequate maintenance must be provided for parks and

facilities, especially as new recreation opportunities are brought online.

Providing more parks, facilities, open space, trails and programs will require an aggressive funding strategy that allows the City to maintain and enhance the park system, through sustainable management of assets and stewardship of resources. This Plan shows how this approach is feasible and achievable.

POTENTIAL IMPROVEMENTS

There are many ways to enhance the City's current park system. Options include:

- *Increasing the maintenance level of service.* Preventative and regular maintenance tasks can be performed at various levels. The maintenance level for each park type or site should be determined according to the amenities and facilities located there. Certain types of facilities, such as sport fields or civic spaces, clearly have greater maintenance needs. Maintenance levels should be adjusted system-wide to focus a greater level of effort where it is needed most. Maintaining sites at the lowest service level may be cheaper in the short term, but more expensive in the long term. As the City has seen already, deferred maintenance increases the need for facility renovation or replacement.
- *Implementing a plan for scheduled capital replacement.* Outdated or worn facilities should be replaced as scheduled based on their age and intensity of use. Capital replacement funds should be set aside annually so that the City has money on hand to replace facilities when needed. This provides safe parks and facilities for the community and discourages vandalism and crime.
- *Providing minor renovations at selected sites.* Minor renovations may include adding site furnishings and playgrounds as noted in the design guideline analysis, addressing deferred maintenance issues (more than regular



maintenance), implementing ADA accessibility improvements, restoring habitat in open space and natural areas, or other minor improvements. For planning purposes in this chapter, minor renovations are estimated to be approximately 1/4 the cost of full site development.

- *Proceeding with major renovations at selected sites.* Major renovations may include providing extensive renovation existing facilities which are currently in poor condition, adding several amenities/facilities to meet design guidelines, resurfacing trails and adding other trailhead upgrades, providing major upgrades based on a new master plan to change the overall character of the park. For planning purposes in this chapter, major renovations are estimated to be approximately 2/3 the cost of full site development.
- *Add a major facility to a park site or trail.* The City may add a major facility during site renovation or development that adds to the overall cost and value of the park site. Major facilities may include new community centers, arts centers, swimming pools, sport complexes, bike/pedestrian bridges, trail undercrossings, etc.
- *Acquiring new park sites in underserved areas.* Land acquisition for various types of parks can be targeted in areas of identified need. Parkland acquisition should be prioritized on a case by case basis. In some areas, it may be wise to acquire park sites in targeted areas when opportunities arise, or before the opportunity is lost.
- *Developing new parks to meet community needs.* Parks should be developed according to the design and development guidelines presented in Appendix C. Sites may be developed in phases as funding allows. In this chapter, it is assumed that full development of all proposed parks is desired.

Table 5-1 summarizes the number of sites that could benefit from the improvements noted above. All sites can benefit from better maintenance and scheduled capital repairs. The need for major and minor renovations, site development, new

acquisition, and new major facilities has been determined on a site-by-site basis. These improvements are noted by site in Appendix F.

TABLE 5-1: SUMMARY OF POTENTIAL PARK SYSTEM IMPROVEMENTS

FACILITY TYPE	# OF SITES NEEDING THIS IMPROVEMENT					
	TOTAL SITES	MINOR RENOVATION	MAJOR RENOVATION	MAJOR FACILITY	ACQUISITION	DEVELOPMENT
EXISTING PARKS						
Neighborhood Parks	16	6	2	0	N/A	5
Community Parks	7	1	4	1	N/A	2
Special Use Areas	3	N/A	N/A	2	N/A	3
Urban Plazas	1	N/A	N/A	0	N/A	1
Outdoor Recreation Areas	9	2	0	0	N/A	5
Conservation Areas	12	0	0	0	N/A	0
Greenways	2	1	0	0	N/A	1
City Trails	8	1	1	1	4	4
Other Sites	3	0	1	0	N/A	0
PROPOSED PARKS						
Citywide Parks*	18	N/A	N/A	N/A	17	16
Pleasant Valley Parks	14	N/A	N/A	N/A	14	14
Springwater Parks	5	N/A	N/A	N/A	5	5
TOTAL (# OF SITES)	98	11	8	4	40	56

* Note: The number of proposed Citywide park sites may be more, depending on the sites available to meet acreage needs.

The acquisition, improvements, and development noted in Table 5-1 (and Appendix F) are intended as a menu of choices. The table illustrates all areas where potential upgrades are needed. For example, in the City's seven existing community parks, one site needs minor renovations, four sites need major renovations, and two undeveloped sites need to be developed, adding a major facility to one of these sites.

This Plan notes a need for capital improvements at some 98 different sites. Of these:

- 11 need minor renovations;
- 8 need major renovations;
- 4 need major facilities;
- 40 need to be acquired; and
- 56 need to be developed.

Clearly, this list is far more comprehensive than the City can afford and/or complete in the timeframe of this Plan. Like a restaurant patron, the City will need to pick and choose the projects that sound most palatable and affordable when it approaches the table. Consequently, this chapter provides a usable tool to implement a variety of projects as available funding and project priorities change in the future.

COST OVERVIEW

To assist the City deciding what projects to move forward, this Plan takes a realistic look at all costs associated with existing and proposed park sites. Table F-1 (in the Appendix) calculates the cost of all potential projects, using formulas based on the estimated average cost to maintain, improve, or develop for certain projects types, such as developing an acre of park or a mile of trail. These estimated costs are provided in Table F-2 of Appendix F. Projects with similar order of magnitude costs are grouped in categories.

Overall costs are broken down into the following costs for each site:

- Existing maintenance costs (noted at a low, medium, and high level of service);
- Funds to be set aside annually for capital replacement based on the existing level of park development;
- Improvement costs for minor renovations;
- Improvement costs for major renovations;
- Costs for the addition of a major facility;
- Land acquisition costs;
- Park development costs;
- Capital replacement funds needed after improvements are implemented or the site has been developed; and
- Maintenance costs after improvements are implemented or the site has been developed.

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

If all the improvements recommended in this Plan are implemented, the City would need more than \$300 million in capital funds, as well as about \$5.5 million annually for maintenance (Table 5.2). In addition, the City should be setting another \$6 million aside annually as part of a capital replacement fund.

TABLE 5-2: POTENTIAL TOTAL PARK SYSTEM COSTS

CATEGORY	COST ESTIMATE (IN 2009 DOLLARS)
Park Improvements	\$300,882,377
Annual Costs	
Capital Replacement	\$6,062,866
Minimum Maintenance Costs	\$5,493,507

Because this amount is staggering, this chapter looks at the costs for maintaining the existing system alone. Then it addresses costs for system improvements in a more achievable way.

EXISTING SYSTEM COSTS

An assessment of the condition of the current park system found that the City’s park system was in fair condition overall (Appendix B). However, there has been a clear lack of investment in parks, with the City relying on piecemeal improvements as the budget has allowed. A capital and operations infusion is needed to renovate parks to their improved condition and maintain them at this higher level of service.

Maintenance Costs

Table 5-3 summarizes the potential costs for maintaining the current park system. Without any upgrades, acquisitions, or further park development, the City should spend between \$1.5 million and \$2.4 million annually to maintain the existing park system. (In comparison, the City’s FY08/09 General Fund allocation for park maintenance and operations was \$1,439,012.) To be more in line with other communities, the City should plan to invest nearly \$2 million in park maintenance each year. Another \$2.3 million should be set aside annually and/or spent on scheduled capital replacements as facilities wear out.

TABLE 5-3: EXISTING SYSTEM MAINTENANCE COSTS

CATEGORY	COST ESTIMATE (IN 2009 DOLLARS)
Maintenance	
Low LOS	\$1,468,297
Medium LOS	\$1,945,629
High LOS	\$2,422,960
Capital Replacement	\$2,155,005

Renovation Costs

Table 5-4 notes the anticipated costs to renovate the existing park system. Nearly \$31.7 million is needed for major and minor renovations to address years of deferred maintenance, as well as the needed replacement of aged facilities. Because of budget limitations in recent years, the City has not invested adequately in renovations to protect existing park and facility resources.

TABLE 5-4: COSTS FOR EXISTING SYSTEM RENOVATION

CATEGORY	COST ESTIMATE (IN 2009 DOLLARS)
Minor Renovation	\$6,948,877
Major Renovation	\$24,799,500
Total	\$31,748,377

PARK DEVELOPMENT COSTS

In addition to these park system improvements, the City should develop its long-promised and currently undeveloped park sites, and target other park land acquisitions in key unserved areas. Table 5-5 summarizes those costs. The table also shows annual operations costs for this improved park system, including:

- *Adjusted Annual Capital Reinvestment:* When facilities are added to existing parks (developed and undeveloped) and newly acquired sites, the amount that needs to be set aside for capital replacement will increase. Therefore this cost has been adjusted to take these system improvements into account. This amount reflects the total to maintain the whole park system.
- *Adjusted Minimum Maintenance Costs:* When new facilities are added to existing parks (developed and undeveloped) and newly acquired sites, maintenance costs will increase. It is assumed that the City will want to protect new assets by maintaining them at least at a minimum level of service. Therefore this cost is presented

as a minimum maintenance cost. Maintaining all facilities at a high LOS will cost more.

Combined, the costs of acquisition, development and the addition of new facilities will cost approximately \$269.1 million. Assuming that necessary renovation projects are completed first, the total cost for all park and facility improvements is approximately \$300.9 million. Plus, an extra \$11.5 million will be needed annually to maintain all amenities and facilities, and save funds for their replacement.

TABLE 5-5: PARK DEVELOPMENT COSTS

CATEGORY	COST ESTIMATE (IN 2009 DOLLARS)
Major Facility (Addition)	\$10,000,000
Acquisition	\$67,775,000
Development	\$191,359,000
Adjusted Annual Capital Reinvestment	\$6,062,866
Adjusted Minimum Maintenance Costs	\$5,493,507

MAINTENANCE COSTS

Maintenance costs have been noted previously for the existing park system and proposed developed park system. However, an extra look at maintenance costs is warranted, because providing adequate maintenance funding has been a challenge for the City in the past. A sustainable park system requires adequate maintenance funding. Adequate funding assumes that:

- Maintenance funding is increased to sustain the life of current facilities and reduce or eliminate the deferred maintenance backlog; and
- Maintenance funding is well-distributed, so that each site receives an adequate level of maintenance.

Maintenance costs for the existing park system are noted at three levels in a tiered-system:

- Maintenance (Low LOS): This basic level of care provides only the required maintenance, including litter removal, graffiti removal, mowing and restroom cleaning. It provides sufficient maintenance for health and safety, but not for asset preservation. Under this level, capital maintenance needs will be accelerated.
- Maintenance (Medium LOS): This enhanced level of care typically includes higher maintenance frequencies (e.g., for litter removal, mowing, and restroom cleaning) and additional maintenance tasks for facilities or landscaping for preservation of assets. This moderate level of service is often needed at sites with moderately-high use to offset impacts.
- Maintenance (High LOS): This highest level of detailed maintenance typically includes higher task frequencies, special attention to specialized facilities (e.g., community centers, sports field complexes) and specialized landscaping and pruning. Because of costs, this highest level of service is often provided at the City's signature parks (sites with high visibility and use).

Table 5-6 presents these average costs by level/tier (low, medium, and high), for different maintenance categories related to City park types. Maintenance costs are presented as an average cost per maintained acre. Examples of these park types are noted in the table for reference.

TABLE 5-6: MAINTENANCE COST PER ACRE BY CATEGORY

FACILITY TYPE	LOW	MEDIUM	HIGH	EXAMPLES
Neighborhood/ Community Parks	\$7,000	\$8,000	\$9,000	Davis Park, Pat Pfeiffer Park
Special Use Parks	\$12,000	\$16,000	\$20,000	Gradin Sports Park, Center for the Arts Plaza
Open Space	\$500	\$1,000	\$1,500	Hogan Butte, Nadaka Open Space, Kelly Creek Greenway
Undeveloped Sites	\$250	\$500	\$750	Jenne Butte Park, Southeast Community Park
Trail Corridors	\$4,000	\$4,500	\$5,000	Springwater Trail/Trailheads
Trails (in Miles)	\$8,000	\$9,000	\$10,000	Gresham Fairview Trail

Maintenance Level of Service

With three different maintenance levels, how should the City decide what level of service to provide? Is this decision simply based on the amount of available funding?

The application of a tiered maintenance system should reflect the amount of maintenance needed at each site, rather than the amount of funding available. In other words, the City should not make a blanket assumption to provide maintenance at a medium level of service. Instead, the City should evaluate maintenance needs for various park types, to see where maintenance funding should be targeted.

In 2004, the City of Gresham assigned tiered maintenance levels to its parks, based on those established by the National Parks and Recreation Association. The City desired to

maintain all neighborhood parks, open space and trails at a “B” level (medium maintenance standards), and community parks on an “A” level (high maintenance standards). Staffing limitations eventually forced the City to abandon its tiered approach. Currently, staff tries to give more attention to heavily-used parks. Based on a self-assessment and the current condition of City parks, parks maintenance has not been completed as planned.

While the tiers in Table 5-6 represent a low, medium, and high level of service, funding and staffing limitations alone should not drive decisions regarding level of service. If maintenance funding is cut, for example, special use areas will still require more maintenance funds than open space sites. The costs within each tier illustrate this need. If funding is reduced or limited, the City should selectively evaluate park categories when making cuts to identify where dropping to a lower maintenance tier will have a lesser impact. Heavily-used sites and sites with the most valuable built or environmental resources should be maintained at a higher level whenever feasible. In some cases, dropping below a minimum LOS may create a liability risk by leaving a site in an unacceptable state of disrepair.

A maintenance management plan should be created for each tier and category to define the level of service, establish maintenance tasks and frequencies, and assign parks appropriately. The LOS will vary by park category.

Maintenance Recommendations

To improve park maintenance and operational efficiency, the City should consider the following:

- Adopt a three-tiered maintenance system for developed parks, special use parks, open space, undeveloped parks, and trails.
- Adopt a per-acre maintenance allocation for each tier, base on community expectations of the park system as a whole and the financial resources available.

- Make regular and *preventative* maintenance a higher priority to preserve City assets and ensure efficient operation. Preventative maintenance can reduce the need for expensive emergency repairs, as well as the loss of recreation investments that cannot reach their expected lifespan.
- Emphasize capital projects that reduce maintenance costs.
- Provide sufficient staff to ensure quality maintenance and upkeep of City assets.
- Track maintenance staff time and resources, and use this information to calibrate the tiered maintenance system and ensure that each type of park is getting the intended amount of attention and investment.
- Ensure that adequate maintenance and operations funding is in place before new parks and facilities are developed.

Current Maintenance Costs

Poor park condition and deferred maintenance have been tied to underfunded maintenance for the existing park system. To get a sense of the shortfall, Table 5-7 compared the total costs for maintaining the existing park system at a low, medium, and high level of service to last year’s maintenance dollars. As noted in the 2008-09 City of Gresham Adopted Budget, the City’s General Fund allocation for Park Maintenance & Operations was \$1,439,012. This money funded 9.70 FTEs. However, the amount isn’t sufficient to fund projected maintenance needs at even the lowest level of service.

TABLE 5-7: ANTICIPATED MAINTENANCE COSTS VS. EXPENDITURES

FACILITY TYPE	TOTAL
2008-09 Maintenance Allocation	\$1,439,012
Tier 1: Low Level of Service	\$1,468,297
Tier 2: Medium Level Service	\$1,945,629
Tier 3: High Level of Service	\$2,422,960

Clearly, the City will need to pursue all options to increase available maintenance dollars—even if no new facilities are added and no new parks are developed. In addition, the City will need to ensure that adequate maintenance dollars are in place to maintain new assets. New parks and facilities should not be developed until there are adequate funds to maintain them.

PROGRAMMING COSTS

To this point, none of the cost assumptions noted in this chapter have addressed programming. Chapter 4 noted the City's need to increase recreation programming in order to bring more people into parks and to increase the recreation opportunities for residents. Still, it is difficult to assess the amount of funding that will be necessary to meet identified program needs. Many variables should be considered, such as the availability of facility space (provided by the City or others), the types of programs offered, the provision of staffing, the cost-recovery strategy employed to determine fees, and others.

For this reason, it is helpful to see how Gresham compares to others in their provision of programming. A means of measuring the extent of park and recreation services is to base the cost on a per-capita analysis. Table 5-8 measures the *gross cost per capita* for Gresham and selected cities. Gross cost is a comparison between the total park and recreation budget (excluding capital costs) and the population of the planning area. The table also notes the City's *net cost per capita*, which is the cost after revenue from fees and charges are deducted. This comparison is based on city budgets, including costs for administrative services, maintenance, recreation programming, and development and/or planning.

TABLE 5-8: PER CAPITA COST OF SERVICE

AGENCY	POPULATION	BUDGET	REVENUE	COST/CAPITA	NET COST/CAPITA
Hillsboro	88,300	\$10,421,786	\$2,225,993	\$118.03	\$92.82
Medford	73,960	\$6,032,900	\$371,139	\$81.57	\$76.55
Salem	127,720	\$9,807,960	\$3,365,000	\$76.79	\$50.45
Gresham	98,076	\$2,872,601	26,314	\$29.29	\$29.02

Note: For the City of Gresham, data is taken from the 2008-09 Adopted Budget. Revenue is based on 07-08 actuals, as noted in the Baseline Financial Analysis Report.

As a quick comparison, Table 5-8 gives a sense of how little the City spends on parks and recreation in comparison to other cities. Gresham's lower numbers reflect its lack of programming and comparable funds in all park service areas. However, if the City of Gresham raised its gross cost per capita to even \$50 per capita (raising it approximately \$20 per person), the City could be investing nearly \$1.96 million more into programs and services. If the City could apply a 30% cost recovery rate to those programs (generating enough revenue to cover one-third of program costs), then the City could be investing nearly \$2.55 million annually into programs and services. Even with this type of investment, the City of Gresham would be spending less than the cities noted above.

Program Recommendations

If funds can be identified to support recreation programming, the City of Gresham should consider the following:

- Set overall cost-recovery targets for programming, striving for a minimum of 25% and a target of 45%. Decide which programs will be subsidized and which should recover full costs. This decision is often based on the whether the program benefits the community as a whole or meets individual needs. For example, programs that benefit the community, such as activities for at-risk youth or a community-wide event may be free or low cost, while fees for an adult sports league that benefit primarily the

individual participants may recover the full cost of this program.

- Phase in programming gradually, introducing programs first that will:
 - Promote volunteerism and stewardship of City parks;
 - Bring people into parks for community events, to strengthen community identity;
 - Meet identified recreation needs.
- Test new programs for one year, tracking participation and other program data to evaluate the success of individual programs.
- Provide programs that are highly utilized, increasing the number of program participants to program capacity. This strategy will help generate revenue and increase cost recovery.
- Provide programs with low overhead, such as outdoor nature programs with volunteer guides.
- Build maintenance and/or facility use fees into program costs.
- Charge comparable user fees to surrounding areas. However, consider a scholarship program to assist program participation for City residents in need.
- Allow other providers to meet high-cost programming needs, such as aquatics. Carefully target the City's program investments.

CHAPTER 6



IMPLEMENTATION

To provide City leaders and residents with the tools and information needed to make an informed choice about the future of parks and recreation in Gresham, this chapter highlights two alternatives:



- *Alternative I: Unsustainable Park System* describes a scenario where the City must rely on existing funding sources to maintain current resources.
- *Alternative II: Sustainable Park System* describes an alternate scenario where additional funding is obtained to maintain the current park system at an appropriate level of service, to renovate deteriorating facilities, to develop undeveloped park land, and to plan for future acquisitions in underserved areas.

These two alternatives are “the bookends” in a full shelf of choices, where the best option is likely to be found somewhere in the middle. Just as the previous chapter portrayed potential park improvements as a menu of choices, this chapter presents varied implementation strategies to help decide what park system will best serve the community in the next 20 years and beyond.

ALTERNATIVE I: UNSUSTAINABLE PARK SYSTEM

An unsustainable park system is one that cannot be sustained into the future without damaging current resources (parks and facilities) or the environment. With this alternative, the City would struggle to keep parks open for the community’s enjoyment, be unable to fund sufficient maintenance, watch as recreation assets continue to deteriorate, lay-off the staff who have successfully managed and maintained the park system to date, and compete with other services for City funds.

In Alternative I, the Unsustainable Park System is marked by:

- A decreasing level of maintenance at all sites, likely meaning more trash, taller grass, vandalism and graffiti, chipping paint, and unclean restrooms in City parks.
- Deferred maintenance projects, resulting in deteriorating amenities and facilities in the long-term;
- A lack of funds for necessary park renovations, eventually creating unsafe conditions that require facility removal;
- No City-provided recreation programs to meet community recreation needs;
- No park development at undeveloped sites;
- No park acquisition to meet future needs in developing areas or areas currently unserved by parks;
- Staffing cuts to free up funds for existing (but incomplete) park projects;
- Insufficient staff to oversee volunteer projects, resulting in elimination of volunteer opportunities or unsupervised projects that may not meet City standards or safe practices; and
- Competition with other community needs for funding, including limited General Fund dollars.

This Unsustainable System is created by relying on current and historic sources of revenue in the midst of a financial crisis. Funds for capital projects and operations have dropped considerably in the last year. Capital and operations funding may now be half or less of last year's budget. Support from the largest funding sources, including parks system development charges (SDCs), intergovernmental revenue, general fund monies, and grants (especially those that require matching funds) has diminished to the point that maintaining the existing park system at last year's level of service is impossible.

Below is a summary of what Gresham residents may expect if the City continues to rely on current funding sources to manage, maintain, operate and develop the park system.

Deferred Maintenance

For several years, the City of Gresham has been able to provide just a basic level of care for its park system. This low level of service has included only required maintenance needed at each site, such as litter removal, graffiti removal, mowing and restroom cleaning. It provided sufficient maintenance for health and safety, but not for asset preservation. As noted in the Park Evaluation (Appendix B), the condition of parks and facilities has suffered as a result.

Cuts in staffing and maintenance funding will further decrease the quality of maintenance services provided. The frequency of trash removal, litter pickup, restroom and facility cleaning, graffiti removal, vandalism repairs, field and plant irrigation, and other tasks will have to be cut. Instead of clean, green, and safe parks, residents can expect browning grass, increased litter and trash, and potentially unsafe facilities as conditions deteriorate.

In addition, the development of the two new sites with high maintenance needs (Gradin Community Sports Park and Center for the Arts Plaza) will further impact the park system. If the City can no longer be able to afford to take care of all park sites, some sites may need to be closed. Since fencing parks is an expensive option, the City may need to spend some remaining funds to remove unmaintained, aging playgrounds and amenities at closed parks.

Capital Reinvestment

Capital reinvestment involves replacing outdated or worn facilities as scheduled based on their age and use. Funds should be set aside annually so that the City has money on hand to replace facilities when needed. This helps avoid the need to remove unsafe facilities that are past their prime.

In Alternative I, no funds will be available for a capital reinvestment program. When a facility reaches the end of its lifespan, it will have to be removed rather than replaced.

Renovations

The lack of a capital replacement program, plus a large maintenance backlog of deferred projects, has and will continue to accelerate capital maintenance needs. As noted in the previous chapter, the current need for park renovation is significant, with estimated costs reaching \$31.7 million. The costs for needed renovations will increase as the park system ages. If parks cannot be renovated, facilities will eventually be deemed unsafe and have to be removed.

Some portion of the costs noted above include the addition of facilities at undeveloped existing parks, where recreation opportunities could be enhanced to meet identified community needs. Without a capital infusion, these needs will simply remain unmet.

Acquisition and Development

If some SDC funding continues to be available, the City hopes to have capital funds to move forward on a few high-priority projects. For example, it would require approximately \$6.5 million to fund and implement the following:

- Gresham Fairview Trail (Phase 2 and 3 construction)
- Gresham Fairview Trail (Phase 4 and 5 acquisition)
- Skate park (Phase I construction)
- Civic Neighborhood Station Plaza (Plaza construction at light rail station)
- Springwater Trailhead (Trailhead construction at Main City Park)
- Main City Park (Phase I improvements)

Beyond these projects, no additional park acquisition or development is anticipated. Facilities will not be added to currently undeveloped parks, leaving sites which have been undeveloped for years vacant indefinitely. No additional sites will be acquired, leaving residents in unserved neighborhoods without basic recreation opportunities. No park land would be

acquired to serve future development in Springwater and Pleasant Valley.

Programming

The reality of the Alternative I scenario is that park and recreation programming will not be provided. If anything, the City will attempt to maintain various volunteer programs, such as Adopt-a-Park and Adopt-a-Trail. However, with anticipated staffing cuts, volunteer oversight may be lacking.

Volunteers are a valuable resource if managed correctly. Many cities have successful and extensive programs where volunteers help with a broad range of projects from site infrastructure improvements to facility construction, from fundraising to site maintenance. However, the City should be cautious when using volunteer labor unless City staff is available to oversee their work. Construction that is not up to code or not done according to City design and maintenance standards will increase City expenses over time—especially if the City has to remove the existing work and start over. In some cases, volunteer labor may also increase the City’s liability for injuries or accidents. Unless proper oversight can be provided, the City may have to turn away potential volunteers in Alternative I.

ALTERNATIVE I I: SUSTAINABLE PARK SYSTEM



A sustainable system is one that can be sustained into the future without depleting current resources or damaging the environment. In the case of a park system, a sustainable approach would allow parks to remain open for the community’s enjoyment, provide for the maintenance and upkeep of the City’s recreation assets, keep sufficient staff to manage the park system, and operate without depleting funds for other needed City services. A sustainable park system operates in a broader social, economic and environmental context—looking at the role parks and recreation play in improving the quality of life in Gresham.

Alternative II presents the future, Sustainable Park System. This system is not a pipe dream to achieve every recommendation in the Parks & Recreation, Trails and Natural Areas Plan.

Rather it is a conservative approach marked by:

- An adequately funded, tiered maintenance approach, that focuses efforts on sites with the highest maintenance needs while ensuring that all park resources are adequately maintained;
- A capital reinvestment program, with funds to replace aged facilities when needed;
- Funds for necessary park renovations, especially at the most frequently and heavily used sites;
- City-provided special events and nature-based programs to bring people into parks, provide needed opportunities for socialization and community unity, to develop a park constituency who will support future park improvements, and to meet priority recreation needs;
- Park development at undeveloped and undeveloped sites, especially in areas with the greatest demands and unmet needs;
- Park acquisition in critical areas, where the opportunity to acquire sites in the future may be lost;
- Funds to complete park projects that have already been initiated, as well as funds to maintain all new sites when they are brought online;
- A designated staff position for volunteer coordinator to recruit volunteers and oversee projects; and
- Collaboration with other City agencies and partners to identify and address community-wide needs, in which parks and recreation can play a role.

This park and recreation system would be created by developing new sources of revenue. Current funding sources have diminished to the point that maintaining the existing park system at last year's level of service is impossible.

Consequently, the existing park system cannot continue to

operate without serious repercussions and constraints, unless a stable new source of funding is identified. A new funding source is also the City's only option for future park development to meet increasing recreation needs.

Below is a summary of what Gresham residents may expect if the City implements a new funding mechanism to support parks and recreation.

Deferred Maintenance

In Alternative II, the current backlog of deferred maintenance projects would be addressed through park renovation and improved maintenance efforts. Instead of cutting staff and the maintenance budget, additional funds would be applied to increase the current maintenance level of service. Efforts would be based on a tiered maintenance program, so that maintenance tasks would be targeted where they are most needed.

In this approach, it will be critical to identify available maintenance funds before new facilities are constructed. Maintenance needs should be considered at every stage of the planning process, including park planning and design. Park and facility design should emphasize maintenance efficiencies and labor-saving elements where possible.

Capital Reinvestment

With the Alternative II approach, funds should be set aside annually so that the City has money on hand to replace worn or unsafe facilities at the end of their lifecycle. This helps avoid the need to remove facilities that are past their prime and will sustain the park system in the future.

Renovations

Realistically, Alternative II may not be able to address all identified renovation projects (\$31.7 million at 19 sites) in the short-term. However, it will prioritize park renovation as a cost-efficient way to sustain the existing park system.

Because existing infrastructure is in place, adding more facilities to existing parks is also a cost-efficient way to meet existing and future recreation needs. All parks in need of major park renovation should go through a new master planning process to maximize opportunities for site development. In addition, the new master plans should incorporate sustainable design and maintenance-saving techniques where possible.

Acquisition and Development

Utilizing new and existing sources of funding should expand City options for moving forward on a several high-priority projects and required upgrades. For example, it would require approximately \$50 million to complete the following:

- ADA accessibility upgrades
- All projects noted for Alternative I
- Gresham Fairview Trail (Phase 4 and 5 development)
- Skate Park (Completion)
- Gradin Community Sports Park (Phase I & II completion)
- Two new neighborhood parks (Design and construction)
- One new community park (Design; Phase I construction)
- Zimmerman Heritage Farm Park (Construction)
- Hogan Butte Nature Park (Design and construction)
- Main City Park (Phase II improvements)
- Marine Drive Trail (Construction)
- Pat Pfeifer Park (Phase III improvements)
- Gresham Greenways (Conservation plan)

Beyond these, projects would be prioritized using the criteria described in this chapter to assist in identifying the highest priority projects. To some extent, project priorities may hinge on future development in the City. If Springwater and Pleasant Valley do not develop as quickly as anticipated because of the building slow-down, then the City can postpone plans for

parks in these areas. However, when these areas develop, additional SDCs are anticipated to support park acquisition and development in these future growth areas.

Programming

In Alternative II, recreation programs will be recognized as a key component of the park and recreation system. The City should consider programs that will:

- Bring people into parks, which can help increase park safety, make people more familiar with City-provided recreation resources, and provide a number of potential benefits to park users;
- Provide needed opportunities for socialization, which can help strengthen the community and bring families closer together;
- Develop a park constituency who will support existing parks and future park improvements, by creating a sense of park ownership or community investment in parks;
- Highlight the City's environmental and cultural resources to help create a sense of stewardship;
- Meet needs for special events, nature-based programming, and adult programming; and
- Take advantage of partnerships and sponsorships to coordinate the efforts of some 30 different recreation providers in the City.

In the summer of 2008, the Parks and Recreation Division developed key partnerships and sponsorships to run two successful recreation programs: Gresham City Kids and the Mobile Recreation Program. Alternative II would provide funding to retain a City staff person to coordinate and administer these or similar programs. Also, there have been several modest proposals over the last several years to initiate the following:

- Gang diversion and youth outreach program;
- Park volunteer and community partnership program;

- Mount Hood Recreation Partnership (MHCC and Schools); and
- Special events and community partnership program.

Programs that unite the community through partnership and collaboration may be supported in the Sustainable Park System approach.

In addition, Alternative II would expand volunteerism by supporting a volunteer coordinator to recruit volunteers and oversee projects. (This may be the same staff person who serves as a community liaison to pursue other partnership opportunities, as noted above.) Even volunteerism should involve collaboration with other City agencies, schools, private partners, and non-profits to identify and address community-wide needs. For example, the City could collaborate with the Boys and Girls Club and police to provide youth recreation programs that support gang diversion and provide adult volunteers who serve as youth mentors. The City could collaborate with environmental and bicycle groups to provide trail hiking and biking programs that add “eyes on the trails” to increase the safety of all users and encourage healthy, sustainable modes of travel.

POTENTIAL SOURCES OF FUNDING

The critical difference between the two approaches noted in this chapter is their funding base. While Alternative I relies on historical and traditional funding sources, Alternative II will require a stable, new source of funding. This Plan carefully considers all funding options to see how the City can achieve a sustainable park system for the future.

Appendix G provides an overview of all potential sources of funding, along with a description of each source. Funding sources are divided into two categories:



- Funds for operations and capital projects; and
- Funds for capital projects only.

Typically, it is easier to raise capital funds than monies to support operations. In a sustainable park system, a multi-million dollar capital funding program will not ensure the long-term viability of the park system, unless the City also can find funds to maintain its recreation assets. The City currently faces a shortage of maintenance and operations funding—a deficiency that needs to be addressed before new capital projects can move forward. For this reason, finding a new funding source for maintenance is imperative.

Options for Operations Funding

As noted in Appendix G, the following funding sources may be used for ongoing maintenance and operations, as well as capital projects.

- *General Fund:* General fund dollars have traditionally been used for park maintenance and operations. However, the citywide budget cuts will take their toll on existing staffing and levels of maintenance.
- *Local Option Levy/Serial Levy:* As a property tax mechanism, operating levies can be imposed for five years to support general operations or fund a specific purpose. Levies typically support popular community programs and services that are in high demand to meet double-majority voting requirements. However, increased property taxes have not been well-supported in Gresham in the past, and a variety of services are now competing for tax dollars. Once passed, levies only guarantee monies for five years. Un-renewed levies may leave a funding gap that is hard to fill.
- *Fees and Charges:* When the new Sports Park is brought online, the City should identify and implement a cost-recovery strategy for facility use to determine appropriate user and rental fees. Sponsorships, naming rights, signage, and other revenue-generating strategies should be pursued.

Any programs offered at this site should include built-in facility maintenance fees to offset costs from usage. These strategies could help offset the high cost of maintaining this site. The City also should evaluate other fees and charges to determine how to increase revenue. Still, fees and charges do not typically generate nearly enough to operate the park system in a sustainable way.

- *Public/Private Partnerships:* Partnerships with businesses, non-profit organizations, homeowner associations, and volunteers can help ease maintenance costs. However, this is not a long-term or stable solution for addressing maintenance needs.
- *Taxes and Surcharges:* Many cities use tax mechanisms to help fund park and recreation projects and services. Most promising of stand-alone taxing options are park utility fees and tourism taxes. A hotel/motel tax is already used in Gresham to support the City's General Fund, but it is not dedicated to parks and recreation. These new taxes can provide significant maintenance funds, but both are unlikely to support needed programs and desired capital development.
- *Parks and Recreation District:* A park and recreation district is a special-purpose taxing district established to provide park services to people residing within the taxing district. Its services are limited by the amount of voter-approved funding that supports the district. Like a levy, these funds are based on property taxes, expressed in dollars per thousand dollars of assessed value. However, unlike a levy, the funding does not end in five years. For this reason, the formation of a special district or county service district could offer a long-term source of stable funding for park operations, maintenance, and capital projects.

Funding Priorities

As noted previously, more funding is critical for the maintenance of the existing and proposed park system. However, to achieve the vision set forth in this Plan, additional funds also will be needed to support recreation programming,

park acquisition, and facility development. Any type of proposed funding or financing package should address these needs for the long-term. While a short-term funding strategy may work to enhance the existing park system, it also takes for granted that the City can maintain current parks and facilities at their current or an improved level. This is not the case in Gresham. The City cannot contemplate opportunities for "system enhancement" until it addresses the need to sustain the current park system.

Preferred implementation strategies will address the existing crisis, plus be sustainable in the long term. Because future sources of available funding will determine what projects can move forward, the City will need to identify funding priorities to support future improvements in maintenance, park renovation, facility development, land acquisition, and programs.

PRIORITIZATION CRITERIA

All projects discussed within this Plan will assist in creating the park system envisioned by City residents. However, not all of these projects can be implemented in the next 20 years, given the City's limited funding resources. The following criteria were developed to assist in prioritizing projects as future funding becomes available. By applying these criteria, the Division can make decisions about which projects should move forward first in alignment with the community values and visions as set forth in the Plan.

- *Improves maintenance efficiency:* Projects that improve maintenance efficiency or that will reduce life-cycle costs should be given high priority.
- *Renovates existing parks and facilities:* Projects that include facility upgrades at existing sites and/or new facility development in underdeveloped parks to enhance recreation opportunities should be given a high priority.
- *Implements existing master plans.* Adopted site master plans for the development of undeveloped park sites should be given a high priority.

- *Increases trail connectivity:* A high priority for the park system is to provide convenient access to the network of parks and trails. Developing trails and acquiring corridors that tie to the regional trail system are considered high priority projects.
- *Addresses underserved populations:* The Community Needs Assessment identified unserved neighborhoods and areas where parks are at or beyond capacity in terms of the number of people these sites are expected to serve. Meeting needs in these areas should be a high priority.
- *Serving future growth areas:* Although largely undeveloped, future growth is anticipated in Springwater and Pleasant Valley. As these areas develop, the City should consider it a high priority to acquire and develop planned park land to meet future needs.
- *Promotes economic development and community livability:* Park and recreation projects that enhance Gresham's position as a regional center and create a positive environment for businesses, employees and residents should be prioritized.
- *Utilizes alternative funding or partnerships.* Projects that have potential to be funded through grants, donations, or partner contributions should receive higher priority than projects without other identified funding opportunities.
- *Strengthens the community.* Lastly, proposed projects should be prioritized based on their ability to strengthen community identity, foster interaction between citizens, and build true community. For example, projects that would serve a diverse cross-section of the community or projects that support community events should be assigned a higher priority.

Projects that meet more than one of the eight criteria described above should be given preference.

CHAPTER 7



STRATEGIC DECISIONS



The City of Gresham is at a crossroads. In one direction, the path leads toward an unsustainable park system, where funding is not sufficient to maintain even a basic level of park service. This direction may lead toward the removal of aged facilities, the closure of parks that cannot be maintained, the continued absence of recreation programming, and the lack of new parks and facilities to address the growing demand for recreation opportunities. The lack of support for parks and recreation could lead eventually to a crisis in staffing and leadership, and at its worst, the loss of a vision for parks and recreation in this community.

In the other direction, however, the path leads toward a sustainable park system, where stewardship of City assets is the key to park management. This path asks City residents to support a vision that they can rally around: the vision of clean, green, and thriving community where parks and recreation are integral to our quality of life. Vibrant parks, well-maintained facilities, peaceful natural areas, and interconnected trails link the community together to strengthen the fabric of the city.

The purpose of this Plan is to capture this vision and convey it to the community, so that citizens, City Councilors and staff together feel empowered to make strategic decisions to improve their community through people, parks, and programs. This Plan also provides a roadmap, showing alternative pathways, but more importantly, providing directions so that the City to forge its own path into the future.

Alternatives I and II are bookends in a library of choices. These choices are best illustrated by the hundreds of projects noted in Appendix F, along with a number of non-capital projects and operations improvements proposed in this Plan.

The Parks & Recreation, Trails and Natural Areas Plan provides the City with the tools and information necessary to make good choices for the future. This Plan is not asking the City to choose between these Alternatives I and II. Instead, it is

recommending that the City pursue a strategy to achieve a sustainable system. Ideally, that system will carry Gresham through this financial crisis and into the future.

PLAN FOR THE FUTURE

Once adopted, this Plan cannot sit on the shelf. It needs to be in front of the public, where its recommendations can be implemented. Although the economy may continue to falter, the City needs to remain firm in its course of action. This course most likely involves:

- Generating community support;
- Creating a park and recreation district; and
- Forging a partnership between the City and this new district.

Generating Community Support

With limited resources, the Parks and Recreation Division has done well to disguise the impacts of the parks funding crisis. Although many parks remain undeveloped, only one park is closed and fenced off. Most parks maintained at a basic level that does not prevent further deterioration of park resources. The City is still moving forward, albeit slowly, on its new sports park. The City stopped providing recreation programs four years ago, but residents have quietly accepted this level of service. What residents need to realize is that this situation will likely get worse.

New funds for the park system most likely will require increased public support and a willingness to pay for park and recreation services. Before any funding option is presented to voters, the City needs to engage in a public relations campaign to present the message and vision of this Plan. People must become aware of the current funding limitations and how these will affect the availability of park resources now and in the future. Residents need to make informed choices regarding how much or how little they can support.



Creating a Park District

As part of the planning process, the Parks and Recreation Advisory Subcommittee (PRAS) critically reviewed all funding options to address the anticipated funding gap for maintenance, operations, and capital funds (Appendix H). The conclusion of the PRAS, staff and consultant team was that the most stable, viable, long-term strategy for meeting park needs is the formation of a park and recreation district.

If the City of Gresham were to form a parks service district, it would require a vote of the City Council. The parks district would then be a separate entity from the City, with an administration and budget of its own. Interested parties would need to determine if the service district boundaries would follow City boundaries or include nearby cities as well.

Oregon State law allows service districts to levy taxes on the population within their boundaries. The City should immediately undertake a financial feasibility study to examine this option. The Baseline Financial Analysis Report, the draft Preliminary Funding Scenarios Memo, and this Plan will provide guidance on the City's funding needs.

While residents have objected to new taxes in the past, the City currently has one of the lowest tax rates in Oregon (Appendix I). In Oregon, property tax rates by city range from approximately \$3.50 to more than \$7.00 per \$1,000 taxable assessed value. The City of Gresham is at the bottom of this list, with a rate of \$3.61 per \$1,000. At some point, citizens will have to tie their desires for a great park system and livable city to their willingness to pay for services.

As part of the Financial Analysis undertaken for this plan, strategies were investigated to minimize new property taxes but raise the necessary funds to maintain and restore the park system. One option noted was to bond against the tax revenue generated by a park district. For example, if another source for operations funding can be identified, the Park District could bond against the full income they receive to increase their investment in capital projects. Table 7-1 show potential

bonding amounts based on three different park district taxing rates.

TABLE 7-1: POTENTIAL DISTRICT TAXING RATES AND BOND AMOUNTS

TAX RATE (PER \$1,000 OF TAV*)	DISTRICT REVENUE BOND (IN MILLIONS)
\$0.15	\$14.1
\$0.50	\$47.0
\$1.00	\$94.0

*TAV = Taxable Assessed Value

**Bond revenue was calculated based on a service district fee for 20-years. Annual payments are estimated at \$946k, \$3.2M and \$6.3M respectively, based on a taxing district covering City of Gresham boundaries only.

Note: Unless a separate source of operations funding is identified, the Park District would not want to bond against the full amount of the property tax revenue.

In reality, the park district would not want to bond against the full amount of tax revenue. Instead, it should apply necessary funds first toward operations, including maintenance and programming. Still, the property tax rates noted above are conservative. In comparison, the Tualatin Hills Park and Recreation District’s (THPRD) permanent levy rate is \$1.3073 and North Clackamas Parks and Recreation (NCPRD) is \$0.5382 (per \$1,000 of assessed value).

Future City/District Partnership

A key consideration in the formation of a new park and recreation district is the future relationship or anticipated partnership between the City and the new park district. This anticipated relationship will help determine if the district should be formed as a special district or a county services district. The City can explore collaborative options to allow the new park district to maintain and develop City sites. This may free up City funds to continue to acquire new park sites and preserve critical natural resource areas. On the other hand, the City may defer to the park district in the collection of

SDCs, whereby the district will take on park acquisition, development, maintenance, and programming.

PERFORMANCE MEASURES

When this Plan is implemented, the performance measures noted below will help the City and community members recognize Plan successes and progress. These measures correspond with the vision set forth in Chapter 3.

The measures described below are purposefully open-ended in regards to the exact goal that will be achieved. As the City begins to measure its performance, baseline data will be collected and the goal for the next fiscal year will be set. The Division or new district should track these measures on at least an annual basis, and use them in the development of the annual work plan.

- Percent of residents who live within 1/2-mile of a neighborhood or community park.
- Percent of residents who report feeling safe in parks; or the actual numbers of reported crimes in parks.
- Percent of residents who report that the City does a very good or excellent job of providing facilities and services that meet their needs.
- Percent of park facilities in good condition.
- Reduction in cost required to complete deferred maintenance tasks.
- % of parks receiving adequate park maintenance based on the assigned tiered maintenance level..
- Miles of trails provided by the City.
- Number of acres of natural resources preserved.
- Number of City programs offered, along with the number of participants in City programs.
- FTE equivalent in volunteer hours achieved by volunteers in parks, recreation and open space.

- Number of partnerships in place to provide parks, recreation and open space opportunities to Gresham's residents and visitors.

CONCLUSION/FINAL MESSAGE

The Comprehensive Parks & Recreation, Trails and Natural Areas Master Plan provides the vision and tools necessary for the City to make strategic choices on preserving their assets. The City of Gresham has a large inventory of parks, facilities, trails and green space, but it doesn't have the resources to adequately take care of these sites. Nor does it have the resources to meet current or projected community recreation needs. This Plan sends a resounding message that the City must take action now to preserve its park investment. In the face of funding challenges, allowing the park system to deteriorate further is neither a cost-effective nor sustainable choice.

The strategic planning process is not static. To be successful at implementing the community vision, the Parks and Recreation Division will need to take action based on the guidance and framework of this Plan, evaluate progress, and make continuous adjustments in the coming years.

However, adequate funding is needed to achieve this vision. The City must decide now the course it will take to provide adequate parks and recreation services for the next 20 years. Specifically, a new stable funding source must be found to increase park spending per capita and make significant progress in achieving the goals of this Plan. With adequate support, Gresham can correct past deficiencies, address deterioration of the existing park infrastructure, and ensure a more equitable level of service for residents. These actions will help create livable city and vibrant economy that attracts residents and businesses.

With adequate community and financial support, Gresham has the potential to develop a sustainable, high-quality park



system. This vision is achievable with the commitment of citizens, the Parks and Recreation Division, and City leaders. By working toward this common vision, we can transform the park and recreation system into a signature asset for the City.

BIBLIOGRAPHY

Active Marketing Concepts. *City of Gresham, Oregon Strategic Marketing Plan*. November 15, 2006.

Damascus / Boring Concept Plan: Executive Summary.

Evans, David and Associates, Inc. *1996 Gresham Trails Master Plan*. Portland: David Evans and Associates, Inc., August 1997.

Campbell deLong Resources, Inc. *2007 Gresham Citizen Survey*. January 2008.

Convention Sports & Leisure. *Feasibility Study: Proposed Gresham Sports Park*. August 2, 2007.

City of Gresham. *Annexation Frequently Asked Questions*. May 2006.

_____. *Appendix 6: Gresham's Residential Lands Inventory*.

_____. *Budget Summary: FY 2002-2003*.

_____. *Budget Summary: FY 2003-2004*.

_____. *Budget Summary: FY 2004-2005*.

_____. *Budget Summary: FY 2005-2006*.

_____. *Budget Summary FY 2006-2007*.

_____. *Development Code*. January 2007.

_____. *Gresham Civic Neighborhood – Transit Centered Development*. November 2001.

_____. *Gresham Community Development Plan, Volume 4: Transportation System Plan*. 2002.

_____. *Community Development Regional Center Development Strategy*. Gresham: City of Gresham, August 2007.

_____. *Community Development Plan, Volume 2: Policies*. Revised October 2004.

_____. *Gresham Downtown Plan*. April 1995.

- _____. *Gresham / Fairview Trail Master Plan*. February 2002.
- _____. *Gresham Downtown Regional Center Development Strategy*. August 2007.
- _____. *Parks and Recreation Budget 2002-2003*.
- _____. *Parks and Recreation Budget 2003-2004*.
- _____. *Parks and Recreation Budget 2004-2005*.
- _____. *Parks and Recreation Budget 2005-2006*.
- _____. *Parks and Recreation Budget 2006-2007*.
- _____. *Parks and Recreation System Development Charges Update*, April 2006.
- _____. *Parks, Recreation, and Open Space Master Plan*. March 1996.
- _____. *Pleasant Valley Concept Plan Summary and Recommendations*. August 2002.
- _____. *Pleasant Valley Annexation – Policy Development Report*. August 2004.
- _____. *Pleasant Valley Plan District Overview*. January 6, 2005.
- _____. *Springwater Community Plan: Springwater Summary*. September 20, 2005.
- _____. *Springwater Trail Corridor*. September 1991.
- _____. *Zimmerman Heritage Farm Master Plan*. December 1999.
- ECONorthwest. *Draft: Preliminary Financial Evaluation of Development Scenarios for Parks in Gresham*. July 1, 2008.
- ECONorthwest. *Baseline Financial Analysis for Gresham Parks*. July 22, 2008.
- Gresham Center for the Arts Fund. *Building a Heart for the Community*. 2005.

- International City/County Management Association. *Local Government Parks and Recreation Services*. Washington, DC: ICMA, 2001.
- Metro. *Metropolitan Greenspaces Master Plan*. Portland, July 1992.
- MIG. *Existing Conditions Summary Report*. Portland, November 2007.
- _____. *Community Needs Assessment*. Portland, April 2008.
- Oregon Recreation and Park Association. July 2006. *Parks, Facilities, Staffing, and Budgeting Benchmarking Report*.
- Oregon Parks and Recreation Department. Oregon Statewide Comprehensive Outdoor Recreation Plan 2003-2007. 2003.
- _____. *Oregon Statewide Comprehensive Outdoor Recreation Plan Draft 2008-2012*. January 2008.
- Perron, Robert. *Master Plan for the Gresham Section of the Springwater Trail Corridor*, September 1991.
- Pleasant Valley Project Partners and OTAK. *Pleasant Valley Concept Plan: Summary and Recommendations*, August 2002.
- City of Troutdale. Excerpts from the *City of Troutdale Parks Master Plan*. May 2006.
- U.S. Census Bureau. *United States Census 2000*.

APPENDIX A



TABLE A-1: CITY OF GRESHAM PARK & RECREATION FACILITY INVENTORY

PARK NAME	TOTAL SITE ACREAGE	ATHLETIC FIELDS ^A				OUTDOOR ATHLETIC FACILITIES			INDOOR FACILITIES		AQUATIC FACILITIES	OTHER PARK AMENITIES							
		BASEBALL FIELD	FOOTBALL FIELD	SOCCER FIELD	SOFTBALL FIELD	BASKETBALL COURT	SKATE PARK	TENNIS COURT	COMMUNITY CENTER	GYMNASIUM	POOL	COMMUNITY GARDEN	DISC GOLF	GROUP PICNIC AREA	HORSESHOE COURTS ^B	PICNIC AREA	PLAYGROUND	RESTROOMS	
NEIGHBORHOOD PARKS																			
Developed	Aspen Highlands Park	3.7				1									1	1			
	Bella Vista Park	8.1				1									1	1			
	Butler Creek Park	4.0				1									1	2			
	Cedar Park	0.3													1				
	Davis Park	2.6				1	1								1	1			
	Hall Park ^C	4.0			2	1													
	Hollybrook Park ^D	2.6	1		1														
	Kane Road Park	10.3														1	1		
	Kirk Park ^D	7.0	1		1											1			
	Thom Park	5.5														1	1		
Yamhill Park	0.6					1						1			1	1			
Developed Acreage		48.7																	
Undeveloped	Columbia View Park	7.5																	
	East Gresham Park	5.6																	
	Jenne Butte Park	6.7																	
	South Central Park	2.9																	
	Southeast Park	6.5																	
Undeveloped Acreage		29.2																	
Neighborhood Park Subtotal		77.9	2	0	4	1	5	1	0	0	0	0	1	0	0	0	9	8	0
CITY-WIDE PARKS																			
Community Parks																			
Developed	Main City Park	21.6	2			1								1	1	1	2	1	
	North Gresham Park	13.4	2		1											1	1		
	Pat Pfeifer Barrier-Free Park ^E	13.3	3		1											1	1	1	
	Red Sunset Park ^C	14.2			2	1	1							2		1	2	1	
	Rockwood Central Park ^C	9.4			1	2	1						1			1	2	1	
Developed Acreage		71.9																	
Undev.	Southeast Community Park	16.1																	
	Southwest Community Park	34.1																	
Undeveloped Acreage		50.2																	
Community Park Subtotal		122.1	7	0	5	3	3	0	0	0	0	0	1	3	1	5	8	4	
Special Use Areas																			
Gradin Community Sports Park		32.3	2		2														
Center for the Arts		2.1																	
Zimmerman House Park		6.0																	
Subtotal		40.4	2	0	2	0	0	0	0	0	0	0	0	0	0	0	0	0	
Urban Plazas																			
Center for the Arts Plaza ^F																			
Civic Neighborhood Plaza		1.0																	
Subtotal		1.0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
City-Wide Park Subtotal		163.5	9	0	7	3	3	0	0	0	0	0	1	3	1	5	8	4	
TOTAL		241.3	11	0	11	4	8	1	0	0	0	1	1	3	1	14	16	4	

^A Soccer and football fields can generally be used for both sports. Fields are classified based on their primary usage.

^B The horseshoe facility at Main City Park is a tournament facility.

^C Hall Park, Red Sunet Park, Rockwood Central Park: one softball/soccer field overlay

^D Hollybrook Park, Kirk Park: one baseball/soccer field overlay

^E The PAL Youth Center, which includes a gymnasium, is located at Pat Pfeifer Park.

^F Acreage for the Center for the Arts Plaza has been included in the total Center for the Arts site acreage under the special use area classification.

TABLE A-2: CITY OF GRESHAM NATURAL AREAS, GREENWAYS, & TRAILS INVENTORY

PARK NAME	TOTAL SITE ACREAGE	PUBLIC ACCESS	SITE AMENITIES	RESTROOMS/ STRUCTURES	DEVELOPED PARKING	DEVELOPED TRAILS	NOTES
OUTDOOR RECREATION AREAS							
Grant Butte	41.20	Y	N	N	N	N	
Gresham Butte	320.40	Y	N	N	N	Y	
Hogan Butte	53.60	Y	N	N	N	N	Master Plan is being developed in 2007 for this site
Jenne Butte	120.50	Y	N	N	N	N	Informal water utility access to the site
Johnson Creek	138.46	Y	N	N	N	Y	
Nadaka Open Space	10.10	Y	Y	N	N	Y	
Springwater Open Space	1.70	Y	N	N	N	N	
Telford Site	19.06						
Miscellaneous Open Space	7.50	Y	N	N	N	N	
Subtotal	712.52	8	1	0	0	3	
CONSERVATION AREAS							
Baltz Open Space	9.40						
Butler	3.00						
Fujitsu Ponds	59.10						
Gabbert Hill	0.92						
Grant Butte	32.00						
Gresham Boeing	13.80						
Hunters Highland	0.46						
Lusted Road	0.80						
Fairview Creek	6.00						
Regner Road	9.10						
South Hills	2.30						
Walters Hill	1.50						
Subtotal	138.38	0	0	0	0	0	
GREENWAYS							
Butler Creek Greenway	31.00	Y	N	N	N	Y	Butler Creek Greenway Trail passes through this natural area and connects to the Springwater Trail
Kelly Creek Greenway	51.20	Y	N	N	N	Y	
Subtotal	82.20	2	0	0	0	2	
TRAILS/TRAIL FACILITIES							
Gresham/Fairview Trail	18.58	Y	Y		Y	Y	
Linnemann Station/Springwater Trail	0.50	Y	Y	Y	Y		Restroom
Hogan Road Trailhead/Springwater Trail	1.60	Y	Y		Y		
Subtotal	20.68	1	1	0	1	1	
TOTAL	953.78	11	2	0	1	6	

TABLE A-3: OTHER PROVIDERS' PARK & RECREATION FACILITY INVENTORY

PARK NAME	OWNERSHIP	TOTAL SITE ACREAGE	ATHLETIC FIELDS ^A				OUTDOOR ATHLETIC FACILITIES			INDOOR FACILITIES		AQUATIC FACILITIES	TRAIL (in miles)	OTHER PARK AMENITIES					
			BASEBALL FIELD	FOOTBALL FIELD	SOCCER FIELD	SOFTBALL FIELD	BASKETBALL COURT	SKATE PARK/AREA	TENNIS COURT	COMMUNITY CENTER	GYMNASIUM	POOL		COMMUNITY GARDEN	DISC GOLF	GROUP PICNIC AREA	HORSESHOE COURTS	PICNIC AREA	PLAYGROUND
NEIGHBORHOOD PARKS																			
John Deere Field ^B	Private	8.8			2														
Subtotal		8.8	0	0	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0
CITYWIDE PARKS																			
Community Parks																			
Vance Park ^B	Multnomah County	14.5			1	1								1	1			1	1
Subtotal		14.5	0	0	1	1	0	0	0	0	0	0	0	1	1	0	0	1	1
Special Use Areas																			
Golf Courses	Private	251.5																	Y
Cemeteries	Private	14.6																	
Paesano Park	Private	11.0																	Y
PAL Youth Center	City ^C	N/A								1	1								
Subtotal		277.1	0	0	0	0	0	0	0	1	1	0	0	0	0	0	0	0	2
NATURAL AREAS, GREENWAYS, & TRAILS																			
Outdoor Recreation Areas																			
Metro Open Space	Metro	484.0																	
Subtotal		484.0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Conservation Areas																			
Private Open Space	Private	31.3			2														
Subtotal		31.3	0	0	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Trails/Trail Facilities																			
I-84 Trail (within Gresham)	ODOT	N/A											2.0						
Springwater Trail	City of Portland	N/A											4.4						
Subtotal		N/A	0	0	0	0	0	0	0	0	0	0	6.45	0	0	0	0	0	0
TOTAL		815.7	0	0	5	1	0	0	0	1	1	0	6.45	1	1	0	0	1	3

^ASoccer and football fields can generally be used for both sports. Fields are classified based on their primary usage.

^BThe City of Gresham uses John Deere Field and Vance Park regularly; these sites function more as shared facilities than as other providers'.

^CCity-owned; located in the City of Gresham Pat Pfeifer Park; operated by Police Activity League

TABLE A-4: ALL SCHOOL DISTRICT PARK & RECREATION FACILITY INVENTORY

PARK NAME	TOTAL ACREAGE	ATHLETIC FIELDS ^A				OUTDOOR ATHLETIC FACILITIES				INDOOR FACILITIES	AQUATIC FACILITIES	OTHER PARK AMENITIES						
		BASEBALL FIELD	FOOTBALL FIELD	SOCCER FIELD	SOFTBALL FIELD	BASKETBALL COURT	SKATE PARK/AREA	TENNIS COURT	TRACK	GYMNASIUM ^B	POOL	COMMUNITY GARDEN	DISC GOLF	GROUP PICNIC AREA	PICNIC AREA	PLAYGROUND	RESTROOMS	
GRESHAM-BARLOW SCHOOL DISTRICT																		
Center for Advanced Learning	1.8																	
Barlow High School		1		2	1					1	1							
Clear Creek Middle School	28.6	1		1	1	6			1	1								
Dexter McCarty Middle School	13.6	1	1		1	8			1	1								
East Gresham Elementary School	12.4					8						1					1	
East Orient Elementary School					1												1	
Gordon Russell Middle School	28.2					2			1	1								
Gresham-Barlow School Property	12.4																	
Gresham High School	27.6	2	1	1	2			8	1	1	1							
Hall Elementary School	7.9																1	
Highland Elementary School	7.4				2												1	
Hogan Cedars Elementary School	7.6	2			2													
Hollydale Elementary School	10.0					2											1	
Kelly Creek Elementary School	10.9					2											1	
North Gresham Elementary School	9.3	2				6											1	
Powell Valley Elementary School	10.9	1		1					1								1	
West Gresham Elementary School	5.4																1	
West Orient Middle School		1			1	4				1							1	
Subtotal	193.7	11	2	5	11	38	0	8	5	6	2	1	0	0	0	0	10	0
CENTENNIAL SCHOOL DISTRICT																		
Butler Creek Elementary School	37.8			1	1					1								
Centennial Learning Center	2.9																	
Centennial Middle School	22.1	2		1	1				1	2								
Centennial High School	33.3	2	1	1	1			4	1	3	1							
Lynch Meadows Elementary School	4.6	1		1	1													
Lynch View Elementary School	10.1	1		1	1													
Lynchwood Elementary School	10.4	1		2	1													
Pleasant Valley Elementary School	15.7			1						1							1	
Subtotal	136.9	7	1	8	6	0	0	4	2	7	1	0	0	0	0	0	1	0
REYNOLDS SCHOOL DISTRICT																		
Alder Elementary School	10.5	2		2														
Davis Elementary School	11.7	1		2	1	1											1	
Fairview Elementary School	4.8	2		1														
Hartley Elementary School	12.1	1		2		1											1	
Hauton B. Lee Middle School	15.8				1	1			1	1								
Multisensory Learning Academy (Chart)	13.3																	
Reynolds Middle School	34.9	2			2	2		4	1	1	1							
Reynolds High School	40.0	1		2	2			2	1	1								
Salish Pond Elementary School	16.9			1														
Sweetbrier Elementary School	8.9	1																
Walt Morey Middle School	14.1				1					1								
Wilkes Elementary School	5.4	2		2		1											1	
Woodland Elementary School	22.8			1														
Subtotal	211.2	12	0	13	7	6	0	6	3	4	1	0	0	0	0	0	3	0
OTHER																		
Alpha High School	0.6																	
Life Skills Center/Present Tense	0.2																	
Mount Hood Community College	28.1	1	1	1	1	4					2							
Springwater Trail High School	6.5																	
Subtotal	35.4	1	1	1	1	4	0	0	0	0	2	0	0	0	0	0	0	0
TOTAL	577.2	31	4	27	25	48	0	18	10	17	6	1	0	0	0	0	14	0

^ASoccer and football fields can generally be used for both sports. Fields are classified based on their primary usage.

^BIt has been assumed that each middle school and high school in Gresham has one gym, except in the case of Centennial School District, whose gym inventory is based on a school facility study.

TABLE A-5: CITY OF GRESHAM TRAILS INVENTORY

PARK NAME	EXISTING MILEAGE	PROPOSED MILEAGE	TOTAL MILEAGE	HARD SURFACED	SOFT SURFACED	SITE AMENITIES	SIGNAGE	TRAILHEADS WITH PARKING	NOTES
REGIONAL TRAILS									
Columbia Slough Trail		0.86	0.86						Planned
Gresham/Fairview Trail	1.3	3.6	4.88	Y	N	N	Y	N	Phase I construction in 2007, Phases II and III scheduled
Marine Drive Trail (40-Mile Loop)	1.61	2.27	3.88	Y	N	N	Y	N	
MAX Trail	0.80	1.76	2.56						Planned
Springwater Connector	0.07		0.07						
Subtotal	3.79	8.46	12.25	2	0	0	2	0	
NATURAL AREA TRAILS									
Butler Creek Greenway Trail	1.67	0.46	2.13	N	Y	N	N	N	Some missing links
East Buttes Loop Trail		2.04	2.04						
East Buttes Powerline Corridor Trail		1.20	1.20						
Grant Butte Trail		1.03	1.03	N	N	N	N	N	Planned
Gresham Butte Trails		5.12	5.12						
Gresham Butte Saddle Trail	1.24	1.14	2.38	N	Y	N	N	N	
Hogan Butte Trail	0.36	1.11	1.47						
Jenne Butte Trails		2.18	2.18						
Johnson Creek Trail	0.18	0.18	0.36						
Kelly Creek Greenway Trail	0.66	1.21	1.87	N	Y	Y	N	N	
Nadaka Loop Trail	0.46	0.11	0.57	N	Y	Y	N	N	
Miscellaneous Trails	0.02	6.65	6.67						
Subtotal	4.60	22.42	27.02	0	4	2	0	0	
TOTAL	8.39	30.88	39.27	2.00	4.00	2.00	2.00	0.00	

APPENDIX B



APPENDIX B: PARK EVALUATIONS

A review of the Gresham park system was conducted in February 2007. The condition of sites was assessed during a park tour, which focused on developed park sites owned and managed by the City of Gresham Parks and Recreation Division. The purpose of the tour was to rate the condition of facilities, and identify specific issues and system-wide concerns facing the park system. This report includes an overview of existing conditions by park type and amenity, and a summary table of condition ratings for developed parks.

The results of the 2007 evaluation are presented at the end of the appendix. Developed neighborhood and community parks are listed alphabetically by park type. The assessment used a numerical rating system based on a three-point scale to rate each amenity:

1. Amenity is in poor condition
2. Amenity is in fair condition
3. Amenity is in good condition

An average rating is included for each park site. In addition, average ratings for each amenity and each park type are presented as well. Gresham's other park types were not rated according to this system, but a brief overview of conditions in other park types is described below.

OVERVIEW OF EXISTING CONDITIONS

In general, the City of Gresham's park system is in fair condition. However, there has been a clear lack of investment in neighborhood and community parks over the past several years. With the exception of Yamhill Park, which is only 0.6 acres and primarily serves as a Headstart location, the last significant park developed as a whole was Red Sunset Park in the 1990s. Since then, the City has relied on piecemeal improvements to existing parks as the Division's budget and fundraising capability allows. The City has a large number of

undeveloped as well as underutilized sites. Many of these undeveloped sites have been owned by the City for years.

One strong asset is the Division's devoted maintenance staff, including several who have been employed by the City for many years. Although faced with continued reductions over the years, the maintenance staff is very committed, and their commitment is reflected in their work. However, many of the City's parks are aging, and many lack the full range and quality of amenities that are standard for a city of Gresham's size. Accessibility for people with disabilities is also a significant issue.

One positive development is the City's successes in obtaining grants, including CDBG funding for eligible parks and Oregon Department of Parks and Recreation grants, to upgrade or develop some amenities, including aging playgrounds, in several developed parks. These have been augmented by careful budgeting of Division General Funds.

Another strong positive aspect of Gresham's park and recreation system is its regional trails. The Springwater Trail, Gresham Fairview Trail, MAX Trail, and Marine Drive Trail have been noted statewide, and Gresham has a reputation for its quality trail system. In addition, Gresham's outdoor recreation areas and greenways incorporate nature into the City, and have strong potential for greater recreational use. Conservation areas also preserve environmental quality and provide open space. Refining and highlighting this system of natural areas and trails could help the City continue to attract businesses and residents, and meet recreation needs.

Barriers to park access are a major issue in Gresham. In addition to natural barriers such as the buttes and Johnson Creek, many of the wide arterial streets also are significant barriers to community access for pedestrians and bicyclists.

CONDITIONS BY PARK TYPE

The condition of Gresham's parks varies widely. Many of the City's developed parks have only the most basic amenities. Most natural area park types receive minimal maintenance.

The conditions of Gresham's parks, as evaluated during the park tour are summarized below.

Neighborhood Parks

In general, the City's neighborhood parks are in fair condition. In an evaluation of existing conditions, the City's neighborhood parks averaged scores ranging from 1.71 to 3 on a three point scale, where one is poor and three is good. Aspen Highlands, Kane Road Park, and Vance Park (a Multnomah County property that is maintained by the City) received the poorest scores, and are in need of a major update.

Landscaping and sports fields received the lowest condition ratings amongst neighborhood parks. Vance Park has a restroom that is in poor condition. However, permanent restrooms are generally not provided in neighborhood parks. Play equipment received one of the highest ratings, due to an on-going effort to upgrade equipment to meet safety and accessibility standards. However, there are a number of parks that still need play equipment upgrades, and some do not have play equipment. Five neighborhood parks are undeveloped.

Community Parks

On the whole, the City's developed community parks are in fair to poor condition. Site averages range from 1.56 to 2.57 on a three point scale. Gresham's Red Sunset and Main City Parks, long the highlight of the City's park system, are showing their age. While Red Sunset could be revitalized with maintenance improvements and replacement of some amenities, Main City Park needs a significant overhaul. A new site master plan has been developed, and should be implemented to restore this resource. Main City Park is important to community identity as well as for the recreation opportunities it provides.

Two parks, Rockwood Central and North Gresham, were reclassified in this Plan from neighborhood parks to community parks, due to size and use patterns. However, both parks do not have the minimum elements needed in community parks. In addition, Pat Pfeiffer Park, a former

Multnomah County Park that the City has been revitalizing with grant funds, also still lacks amenities.

Due to limited maintenance, the condition of landscaping and turf received the lowest condition scores. Two community parks are undeveloped.

Special Use Areas and Urban Plazas

Most special use areas and urban plazas are currently undeveloped. The Zimmerman House Park is a significant historic site. A new master plan exists, but has not been implemented and the site has received minimal maintenance. The Gradin Community Sports Park is undeveloped, and has a recently completed master plan. The Center for the Arts Plaza and Civic Neighborhood Plaza are undeveloped.

Outdoor Recreation Areas

The City's outdoor recreation areas are a source of community pride, but access points to many areas is difficult to locate. Most have only informal trails and no supportive resources, such as bike racks, benches, or interpretive signage. Gresham Butte has a recently developed formal trail, and a new master plan in underway for Hogan Butte. No trails are accessible to people with disabilities. Maintenance and restoration efforts are limited in outdoor recreation areas. Specific guidelines should be developed to enhance maintenance of these areas.

Conservation Areas

The City of Gresham currently owns 12 conservation areas, almost all of which are held by the City's Water Division. Most of these conservation areas are located around reservoirs, and most are not accessible to the general public. Most have no recreation amenities, although some could be considered for recreation use. These areas are maintained by the Water Division.

Greenways

The City of Gresham has two greenways. Butler Creek Greenway also functions as a neighborhood park. The

neighborhood park portion has limited visibility from the surrounding streets. Invasive species are prevalent, but some restoration has been done by Watershed Management. The park is in need of accessibility improvements, and interpretive elements. Kelly Creek Greenway has a natural character and some restoration work has been done. Interpretive signage is needed. The greenway has a relatively level terrain, and trails could be accessible to people with disabilities. However, the trails are not currently accessible. Specific guidelines should be developed to enhance maintenance of greenways.

Trails

The City currently owns one trail corridor, the Gresham/Fairview Trail, which opened in 2007 after the park evaluation was completed. It also provides two trailheads associated with the Springwater Trail, Linneman Station and Hogan Road Trailheads. Gresham's trails are a significant and well-loved City feature.

Linneman Station is a reconstruction of a historic station that was to be preserved, until it burnt down in 1995. Drawings existed of the old building, and the building was recreated. It contains restrooms opening to the exterior, a 600 sf community room, small railroad museum, and an outdoor area with picnic tables, bike racks, benches, trash cans and a water fountain. There are 14 parking spaces and 2 ADA spaces. The building appears underutilized, but would be an excellent resource for community rentals. The mostly native landscaping and storm detention pond demonstrates sustainability. The turf is not irrigated, and is not in good condition.

Hogan Trailhead is located at the City's Operations Center, and provides a trailhead for Springwater Trail. Parking is provided within the Operations Center lot. Few other amenities are provided. There is a picnic shelter on the Springwater, which may be removed because of misuse. There is also a Porta Potty (not accessible), but no permanent restroom.

OTHER ISSUES

Signage

Most of the City's parks have consistent signage. However, not all park frontages are signed, creating problems in parks with multiple access points and in parks that border private property or other non-park uses.

Park Amenities

Many of the City's park amenities, including playgrounds, restrooms, picnic tables, shelters, benches, and water fountains, are old and need replacement. The City's maintenance staff has made an effort to replace some of these amenities, specifically play equipment, by allocating a portion of its budget to annual replacement. However, these efforts have not provided a long term solution to the overall condition of Gresham's park amenities.

Safety

There are also issues of safety and vandalism in some of Gresham's parks. These issues may be the result of design decisions; many of Gresham's existing sites lack good visibility. Safety issues may also be a function of existing park policies; because Gresham's parks close at dusk, park sites are not necessarily sufficiently populated to deter uses that are perceived as undesirable, especially in the winter. The City should consider changing this policy to increase users and deter undesirable use. Deferred maintenance may also affect residents' sense of safety in Gresham parks.

Accessibility

A thorough ADA assessment was not conducted as part of the park evaluation. However, several observations were made regarding general accessibility issues. For example, many of the City's existing parks do not provide an accessible path of travel. Many of the City's parking areas are not ADA accessible. Picnic areas in the City's parks generally need accessibility improvements, as do many of the City's benches.

The City's multi-use trails are accessible, but not natural area trails are currently accessible.

Sports Fields, turf and Landscaping

Due to limited maintenance, these are in fair to poor condition. The City could benefit from enhanced planning and maintenance guidelines with the aim of reducing maintenance.

Urban Forestry and Natural Area Maintenance

With Gresham's extensive inventory of natural areas, an urban forestry specialist is needed to manage its urban canopy. In addition, since maintenance and management of natural areas differs from that of developed park sites, specific management strategies should be implemented to manage all natural area park types.

TABLE B-1: CITY OF GRESHAM AVERAGE PARK & RECREATION FACILITY CONDITION RATINGS

PARK NAME ^A	ATHLETIC FIELDS	OUTDOOR ATHLETIC FACILITIES	OTHER PARK AMENITIES								SITE AVERAGE	ITEMS RATED
	SPORTS FIELDS	PAVED COURTS	PATHS/ TRAILS	SIGNAGE	LANDSCAPING	TURF	PLAY EQUIPMENT	SITE AMENITIES	RESTROOMS/ STRUCTURES	PARKING		
NEIGHBORHOOD PARKS												
Aspen Highlands Park	N/A	2	2	3	2	2	1	1	N/A	N/A	1.83	6
Bella Vista Park ^B	N/A	1	2	3	1	2	3	1	N/A	N/A	2.00	6
Butler Creek Park ^B	N/A	2	2	3	2	2	3	2	N/A	N/A	2.33	6
Cedar Park	N/A	N/A	3	3	3	3	N/A	3	N/A	N/A	3.00	5
Columbia View Park ^B	N/A	N/A	N/A	3	2	2	N/A	N/A	N/A	N/A	2.33	3
Davis Park	N/A	3	3	3	2	3	2	2	N/A	N/A	2.50	6
Hall Park	2	N/A	1	3	2	2	N/A	2	N/A	N/A	2.00	5
Hollybrook Park	2	N/A	2	2	2	2	N/A	N/A	N/A	N/A	2.00	4
Kane Road Park	N/A	N/A	1	2	2	2	1	2	N/A	2	1.71	7
Kirk Park ^B	2	N/A	3	3	2	2	N/A	2	N/A	N/A	2.40	5
Thom Park	N/A	N/A	2	3	2	1	2	2	N/A	N/A	2.00	6
Vance Park ^B	1	2	1	3	1	1	3	2	1	N/A	1.71	7
Yamhill Park	N/A	2	3	3	2	N/A	3	3	N/A (or 3)	3	2.83	6
Neighborhood Park Average	1.75	2.00	2.08	2.85	1.92	2.00	2.25	2.00	1.00	2.50	2.20	72
COMMUNITY PARKS												
Main City Park	2	1	2	3	1	2	2	2	3	1	2.00	8
North Gresham Park ^B	2	N/A	1	3	1	2	2	2	N/A	N/A	1.83	6
Pat Pfeifer Park	3	N/A	2	3	2	2	3	3	N/A	3	2.57	7
Red Sunset Park	2	3	2	2	2	1	1	2	2	3	1.88	8
Rockwood Central Park ^B	2	2	1.5	3	1	1	2	2	1	1	1.56	8
Community Park Average	2.20	2.00	1.70	2.80	1.40	1.60	2.00	2.20	2.00	2.00	1.97	37
OVERALL AVERAGE	2.00	2.00	1.97	2.83	1.78	1.88	2.15	2.06	1.75	2.17	2.14	6.06

^A Undeveloped parks have not been included.

^B Signs not present on all frontages.

TABLE B-2: CITY OF GRESHAM TRAIL AVERAGE CONDITIONS

TRAIL NAME	PAVED TRAIL	DEVELOPED UNPAVED TRAIL	SITE AMENITIES	SIGNAGE	TRAILHEADS WITH PARKING	NOTES
Gresham/Fairview Trail	Y	N	?	Y	?	Phase I construction in 2007, Phases II and III scheduled
Gresham Butte Saddle Trail	N	Y	N	N	N	
Butler Creek Trail	N	Y	N	N	N	Some missing links
Springwater Trail	Y	N	Y	Y	Y	Developed trailheads with parking at Linneman Station and Hogan trailhead

TABLE B-3: CITY OF GRESHAM NATURAL AREAS AVERAGE CONDITIONS

PARK NAME	SITE AMENITIES	RESTROOMS/ STRUCTURES	DEVELOPED PARKING	DEVELOPED TRAILS	NOTES
Butler Creek Greenway	N	N	N	Y	Butler Creek Greenway Trail passes through this natural area and connects to the Springwater Trail
Grant Butte	N	N	N	N	
Gresham Butte	N	N	N	?	
Hogan Butte					Master Plan is being developed in 2007 for this site
Jenne Butte	N	N	N	N	Informal water utility access to the site
Johnson Creek	N	N	N	?	
Kelly Creek Greenway	N	N	N	Y	
Northwest Open Space	N	N	N	?	
Miscellaneous	N	N	N	?	

APPENDIX C



APPENDIX C: DESIGN GUIDELINES ANALYSIS

Many of Gresham's parks are underdeveloped. For example, there are several neighborhood parks that do not have playgrounds. Design guidelines have been developed for each park classification in Gresham, to provide direction regarding the types of amenities and facilities that should be provided in parks, as well as other supporting facilities to consider. These design guidelines are presented at the end of Appendix C for each park type in Gresham. Guidelines include the park type definition, a list of all parks of that classification, and considerations about size and access. It also includes information about resources to provide or avoid:

- The "Minimum Resources" column identifies the basic resources that should be provided in parks of that classification.
- The "May Include Additional Resources" column identifies resources that are also appropriate within parks of that classification if there is space, funding, or community interest.
- The "Does Not Include Conflicting Resources" column identifies resources that are not compatible with a classification's function.

All Gresham neighborhood and community parks are evaluated to determine if they meet the design guidelines presented at the end of this chapter. The following parameters were evaluated.

- Does the park meet the size guidelines?
- Does the park have the minimum resources that should be provided, as identified in Table C-3? What minimum resources are missing?
- Does the park have any additional resources, as identified in Table C-3? What additional resources are provided?
- Are there conflicting resources at the park?

NEIGHBORHOOD PARKS

According to the design guidelines, neighborhood parks should have a playground, at least once picnic table and bench, an ADA-compliant internal pathway system, perimeter path or sidewalks, as well as an open turf area, trees, additional site furnishings, and at least one active recreation resource. The size guideline calls for this type of park to be a minimum of 2 acres in size.

Table C-1 presents an evaluation of existing neighborhood parks in Gresham by the design guidelines. As the table indicates, two neighborhood parks are too small to meet the minimum size guideline. Size is important, because smaller parks lack the capacity to provide sufficient amenities and facilities to meet neighborhood recreation needs for all ages. No maximum size has been proposed for neighborhood parks, and it should be noted that two neighborhood parks are over eight acres in size.

In addition, some neighborhood parks do not provide the minimum resources that should be included at these sites. Four parks lack playgrounds (Cedar Park, Hall Park, Hollybrook Park, and Kirk Park). Three parks lack active recreation resources, two of which (Kane Road Park and Thom Park) appear to have adequate acreage to accommodate at least one active feature. Cedar Park, which meets none of the neighborhood park guidelines, may be too small to accommodate any additional features. Picnic tables were lacking at Hall Park and Hollybrook Park. Yamhill Park provides a community garden, in addition to the recommended features. No neighborhood parks have conflicting resources.

TABLE C-1: NEIGHBORHOOD PARK EVALUATION

NEIGHBORHOOD PARKS	ACRES	MEETS SIZE GUIDELINE	MINIMUM RESOURCES	ADDITIONAL RESOURCES	POTENTIAL CONFLICTING USES	MISSING MINIMUM RESOURCES ^A	ADDITIONAL RESOURCES
Aspen Highlands Park	3.7						
Bella Vista Park	8.1						
Butler Creek Park	4.0						
Cedar Park	0.3					No playground, no recreation resource	
Davis Park	2.6						Skate park
Hall Park	4.0					No playground, no picnic table	Sports fields
Hollybrook Park	2.6					No playground, no picnic table	
Kane Road Park	10.3					No recreation resource	
Kirk Park	7.0					No playground	
Thom Park	5.5					No recreation resource	
Yamhill Park	0.6						Community garden

^A Recreation resources are outdoor basketball courts in all 5 parks that meet minimum resource guidelines.

Summary

Consider whether there should be a maximum size for neighborhood parks, or a maximum developed area.

Prioritize the addition of playgrounds at those sites lacking them, except in cases where the playground access analysis shows that a neighborhood is already served by a playground at another site.

Examine the suitability of sites lacking active recreation resources for the addition of an active resource, even if small-scale.

Include a Plan recommendation to establish a fund for site furnishings that allocates an annual amount, and use this funding to add a bench or picnic table to those sites that do not have these resources available. Prioritize which parks receive the site furnishings across all park types.

COMMUNITY PARKS

The draft design guidelines for community parks call for the same basic resources that are provided in neighborhood parks, plus additional facilities to provide a concentration of activity and draw people from throughout the community. The size guideline indicates that this type of park should be a minimum of 10 acres in size. Table C-2 presents the evaluation of each of community parks.

As the table indicates, four of the five parks classified as community parks meet the minimum size guideline. Although no maximum size has been proposed, Gresham's community parks are all generally less than 25 acres in size. The largest park is Main City Park at 21.6 acres. Community parks in Gresham include basic recreation resources, such as soccer, baseball/softball fields, and basketball courts. All community parks have basic site furnishings, including picnic tables and benches.

Not all community parks meet the proposed design guidelines, in terms of minimum resources. North Gresham Park lacks a

restroom, and Pat Pfeifer lacks permanent restrooms. North Gresham Park and Pat Pfeifer Barrier-Free Park both lack basketball or tennis courts. Three sites, North Gresham, Pat Pfeifer, and Rockwood Central, need picnic shelters. Two parks include additional resources: a horseshoe facility and a disc golf course. No community parks have conflicting resources. The parks have few additional resources. However, Main City Park’s location on the Springwater Trail is a significant amenity.

TABLE C-2: COMMUNITY PARK EVALUATION

COMMUNITY PARKS	ACRES	MEETS SIZE GUIDELINE	MINIMUM RESOURCES	ADDITIONAL RESOURCES	POTENTIAL CONFLICTING USES	MISSING MINIMUM RESOURCES ^A	ADDITIONAL RESOURCES
Main City Park	21.6						Horseshoe facility
North Gresham Park	13.4					No basketball/tennis court, no restrooms; no picnic shelter	
Pat Pfeifer Barrier-Free Park	13.3					No basketball/tennis court; no picnic shelter; no permanent restrooms	
Red Sunset Park	14.2						
Rockwood Central Park	9.4					No picnic shelter	Disc golf

Summary

- Add restrooms at North Gresham Park and Pat Pfeifer Park.
- Add picnic shelters at the identified community parks to provide opportunities for group gatherings and socializing, which are highly desired by the community.
- Consider whether tennis or basketball courts are necessary as a required element in community parks, or whether other resources can substitute.
- Consider providing additional resources at community parks to broaden the play and recreation experience. Consider skate spots, off-leash dog areas, interactive water features/spraygrounds, a stage/amphitheater, fitness stations, and other facilities that support the recreation experiences desired by community members.
- Provide looped pathways on future community park.

TABLE C-1: REQUIRED DESIGN PARAMETERS

CLASSIFICATION	DEFINITION	BENEFITS	SIZE AND ACCESS	EXAMPLES	MINIMUM RESOURCES	MAY INCLUDE ADDITIONAL RESOURCES	DOES NOT INCLUDE CONFLICTING RESOURCES
Neighborhood Parks	Neighborhood parks are designed primarily for informal, non-organized recreation. Located within walking and bicycling distance of most users, these parks serve residents within a ½-1 mile radius.	<ul style="list-style-type: none"> • Provides access to basic recreation opportunities for nearby residents of all ages • Contributes to neighborhood identity • Provides green space within neighborhoods • Provides a space for family and small group gatherings • Contributes to health and wellness 	<ul style="list-style-type: none"> • 2-acre minimum • Street frontage on at least two sides 	<ul style="list-style-type: none"> • Aspen Highlands Park • Bella Vista Park • Butler Creek Park • Cedar Park • Davis Park • Hall Park • Hollybrook Park • Kane Road Park • Kirk Park • Thom Park • Yamhill Park 	<ul style="list-style-type: none"> • Playground or play features • At least one picnic table and one bench • ADA-compliant internal pathway system • Perimeter path or sidewalks • Open turf area • Trees • Park identification sign • Site furnishings (trash receptacles, bike rack, etc.) • At least one active recreation resource (see “May Include” list) 	<ul style="list-style-type: none"> • Sports fields (baseball, football, soccer, softball, multi-purpose) • Sports courts (basketball court, tennis court, volleyball court) • Other small-scale active recreation resources (skate spot, horseshoe pits, bocce court, shuffleboard lane) • Interactive water feature (small-scale) • Community garden • Shelter, shade structure or gazebo • Restroom • Off-street parking • Lighting 	<ul style="list-style-type: none"> • Destination facilities or resources with communitywide draw • Memorials (except for memorial trees or benches) • Sports complexes • Full-service recreation centers • Swimming pools (indoor or outdoor) • Floral plantings (annuals, perennials, display gardens)

TABLE C-1: REQUIRED DESIGN PARAMETERS (CONTINUED)

CLASSIFICATION	DEFINITION	BENEFITS	SIZE AND ACCESS	EXAMPLES	MINIMUM RESOURCES	MAY INCLUDE ADDITIONAL RESOURCES	DOES NOT INCLUDE CONFLICTING RESOURCES
Community Parks	Larger park that provides active and passive recreational opportunities for all city residents. Accommodates large group activities.	<ul style="list-style-type: none"> • Provides a variety of accessible recreation opportunities for all age groups • Provides opportunities for social and cultural activities • Contributes to community identity • Serves recreation needs of families • Contributes to health and wellness • Connects residents to nature 	<ul style="list-style-type: none"> • 10-acre minimum • Access from an arterial street • Bus and transit access 	<ul style="list-style-type: none"> • Main City Park • North Gresham Park • Pat Pfeifer Barrier-Free Park • Red Sunset Park • Rockwood Central Park 	<ul style="list-style-type: none"> • Playground or play features • Picnic tables and benches • Enclosed or open shelter with BBQ • ADA-compliant internal pathway system, looped walking path preferred • Sports fields (baseball, cricket, football, rugby, soccer, softball, multi-purpose) • Basketball and/or tennis court • Restrooms • Off-street parking • Open turf area • Trees • Park identification sign • Site furnishings (trash receptacles, bike rack, etc.) 	<ul style="list-style-type: none"> • Other active recreation resources (BMX course or facility, croquet court, disc golf course, fitness stations, handball court, horseshoe pit, skateboard park, shuffleboard lanes, volleyball court, etc.) • Interactive water feature • Swimming pool • Full-service recreation center • Sports complex • Other facilities or resources with communitywide draw • Community garden • Off-leash dog area • Fishing lake • Concessions • Stage/amphitheatre • Upgraded utility service to support special events • Natural areas • Memorials • Lighting • Shrub beds • Maintenance facilities • Multi-use trails • Pedestrian trails 	<ul style="list-style-type: none"> • Regional-scale facilities (arboretum, botanical garden, zoo, regional sports complex) • Floral plantings, except at entry signs

TABLE C-1: REQUIRED DESIGN PARAMETERS (CONTINUED)

CLASSIFICATION	DEFINITION	BENEFITS	SIZE AND ACCESS	EXAMPLES	MINIMUM RESOURCES	MAY INCLUDE ADDITIONAL RESOURCES	DOES NOT INCLUDE CONFLICTING RESOURCES
Special Use Areas	Special use areas are freestanding specialized use facilities such as community centers, aquatic centers, sports complexes, historic sites, or skate parks. Since special use areas vary widely in function there are no minimum sizes, but special use areas must be large enough to accommodate the intended use.	<ul style="list-style-type: none"> • Provides regional or citywide opportunities for recreation, social and cultural activities • Serves recreation needs of families • May provide other benefits depending on its purpose • Contributes to community identity 	<ul style="list-style-type: none"> • Access from an arterial street • Bus and transit access 	<ul style="list-style-type: none"> • Gradin Community Sports Park • Center for the Arts • Zimmerman House Park 	<ul style="list-style-type: none"> • Regional-scale facilities or resources with a citywide or regional draw • ADA-compliant internal pathway system • Restrooms • Parking • Infrastructure to support large community events • Park identification sign • Site furnishings (trash receptacles, bike rack, etc.) 	<ul style="list-style-type: none"> • Game sports fields – complexes or stadiums (baseball, cricket, football, rugby, soccer, softball, multi-purpose) • Specialized active recreation facilities (indoor tennis center, climbing wall, ice rink) • Sports courts (basketball court, tennis court, volleyball court) • Other active recreation resources (BMX course or facility, croquet court, disc golf course, fitness stations, handball court, horseshoe pit, shuffleboard lanes, skateboard park, volleyball court, etc.) • Commercial ventures or features • Concessions • Large-scale interactive water feature • Water park or swimming pool complex • Historical or interpretive facilities • Botanical garden or arboretum • Other facilities or resources with communitywide draw • Community garden • Off-leash dog area • Fishing lake • Stage/amphitheatre • Upgraded utility service to support special events • Natural areas • Memorials, trees • Lighting • Shrub beds • Floral plantings • Maintenance facilities • Multi-use trails, pedestrian trails 	<ul style="list-style-type: none"> • Conflicting resources depend on the purpose of the special use facility

TABLE C-1: REQUIRED DESIGN PARAMETERS (CONTINUED)

CLASSIFICATION	DEFINITION	BENEFITS	SIZE AND ACCESS	EXAMPLES	MINIMUM RESOURCES	MAY INCLUDE ADDITIONAL RESOURCES	DOES NOT INCLUDE CONFLICTING RESOURCES
Urban Plazas	Urban plazas are usually smaller than one acre and are typically located in higher density urban areas, along transit corridors, or in town centers.	<ul style="list-style-type: none"> • Provides for the day to day recreational needs of nearby residents and employees, as well as shoppers, transit-users, and recreationalists • Provides space for community events • Helps balance high density development • Provides opportunities for public gathering and social activities • Contributes to community identity • Provides opportunities to experience public art and memorialize people and events 	<ul style="list-style-type: none"> • Size is easily traversed on foot - About one acre maximum size • Should be within or adjacent to a business district or high density housing area • Maintains the street network 	<ul style="list-style-type: none"> • Center for the Arts Plaza • Civic Neighborhood Plaza 	<ul style="list-style-type: none"> • Paved area of sufficient size to accommodate anticipated use • Park identification sign • Site furnishings (trash receptacles, bike rack, etc.) • Lighting 	<ul style="list-style-type: none"> • Turf area • Playground or play features • Interactive water feature • Small-scale sporting facilities compatible with an urban site (bocce, basketball, croquet) • Shelter, shade structure or gazebo • Stage/amphitheatre • Upgraded utility service for special events • Concessions or vendor space • Commercial lease space (restaurant, bookstore, coffee shop, etc.) • Restrooms • Memorials • Trees 	<ul style="list-style-type: none"> • Off-street parking • Sports complexes • Full-service recreation centers • Swimming pools (indoor or outdoor)

TABLE C-1: REQUIRED DESIGN PARAMETERS (CONTINUED)

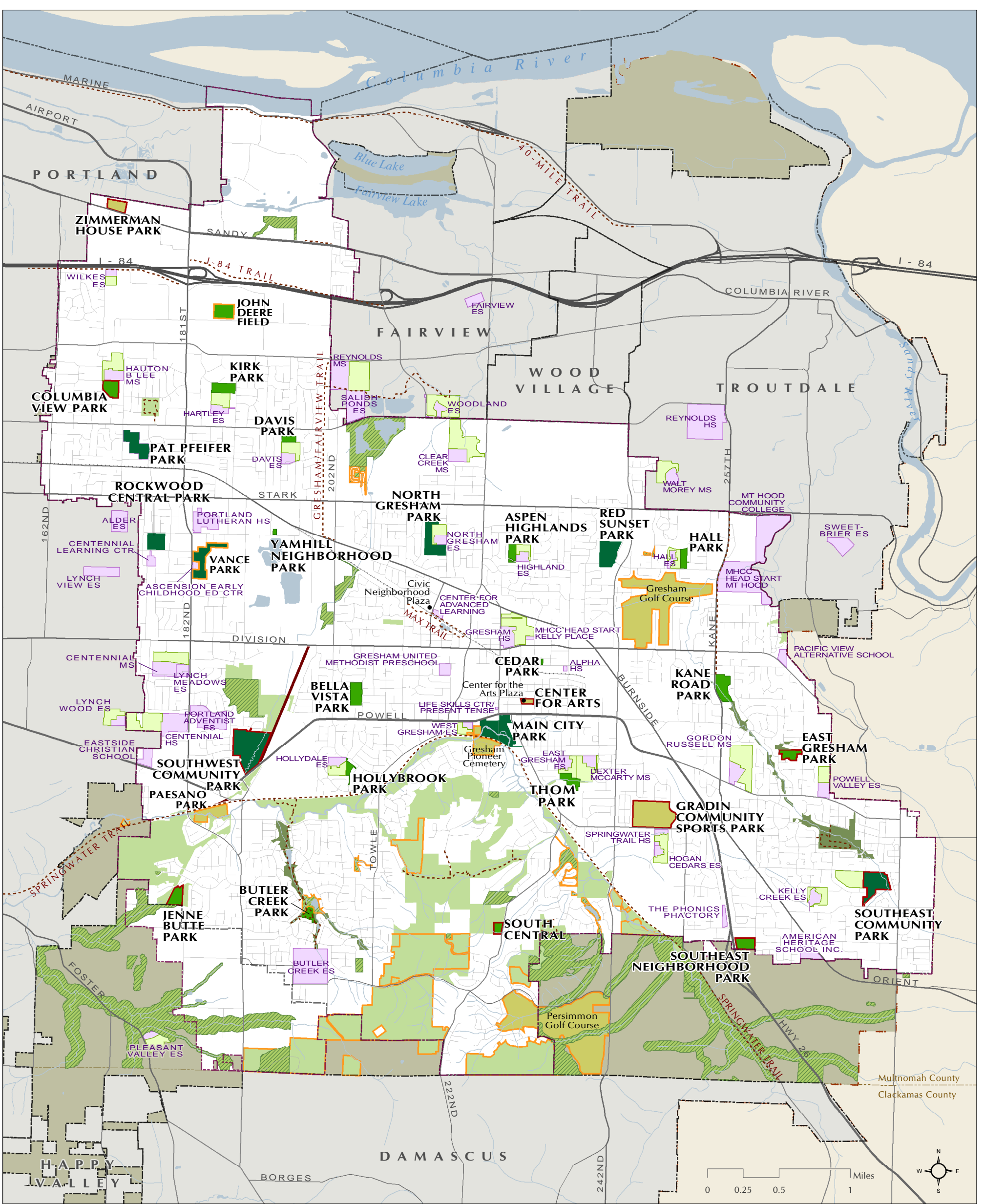
CLASSIFICATION	DEFINITION	BENEFITS	SIZE AND ACCESS	EXAMPLES	MINIMUM RESOURCES	MAY INCLUDE ADDITIONAL RESOURCES	DOES NOT INCLUDE CONFLICTING RESOURCES
Outdoor Recreation Area	Outdoor recreation areas are permanent, undeveloped green spaces which are managed for both their natural value as well as for recreational use. These areas may include wetlands, wildlife habitat, or stream corridors. Outdoor recreation areas may preserve or protect environmentally sensitive areas, such as unique and/or endangered plant species. These areas serve the entire city.	<ul style="list-style-type: none"> • Provides opportunities for experiencing nature close to home • Provides opportunities for nature-based recreation, such as bird-watching and environmental education • Protects valuable natural resources and wildlife • Contributes to the environmental health of the community including improving water and air quality • Promotes health and wellness • Contributes to community identity and quality of life 	<ul style="list-style-type: none"> • One acre minimum 	<ul style="list-style-type: none"> • Grant Butte • Gresham Butte • Hogan Butte • Jenne Butte • Johnson Creek • Nedaka Open Space • Springwater Open Space • Telford Site 	<ul style="list-style-type: none"> • Natural areas • Park identification sign • Interpretive signage • Site furnishings (trash receptacles, bike rack, etc.) 	<ul style="list-style-type: none"> • Parking • Restrooms • Trail or pathway system • Trailhead or entry • Viewpoints or viewing blinds • Interpretive center or educational facilities or classrooms (indoor or outdoor) • Shelter, shade structure or gazebo • Amenities provided should be limited to the numbers and types of visitors the area can accommodate, while retaining its resource value and natural character 	<ul style="list-style-type: none"> • Turf areas • Ornamental plantings • Active use facilities (sports fields, paved courts, etc.)
Conservation Areas	Conservation areas or ESRAs (Environmentally Sensitive Resource Areas) are permanent, undeveloped green spaces that maintain or improve ecological processes necessary for water quality, floodplain function, and fish/wildlife habitat. Public access may not be permitted. Conservation areas often include resources like reservoirs or sensitive wildlife habitat, and can vary widely in size. These areas are neighborhood-serving.	<ul style="list-style-type: none"> • Protects valuable natural resources and wildlife • Contributes to the environmental health of the community, including improving water and air quality • Contributes to community identity and quality of life 	<ul style="list-style-type: none"> • One acre minimum 	<ul style="list-style-type: none"> • Baltz Open Space • Butler • Fujitsu Ponds • Gabbert Hill • Grant Butte • Gresham Boeing • Hunters Highland • Lusted Road • Fairview Creek • Regner Road • South Hills • Walters Hill 	<ul style="list-style-type: none"> • Natural areas 	<ul style="list-style-type: none"> • Parking • Restrooms • Trail or pathway system • Trailhead or entry • Viewpoints or viewing blinds • Interpretive center or educational facilities or classrooms (indoor or outdoor) • Shelter, shade structure or gazebo • Amenities provided should be limited to the numbers and types of visitors the area can accommodate, while retaining its resource value and natural character • Park identification sign • Interpretive signage • Site furnishings (trash receptacles, bike rack, etc.) 	<ul style="list-style-type: none"> • Turf areas • Ornamental plantings • Active use facilities (sports fields, paved courts, etc.)

TABLE C-1: REQUIRED DESIGN PARAMETERS (CONTINUED)

CLASSIFICATION	DEFINITION	BENEFITS	SIZE AND ACCESS	EXAMPLES	MINIMUM RESOURCES	MAY INCLUDE ADDITIONAL RESOURCES	DOES NOT INCLUDE CONFLICTING RESOURCES
Greenways	Greenways are typically elongated corridors that follow linear features such as abandoned railroad rights-of-way, canals, power lines, or waterways. These areas are neighborhood-serving.	<ul style="list-style-type: none"> • Connects parks and other community destinations • Protects valuable natural resources and wildlife • Contributes to the environmental health of the community including improving water and air quality • Contributes to community identity and quality of life • Encourages active transportation, such as walking and biking 	<ul style="list-style-type: none"> • Size is dependent on corridor length 	<ul style="list-style-type: none"> • Butler Creek Greenway • Kelly Creek Greenway 	<ul style="list-style-type: none"> • Natural areas 	<ul style="list-style-type: none"> • Parking • Restrooms • Trail or pathway system • Trailhead or entry • Viewpoints or viewing blinds • Interpretive center or educational facilities or classrooms (indoor or outdoor) • Shelter, shade structure or gazebo • Amenities provided should be limited to the numbers and types of visitors the area can accommodate, while retaining its resource value and natural character • Park identification sign • Interpretive signage • Site furnishings (trash receptacles, bike rack, etc.) 	<ul style="list-style-type: none"> • Turf areas • Ornamental plantings • Active use facilities (sports fields, paved courts, etc.)
Trail/Trail Facilities	Trails are linear corridors with hard-surfaced or soft-surfaced trails. As with greenways, trails often follow abandoned railroad rights-of-way, power lines, or waterways. These areas serve the entire city.	<ul style="list-style-type: none"> • Connects parks and other community destinations • May protect valuable natural resources and wildlife • Contributes to community identity and quality of life • Encourages active transportation such as walking and biking 	<ul style="list-style-type: none"> • Size is dependent on corridor length 	<ul style="list-style-type: none"> • Gresham/Fairview Trail • Linneman Station/Gresham/Fairview Trail • Hogan Road Trailhead/Springwater Trail 	<ul style="list-style-type: none"> • Park identification sign • Site furnishings (trash receptacles, bike rack, etc.) • Trail or pathway 	<ul style="list-style-type: none"> • Shelter, shade structure or gazebo • Restrooms • Off-street parking • Trailhead or entry • Lighting • Natural areas • Memorials, trees, or benches • Trees • Shrub beds • Interpretive signage 	<ul style="list-style-type: none"> • Any resource that conflicts with the trail use

APPENDIX D





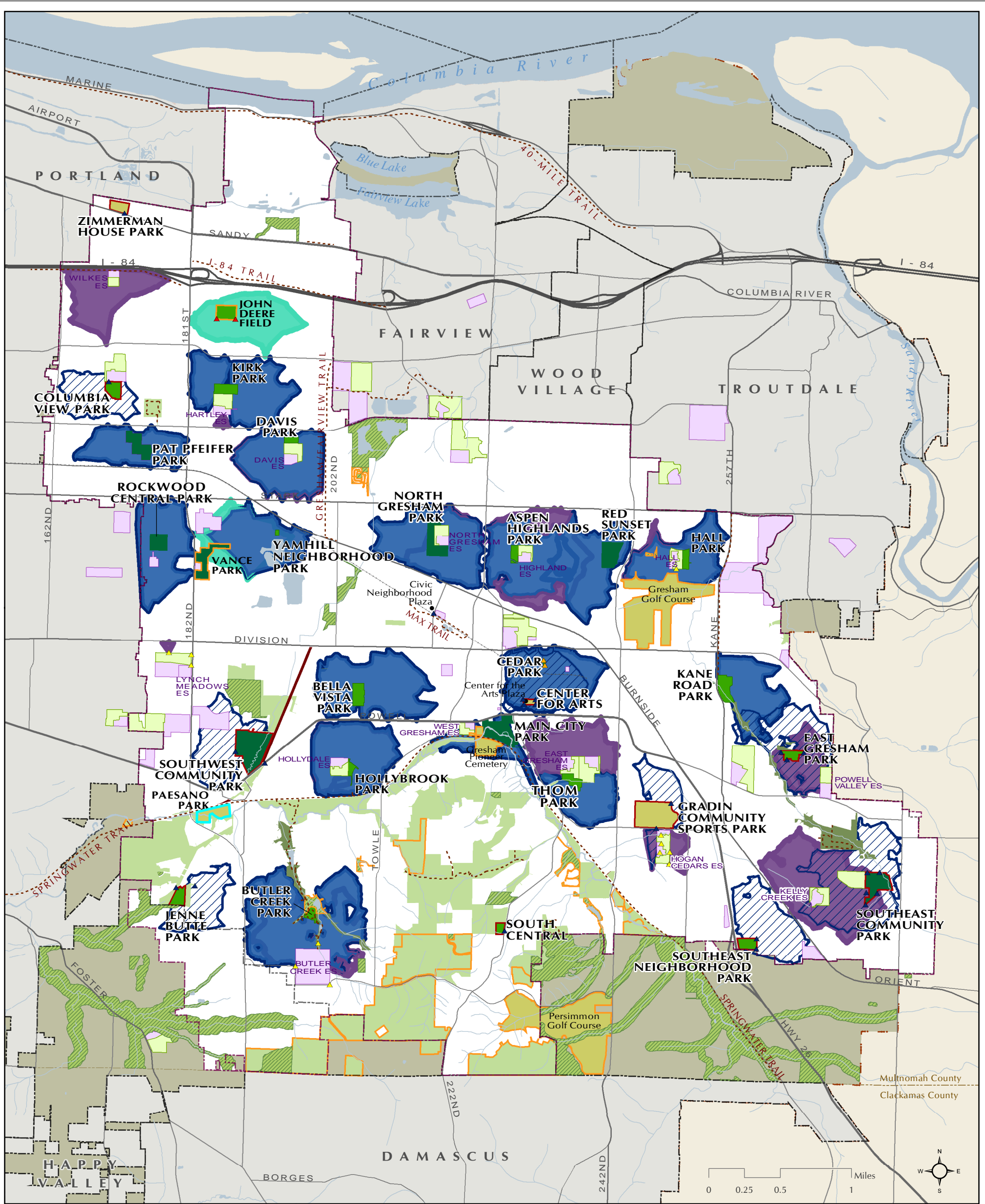
City of Gresham
 Department of
 Environmental Services
 Parks & Recreation Division

Map 1: Existing Park & Recreation Facilities



April 2008 | Data Source:
 City of Gresham GIS

- | | | |
|-------------------------|---------------------------------|---------------|
| Community Park | Urban Plaza | Interstate |
| Neighborhood Park | Community Park (Undeveloped) | Major Road |
| Greenway | Neighborhood Park (Undeveloped) | Local Streets |
| Outdoor Recreation Area | Special Use Area (Undeveloped) | Max Rail |
| School Open Space | Other Community Park | Water Body |
| Conservation Area | Other Neighborhood Park | Stream |
| Trail Corridor | Other Outdoor Recreation Area | County Line |
| Existing Trail | Other Conservation Area | City Limits |
| School | Other Special Use Area | Other Cities |
| | | UGB |



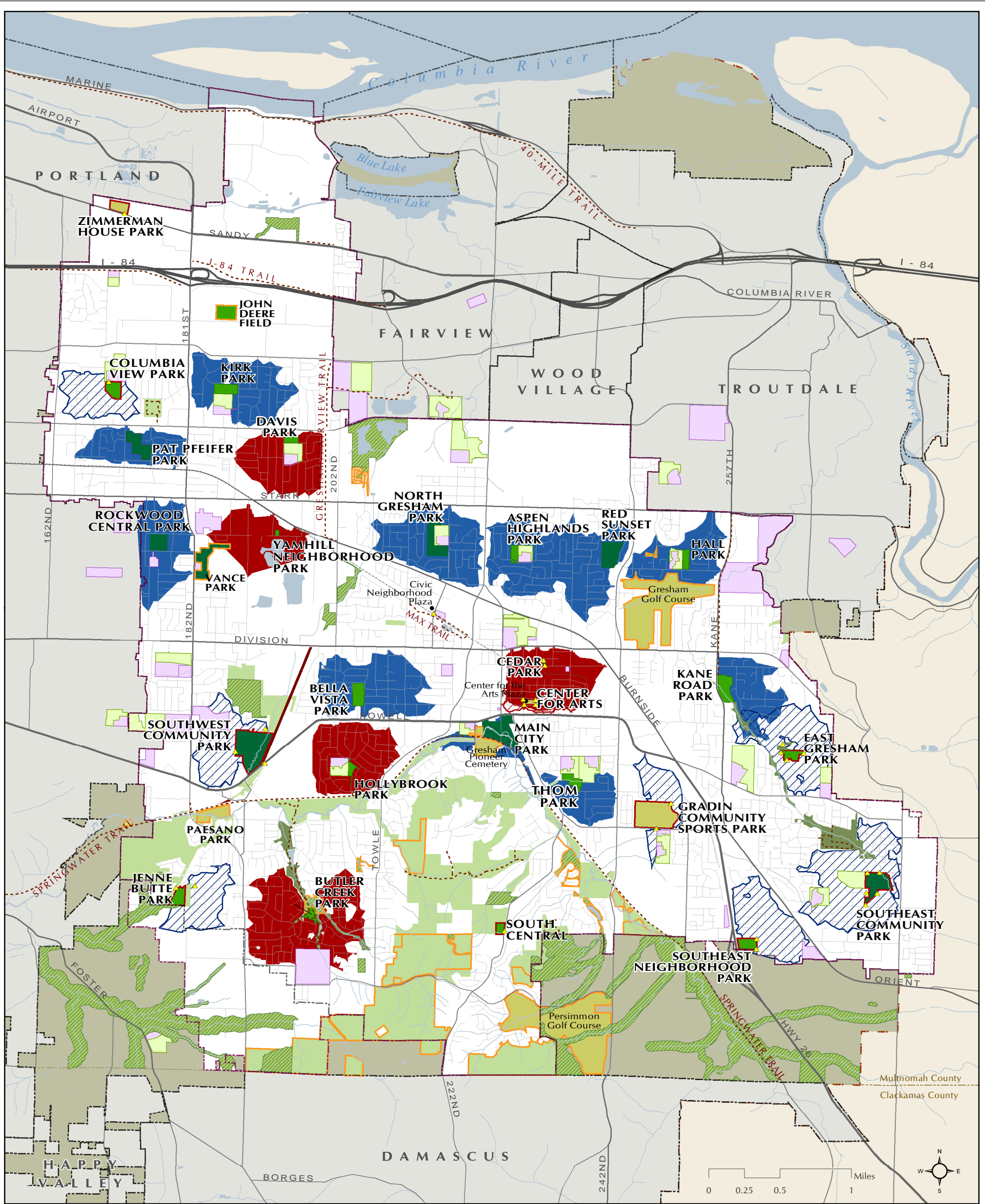
City of Gresham
 Department of
 Environmental Services
 Parks & Recreation Division

Map 2: Park Access Analysis (1/2 Mile Service Area)



April 2008 | Data Source:
 City of Gresham GIS

- | | | | | | |
|--|---------------------------------|--|--------------------------------|--|----------------|
| | Community Park | | Undeveloped Park Access | | Urban Plaza |
| | Neighborhood Park | | Developed Park Access | | School |
| | Greenway | | Other Provider Park Access | | Existing Trail |
| | Outdoor Recreation Area | | Elementary School Access | | Interstate |
| | School Open Space | | Undeveloped Park Service Area | | Major Road |
| | Conservation Area | | Developed Park Service Area | | Local Streets |
| | Community Park (Undeveloped) | | Other Park Service Area | | Max Rail |
| | Neighborhood Park (Undeveloped) | | Elementary School Service Area | | Water Body |
| | Special Use Area (Undeveloped) | | Other Outdoor Recreation Area | | Stream |
| | Trail Corridor | | Other Conservation Area | | County Line |
| | Other Community Park | | Other Special Use Area | | City Limits |
| | Other Neighborhood Park | | | | Other Cities |
| | | | | | UGB |



City of Gresham
Department of
Environmental Services
Parks & Recreation Division

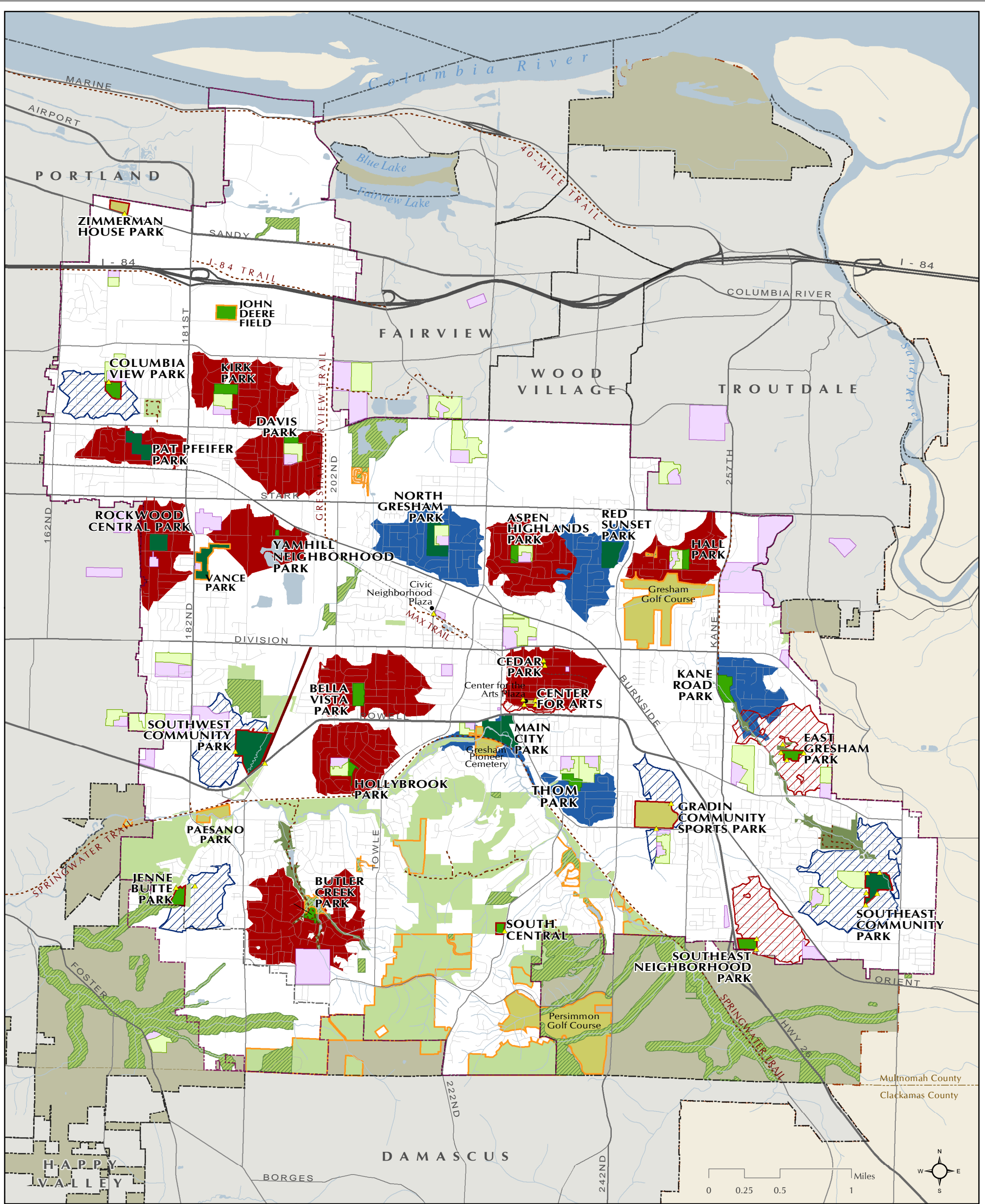
Map 3: Park Capacity Analysis (2006 Population & 1/2 Mile Service Area)



April 2008 | Data Source:
City of Gresham GIS

- | | | |
|---------------------------------|-------------------------------------|----------------|
| Community Park | Developed & Undeveloped Park Access | Urban Plaza |
| Neighborhood Park | Undeveloped Park Within Capacity | School |
| Greenway | Developed Park Withing Capacity | Existing Trail |
| Outdoor Recreation Area | Undeveloped Park Over Capacity | Interstate |
| School Open Space | Developed Park Over Capacity | Major Road |
| Conservation Area | Other Neighborhood Park | Local Streets |
| Community Park (Undeveloped) | Other Outdoor Recreation Area | Max Rail |
| Neighborhood Park (Undeveloped) | Other Conservation Area | Water Body |
| Special Use Area (Undeveloped) | Other Special Use Area | Stream |
| Trail Corridor | | County Line |
| Other Community Park | | City Limits |
| | | Other Cities |
| | | UGB |





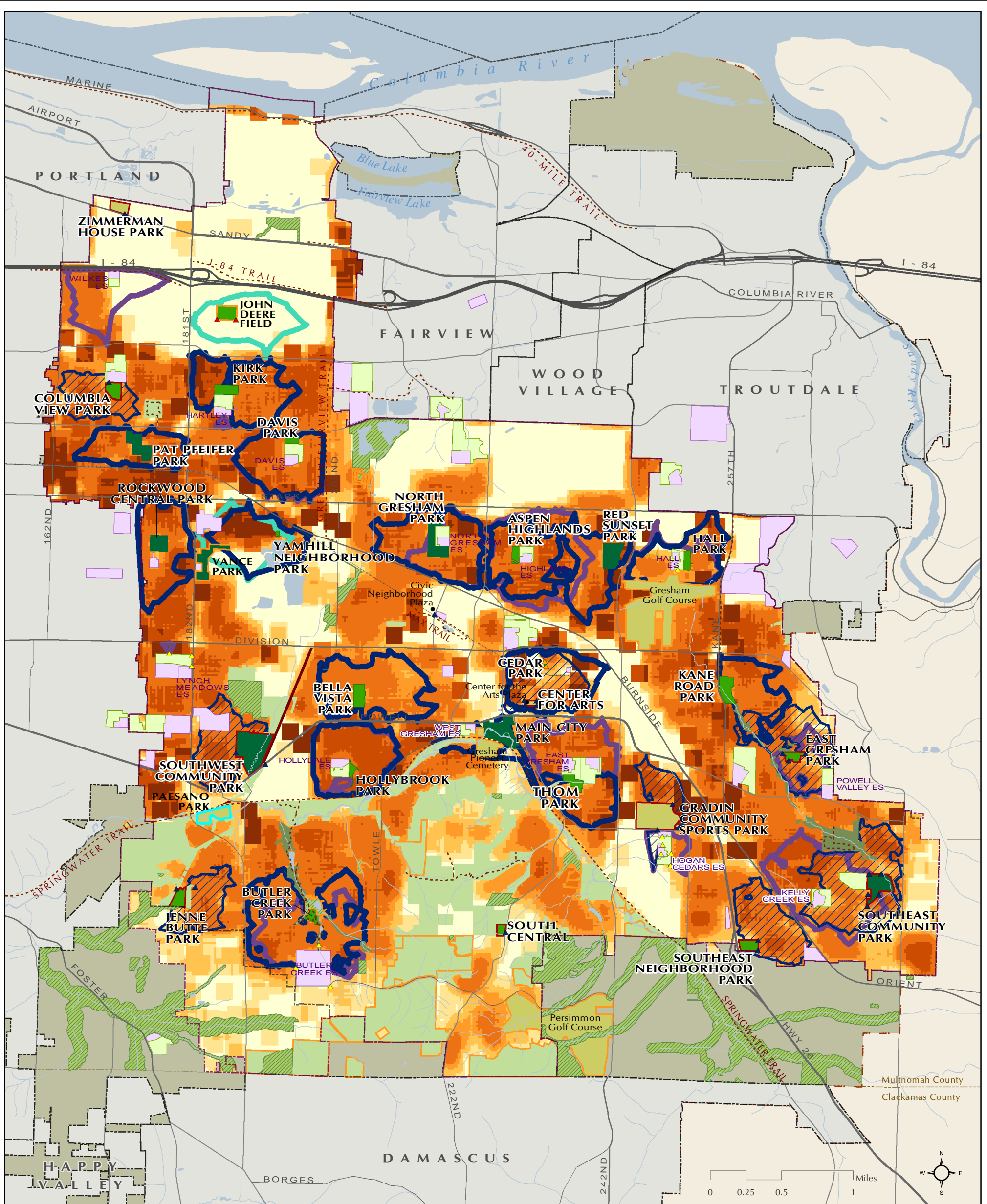
City of Gresham
Department of
Environmental Services
Parks & Recreation Division

Map 4: Park Capacity Analysis (Maximum Buildout Population & 1/2 Mile Service Area)



April 2008 | Data Source:
City of Gresham GIS

- | | | |
|---------------------------------|-------------------------------------|----------------|
| Community Park | Developed & Undeveloped Park Access | Urban Plaza |
| Neighborhood Park | Undeveloped Park Within Capacity | School |
| Greenway | Developed Park Withing Capacity | Existing Trail |
| Outdoor Recreation Area | Undeveloped Park Over Capacity | Interstate |
| School Open Space | Developed Park Over Capacity | Major Road |
| Conservation Area | Other Neighborhood Park | Local Streets |
| Community Park (Undeveloped) | Other Outdoor Recreation Area | Max Rail |
| Neighborhood Park (Undeveloped) | Other Conservation Area | Water Body |
| Special Use Area (Undeveloped) | Other Special Use Area | Stream |
| Trail Corridor | | County Line |
| Other Community Park | | City Limits |
| | | Other Cities |
| | | UGB |

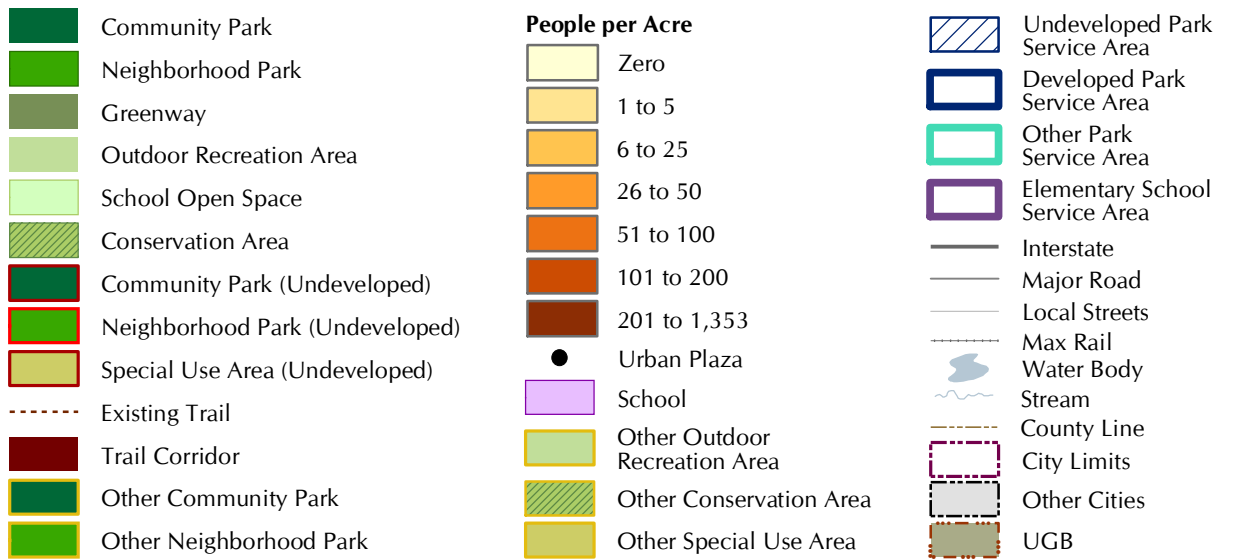


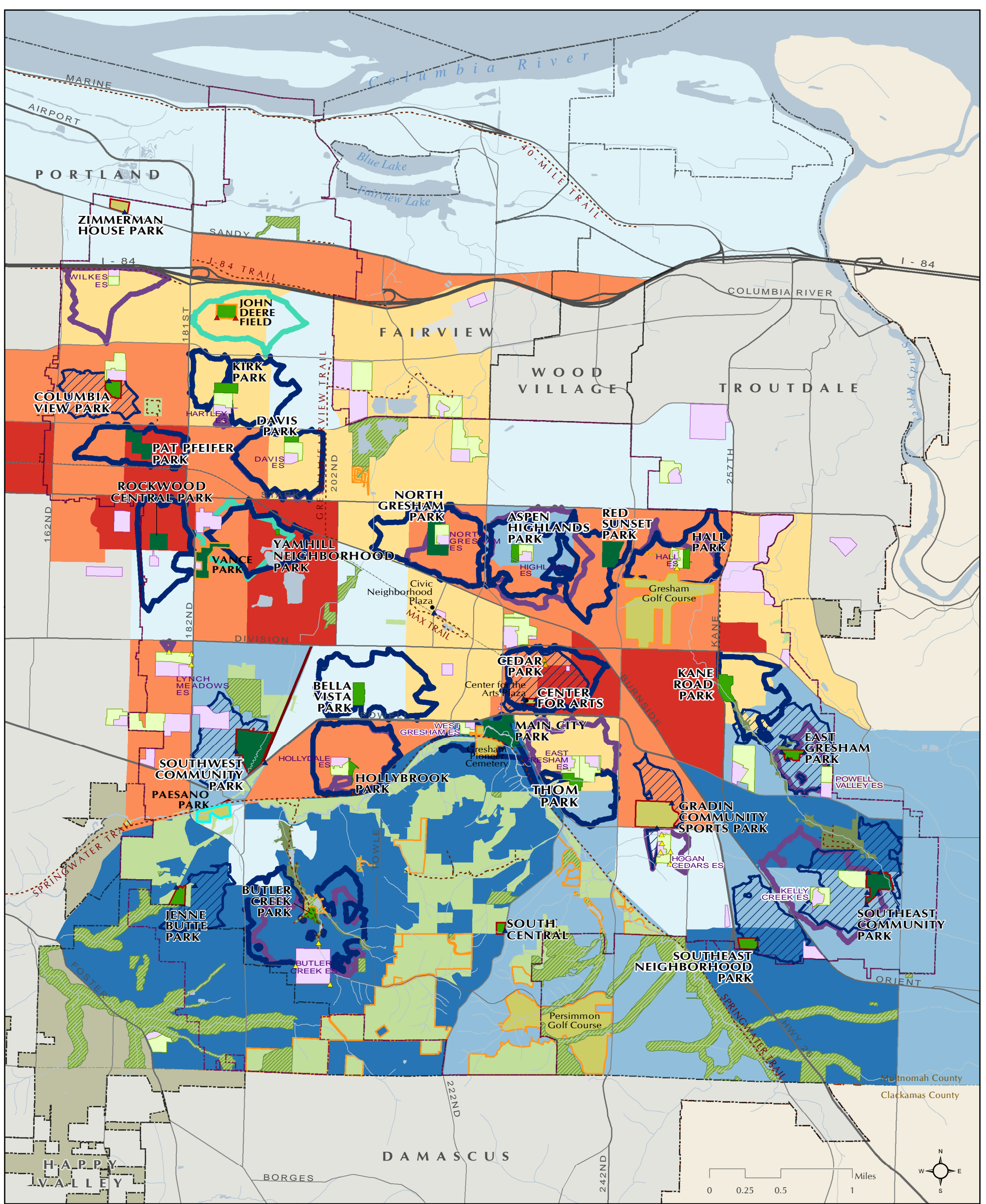
City of Gresham
Department of
Environmental Services
Parks & Recreation Division

Map 5: Population Density (2006 Population & 1/2 Mile Service Area)



April 2008 | Data Source:
City of Gresham GIS





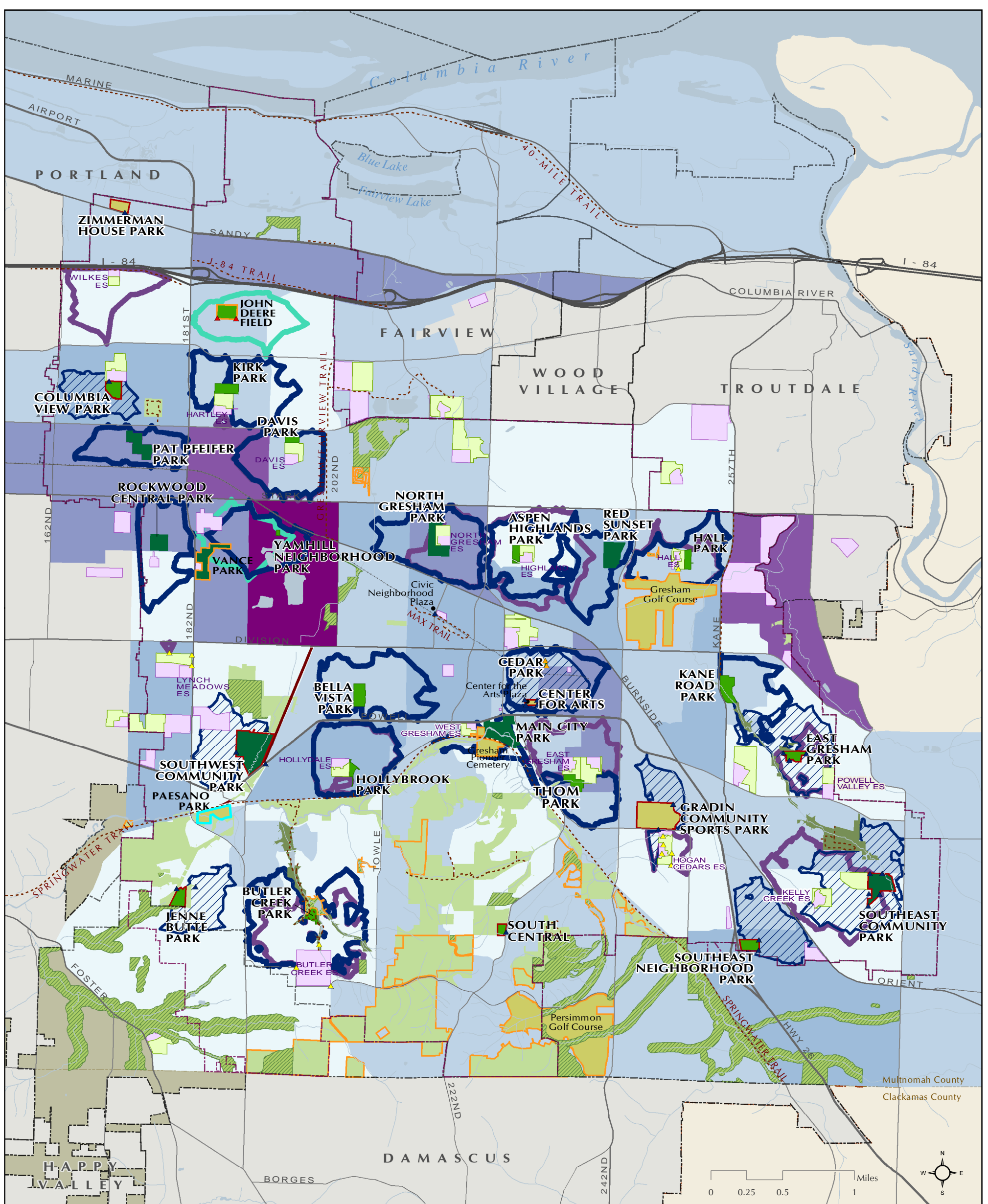
City of Gresham
Department of
Environmental Services
Parks & Recreation Division

Map 6: 2006 Median Household Income (1/2 Mile Park Service Area)



April 2008 | Data Source:
City of Gresham GIS

- | | | |
|--|--|--|
| <ul style="list-style-type: none"> Community Park Neighborhood Park Greenway Outdoor Recreation Area School Open Space Conservation Area Community Park (Undeveloped) Neighborhood Park (Undeveloped) Special Use Area (Undeveloped) Existing Trail Trail Corridor Other Community Park Other Neighborhood Park | <p>Median Household Income</p> <ul style="list-style-type: none"> \$22,045 to \$35,000 \$35,001 to \$45,000 \$45,001 to \$55,000 \$55,001 to \$65,000 \$65,001 to \$75,000 \$75,001 to \$95,000 Urban Plaza School Other Outdoor Recreation Area Other Conservation Area Other Special Use Area | <ul style="list-style-type: none"> Undeveloped Park Service Area Developed Park Service Area Other Park Service Area Elementary School Service Area Interstate Major Road Local Streets Max Rail Water Body Stream County Line City Limits Other Cities UGB |
|--|--|--|

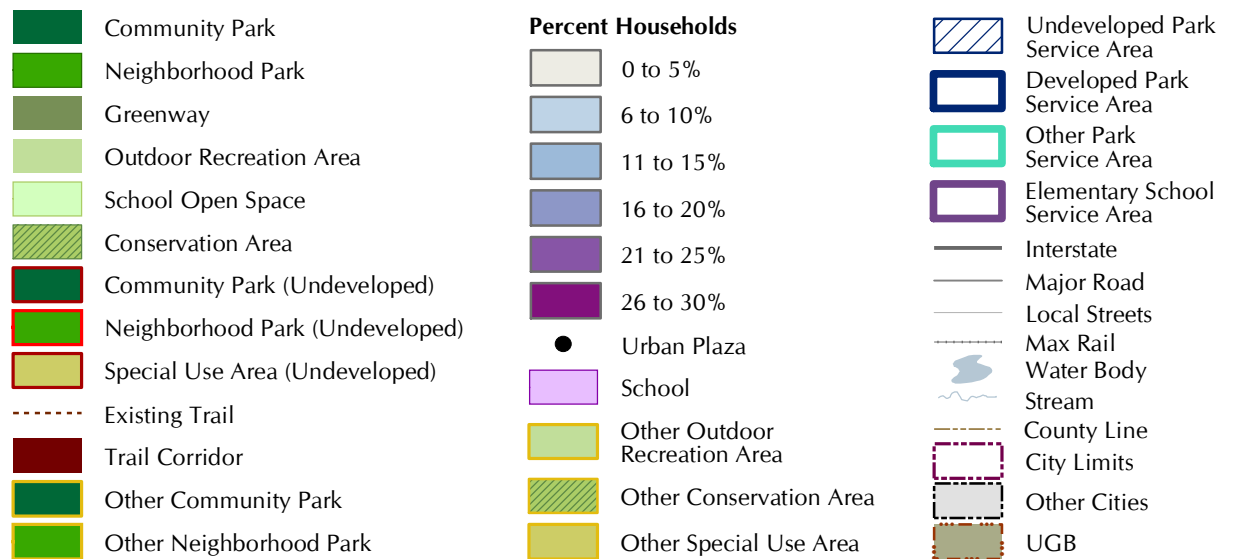


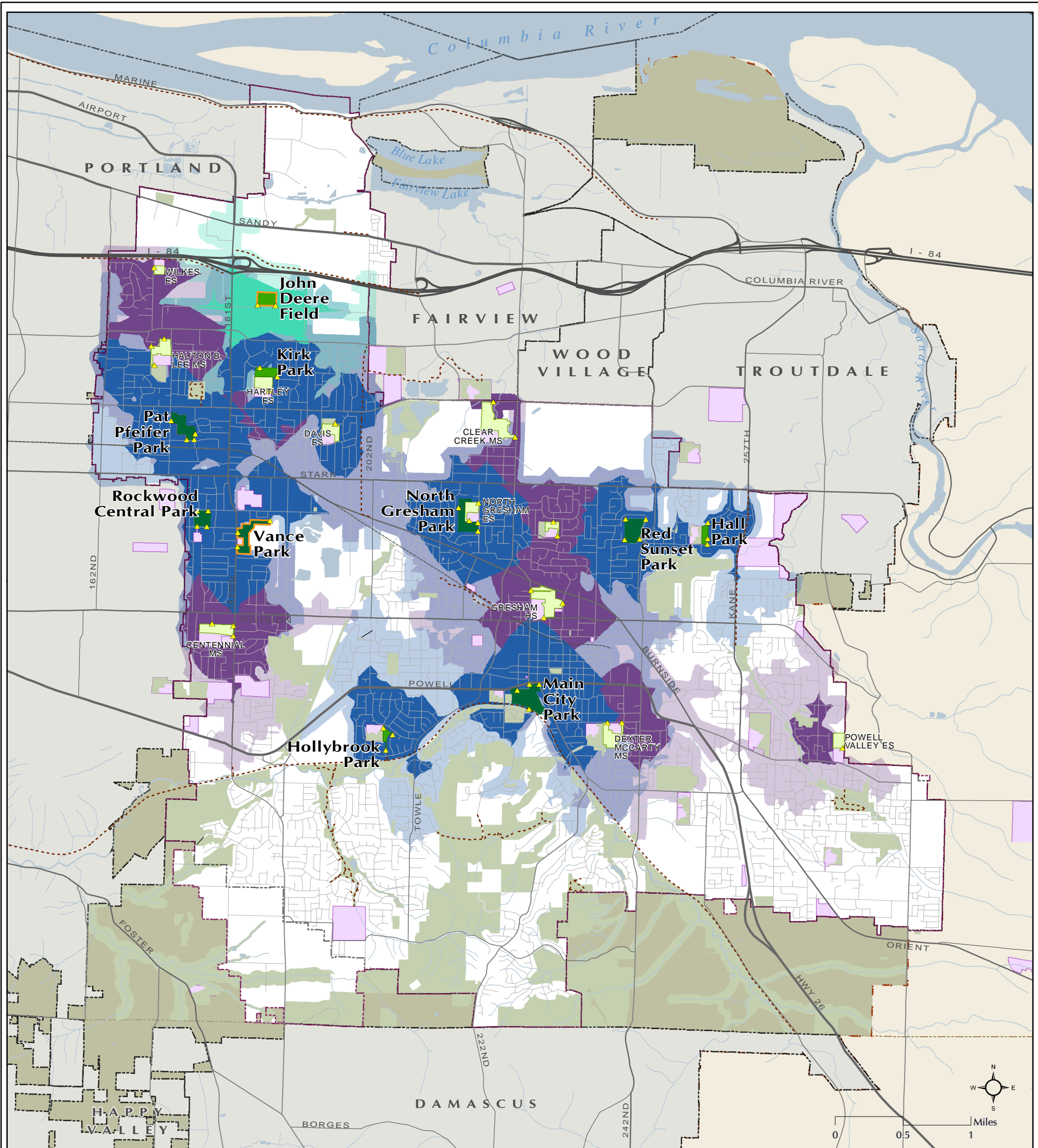
City of Gresham
Department of
Environmental Services
Parks & Recreation Division

Map 7: 2006 Percent of Households Below Poverty Level (1/2 Mile Service Area)



April 2008 | Data Source:
City of Gresham GIS





City Facilities

Hall Park 2 Soccer Field 1 Softball Field	Kirk Park 1 Soccer Field	North Gresham Park 2 Baseball Field 1 Soccer Field	Red Sunset Park 2 Soccer Field 1 Softball Field
Hollybrook Park 1 Baseball Field 1 Soccer Field	Main City Park 2 Baseball Fields 1 Softball Field 1 Soccer Field	Pat Pfeifer Park 3 Baseball Fields 1 Soccer Field	Rockwood Central Park 2 Softball Fields 1 Soccer Field

Other Facilities

John Deere Park 2 Soccer Fields	Vance Park 1 Soccer Field 1 Baseball Field
---	---

School Facilities

Centennial MS 2 Baseball 1 Softball 1 Soccer	Davis ES 1 Baseball 1 Softball 2 Soccer	Gresham HS 2 Baseball 2 Softball 1 Soccer 1 Football	Hauton B Lee MS 1 Softball	North Gresham ES 2 Baseball
Clear Creek MS 1 Baseball 1 Softball 1 Soccer	Dexter McCarthy MS 1 Baseball 1 Softball 1 Football	Hartley ES 1 Baseball 2 Soccer	Highland ES 2 Softball	Powell Valley ES 1 Baseball 1 Soccer
			Gresham HS 2 Baseball 2 Softball 1 Soccer 1 Football	Wilkes ES 2 Baseball 2 Soccer



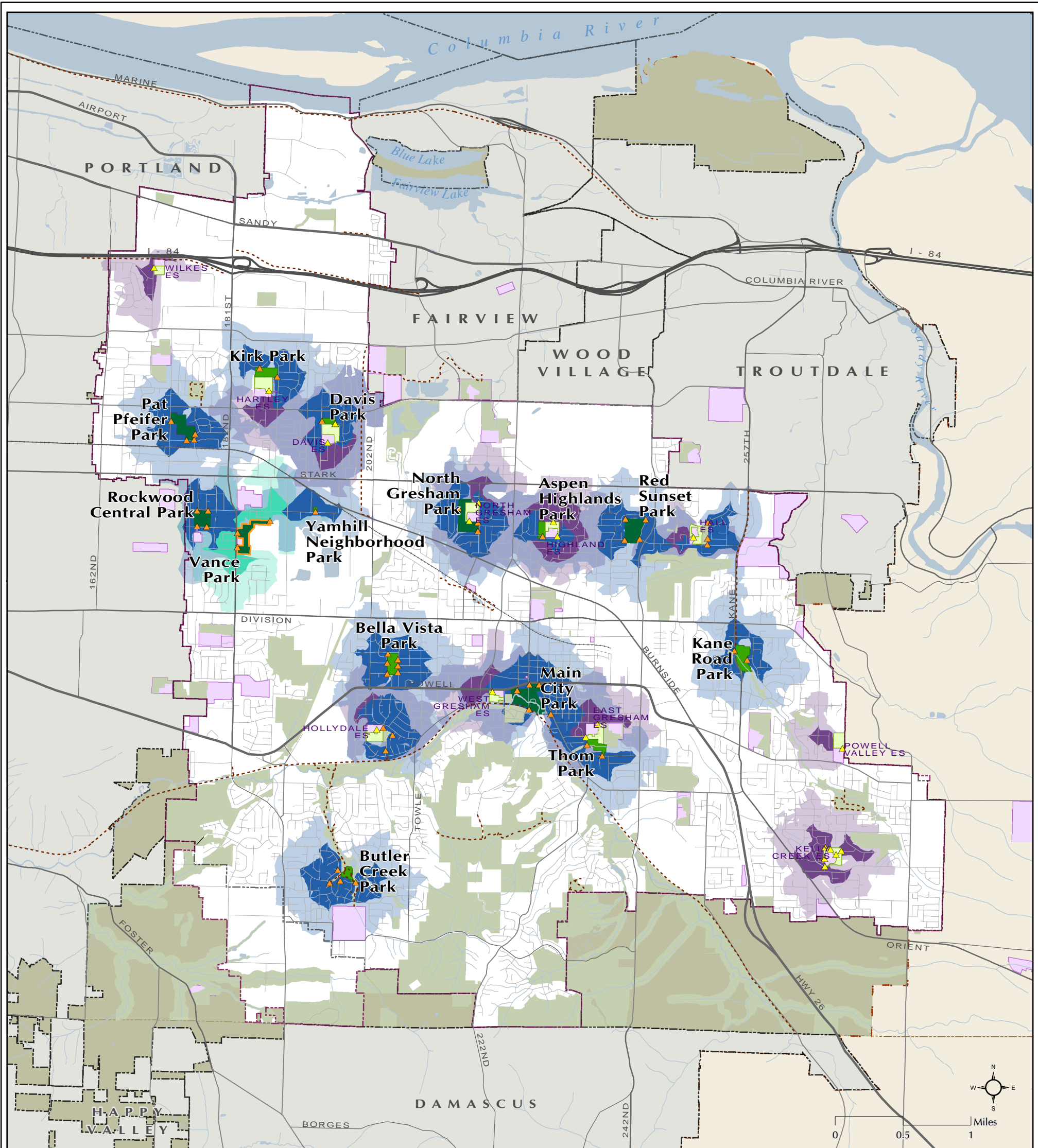
City of Gresham
Department of
Environmental Services
Parks & Recreation Division

Map 8: Sports Field Service Areas



April 2008 | Data Source:
City of Gresham GIS

Community Park	Sport Field Access	County Line	1/2 Mile Service Area
Other Community Park	Other Park/ Open Space	City Limits	Gresham Facility
Neighborhood Park	School	Other Cities	School Facility
Other Neighborhood Park	Existing Trail	UGB	1 Mile Service Area
School Open Space	Water Body	Interstate	Other Facility
	Stream	Major Road	Gresham Facility
		Local Streets	School Facility
		Max Rail	



City Facilities

Aspen Highlands Park 1 Picnic Area 1 Playground	Davis Park 1 Picnic Area 1 Playground	Main City Park 2 Picnic Areas 2 Playgrounds	Thom Park 1 Picnic Area 1 Playground	Yamhill Neighborhood Park 1 Picnic Area 1 Playground
Bella Vista Park 1 Picnic Area 1 Playground	Kane Road Park 1 Picnic Area 1 Playground	North Gresham Park 1 Picnic Area 1 Playground	Red Sunset Park 2 Picnic Areas 2 Playgrounds	
Butler Creek Park 2 Picnic Areas 2 Playgrounds	Kirk Park 1 Playground	Pat Pfeifer Park 1 Picnic Area 1 Playground	Rockwood Central Park 2 Picnic Areas 2 Playgrounds	

Other Facilities

Vance Neighborhood Park 1 Picnic Area 1 Playground

School Playgrounds

Davis ES	Kelly Creek ES
East Gresham ES	North Gresham ES
Hall ES	Powell Valley ES
Hartley ES	West Gresham ES
Highland ES	Wilkes ES
Hollydale ES	



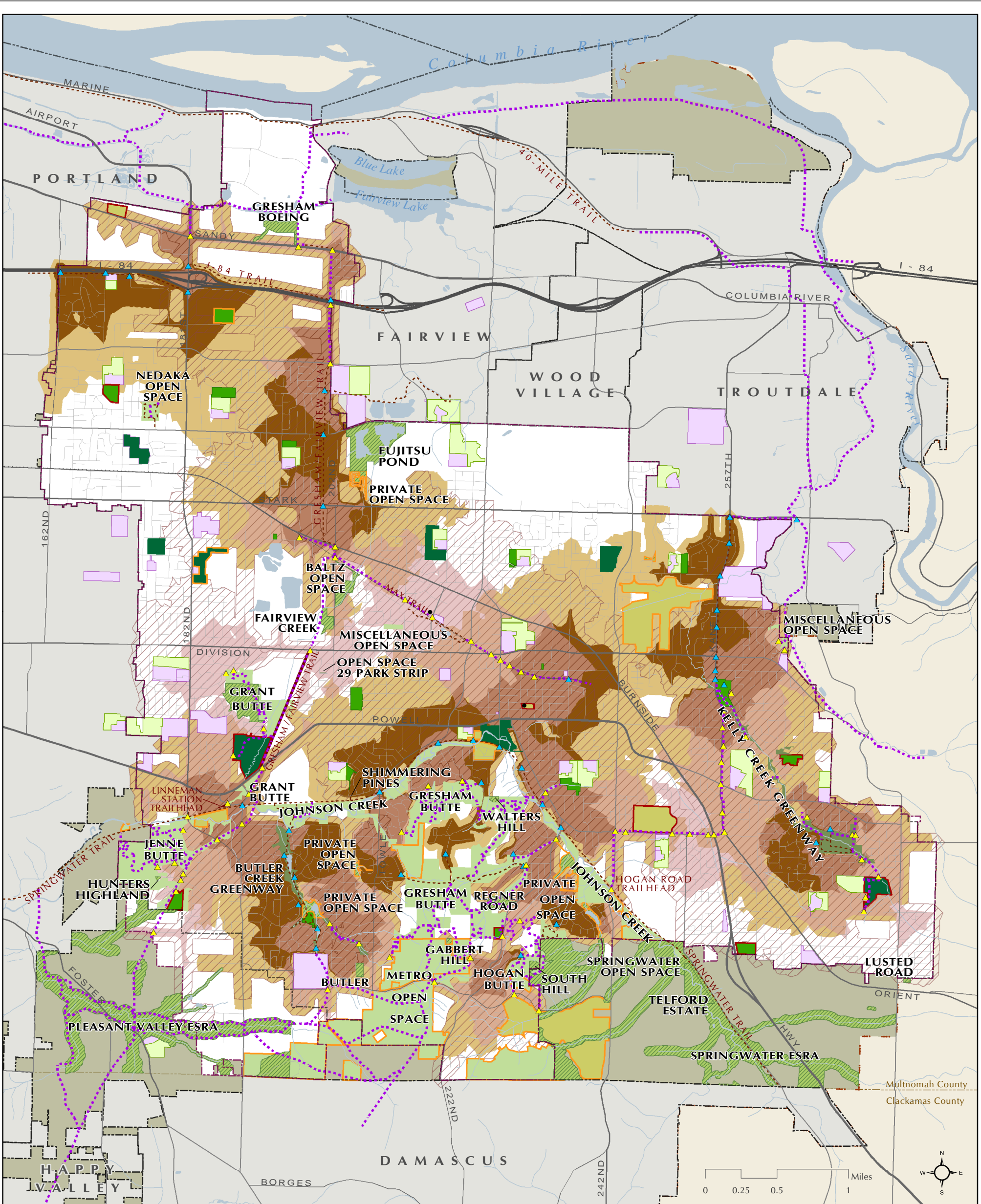
City of Gresham
Department of
Environmental Services
Parks & Recreation Division

**Map 9:
Picnic & Playground
Service Areas**



April 2008 | Data Source:
City of Gresham GIS

Community Park	Park Access	County Line	1/4 Mile Service Area
Other Community Park	School Access	City Limits	Other Facility
Neighborhood Park	School	Other Cities	Gresham Facility
School Open Space	Existing Trail	UGB	School Facility
Other Park/Open Space	Water Body	Interstate	1/2 Mile Service Area
	Stream	Major Road	Other Facility
		Local Streets	Gresham Facility
		Max Rail	School Facility



City of Gresham
 Department of
 Environmental Services
 Parks & Recreation Division

Map 10: Existing & Proposed Trail Access (1/2 & 1 Mile Service Areas)



April 2008 | Data Source:
 City of Gresham GIS

- | | | |
|---------------------------------|--------------------------------------|---------------|
| Community Park | Urban Plaza | Interstate |
| Neighborhood Park | Existing Access Point | Major Road |
| Greenway | Proposed Access Point | Local Streets |
| Outdoor Recreation Area | Proposed Trail | Max Rail |
| School Open Space | Existing Trail | Water Body |
| Conservation Area | Trail Corridor | Stream |
| Community Park (Undeveloped) | 1/2 Mile Service Area Existing Trail | School |
| Special Use Area (Undeveloped) | 1/2 Mile Service Area Proposed Trail | County Line |
| Neighborhood Park (Undeveloped) | 1 Mile Service Area Existing Trail | City Limits |
| Other Community Park | 1 Mile Service Area Proposed Trail | Other Cities |
| Other Neighborhood Park | | UGB |
| Other Outdoor Recreation Area | | |
| Other Special Use Area | | |
| Other Conservation Area | | |

APPENDIX E



APPENDIX E: PUBLIC INVOLVEMENT SUMMARY

Throughout the public involvement process, Gresham residents recognized the many benefits offered by parks, trails, natural areas, and recreation programs, such as their contribution to community livability, social opportunities, health and wellness, youth development, and the protection of natural resources and open space. They also provided strong feedback into their preferences and needs. This information was incorporated into the Community Needs Assessment. Appendix D notes the key findings from each of the public involvement activities.

TABLE E-1: SUMMARY OF PARTICIPATION

ACTIVITY	PARTICIPANTS
Community Recreation Survey	429
Adult Questionnaire	494
Youth Questionnaire	252
Sports Group Questionnaire	11
Community Intercept Events	226
Stakeholder Interviews	23
Focus Groups (Youth, Seniors, Spanish-speakers)	30
Staff Interviews	8
Technical Advisory Committee	15
Community Advisory Committee	11
Planning Advisory Committee	7
Community Presentations	287
TOTAL	1,793

COMMUNITY RECREATION SURVEY

ETC Institute conducted a Community Attitude and Interest Survey for the City of Gresham during May and June of 2007 to establish priorities for the future improvement of parks and recreation facilities, programs and services within the community. The survey was designed to obtain statistically valid results from households throughout the Gresham Urban Growth Boundary (UGB). The survey was administered by a combination of mail and phone to a random sample of 2,000 households in the Gresham Urban Growth Boundary. A total of 429 surveys were completed. The results have a 95% level of confidence with a margin of error of +/-4.7%. Results from key questions in this survey were compared to a "National Benchmarking Database" of more than 200 communities in over 35 states across the country.

Key Findings

Benefits and Use

- Over 40% of respondents strongly agree that parks, trails, and recreation facilities and services provide the following benefits: preserve natural areas and the environment (45%), improve physical health and fitness (45%) and make Gresham a more desirable place to live (43%). Physical health and fitness is consistently chosen as the most important benefit in community surveys nation-wide. Parks and recreation offerings should focus on facilities and services that promote health and wellness as a high priority.
- Nearly 85% of respondents indicated that they have used at least one of the parks, trails, and recreation facilities operated by the City of Gresham over the past 12 months. The Springwater Trail, followed by Main City Park, were the two most-visited sites.

City as Primary Provider

- Household residents use indoor and outdoor parks and recreation facilities provided by the City of Gresham more than any other provider. The next highest utilized organizations (the most or second most) by resident

households are schools (16%) and State of Oregon Parks (16%).

- 25% of household respondents indicated that they use indoor and outdoor facilities provided by the City of Gresham Parks and Recreation Division either the most or the second most compared to their usage of the thirteen public, non-profit and private organizations available to City of Gresham residents.
- Only 6% of resident households use the YMCA for indoor and outdoor activities and only 1% of resident households use the YMCA the most or second most for indoor and outdoor facilities. These ratings are significantly lower than the national benchmarking average of 19% of households who use YMCA outdoor and indoor facilities.

Parks and Facilities

- Opportunities exist to improve the conditions of the parks and recreation sites.
- Nearly three-fourths of respondents indicated that the conditions of the parks and recreation sites they visited were excellent (18%) or good (56%). This percentage is considerably lower than national benchmarking averages rating the conditions of parks as excellent (30%) or good (53%).
- Regarding barriers that prevent households from using parks and recreation facilities more often, it is noted that 15% of residents indicated that security is insufficient, which is considerably higher than the national benchmark of 7%. Improving perception of safety is critical in increasing resident's use of parks and recreation facilities.
- Walking and biking trails (67%); small neighborhood parks (64%) and nature trails (59%) were the three types of outdoor parks and recreation facilities noted as most needed by respondents.
- Respondents noted the greatest need for the following types of indoor facilities: indoor swimming pools/leisure pools (39%); indoor fitness and exercise facilities (34%); and indoor running/walking track (30%).

- According to public input, the City of Gresham and other providers in the City are doing poorly at meeting the high priority indoor park and facility needs; 24% of those who have a need for indoor fitness and exercise facilities indicated that 0% of their needs are being met by any facility provider in the City of Gresham. In addition, 35% of those who have a need for indoor swimming pools/leisure pools indicate that 0% of their needs are being met by any facility provider in the City of Gresham.

Recreation Programs

- Currently the City of Gresham Parks and Recreation Division does not actively provide recreation, fitness and cultural programs. The survey asked residents for their needs, unmet needs, and priorities on 21 different types of programs. Special events (44%), adult fitness and wellness programs (41%), and adult continuing education programs (34%) were the three types of recreation, fitness and cultural programs most needed by City of Gresham households.
- Unmet needs are particularly high for special events, adult fitness and wellness programs, nature programs/ environmental education and adult programs for those 50 years of age or older.
- Adult fitness and wellness programs are the most important program to households. 25% of households indicate adult fitness and wellness programs as one of their four most important programs, and over 10% of households indicated it as the most important program area, the highest of any program area.
- 73% of household respondents feel that the City of Gresham should offer recreation, fitness, and cultural programs, (only 9% indicate that the City should not offer programs at all). A remaining 18% of household respondents are “not sure”. Of those who feel that the City should offer programs, a slight majority feel the programs should be funded by a combination of taxes and fees, while the remaining feel the programs should be funded 100% from fees from participants.

Priority Improvements

- The survey asked respondents to indicate which of 15 possible actions they would most support to improve the parks and recreation system. The most-supported actions include: develop walking/biking trails and connect existing trails (47%), improve habitat quality in existing natural areas (46%), upgrade existing community parks (45%), upgrade existing neighborhood parks (44%) and improve park maintenance (44%). 55% of respondents were either very supportive or somewhat supportive of all 15 possible actions.
- Respondents were also asked to indicate the four benefits they would be most willing to fund with their tax dollars. Based on the sum of respondent's top four choices, develop walking/biking trails and connect existing trails (28%) is the action respondents would be most willing to fund with their tax dollars. Other actions that respondents would be most willing to fund with their tax dollars are: upgrade existing neighborhood parks (23%), develop a new indoor aquatic facility (22%) and purchase land to preserve natural areas (21%). It should also be noted that purchase land to preserve natural areas was selected most often as respondent's first choice.
- Respondents were asked to allocate \$100 in fictional resources to improve parks and recreation facilities. Respondents allocated \$48 to improvements/maintenance of existing parks and facilities and \$52 was allocated as follows: development of new recreation and parks facilities (\$23) and acquisition of new parkland and natural areas (\$22) and other (\$7).

Satisfaction

- Respondents were asked to indicate their level of satisfaction with the overall value their household receives from the City of Gresham Parks and Recreation Division. More than half indicated they were very satisfied (17%) or somewhat satisfied (36%) with the overall value respondent

households receive from the Gresham City Parks and Recreation Division. The national averages are 26% very satisfied and 34% somewhat satisfied for a total of 60% of residents being either very or somewhat satisfied.

ADULT QUESTIONNAIRE

The Adult Questionnaire was distributed by the City of Gresham between May and July 2007. Paper copies of the questionnaire were available at the Downtown and Rockwood libraries, high schools, and at other community locations, including the Gresham Historical Society, Zimmerman House Historical Museum, and at downtown coffee houses. The questionnaire also was available online at the City's website. A total of 494 residents completed the questionnaire.

Key Findings

- Most respondents were either somewhat or very supportive of many possible improvements to the parks and recreation system.
- Main City Park was used by more questionnaire respondents (80.3%) than any other City of Gresham park, trail or facility in the last 12 months.
- Out of 12 benefits of parks and recreation, 27% of respondents chose "Making Gresham a more desirable place to live" as the benefit most important to them.
- The majority (59%) of respondents rated the parks and recreation sites in Gresham that they have visited as in good physical condition. This rating is not as high as generally seen in other agencies.
- Lack of time, distance from residence, insufficient security, and lack of knowledge of what is offered are the top reasons indicated by Gresham residents for not using the City's parks, trails, and recreation facilities and services.
- The facility with the most reported unmet need is an outdoor swimming pool/water park.
- Over 80% of residents responding reported that these recreation facilities are meeting their needs by 50% or less:

skate park, off-leash dog park, indoor running/walking track, indoor basketball/volleyball courts, indoor lap lanes for exercise swimming, and indoor swimming pools/leisure pool.

- The recreation program with the most reported unmet need was travel programs.
- Over 80% of residents responding reported that these recreation program needs are 50% met or less: programs for teens; adult art, dance, performing arts; adult programs for 50 years and older; adult sports programs; youth art, dance, performing arts; nature programs/environmental education; tennis lessons and leagues; and special events.
- Residents were divided on how the City should allocate future spending. Slightly more people favored funding improvements to existing parks and facilities, and development of new parks and facilities, over additional land acquisition.
- The majority of respondents (62%) were at least somewhat satisfied with the Gresham City Parks and Recreation Division. However, this response is lower than generally seen in other agencies where satisfaction rates are typically 80%.

YOUTH QUESTIONNAIRE

The Youth Questionnaire was distributed by the City of Gresham between May and July 2007. Paper copies of the questionnaires were distributed to all Gresham high schools. In addition, paper copies of the questionnaire were available at the downtown and Rockwood libraries, and at other community locations, including the Gresham Historical Society, Zimmerman House Historical Museum, and at downtown coffee houses. The questionnaire also was available online at the City's website. A total of 252 youth completed the questionnaire.

Key Findings

- Nearly 74% of youth reported that they or family members have used the Springwater Trail in the last 12 months. This

is the most frequently-used park or facility in the system followed by Main City Park (67%) and Red Sunset Park (63%).

- Most respondents (47%) ride with someone else to get to parks or recreational activities.
- About a quarter of Youth Questionnaire respondents reported that lack of transportation keeps them from visiting parks and recreation sites often.
- Playing sports was the top reason respondents use Gresham parks (34%), followed by meeting friends/hanging out (25%).
- An aquatic facility was most frequently mentioned (30%) as the type of recreation facility that most needed.
- Turf fields (22%), skate park (22%), and swimming pool (20%) were the sports facilities youth respondents thought were most needed.
- The recreation programs youth respondents thought were most needed were extreme sports/outdoor adventure (19%), special events (16%), aquatic programs (15%), and sports (15%).
- The facility with the most reported unmet need is an outdoor swimming pool/water park.
- Over 70% of youth responding reported that these recreation facilities are meeting their needs by 50% or less: skate park, indoor swimming pools/leisure pool, off-leash dog park, outdoor tennis courts, community gardens, disc golf, and indoor lap lanes for exercise swimming.
- Three of the eight facilities with the greatest unmet need were aquatic facilities.

SPORTS GROUP SURVEY

MIG, Inc. and the City of Gresham conducted a targeted questionnaire sent out to organized sport providers to determine the needs of sports groups in Gresham.

Key Findings

- The top needs expressed were more field maintenance and permitted playing enforcement.
- Other needs included irrigation, new fencing, grass infields, and more available practice time.
- Some teams thought City fields are too expensive.
- Enforcement is needed to keep players off muddy fields, because non-permit players ruin fields for permit players.
- Many new amenities are needed, such as restrooms, field lights, more soccer fields, and parking (especially at Pat Pfeiffer Park).

FOCUS GROUPS

A critical part of the public involvement process was gathering input from Gresham's underserved populations. Three groups: seniors, Spanish-speakers, and youth met to discuss their park and recreation issues, needs, and priorities. A total of thirty residents participated in these focus groups.

Seniors Focus Group

Advocates and members of Gresham's senior community met on May 31, 2007, at the Gresham Senior Center to discuss park and recreation issues, needs, and priorities. Six participants contributed a variety of thoughts regarding the use of Gresham parks by seniors. These are summarized below.

Key Findings

- Participants noted that a variety of barriers prevent seniors from using City parks and facilities. These include issues such as safety, accessibility, and transportation, as well as park design flaws such as a lack of shade, restrooms, and protection from the wind. Also, many seniors lack adequate transportation to existing parks and facilities, or do not know what parks and recreation resources are available.
- Participants stressed the need to pool resources among potential partner agencies, like the City and the Senior

Center, in order to provide better programs for Gresham residents.

- Improved marketing and outreach would keep seniors more involved in recreation, particularly with low-cost programs targeted toward meeting senior needs.
- Seniors would like to see more dog parks, softball fields, a skate park with seating, exercise stations geared for seniors, and trail networks.
- A variety of programming needs were also highlighted by focus group participants: low-cost programming for all ages, evening programming for seniors, leagues for seniors (e.g., senior softball league), dances in the park, and concerts in the park.
- When asked to identify their highest priorities, focus group participants indicated the following: develop partnerships, hire a grant-writing person to work across the public and non-profit sectors, develop activities for youth, improve park amenities to enhance comfort, and improve park design to provide safer facilities.

Spanish Speakers Focus Group

Members of Gresham's Spanish-speaking community met on May 31, 2007, at El Programo Hispano, to discuss needs and priorities for Gresham parks and recreation. Thirteen participants contributed a variety of thoughts related to park use, recreation issues, and park and programming needs. Their comments are summarized below.

Key Findings

- Participants felt that maintenance, safety, and security could be improved at all existing park sites.
- In addition, parks could be improved by ensuring that basic amenities, such as water fountains, trash receptacles, and restrooms (with diaper changing stations), are provided at all City parks.
- Focus group participants felt that Gresham needs additional community gathering spaces where festivals, events, and a Hispanic market could be hosted.

- Additional desired facilities, such as soccer fields, playgrounds, water play areas, and picnic shelters, reflect a need for socially-oriented, active and passive-use facilities in parks.
- Finally, marketing and outreach to the Spanish-speaking community can be improved by using bilingual materials and by advertising through Spanish community programs.
- Focus group participants reported frequent use of several of the City's parks: Red Sunset Park, Davis Park, Vance Park, and Main City Park were among the most popular.
- Many participants lived in apartments that lack outdoor recreation space, so parks are critical to family health, wellness, and quality of life. Many participants walk to parks, so proximity of parks was an important factor in use, as was access to public transportation. Participants most frequently used nearby parks and sites that were the most conducive to social gatherings.
- Participants also suggested several potential types of recreation programs that the City could develop. These included: special events (e.g., market with food, dancing, singing, and activities for kids), soccer leagues, activities for children, dancing and singing classes, swimming lessons, exercise classes, activities for babies and preschoolers, and a transportation program.

Youth Focus Group

Youth representatives met on May 31, 2007, at one of Gresham's newest high schools, the Springwater Trail High School, to discuss park and recreation needs and priorities in the community. Eleven participants contributed a variety of thoughts regarding the use of Gresham parks by teens and youth. Key findings are summarized below.

Key Findings

- Youth participants identified a variety of needs in Gresham's park and recreation system, including mostly active-use facilities (skate park, water park, climbing gym, sports facilities), along with some passive recreation

opportunities (youth center, trails, picnic areas), and basic recreation amenities.

- Desired programming options included active programs, social gatherings, and special events that would appeal to teens and youth.
- Youth also desired volunteer and employment opportunities within the park system.
- Several park and facility needs were identified by the focus group. These included mostly active-use facilities, along with some passive recreation opportunities and basic recreation amenities.
- Participants also highlighted a variety of programming needs such as dances, movies-in-the parks, concerts or Battle-of-the-Bands, field games, cooking programs.
- Other program ideas youth had were activities/special events targeted to youth (e.g., paintball event, skate or BMX event), concession stand run by high school students, a program for high school kids to act as security guards at parks or special events, job opportunities, and internet access for youth.

COMMUNITY INTERCEPT EVENTS

Three intercept events were held to solicit public opinion about parks and recreation. The events were held at the Farmer's Market in downtown Gresham on May 12, 2007, at a DES monthly meeting on May 23, 2007, and at a second Farmer's Market on June 11, 2007. Two hundred twenty-six residents, representing a wide range of age groups, participated in an interactive voting exercise at these events. Residents were asked to use dot stickers to indicate their preferences on three major parks and recreation issues. They were also asked to record additional comments and memorable experiences in Gresham's parks and natural areas. Finally, residents identified budget priorities for parks, facilities, and programs in Gresham.

Key Findings

- In nearly all questions, residents valued natural areas and social opportunities. According to responses, the most

important benefit of parks and recreation is to preserve natural areas and the environment.

- Participants supported the acquisition and development of parks and natural areas. More large, multi-use parks and waterfront parks are needed, along with skate parks and trails. Many favorite memories involved trail use, outdoor/nature experiences, and social opportunities.
- From a list of ten options, residents were asked to select the most important benefit provided by parks and recreation. Preserving natural areas and the environment was chosen by the most respondents (27%) as the most significant benefit. Improving physical health (17%) and reducing crime (16%) were frequently selected as well.
- Residents indicated budget priorities for funding park and recreation improvements by placing three pennies in labeled jars. Most residents (23%) were willing to fund the development of currently owned parks and natural areas. Buying land for new parks and natural areas (20%) and improving maintenance at existing parks and facilities (17%) were the second and third most frequently selected choices. Although Gresham has no recreation programs, few residents (5%) supported City-provided programming in this exercise.
- Residents were asked to choose the type of park that Gresham needs most from a list of seven options. At the first Farmer's Market, participants indicated that large, multi-use parks (27%), parks with river, creek or water frontage (24%), and small neighborhood parks (23%) were needed. However, results at the other two events indicated that participants wanted more large parks and water frontage.
- All respondents (100%) indicated that more parks are needed.
- Residents were asked to identify the most needed type of recreation facility in Gresham. At the first Farmer's Market, 21% of residents strongly favored a skate park. Many respondents were also interested in trails and pathways (13%), off-leash dog parks (12%), and swimming pools

(11%). At the second Farmer's Market, trails and pathways received more than twice as many votes as the next most popular facility, skate parks.

STAKEHOLDER INTERVIEWS

Between June 11 and August 23, 2007, MIG, Inc., conducted 23 interviews with key stakeholders and community leaders from the City of Gresham. The interviewees represented a variety of organizations, and most had both a personal and professional relationship with parks and recreation.

Key Findings

- Stakeholders felt that the social benefits offered by parks and recreation are most important to City residents in Gresham. These benefits include building community, improving community identity and neighborhood character, and offering social space for gatherings and interaction.
- Stakeholders suggested that residents also appreciate the personal, economic, and environmental benefits provided by parks, open space, and trails.
- Funding is the biggest challenge affecting many service areas in Gresham, and the City needs better strategies to fund park acquisition, development, maintenance, and operations.
- Safety was also identified as a significant issue. To a lesser extent, issues such as City growth, community identity, and organizational challenges were noted as well.
- Stakeholders were divided in their comments regarding how familiar residents are with Gresham parks, open spaces, and trails. However, interviewees consistently noted that parks are underused, whether it is because of a lack of knowledge of park resources or due to other issues, such as public perceptions, busy schedules, and general community inactivity.
- Stakeholders also had conflicting opinions of what Gresham neighborhoods are under-served by parks and recreation facilities, which shows that a level of service

analysis would be greatly beneficial. Several respondents felt that the City has a reasonable amount of park acreage, but that development in terms of amenities and facilities was lacking. Others felt that southeast Gresham, Pleasant Valley, Rockwood, and Persimmon are underserved.

- From responses, it appeared that there is sufficient open space and greenways in the City. While park land should be preserved before the opportunity is lost to do so, stakeholders felt that money would be better spent on improving connectivity (trails) and developing existing sites. Both active facilities (such as skate parks, sports fields, basketball courts, and a track) and passive facilities (such as picnic shelters, playgrounds, festival and programming space) are needed.
- While recreation programming is desired, many stakeholders felt it was a low priority for the City. Instead, they suggested that schools, partners, and the private sector may be able to better fund recreation programs.
- Stakeholders mentioned several under-served groups who would benefit from programming, including teens, youth, seniors, and Latinos.
- Developing and maintaining parks and facilities are the two highest priorities for increasing recreation opportunities in Gresham. However, the funding challenge was reiterated time and time again as a barrier to implementing park improvements. Strategies for addressing the funding crisis included using volunteers for maintenance, prioritizing projects, and considering all types of funding options (such as bonds, levies, taxes, developer contributions).

COMMUNITY PRESENTATIONS

- City staff conducted 11 community presentations from July to September 2007 to gather public opinion on Gresham's parks and recreation needs and priorities. A total of 287 residents attended presentations at the following groups:
 - Optimist's
 - SW Neighborhood Association

- Eagles
- Rockwood Kiwanis
- Breakfast Lion's Club
- Girl Scouts
- NW Neighborhood Association
- Historic Downtown Kiwanis
- GromShop Skatefest
- E. Wilkes Neighborhood Association
- Kiwanis - Early Risers
- Lion's Supper Club

Key Findings

- Workshop attendees would like the City to provide more recreation programs and facilities. The most frequently mentioned need was for a skate park.
- Attendees would also like the City to solicit volunteers, develop more community gardens, and update existing trails/resurface park pathways.

STAFF INTERVIEWS

Eight individuals, including City staff and Park and Recreation Citizen Advisory Committee members, were interviewed on April 12 and April 26, 2007. Interviewees answered a variety of questions regarding their perceptions of issues and challenges facing the community, park and recreation needs and/or priorities, and potential improvements for the Division's organization.

Key Findings

- The biggest issues and challenges faced by the Parks and Recreation Division include a shortage of funding for staffing and improvements, a lack of community support, crime and safety in parks, and staff overload in addressing the needs of a growing community.
- The major trends that are affecting parks and recreation services provided by the City of Gresham included the

inability to sustain current resources with minimal funding, and the need for more parks and facilities, program opportunities, outreach and services for Gresham's growing and diverse community, and more volunteers and partners to support parks and recreation.

- Of several park and recreation facility improvements needed in Gresham, a clear priority was the development of numerous undeveloped or underdeveloped parks.
- Additional parks, recreation facilities, trails, and open spaces are needed in many areas of the City.
- Staff identified many needed park and facility maintenance improvements, such as increased staffing, additional maintenance funding, park design that takes maintenance into account, replacement of aged facilities, and cost-saving measures.
- Staff opinion was divided on the highest priority improvement needed for parks, recreation facilities, natural areas, maintenance or recreation programming. Some staff felt that it is most important to maintain existing resources, while others wanted more funding to acquire and develop new parks. Several mentioned the need for a major success to build public support.
- In order to address funding shortages, staff felt that the following options should be considered: a bond, an evaluation of SDCs, additional partnerships, and broadening the park district to include nearby communities.
- More staff and better teamwork is needed to improve the Parks and Recreation Division.

COMMITTEE MEETINGS

Three committees meetings were held in April 2007 to discuss goals for the Master Plan, strengths and weaknesses of the existing park and recreation system, and a vision for the future of Gresham parks and recreation. These included the Community Advisory Committee (11 members), Technical Advisory Committee (15 members), and Park and Recreation

Advisory Committee (seven members). All committees had similar discussions and suggestions. Members noted strengths of the park system, such as natural area acquisition and trail connectivity. Committees strongly emphasized the need to encourage widespread, sustained public involvement in Gresham's parks, and the need to serve the entire community. Target groups included youth, diverse community members, and underserved neighborhoods. Key weaknesses noted were lack of development, operations, and maintenance funding, as well as lack of programs and sports fields.

Committee members emphasized a need for collaboration between public, non-profit, and private entities in Gresham as a way to build momentum, develop parks and facilities, and finance proposed improvements. All committee members stressed the lack of marketing and outreach on the part of the Gresham Parks Division as a major weakness. Members suggested that by making the community aware of the benefits of parks and recreation and the Division's existing financial situation, the Division could build substantial community support and, potentially, create funding opportunities. Funding was a major theme of all discussions; members repeatedly emphasized the need to secure stable short- and long-term funding through creative, alternative mechanisms.

APPENDIX F



APPENDIX F: PARK SYSTEM COSTS

Appendix F presents the park costs associated with the sustainable park system. This appendix includes two tables:

- Table F-1: Park Costs identifies costs by site for maintenance, capital reinvestment, capital improvements, land acquisition, and park development. Existing system costs are presented on a separate page from recommended improvements and development.
- Table F-2: City of Gresham Average Costs reflects the cost per acre or cost per mile for maintenance, improvements, acquisition and development for each park type. These average costs are used to calculate the total costs noted in Table F-1.

PARK COSTS

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

The projects noted in this table are intended as a menu of choices. Table F-1 illustrates all areas where potential upgrades are needed in the current park system to meet identified recreation needs. This list is far more comprehensive than the City can afford to complete in the next 20 years. Consequently, this appendix provides a useful tool to gauge project costs (and resulting maintenance and capital replacement costs) as project priorities and funding availability change in the future.

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

Overview of Table F-1

In Table F-1, individual park sites are noted by their park classification, as these appear in the City's park and facility inventory. Existing park sites appear first, followed by proposed new parks, open space, trails, and greenways. For reference, proposed parks in Springwater and Pleasant Valley are noted separately from other proposed city parks. Information in the table is organized as noted below.

Site Information

The first five columns include reference information about each parks site:

- *Park Name*: This is the site name as noted in the inventory. In some cases, proposed parks are referred to by their proposed park classification.
- *Park Class*: The codes represent the various park classifications that are described in Chapter 2:
 - NP Neighborhood Park
 - CP Community Park
 - SU Special Use Area
 - UP Urban Plaza
 - ORA Outdoor Recreation Area
 - CA Conservation Area
 - G Greenway
 - T Trail Facilities/Trailheads
 - O Other Sites (provided by other jurisdictions)
 - U Undeveloped
 - P Proposed
- *Total Site Acreage*: This column reflects park acreage, as noted in the park and facility inventory.
- *Trail Miles*: Some trail corridors do not have associated acreage. Costs for with these trails are determined by trail miles. [Note: Formulas used in the table are based on either trail acreage or trail mileage. Both cannot be shown for one site.]

- **% of Park Maintained/Developed:** For sites that are partially developed, current maintenance costs are lower now than they will be when the site is fully developed. This percentage is an approximation of how much of a current site is developed and in need of maintenance.

Existing System Costs

Columns 6-9 note maintenance and capital reinvestment costs. These costs are annual costs. Maintenance costs are divided into three service tiers. These potential levels of service are explained in more detail in Chapter 5. The assignment of sites to maintenance tiers should reflect the amount of maintenance needed at the site, rather than the amount of funding available.

- *Maintenance (Low LOS):* This basic level of care provides only the required maintenance, including litter removal, graffiti removal, mowing and restroom cleaning. It provides sufficient maintenance for health and safety, but not for asset preservation. Under this level, capital maintenance needs will be accelerated.
- *Maintenance (Medium LOS):* This enhanced level of care typically includes higher maintenance frequencies (e.g., for litter removal, mowing, and restroom cleaning) and additional maintenance tasks for facilities or landscaping for preservation of assets. This moderate level of service is often needed at sites with moderately-high use to offset impacts.
- *Maintenance (High LOS):* This highest level of detailed maintenance typically includes higher task frequencies, special attention to specialized facilities (e.g., community centers, sports field complexes) and specialized landscaping and pruning. Because of costs, this highest level of service is often provided at the City's signature parks (sites with high visibility and use).
- *Capital Reinvestment:* Capital reinvestment involves replacing outdated or worn facilities as scheduled based on their age and use. Funds should be set aside annually so that the City has money on hand to replace facilities when

needed. This helps avoid the need to remove unsafe facilities that are past their prime. Capital reinvestment costs are based on a 30-year replacement cycle for most facilities. The amount noted in this column is based on the existing level of park development. [Note: Capital reinvestment costs are recalculated after site development and improvements.]

At the bottom of these rows, deferred maintenance costs for the existing system are noted. These costs are based on the total amount of renovations needed at this time.

Recommended Improvement and Development

Recommendations for site enhancement are noted on pages 3 and 4 of the table. Recommendations are noted for each site by an "X" indicating the needed improvement. Potential improvements include:

- *Minor Renovations:* Minor renovations may include adding site furnishings and playgrounds as per design guidelines, addressing capital maintenance issues, implementing ADA accessibility improvements, restoring habitat in open space and natural areas, or other minor improvements. The scale of minor renovations is assumed to be approximately 1/4 of full site development.
- *Major Renovations:* Major renovations may include providing extensive renovations based on the condition of existing facilities, adding several amenities/facilities as per design guidelines, resurfacing trails and adding other trailhead upgrades, or providing major upgrades as per a new master plan to change the overall character of the park. The scale of major renovations is assumed to be approximately 2/3 of full site development.
- *Major Facility:* The City may add a major facility to a park site or trail during renovation or development. A major facility adds to the overall cost and value of the park site. Major facilities may include new community centers, arts centers, swimming pools, sport complexes, bike/pedestrian bridges, trail undercrossings, etc.

- *Park Land Acquisition:* Land acquisition for various types of parks can be targeted in areas of identified need. (These needs are summarized in Chapter 2 of the Plan). Park land acquisition should be prioritized on a case by case basis. In some areas, it may be wise to acquire park sites in targeted areas when opportunities arise, or before the opportunity is lost. Acquisition costs vary by the type of the park land that is acquired.
- *Park Development:* Parks should be developed according to the design and development guidelines presented in Appendix C. Sites may be developed in phases as funding allows. In Table E-1, it is assumed that full development of all proposed parks is desired.
- *Description of Improvements:* This column provides a brief description of the type of improvement that is needed.
- *% of Park Developed (After Improvements):* This column notes the desired level of park development (now assumed to be 100% in all cases), as a basis for calculating maintenance and capital reinvestments costs after sites are developed or improvements are made. [Note: These percentages can be changed to calculate new maintenance costs when parks with phased development are brought online.]

Complete System Costs

The last three columns of the table provide total costs for the new park system after improvements are made. These include:

- *Improvement Costs:* Improvement costs for each site are based on the costs assigned to each "X." For example, if a site requires acquisition and development, with the addition of a major facility, this column would provide a total for these three costs.
- *Annual Capital Reinvestment:* Capital replacement funds are recalculated for each site after improvements are implemented or the site has been developed. These costs are based on the % of park development as noted above.

- *Adjusted Minimum Maintenance Costs:* After improvements are implemented or the site has been developed, maintenance costs are recalculated based on the minimum recommended level of service of each site. After improvements, all special use areas and urban plazas should be maintained at the highest tier, because of their high use, visibility, and specialized facilities. New assets in all other improved parks should be maintained at a medium level of service. [Unimproved parks may be maintained at their current LOS.]

Overview of Table F-2

Table F-2 identifies average costs per acre or per mile of trail for parks in the City's park system. The costs noted here have been identified for the City of Gresham in 2009 dollars, based on their unique park system requirements and the City's design and development guidelines for each park type. These costs were checked against the cost assumptions used by other park jurisdictions to ensure that they are in line with comparable park agencies.

Average costs are noted for maintenance, capital reinvestment, major and minor renovations, major facilities, acquisition, and development. As noted previously, maintenance and capital reinvestment costs are annual costs. All the other costs are one-time expenditures based on park acreage, trail miles, or each facility added.

To simplify the analysis, the following costs categories were used in the formulas created for Table F-1:

- *Neighborhood and Community Parks:* These parks provide the foundation for the park system. Development costs are estimated at an average of \$270,000/acre for neighborhood parks and \$560,000 per acre for community parks.
- *Special Use Parks:* This category includes costs applicable to special use areas and urban plazas. Costs for these sites are typically much higher than other park types, since they often require special attention in maintenance and development because of their specialized use.

- *Open Space*: Costs for open space apply to outdoor recreation areas, conservation areas, and green space. Acquisition costs for open space are typically lower than other park types, as these sites frequently include steep slopes, wetlands, and other undevelopable areas. Parks development for open space is typically based on providing passive recreation opportunities appropriate for the site.
- *Undeveloped Sites*: This category includes undeveloped parks of any classification. Costs for acquisition and park development should be based on the type of park that is desired.
- *Trail Corridors*: Some trail corridors may include a wide corridor, with acreage beyond the trail itself. In these cases, costs are calculated in terms of acreage. Acquisition costs for trails are often higher than other park types. For the City of Gresham, development costs assume that the majority of resources are dedicated to trail development, with little additional development of the corridor.
- *Trails (in miles)*: Other trails may be developed through an easement or acquisition of the pathway only. Costs for these trails, including most proposed trails, are noted in terms of trail mileage.

Cost Development

The costs noted in Table F-2 were developed in consultation with key City staff. These costs were compared to other providers' similar estimations here locally, and refined by a consulting team based on experience throughout the Pacific Northwest. Finally, these costs were reviewed by the Park and Recreation Advisory Subcommittee (PRAS). Sources for calculations and comparison are noted briefly below.

Cost Calculations

The per-acre and per mile costs provided in Table F-2 were developed using a variety of resources. These include:

- Average real estate costs for acreage purchases for land acquisition.
- Detailed cost estimates in the City CIP for actual projects, which were used to generalize per-acre costs.
- Existing City plan and report, primarily the Pleasant Valley Annexation Policy Development Report (August 10, 2004). This document noted 2004 acquisition and development costs, as well as the higher cost assumptions that were used to determine costs for future growth areas.
- Calculations from landscape architects to determine cost per mile associated with trail development.

Cost Comparisons

These original cost assumptions were cross-checked with other agencies and local providers to obtain:

- Average maintenance and development cost per acre, using data from other Plans completed throughout the Northwest.
- Trails information from the Portland Metro 'Connecting Green/Trails' Manual.
- Comparisons with information obtained from the following local agencies:
 - City of Portland Parks;
 - DES Transportation Planning;
 - Metro Parks & Greenspaces;
 - North Clackamas Park and Recreation District/Clackamas County Parks; and
 - Tualatin Hills Park and Recreation District (THPRD).

TABLE F-1: PARK COSTS (MAINTENANCE, IMPROVEMENTS AND DEVELOPMENT)

PARK NAME	PARK CLASS	TOTAL SITE ACREAGE	TRAIL MILES	% OF PARK MAINTAINED/ DEVELOPED	EXISTING SYSTEM COSTS			ANNUAL CAPITAL REINVESTMENT
					MAINTENANCE: LOW LOS	MAINTENANCE: MEDIUM LOS	MAINTENANCE: HIGH LOS	
Aspen Highlands Park	NP	3.7		100%	\$ 25,900	\$ 29,600	\$ 33,300	\$ 33,670
Bella Vista Park	NP	8.1		100%	\$ 56,700	\$ 64,800	\$ 72,900	\$ 73,710
Butler Creek Park	NP	4.0		100%	\$ 28,000	\$ 32,000	\$ 36,000	\$ 36,400
Cedar Park	NP	0.3		100%	\$ 2,100	\$ 2,400	\$ 2,700	\$ 2,730
Davis Park	NP	2.6		100%	\$ 18,200	\$ 20,800	\$ 23,400	\$ 23,660
Hall Park ^C	NP	4.0		100%	\$ 28,000	\$ 32,000	\$ 36,000	\$ 36,400
Hollybrook Park ^D	NP	2.6		100%	\$ 18,200	\$ 20,800	\$ 23,400	\$ 23,660
Kane Road Park	NP	10.3		100%	\$ 72,100	\$ 82,400	\$ 92,700	\$ 93,730
Kirk Park ^D	NP	7.0		100%	\$ 49,000	\$ 56,000	\$ 63,000	\$ 63,700
Thom Park	NP	5.5		100%	\$ 38,500	\$ 44,000	\$ 49,500	\$ 50,050
Yamhill Park	NP	0.6		100%	\$ 4,200	\$ 4,800	\$ 5,400	\$ 5,460
Total Developed NPs		48.7			\$ 340,900	\$ 389,600	\$ 438,300	\$ 443,170
Columbia View Park	NP-U	7.5		20%	\$ 1,870	\$ 3,740	\$ 5,610	\$ -
East Gresham Park	NP-U	5.6		0%	\$ 1,393	\$ 2,785	\$ 4,178	\$ -
Jenne Butte Park	NP-U	6.7		0%	\$ 1,675	\$ 3,350	\$ 5,025	\$ -
South Central Park	NP-U	2.9		0%	\$ 725	\$ 1,450	\$ 2,175	\$ -
Southeast Park	NP-U	6.5		0%	\$ 1,633	\$ 3,265	\$ 4,898	\$ -
Total Undeveloped NPs		29.2			\$ 7,295	\$ 14,590	\$ 21,885	\$ -
Total--Neighborhood Parks		77.9			\$ 348,195	\$ 404,190	\$ 460,185	\$ 443,170
Main City Park	CP	21.6		100%	\$ 151,200	\$ 172,800	\$ 194,400	\$ 196,560
North Gresham Park	CP	13.4		100%	\$ 93,800	\$ 107,200	\$ 120,600	\$ 121,940
Pat Pfeifer Barrier-Free Park ^E	CP	13.3		100%	\$ 93,100	\$ 106,400	\$ 119,700	\$ 121,030
Red Sunset Park ^C	CP	14.2		100%	\$ 99,260	\$ 113,440	\$ 127,620	\$ 129,038
Rockwood Central Park ^C	CP	9.4		100%	\$ 65,730	\$ 75,120	\$ 84,510	\$ 85,449
Total Developed CPs		71.9			\$ 503,090	\$ 574,960	\$ 646,830	\$ 654,017
Southeast Community Park	CP-U	16.1		0%	\$ 4,030	\$ 8,060	\$ 12,090	\$ -
Southwest Community Park	CP-U	34.1		0%	\$ 8,525	\$ 17,050	\$ 25,575	\$ -
Total Undeveloped CPs		50.2			\$ 12,555	\$ 25,110	\$ 37,665	\$ -
Total--Community Parks		122.1			\$ 515,645	\$ 600,070	\$ 684,495	\$ 654,017
Gradin Community Sports Park	SU	32.3		50%	\$ 193,620	\$ 258,160	\$ 322,700	\$ 212,982
Center for the Arts (Center & Plaza)	SU	2.1		100%	\$ 25,440	\$ 33,920	\$ 42,400	\$ 27,984
Zimmerman House Park	SU	6.0		10%	\$ 7,164	\$ 9,552	\$ 11,940	\$ 7,880
Civic Neighborhood Plaza ^G	UP	1.0		0%	\$ -	\$ -	\$ -	\$ -
Total--Special Use and Urban Plazas		41.4			\$ 226,224	\$ 301,632	\$ 377,040	\$ 248,846
Grant Butte	ORA	41.2		85%	\$ 17,510	\$ 35,020	\$ 52,530	\$ 42,024
Gresham Butte	ORA	320.4		25%	\$ 40,050	\$ 80,100	\$ 120,150	\$ 96,120
Hogan Butte	ORA	53.6		75%	\$ 20,100	\$ 40,200	\$ 60,300	\$ 48,240
Jenne Butte	ORA	120.5		50%	\$ 30,125	\$ 60,250	\$ 90,375	\$ 72,300
Johnson Creek	ORA	138.5		33%	\$ 22,846	\$ 45,692	\$ 68,538	\$ 54,830
Nadaka Open Space	ORA	10.1		100%	\$ 5,050	\$ 10,100	\$ 15,150	\$ 12,120
Springwater Open Space	ORA	1.7		100%	\$ 850	\$ 1,700	\$ 2,550	\$ 2,040
Telford Site	ORA	19.1		100%	\$ 9,530	\$ 19,060	\$ 28,590	\$ 22,872
Miscellaneous Open Space	ORA	7.5		100%	\$ 3,750	\$ 7,500	\$ 11,250	\$ 9,000
Baltz Open Space	CA	9.4		100%	\$ 4,700	\$ 9,400	\$ 14,100	\$ 11,280
Butler	CA	3.0		100%	\$ 1,500	\$ 3,000	\$ 4,500	\$ 3,600
Fujitsu Ponds	CA	59.1		75%	\$ 22,163	\$ 44,325	\$ 66,488	\$ 53,190
Gabbert Hill	CA	0.9		100%	\$ 460	\$ 920	\$ 1,380	\$ 1,104

TABLE F-1: PARK COSTS (MAINTENANCE, IMPROVEMENTS AND DEVELOPMENT)

				EXISTING SYSTEM COSTS				
PARK NAME	PARK CLASS	TOTAL SITE ACREAGE	TRAIL MILES	% OF PARK MAINTAINED/ DEVELOPED	MAINTENANCE: LOW LOS	MAINTENANCE: MEDIUM LOS	MAINTENANCE: HIGH LOS	ANNUAL CAPITAL REINVESTMENT
Grant Butte	CA	32.0		90%	\$ 14,400	\$ 28,800	\$ 43,200	\$ 34,560
Gresham Boeing	CA	13.8		100%	\$ 6,900	\$ 13,800	\$ 20,700	\$ 16,560
Hunters Highland	CA	0.5		100%	\$ 230	\$ 460	\$ 690	\$ 552
Lusted Road	CA	0.8		100%	\$ 400	\$ 800	\$ 1,200	\$ 960
Fairview Creek	CA	6.0		100%	\$ 3,000	\$ 6,000	\$ 9,000	\$ 7,200
Regner Road	CA	9.1		100%	\$ 4,550	\$ 9,100	\$ 13,650	\$ 10,920
South Hills	CA	2.3		100%	\$ 1,150	\$ 2,300	\$ 3,450	\$ 2,760
Walters Hill	CA	1.5		100%	\$ 750	\$ 1,500	\$ 2,250	\$ 1,800
Butler Creek Greenway	G	31.0		90%	\$ 13,950	\$ 27,900	\$ 41,850	\$ 33,480
Kelly Creek Greenway	G	51.2		75%	\$ 19,200	\$ 38,400	\$ 57,600	\$ 46,080
Total--Natural Areas		933.1			\$ 243,163	\$ 486,327	\$ 729,490	\$ 583,592
Springwater Trail	T		4.40	100%	\$ 35,200	\$ 39,600	\$ 44,000	\$ 78,540
Gresham/Fairview Trail (Phase 1)	T		1.24	100%	\$ 9,920	\$ 11,160	\$ 12,400	\$ 22,134
Gresham Fairview Trail (Phase 2)	T		0.78	0%	\$ -	\$ -	\$ -	\$ -
Gresham Fairview Trail (Phase 3)	T		1.26	0%	\$ -	\$ -	\$ -	\$ -
Gresham Fairview Trail (Phase 4)	T		0.75	0%	\$ -	\$ -	\$ -	\$ -
Gresham Fairview Trail (Phase 5)	T		1.17	0%	\$ -	\$ -	\$ -	\$ -
Linnemann Station Trailhead SWT	T	0.5		100%	\$ 2,000	\$ 2,250	\$ 2,500	\$ 4,450
Hogan Road Trailhead SWT	T	1.6		100%	\$ 6,400	\$ 7,200	\$ 8,000	\$ 14,240
Total--Trailheads Multiuse Paths		2.1	9.60		\$ 53,520	\$ 60,210	\$ 66,900	\$ 119,364
John Deere Field ^B	O	8.8		50%	\$ 30,800	\$ 35,200	\$ 39,600	\$ 40,040
Vance Park ^B	O	14.5		50%	\$ 50,750	\$ 58,000	\$ 65,250	\$ 65,975
PAL Youth Center	O	0.0		100%	\$ -	\$ -	\$ -	\$ -
Total--Other Sites		23.3			\$ 81,550	\$ 93,200	\$ 104,850	\$ 106,015
Neighborhood Parks (10)	P-NP	40.0		0%	\$ -	\$ -	\$ -	\$ -
Community Parks (2)	P-CP	30.0		0%	\$ -	\$ -	\$ -	\$ -
Downtown Urban Plazas & Parks	P-UP	6.6		0%	\$ -	\$ -	\$ -	\$ -
Rockwood Urban Plazas & Parks	P-UP	9.0		0%	\$ -	\$ -	\$ -	\$ -
Greenways	P-G	100.0		0%	\$ -	\$ -	\$ -	\$ -
MAX Path	P-T		2.50	0%	\$ -	\$ -	\$ -	\$ -
Marine Drive Trail	P-T		0.66	0%	\$ -	\$ -	\$ -	\$ -
Gresham Trails and Bridges	P-T	10.9		0%	\$ -	\$ -	\$ -	\$ -
Total--Proposed City Parks		196.5	3.16		\$ -	\$ -	\$ -	\$ -
Neighborhood Parks (6)	P-NP	60.0		0%	\$ -	\$ -	\$ -	\$ -
Community Park (1)	P-CP	50.0		0%	\$ -	\$ -	\$ -	\$ -
Park Blocks/Plazas (7)	P-UP	10.0		0%	\$ -	\$ -	\$ -	\$ -
Total--Proposed Pleasant Valley Parks		120.0			\$ -	\$ -	\$ -	\$ -
Neighborhood Parks (1)	P-NP	8.0		0%	\$ -	\$ -	\$ -	\$ -
Community Parks (2)	P-CP	35.0		0%	\$ -	\$ -	\$ -	\$ -
Park Blocks/Plazas (2)	P-UP	8.0		0%	\$ -	\$ -	\$ -	\$ -
Total--Proposed Springwater Parks		51.0			\$ -	\$ -	\$ -	\$ -
GRAND TOTAL		1567.4	12.76		\$ 1,468,297	\$ 1,945,629	\$ 2,422,960	\$ 2,155,005
Existing System Deferred Maintenance Costs (Total Renovations)								\$ 31,748,377

TABLE F-1: PARK COSTS (MAINTENANCE, IMPROVEMENTS AND DEVELOPMENT)

				RECOMMENDED IMPROVEMENTS AND DEVELOPMENT							COMPLETE SYSTEM COSTS		
PARK NAME	PARK CLASS	TOTAL SITE ACREAGE	TRAIL MILES	MINOR RENOVATION	MAJOR RENOVATION	MAJOR FACILITY	PARK LAND ACQUISITION	PARK DEVELOPMENT	DESCRIPTION OF IMPROVEMENTS	% OF PARK DEVELOPED (AFTER IMPROVEMENTS)	IMPROVEMENT COSTS	ADJUSTED ANNUAL CAPITAL REINVESTMENT	ADJUSTED MINIMUM MAINTENANCE COSTS
Aspen Highlands Park	NP	3.7		X					Add amenities/renovate existing facilities	100%	\$ 388,500	\$ 33,670	\$ 29,600
Bella Vista Park	NP	8.1		X					Add amenities as per design guidelines	100%	\$ 850,500	\$ 73,710	\$ 64,800
Butler Creek Park	NP	4.0		X					Implement ADA improvements	100%	\$ 420,000	\$ 36,400	\$ 32,000
Cedar Park	NP	0.3							Add amenities as per design guidelines	100%	\$ -	\$ 2,730	\$ 2,400
Davis Park	NP	2.6							Implement ADA improvements	100%	\$ -	\$ 23,660	\$ 20,800
Hall Park ^C	NP	4.0		X					Add amenities as per design guidelines	100%	\$ 420,000	\$ 36,400	\$ 32,000
Hollybrook Park ^D	NP	2.6		X					Add amenities as per design guidelines	100%	\$ 273,000	\$ 23,660	\$ 20,800
Kane Road Park	NP	10.3			X				Add amenities/renovate existing facilities	100%	\$ 2,832,500	\$ 93,730	\$ 82,400
Kirk Park ^D	NP	7.0		X					Add amenities as per design guidelines	100%	\$ 735,000	\$ 63,700	\$ 56,000
Thom Park	NP	5.5			X				Add amenities as per design guidelines	100%	\$ 1,512,500	\$ 50,050	\$ 44,000
Yamhill Park	NP	0.6								100%	\$ -	\$ 5,460	\$ 4,800
Total Developed NPs		48.7		\$ 3,087,000	\$ 4,345,000	\$ -	\$ -	\$ -			\$ 7,432,000	\$ 443,170	\$ 389,600
Columbia View Park	NP-U	7.5						X	Develop as neighborhood park	100%	\$ 3,104,200	\$ 68,068	\$ 59,840
East Gresham Park	NP-U	5.6						X	Develop as neighborhood park	100%	\$ 2,311,550	\$ 50,687	\$ 44,560
Jenne Butte Park	NP-U	6.7						X	Develop as neighborhood park	100%	\$ 2,780,500	\$ 60,970	\$ 53,600
South Central Park	NP-U	2.9						X	Develop as neighborhood park	100%	\$ 1,203,500	\$ 26,390	\$ 23,200
Southeast Park	NP-U	6.5						X	Develop as neighborhood park	100%	\$ 2,709,950	\$ 59,423	\$ 52,240
Total Undeveloped NPs		29.2		\$ -	\$ -	\$ -	\$ -	\$ 12,109,700			\$ 12,109,700	\$ 265,538	\$ 233,440
Total--Neighborhood Parks		77.9		\$ 3,087,000	\$ 4,345,000	\$ -	\$ -	\$ 12,109,700			\$ 19,541,700	\$ 708,708	\$ 623,040
Main City Park	CP	21.6			X	X			Skatepark, add amenities/renovate existing fa	100%	\$ 8,440,000	\$ 196,560	\$ 172,800
North Gresham Park	CP	13.4			X				Add amenities/renovate existing facilities	100%	\$ 3,685,000	\$ 121,940	\$ 107,200
Pat Pfeifer Barrier-Free Park ^E	CP	13.3		X					Add amenities as per design guidelines	100%	\$ 1,396,500	\$ 121,030	\$ 106,400
Red Sunset Park ^C	CP	14.2			X				Add amenities/renovate existing facilities	100%	\$ 3,899,500	\$ 129,038	\$ 113,440
Rockwood Central Park ^C	CP	9.4			X				Add amenities/renovate existing facilities	100%	\$ 2,582,250	\$ 85,449	\$ 75,120
Total Developed CPs		71.9		\$ 1,396,500	\$ 16,106,750	\$ 2,500,000	\$ -	\$ -			\$ 20,003,250	\$ 654,017	\$ 574,960
Southeast Community Park	CP-U	16.1						X	Develop as community park	100%	\$ 6,689,800	\$ 146,692	\$ 128,960
Southwest Community Park	CP-U	34.1						X	Develop as community park	100%	\$ 14,151,500	\$ 310,310	\$ 272,800
Total Undeveloped CPs		50.2		\$ -	\$ -	\$ -	\$ -	\$ 20,841,300			\$ 20,841,300	\$ 457,002	\$ 401,760
Total--Community Parks		122.1		\$ 1,396,500	\$ 16,106,750	\$ 2,500,000	\$ -	\$ 20,841,300			\$ 40,844,550	\$ 1,111,019	\$ 976,720
Gradin Community Sports Park	SU	32.3				X		X	Finish park development	100%	\$ 22,862,000	\$ 425,964	\$ 516,320
Center for the Arts (Center & Plaza)	SU	2.1						X	Finish park development; arts center	100%	\$ 1,272,000	\$ 27,984	\$ 33,920
Zimmerman House Park	SU	6.0				X		X	Finish park development	100%	\$ 7,082,000	\$ 78,804	\$ 95,520
Civic Neighborhood Plaza ^G	UP	1.0						X	Develop plaza	100%	\$ 600,000	\$ 13,200	\$ 16,000
Total--Special Use and Urban Plazas		41.4		\$ -	\$ -	\$ 7,000,000	\$ -	\$ 24,816,000			\$ 31,816,000	\$ 545,952	\$ 661,760
Grant Butte	ORA	41.2						X	Develop as nature park	100%	\$ 2,060,000	\$ 49,440	\$ 41,200
Gresham Butte	ORA	320.4		X					Implement ADA improvements	25%	\$ 1,201,500	\$ 96,120	\$ 80,100
Hogan Butte	ORA	53.6						X	Develop as nature park	100%	\$ 2,680,000	\$ 64,320	\$ 53,600
Jenne Butte	ORA	120.5						X	Develop as nature park	100%	\$ 6,025,000	\$ 144,600	\$ 120,500
Johnson Creek	ORA	138.5		X					Implement ADA improvements	33%	\$ 685,377	\$ 54,830	\$ 45,692
Nadaka Open Space	ORA	10.1						X	Develop as nature park	100%	\$ 505,000	\$ 12,120	\$ 10,100
Springwater Open Space	ORA	1.7						X	Develop as nature park	100%	\$ 85,000	\$ 2,040	\$ 1,700
Telford Site	ORA	19.1							Replace existing amenities as scheduled	100%	\$ -	\$ 22,872	\$ 19,060
Miscellaneous Open Space	ORA	7.5							Replace existing amenities as scheduled	100%	\$ -	\$ 9,000	\$ 7,500
Balz Open Space	CA	9.4							Replace existing amenities as scheduled	100%	\$ -	\$ 11,280	\$ 9,400
Butler	CA	3.0							Replace existing amenities as scheduled	100%	\$ -	\$ 3,600	\$ 3,000
Fujitsu Ponds	CA	59.1							Replace existing amenities as scheduled	75%	\$ -	\$ 53,190	\$ 44,325
Gabbert Hill	CA	0.9							Replace existing amenities as scheduled	100%	\$ -	\$ 1,104	\$ 920

TABLE F-1: PARK COSTS (MAINTENANCE, IMPROVEMENTS AND DEVELOPMENT)

				RECOMMENDED IMPROVEMENTS AND DEVELOPMENT							COMPLETE SYSTEM COSTS		
PARK NAME	PARK CLASS	TOTAL SITE ACREAGE	TRAIL MILES	MINOR RENOVATION	MAJOR RENOVATION	MAJOR FACILITY	PARK LAND ACQUISITION	PARK DEVELOPMENT	DESCRIPTION OF IMPROVEMENTS	% OF PARK DEVELOPED (AFTER IMPROVEMENTS)	IMPROVEMENT COSTS	ADJUSTED ANNUAL CAPITAL REINVESTMENT	ADJUSTED MINIMUM MAINTENANCE COSTS
Grant Butte	CA	32.0							Replace existing amenities as scheduled	90%	\$ -	\$ 34,560	\$ 28,800
Gresham Boeing	CA	13.8							Replace existing amenities as scheduled	100%	\$ -	\$ 16,560	\$ 13,800
Hunters Highland	CA	0.5							Replace existing amenities as scheduled	100%	\$ -	\$ 552	\$ 460
Lusted Road	CA	0.8							Replace existing amenities as scheduled	100%	\$ -	\$ 960	\$ 800
Fairview Creek	CA	6.0							Replace existing amenities as scheduled	100%	\$ -	\$ 7,200	\$ 6,000
Regner Road	CA	9.1							Replace existing amenities as scheduled	100%	\$ -	\$ 10,920	\$ 9,100
South Hills	CA	2.3							Replace existing amenities as scheduled	100%	\$ -	\$ 2,760	\$ 2,300
Walters Hill	CA	1.5							Replace existing amenities as scheduled	100%	\$ -	\$ 1,800	\$ 1,500
Butler Creek Greenway	G	31.0		X					Upgrade existing facilities	90%	\$ 418,500	\$ 33,480	\$ 27,900
Kelly Creek Greenway	G	51.2						X	Develop as greenway	100%	\$ 2,560,000	\$ 61,440	\$ 51,200
Total--Natural Areas		933.1		\$ 2,305,377	\$ -	\$ -	\$ -	\$ 13,915,000			\$ 16,220,377	\$ 694,748	\$ 578,957
Springwater Trail	T		4.40		X					100%	\$ 2,354,000	\$ 78,540	\$ 39,600
Gresham/Fairview Trail (Phase 1)	T		1.24						Replace existing amenities as scheduled	100%	\$ -	\$ 22,134	\$ 11,160
Gresham Fairview Trail (Phase 2)	T		0.78			X	X	X	Acquire and develop trail; undercrossing	100%	\$ 1,264,000	\$ 13,923	\$ 7,020
Gresham Fairview Trail (Phase 3)	T		1.26				X	X	Acquire and develop multi-use trail	100%	\$ 1,638,000	\$ 22,491	\$ 11,340
Gresham Fairview Trail (Phase 4)	T		0.75				X	X	Acquire and develop multi-use trail	100%	\$ 975,000	\$ 13,388	\$ 6,750
Gresham Fairview Trail (Phase 5)	T		1.17				X	X	Acquire and develop multi-use trail	100%	\$ 1,521,000	\$ 20,885	\$ 10,530
Linnemann Station Trailhead SWT	T	0.5							Implement ADA improvements	100%	\$ -	\$ 4,450	\$ 2,250
Hogan Road Trailhead SWT	T	1.6		X					Upgrade existing facilities	100%	\$ 160,000	\$ 14,240	\$ 7,200
Total--Trailheads Multiuse Paths		2.1	9.60	\$ 160,000	\$ 2,354,000	\$ 250,000	\$ 1,980,000	\$ 3,168,000			\$ 7,912,000	\$ 190,050	\$ 95,850
John Deere Field ^B	O	8.8							Replace existing amenities as scheduled	0%	\$ -	\$ -	\$ -
Vance Park ^B	O	14.5			X				Add amenities as per design guidelines	50%	\$ 1,993,750	\$ 65,975	\$ 58,000
PAL Youth Center	O	0.0							Replace existing amenities as scheduled	100%	\$ -	\$ -	\$ -
Total--Other Sites		23.3		\$ -	\$ 1,993,750	\$ -	\$ -	\$ -			\$ 1,993,750	\$ 65,975	\$ 58,000
Neighborhood Parks (10)	P-NP	40.0					X	X	Acquire and develop parks	100%	\$ 25,600,000	\$ 364,000	\$ 320,000
Community Parks (2)	P-CP	30.0					X	X	Acquire and develop parks	100%	\$ 19,200,000	\$ 273,000	\$ 240,000
Downtown Urban Plazas & Parks	P-UP	6.6					X	X	Acquire and develop parks	100%	\$ 5,445,000	\$ 87,120	\$ 105,600
Rockwood Urban Plazas & Parks	P-UP	9.0					X	X	Acquire and develop parks	100%	\$ 7,425,000	\$ 118,800	\$ 144,000
Greenways	P-G	100.0					X		Acquire greenways	100%	\$ 5,000,000	\$ 120,000	\$ 100,000
MAX Path	P-T		2.50						Maintain developed trail	100%	\$ -	\$ 44,625	\$ 22,500
Marine Drive Trail	P-T		0.66				X	X	Acquire and develop multi-use trail	100%	\$ 858,000	\$ 11,781	\$ 5,940
Gresham Trails and Bridges	P-T	10.9					X	X	Acquire and develop multi-use trail; bridges	100%	\$ 6,256,000	\$ 97,188	\$ 49,140
Total--Proposed City Parks		196.5	3.16	\$ -	\$ -	\$ 250,000	\$ 27,320,000	\$ 42,214,000			\$ 69,784,000	\$ 1,116,514	\$ 987,180
Neighborhood Parks (6)	P-NP	60.0					X	X	Acquire and develop parks	100%	\$ 38,400,000	\$ 546,000	\$ 480,000
Community Park (1)	P-CP	50.0					X	X	Acquire and develop parks	100%	\$ 32,000,000	\$ 455,000	\$ 400,000
Park Blocks/Plazas (7)	P-UP	10.0					X	X	Acquire and develop parks	100%	\$ 8,250,000	\$ 132,000	\$ 160,000
Total--Proposed Pleasant Valley Parks		120.0		\$ -	\$ -	\$ -	\$ 27,000,000	\$ 51,650,000			\$ 78,650,000	\$ 1,133,000	\$ 1,040,000
Neighborhood Parks (1)	P-NP	8.0					X	X	Acquire and develop parks	100%	\$ 5,120,000	\$ 72,800	\$ 64,000
Community Parks (2)	P-CP	35.0					X	X	Acquire and develop parks	100%	\$ 22,400,000	\$ 318,500	\$ 280,000
Park Blocks/Plazas (2)	P-UP	8.0					X	X	Acquire and develop parks	100%	\$ 6,600,000	\$ 105,600	\$ 128,000
Total--Proposed Springwater Parks		51.0		\$ -	\$ -	\$ -	\$ 11,475,000	\$ 22,645,000			\$ 34,120,000	\$ 496,900	\$ 472,000
GRAND TOTAL		1567.4	12.76	\$ 6,948,877	\$ 24,799,500	\$ 10,000,000	\$ 67,775,000	\$ 191,359,000			\$ 300,882,377	\$ 6,062,866	\$ 5,493,507

TABLE F-2: CITY OF GRESHAM AVERAGE COSTS (MAINTENANCE, IMPROVEMENTS, ACQUISITION, AND DEVELOPMENT)

Park Type	Maintenance Cost (Per Acre)			ANNUAL CAPITAL REPLACE-MENT	MINOR RENOVATION	MAJOR RENOVATION	MAJOR FACILITY	PARK LAND ACQUISITION	PARK DEVELOPMENT	ADJUSTED MAINT COST* (MIN LOS)
	Low	Med	High	per acre	per acre	per acre	each	per acre	per acre	per acre
Neighborhood/Community Parks	\$7,000	\$8,000	\$9,000	\$9,100	\$105,000	\$275,000	\$2,500,000	\$225,000	\$415,000	\$8,000
Special Use Parks	\$12,000	\$16,000	\$20,000	\$13,200	\$150,000	\$400,000	\$3,500,000	\$225,000	\$600,000	\$20,000
Open Space	\$500	\$1,000	\$1,500	\$1,200	\$15,000	\$35,000	\$0	\$50,000	\$50,000	\$1,000
Undeveloped Sites	\$250	\$500	\$750	\$0	\$0	\$0	\$0	\$225,000	\$415,000	\$250
Trail Corridors	\$4,000	\$4,500	\$5,000	\$8,900	\$100,000	\$267,500	\$250,000	\$250,000	\$300,000	\$4,500
Trails (per mile)	\$8,000	\$9,000	\$10,000	\$17,850	\$200,000	\$535,000	\$250,000	\$500,000	\$800,000	\$9,000

* Adjusted maintenance costs are based on a minimum recommended level of service following site improvements. This number is currently based on a low LOS for undeveloped sites, a high LOS for Special Use Parks, and a medium LOS for all other park types.

Park Type Definitions:

Special use parks include special use areas and urban plazas

Open space includes outdoor recreation areas, conservation areas, and greenways

Trails corridors include regional and local trails and trailheads. Trail costs may be based on \$/mile, where the City does not own the trail corridor or where a proposed trail is based on mileage

Improvement Options:

Capital replacement involves the replacement of outdated or worn facilities as scheduled based on their age and use.

Minor renovations may include adding site furnishings and playgrounds as per design guidelines, addressing deferred maintenance issues (more than regular maintenance), habitat restoration for open space and natural areas, or other minor improvements.

Major renovations may include extensive renovation based on the condition of existing facilities (park rating is less than 2), adding several amenities/facilities as per design guidelines, or resurfacing trails and other trailhead upgrades.

A major facility may include new community center, arts center, swimming pool, sport complex, bike/pedestrian bridge or undercrossing, etc. Major facilities add to the cost of regular development at a park site, so these are noted separately.

APPENDIX G



APPENDIX G: POTENTIAL FUNDING SOURCES

There are a number of possible funding sources for programs, non-capital projects, parks and facilities acquisition, development, and maintenance. Most sources are limited in scope and can only be used to fund specific types of projects, but will not fund operations. Because of these limitations, the City of Gresham will have to carefully consider all funding options to determine the best strategy for implementing system improvements.

This appendix lists potential funding sources for operations and capital projects, including a brief summary of each source. These funding options, their limitations and use are summarized in Chapter 6. A recommended funding strategy for Plan implementation is described in Chapter 7.

Options for Operations Funding

Securing funds for maintenance and operations is a challenge for most cities, and especially vital to the City of Gresham. The following funding sources may be used for ongoing maintenance and operations, as well as capital projects.

- General Fund
- Local Option Levy/Serial Levy
- Fees and Charges
- Public/Private Partnerships
- Taxes and Surcharges
- Parks and Recreation District

A variety of funds/funding options are included within the categories noted above. Each of these options is described in this appendix.

Options for Capital Funding

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

- System Development Charges (SDCs)
- Bonds
- Local Improvement Districts
- Urban Renewal/Tax Increment Financing
- Donations
- Grants
- Trusts, Estates and Exchanges

On the next several pages, each potential funding source is described for reference. Potential sources are discussed in two categories: funding available for operations and projects, and funds available for capital projects only.

OPERATIONS AND CAPITAL PROJECTS

General Fund

The General Fund is the primary operating fund for the City. It goes to support a wide-variety of City functions, including police, fire, emergency medical services, comprehensive planning, parks operations and maintenance. Parks and recreation competes with these City services for dollars. Still, the General Fund is, by far, the largest source of revenue for parks operations and maintenance. Staff salaries and benefits, office supplies, equipment maintenance, and staff training are all covered by the General Fund in annual budget cycles. The General Fund is fed by property taxes, interest earnings, intergovernmental transfers, and other funds as noted below.

Property Tax

Property taxes are the largest single source of revenue for Gresham's General Fund. Nevertheless, property tax revenues are not typically used to support parks operations and maintenance.

Interest Earnings

Interest earnings refer to the amount of interest earned on reserved or fund balances during the fiscal year. Interest earned in parks specific funds, such as dedicated parks operations, park SDCs or capital funds, is available for the same purposes as the principal being invested. Public fund investments are highly regulated in Oregon, with allowable interest yielding only limited returns.

Through fiscal year 2005-06, the City of Gresham placed interest income from parks SDCs in the General Fund and used it for operations and maintenance. Beginning in FY 2006-07, interest income was redirected to the Park Fund and used for capital purposes. It is still noted here since it can be used to fund operations.

Intergovernmental Transfers

This funding mechanism refers to funds transferred from outside agencies. Examples include transfers from the state or federal government as an allocated pass-through revenue source, RV registration fees, and gasoline tax transfers.

For the City of Gresham, other jurisdictions pay the City to manage and maintain various sites. For example, the City was reimbursed through an intergovernmental agreement (IGA) with Multnomah County for maintenance of Vance Park. Until the autumn of 2008, the City leased property in Pat Pfeifer Park to the Multisensory Learning Academy (MLA).

Other

Other sources of general fund support include state-shared revenue, licenses and permits, hotel/motel tax, community services, and fire contracts, which comprise nearly one-third of

the General Fund. Franchise fees, utility license fees and business income taxes make up the remaining portion.

Local Option Levy/Serial Levy

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

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

Fees and Charges

Enterprise revenues (user fees) and earned income generate revenue for the City and are described below:

Facility-Use Charges

Facility charges generate revenue for parks by charging for the use of City facilities (e.g., sport fields, picnic shelters, meeting rooms, community garden plots). These charges may cover direct costs generated by facility use, such as field lighting or trash removal. Rates may also be set higher to subsidize parks

maintenance and address the long-term impacts of facility use. Gresham can increase revenue for park services by expanding rental facilities (picnic shelters, meeting rooms, etc.) or by increasing rental fees and other facility-use charges.

Programming Fees

User fees for recreation programming generate revenue by charging users for some or all of the costs of providing services and materials. Charges for programming are often based on a cost-recovery strategy determined by the City. Some program areas, such as youth and senior programs, may be partially subsidized, while programs for adults may be more suitable for higher fees and charges. Some programming fees also include built-in charges for facility use and maintenance.

Entry Fees

Park entry fees, day-use fees, or parking fees are used by some larger jurisdictions to generate revenue for parks. These are not typically recommended for City park sites and can be difficult to enforce. However, entry fees can be charged for some special events, where appropriate. The decision to charge entry fees at community events and festivals is often based on cost recovery goals for this type of recreation opportunity.

Concessions (Earned Income)

Food, beverage, and merchandise vendors or concessionaires that operate restaurants, coffee-kiosks, or other revenue-generating facilities in parks can also generate excess revenues to support the park system. The City can set-up specific arrangements with vendors and concessionaires for these services.

Park Sponsorships

The City may solicit sponsors who are willing to pay for advertising, signage, facility naming rights, etc., generating funds to support operations. In addition, sponsors are often sought to support a particular event or program.

Miscellaneous Rentals

Many cities are evaluating a variety of opportunities to generate revenue in parks. For example, some cities provide opportunities for organizations to rent display space, such as street banners or flags in urban plazas to advertise events. Companies may rent space to provide cellular phone towers in parks, or vendors may rent pads with hookups, where carts can be parked. (This rental space is different from taking a portion of proceeds from vendor sales.)

Public/Private Collaboration

Volunteers

Many cities are recognizing that volunteers can be a valuable source of labor to help with maintenance, programming, special events, and capital improvements. Volunteers can increase the quality and quantity of public services at a minimal cost, and provide an opportunity for citizens to contribute to the betterment of their community. Studies suggest that for every \$1 invested in volunteers, a city can realize as much as \$10 in benefits. With tight fiscal conditions, more local governments are expanding volunteer programs.

Volunteer programs include individuals or groups who agree to take on specific tasks or perform certain services, such as maintenance, restoration, programming, and special event support. Volunteers may provide direct and indirect support to the park system. For example, a volunteer park clean-up crew directly saves on paid maintenance tasks. Volunteer safety patrols (community groups) may indirectly reduce facility damage and vandalism, protecting City assets. The City of Gresham currently oversees four volunteer programs: Adopt-a-Park, Adopt-a-Trails, Naturalist Volunteers, and Youth Mentors.

Partnerships (Businesses and Non-Profits)

Partnership agreements allow the City to work with a private business or non-profit entity to help fund, build, and/or operate a public facility. Generally, the three primary incentives the City can offer potential partners are free land to place a facility (usually a park or other piece of public land), certain tax

advantages, and access to the facility. For example, some cities have partnered with the YMCA or private health clubs to build multi-purpose recreation centers/aquatic facilities at city parks. These facilities are larger or more comprehensive than the city could have developed alone. In other cases, a business non-profit may be contracted to manage and operate a city-owned facility.

Partnerships with Neighborhood Associations

The City may craft agreements with various neighborhood associations for park operations and maintenance. Neighborhood groups may also volunteer to take on basic maintenance tasks, such as mowing and litter removal.

Grants and Foundations

Private grants and foundations provide money for a wide range of projects, such as unique capital projects or projects that demonstrate extreme need. They sometimes fund specific programs and, therefore, are noted here. However, grants and foundations rarely provide funds for park maintenance.

Taxes and Surcharges

Many cities use tax mechanisms to help fund park and recreation projects and services. Examples are noted below. The City of Gresham could explore these or other potential tax mechanisms as part of the City's overall revenue strategy.

Park Utility Fee

A park utility fee creates dedicated funds to help offset the cost of park maintenance. Most City residents pay water and sewer utility fees. The park utility fee applies to all households and businesses and is collected through the utility billing system. Park utility fees have the potential to be a significant and stable revenue stream for local jurisdictions. For example, assuming the City of Gresham could successfully adopt a relatively small utility fee of \$2.50 per unit per month, it would generate approximately \$1.1 million annually based on an estimated 38,000 households in Gresham in 2007-08.

Tourism Tax

Several Oregon cities use rental, motel and restaurant taxes to support parks and recreation. These dedicated funds directly support department activities. While the City of Gresham applies hotel/motel taxes to its General Fund revenue, currently a portion is not dedicated to support parks and recreation.

Park and Recreation District

The State of Oregon allows park and recreation districts to levy taxes on the population within their boundaries. There are three types of districts that may be formed:

Special District

Special districts are special-purpose taxing districts established to provide limited public services to people residing within the taxing district. An economic feasibility study must be completed prior to filing a petition for formation, to propose a permanent rate limit for operating taxes, expressed in dollars per thousand dollars of assessed value. The petition also requires the consent of a percentage of property owners or electors within the proposed district area. If the petition is approved, an election is required for the formation of the special district. Creating a district and establishing permanent property tax authority can be done as a single ballot measure, requiring a majority vote for approval. A district may also adopt other financing sources that may not require a vote.

County Service District

A county service district is similar to a special district in formation and operation. However, County service districts are under the supervision of the County Board of Commissioners for management, rather than a separate board. Through a county service district, Multnomah County Commissioners would govern Gresham's Parks and Recreation Services. The county would form a separate budget committee during budget season and would establish an advisory board for parks and recreation.

Economic Improvement Districts

An Economic Improvement District (EID), also known as a Business Improvement District (BID), can be formed in commercial or business areas, but not residential areas, to fund specific services. An EID is funded through a business license surcharge levied against property square footage in commercial and industrial zones. The surcharge cannot be levied against residential square footage. In order to establish an EID, the City must establish a specific purpose or project for EID funding. The business license surcharge may not exceed 1% of all real market assessed value within the district. Property owners may opt out of the surcharge. However, the district cannot be created or renewed if 33% of the total assessed area opts out of the surcharge. An EID has a five year minimum lifespan and can be renewed at the end of this period. In addition, an EID does not affect the creation of an Urban Renewal District. Cities collect surcharge revenue and distribute it to an advisory group comprised of business representatives from within the district. Once collected, EID funding can be used for:

- Planning or management of development or improvement activities;
- Landscaping or other maintenance of public areas;
- Promotion of commercial activity or public events;
- Activities in support of business recruitment and development; and
- Improvements in parking or parking enforcement.

FUNDS FOR CAPITAL PROJECTS

System Development Charges

Systems development charges (SDCs) are applied to all new residential development and are an important source of funding for the acquisition and development of new parks and natural areas. Since SDCs are paid for by new development, the fees can only fund capacity enhancement projects that are needed as a result of the development. SDCs cannot be used for the preservation and maintenance of existing parks and facilities. The City's adopted SDC rate per residential dwelling unit is as follows:

- Gresham Current City Limits (\$3,504)
- Pleasant Valley (\$7,141)
- Springwater (\$7,757)

Bonds

Voter approved bonds allow the City of Gresham to sell bonds and secure payment with revenue from increased property taxes. This assessment can be communicated as a rate per thousand of assessed value. In Oregon, the use of bond debt for capital construction and capital improvements excludes anticipated maintenance and repairs, and supplies and equipment that are not intrinsic to the structure. The process for placing a bond on a ballot is similar to a levy, however the city must pay for a bond rating and then conduct a feasibility study. These costs can be included in the bond amount.

Metro Greenspaces Bond

The Metro Greenspaces Bond passed in November 2006 providing over \$200 million for the purchase of natural areas. Some land acquisition in Gresham could potentially be funded by Metro.

Local Improvement Districts (LID)

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

Urban Renewal/Tax Increment Financing

This funding mechanism allows for the redevelopment of communities using public investment to stimulate private investment in areas that otherwise would have remained stagnant or undeveloped. This funding mechanism allows the City of Gresham to freeze property tax rates at the adopted level, using the incremental increase to fund priority projects predefined by the city. Currently, Gresham has the Rockwood Urban Renewal District. Formed in 2003 by a vote of the city, the district has identified parks and public spaces as a high priority.

Donations

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

Grants

Community Development Block Grants (CDBG)

These grants from the Federal Department of Housing and Urban Development are available for a wide variety of projects. CDBG funds have limitations and are generally required to benefit low and moderate income residents. Grants can cover up to 100% of project costs.

Land and Water Conservation Fund

This is a federal grant program that receives its money from offshore oil leases. The money is distributed through the National Park Service and is administered locally by the Oregon Parks and Recreation Department. The funds can be used for acquisition and development of outdoor facilities and require a 50% match.

Local Government Grants

This Oregon program uses Lottery dollars to fund land acquisition and development and rehabilitation of park areas and facilities. A 50% match is required for larger agencies and a 40% match for small agencies (cities/districts with a population of less than 5,000 and counties with a population of less than 30,000). The Oregon Parks and Recreation Department staff reviews and approves small projects of \$50,000 or less. Large projects exceeding this amount, but less than \$500,000, are reviewed and approved by the Local Government Advisory Committee. The funds for this program are available on a biannual basis.

Oregon Safe Routes to School (SRTS) Program

The Oregon Safe Routes to School (SRTS) Program provides funding to schools and local governments for projects that increase the ability and opportunity for children to walk and bicycle to school. Program funding is also available for development and implementation of projects and activities that will improve safety and reduce traffic, fuel consumption and air pollution within two miles of the school. The SRTS application requires local governments applying for grant

funding to coordinate the application process with local school districts. For infrastructure related project funding, the project must be within two miles of an affected school.

Oregon Watershed Enhancement Board

The Oregon Watershed Enhancement Board (OWEB) is a state agency led by a policy oversight board. Together, they promote and fund voluntary actions that strive to enhance Oregon's watersheds. The Board fosters the collaboration of citizens, agencies, and local interests. OWEB's programs support Oregon's efforts to restore salmon runs, improve water quality, and strengthen ecosystems that are critical to healthy watersheds and sustainable communities. OWEB administers a grant program that awards more than \$20 million annually to support voluntary efforts by Oregonians seeking to create and maintain healthy watersheds.

Recreation Trails Program

This is a grant program funded through the Oregon Parks and Recreation Department. Projects eligible under this program include: 1) maintenance and restoration of existing trails; 2) development and rehabilitation of trailhead facilities; 3) construction of new recreation trails; and 4) acquisition of easements and fee simple title to property. Grants are distributed on an annual basis and require a 20% match.

Pedestrian and Bicycle Grant Program

This program provides funding for the design and construction of pedestrian and bicycle facilities. The program lists pedestrian/bicycle bridges as an example of project type, eligible for project funding. Project proposals must meet ODOT guidelines. ODOT staff then determines whether the project should be advanced for final review by the Oregon Bicycle and Pedestrian Advisory Committee. Grant opportunities are available on an annual basis and require a 5% match from the City.

Rivers, Trails and Conservation Assistance Program

Also known as the Rivers & Trails Program or RTCA, this grant is administered by the National Park Service and federal government agencies so they can conserve rivers, preserve open space and develop trails and greenways. The RTCA program implements the natural resource conservation and outdoor recreation mission of the National Park Service in communities across America.

Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU)

Enacted in 2005, SAFETEA-LU allocated almost \$290 billion for infrastructure to maintain transportation infrastructure, including bicycling and pedestrian facilities. This program will expire in September 2009.

Transportation Enhancement Program

This program provides federal highway funds for projects that strengthen the cultural, aesthetic, or environmental value of the transportation system. The intent of the program is to fund special or additional activities not normally required on a highway or transportation project. Funds are available for twelve "transportation enhancement activities", including pedestrian and bicycle projects. Transportation Enhancement or "TE" projects are selected through a competitive process. The funds are provided through reimbursement, not grants. Participation requires matching funds from the project sponsor, at a minimum of 10.27%. Applications are accepted only from public agencies. All projects must have a direct relationship to surface transportation.

Urban Forestry Grants

There are several grant programs that provide money for urban forestry projects. One is funded by the U.S. Small Business Administration and provides grants to purchase and plant trees. This program sometimes funds urban street tree planting programs.

Trusts, Estates and Exchanges

Land Trusts

Private land trusts such as the Trust for Public Land and the Nature Conservancy employ various methods, including conservation easements, to work with willing owners to conserve important resource land. Land trusts assist public agencies in various ways. For example, land trusts may acquire and hold land for eventual acquisition by the public agency.

National Tree Trust

National Tree Trust provides trees through two programs: America's Treeways and Community Tree Planting. These programs require that volunteers plant trees on public lands. In addition, America's Treeways requires that a minimum of 100 seedlings be planted along public highways.

Lifetime Estates

This is an agreement between a landowner and the city that gives the owner the right to live on the site after it is sold to the city.

Exchange of Property

An exchange of property between a private landowner and the city can occur to provide park space. For example, the city could exchange a less useful site it owns for a potential park site that is currently under private ownership.

APPENDIX H



APPENDIX H: PRAS OPTIONS ANALYSIS

This information will be provided by the City of Gresham Parks and Recreation Division for the final plan.

APPENDIX I



APPENDIX I: CITY TAX COMPARISON

As noted below, the City of Gresham has one of the lowest tax rates in Oregon. Because of this, taxing should still be an affordable option for the City.

TABLE I-1: PROPERTY TAX COMPARISON

CITY	PROPERTY TAX RATE PER \$1,000 OF TAV*	ADDITIONAL VOTER APPROVED TAX RATE*	AMOUNT OF TAXES RECEIVED BY CITY
Eugene	\$7.01	0.76	\$1,747
Portland	6.92**	0.79	1,736
Albany	6.4	0.95	1,653
Salem	5.83	--	1,312
Medford	5.3	--	1,191
Springfield	4.74	0.4	1,157
Corvallis	5.11	--	1,149
Oregon City	5.06	--	1,138
Lake Oswego	4.97***	--	1,118
Hillsboro	3.67	1.1	1072
Milwaukie	4.05	--	912
Beaverton	3.93	0.41	977
Troutdale	3.77	--	847
Gresham	3.61	--	813
Fairview	3.49	--	785

* Excludes bonded debt. TAV= Tax assessed value.

** Includes Special Levy for Firefighter & Police Disability & Retirement

*** Inside School District (Lake Oswego has a different rate outside the school district)

APPENDIX J



APPENDIX J: TRAILS MASTER PLAN

This information will be provided by the City of Gresham Parks and Recreation Division for the final plan.