

# Park and Recreation Comprehensive Plan

OCTOBER  
2012





## FOREWORD

Dear Reader,

As you review Willamalane's Park and Recreation Comprehensive Plan, there is one central question I would like you to think about:

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

During the development of this 20-year plan for parks and recreation—with help from over 2,000 participants—I've stopped and asked myself that question many times. With the adoption of this plan, we will have a vehicle to help us achieve Willamalane's vision of enhancing the quality of life in our community through people, parks and programs.

The Park and Recreation Comprehensive Plan establishes the groundwork for achieving our vision. It provides the means by which progress can be measured over the next 20 years. The plan shows where we are today and where we would like to go. More importantly, it gives direction on how we can get there together.

And remember, this is your plan. It is not just Willamalane's; it is a community plan where you and your neighbors have helped develop a vision for the future of parks and recreation in Springfield. Based on the input of your fellow citizens, our community desires a diverse park and recreation system with a priority toward connecting our citizens to nature, water, and trails.

It is Willamalane's job to work with the people of Springfield to equitably provide parks and recreation programs and services that form a vital and healthy community—both today and in the future.

Look through this plan and it will become clear that what we want to achieve for Springfield is challenging. But with help from you and other community members we can make it happen. Please join me in making our dreams a reality.

Thank you,



Bob Keefer  
Superintendent  
Willamalane Park and Recreation District  
October 2012



***"This is a community plan where you  
and your neighbors have helped  
develop a vision for the future of parks  
and recreation in Springfield."***

## ACKNOWLEDGEMENTS

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## EXECUTIVE SUMMARY

Willamalane Park and Recreation District is designated in the Eugene-Springfield Metropolitan Area General Plan as the park and recreation service provider for Springfield and its urbanizable area, including Glenwood. Willamalane owns and operates approximately 783 acres of land encompassing 37 parks, seven community recreation and support facilities, and three undeveloped properties in the greater Springfield area. Willamalane's parks, recreation facilities and services are important community resources. Recreation services include adult and youth programs, aquatics, community athletics, special events, adaptive recreation and senior programs.

The population within Willamalane's planning area is expected to grow by almost 16,000 people in the next 20 years. More residents mean more demand for parks, facilities and services.

To more specifically identify future needs, and identify prioritized strategies and actions to help meet those needs, Willamalane began a comprehensive planning process in June 2010, with input from over 2,000 participants.

This comprehensive planning process includes three phases: Determining needs, plan development, and plan adoption, described further in **Chapter 1**. Throughout the planning process, a project management team has provided direction and oversight by identifying key issues, reviewing work products, and providing valuable input. The public has been involved extensively throughout the planning process.

This plan is an update to the 2004 Park and Recreation Comprehensive Plan adopted by the Willamalane Board of Directors, and by Springfield and Lane County as a refinement of the Eugene-Springfield Metropolitan Area General Plan. The same outline and general assumptions used in 2004 were used for development of the 2012 plan.

## ***PLANNING FRAMEWORK***

The plan consists of six key elements, which are discussed in **Chapter 2**:

- **Core values** or the values that all services are based upon;
- A **vision** for Willamalane that describes its preferred future;
- A **mission** that describes the business of Willamalane;
- **Goals** that describe the outcomes to be produced by implementing the Comprehensive Plan;
- **Strategies and actions** that describe how Willamalane will achieve its vision; and
- **Performance measures** that measure success at achieving this vision.

The Plan also includes a **Capital Improvement Plan**, which prioritizes the proposed actions and makes cost and revenue assumptions, and a **Community Needs Assessment**, which identifies needs and preferences for the 20-year planning period.

## Executive Summary

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The Park and Recreation Comprehensive Plan provides a specific, community-supported plan for the future of Willamalane's parks, natural areas, recreation facilities, programs and services.

### **Core Values**

Core values are the qualities most valued by Willamalane, and they will guide service delivery. The following core values are embodied in the Plan's goals and strategies:

- Affordability
- Accessibility
- Community
- Environment
- Excellence
- Healthy Lifestyles
- Inclusiveness
- Innovation
- Partnerships
- People
- Personal Growth
- Play
- Stewardship
- Teamwork

### **Vision**

Willamalane's values and aspirations for the future have been guiding forces for the development of the Comprehensive Plan. Willamalane's vision is summarized as follows:

*We enhance quality of life in our community through people, parks and programs.*

### **Mission**

The mission of Willamalane Park and Recreation District is:

*Deliver exceptional parks and recreation to enrich the lives of everyone we serve.*

### **Goals**

Goals provide focus and direction to the Comprehensive Plan. They include:

- Provide diverse park and recreation opportunities;
- Provide opportunities to enjoy nature;
- Support youth development;
- Support seniors and people with disabilities;
- Provide enriching family experiences;
- Promote well-being, health and wellness;
- Provide safe parks, recreation facilities and programs;



- Support community economic development;
- Strengthen and develop community partnerships;
- Preserve the natural environment; and
- Increase cultural understanding.

### ***HIGHLIGHTS OF IMPROVEMENTS***

**Chapter 3** highlights priority improvements in order to illustrate key strategies in the Comprehensive Plan, many of which will take place in the first 10 years of plan implementation. These improvements respond to Community Needs Assessment findings, and will make a substantial contribution to enhancing quality of life in Springfield through people, parks and programs. The following categories of improvements are described further in Chapter 3:

- **Collaboration:** Willamalane recognizes the importance of community partnerships and collaborations in maximizing resources and delivering the greatest benefit to the community. Willamalane values its participation in TEAM Springfield, a cooperative effort with City of Springfield, Springfield Public Schools and Springfield Utility Board. The district also collaborates with other public agencies, nonprofit organizations and the private sector to reach all members of our community.
- **Glenwood and Downtown:** Another area where collaboration plays a key role is in the redevelopment of Glenwood and downtown Springfield. Willamalane has been working with City of Springfield on planning efforts for these two neighborhoods separated by the Willamette River. When implemented, a number of actions in the Comprehensive Plan will help revitalization efforts.
- **Thurston Hills Ridgeline:** Willamalane proposes to develop additional natural area parks and trails to meet the Comprehensive Plan goals of providing opportunities to enjoy nature and preserve the natural environment. Specifically, a focus of new parkland acquisition is along the south Thurston Hills ridgeline. Undeveloped forested hillsides that are a prominent community landmark, combined with nearby residential development and adjacent public land, make an area ideal for future natural area parks and trails.
- **Connections to Waterways:** Springfield residents love their rivers. When asked what types of outdoor recreation features are most needed in Willamalane's parks, *riverfront access points* tied for first. All of Willamalane's existing natural area parks have significant river frontage. In addition, rafting/drift boating and canoeing/kayaking ranked high among Spanish-language and teen survey respondents. A number of actions in Chapter 4 respond to the demand for increased connections to waterways.
- **Opportunities for Active Play:** Based on the results of the Community Needs Assessment, 364 acres of additional parkland will be needed to serve district residents by 2032. These new parks will enable Willamalane to meet many of the Comprehensive Plan goals, including providing diverse park and recreation opportunities. In addition to passive recreation activities such as walking and bicycling, there is also a need for

additional facilities for active play, such as sports fields and playgrounds. Projects that respond to this need are described further in this section and in Chapter 4.

- **Reinvestment:** Willamalane residents recognize the importance of maintaining existing recreation resources. In the 2010 Recreation survey, respondents ranked *improve/maintain existing parks and facilities* as the most important to their household, from a list of five potential Willamalane projects. Generally, it is more cost effective to rehabilitate existing park and recreation facilities than to replace them with new facilities. The Comprehensive Plan outlines many improvements to Willamalane's existing parks and valued recreation facilities within the first 10 years of plan implementation, several of which are highlighted in this section.
- **Resource Conservation:** Our community looks to Willamalane to be stewards of our natural resources. As stated in our plan goals, we will provide leadership in conserving these resources, and look for new and better ways to be environmentally responsible. One way is to upgrade our facilities and parks with resource-efficient operating systems. There are a number of actions in this plan that recommend upgrading old, inefficient operating systems with more efficient systems that reduce our use of non-renewable resources and cost less to operate.
- **Recreation Programs:** To achieve its vision of the future, Willamalane will strive to offer recreation programs and services that respond to identified needs and meet plan goals. Community Needs Assessment results indicated a desire for increased park and recreation opportunities for teens, as well as additional nature-based programming for all ages. Willamalane's special events and cultural programs are also well-attended and appreciated by survey respondents; therefore, identifying opportunities for new and innovative events and programs is a priority action in the plan.

## STRATEGIES AND ACTIONS

A number of priority strategies and actions have already been discussed above. Strategies and actions are the means to achieve Willamalane's vision for parks, natural areas, recreation facilities, programs and services. In **Chapter 4**, strategies and actions were developed in six categories:

### ***Parks and Natural Areas***

Provide parks, natural areas, connections to waterways, and walking and biking trails, while respecting private property rights.

### ***Community Recreation and Support Facilities***

Provide community recreation and support facilities that facilitate a wide variety of activities, create community gathering places and enhance community pride.

### ***Rehabilitation***

Upgrade and revitalize existing parks and recreation facilities to provide exceptional recreation opportunities, protect park and recreation resources, improve the environment, enhance user safety and improve accessibility for people with disabilities.



### ***Park and Facility Operations***

Manage district parks and facilities to promote recreation, user safety and sustainable environmental practices; and to protect public investment.

### ***Recreation Programs and Services***

Offer recreation programs and services that respond to district needs, strengthen families and the community and encourage healthy lifestyles.

### ***Management and Communication***

Manage the district in a sound, responsible manner that emphasizes effective stewardship of public resources, partnerships and joint ventures, and staff and community involvement.

Each category includes a corresponding list of strategies, or policies, that work towards achieving the District's vision for the future. Tables listing actions for each strategy area are also included in Chapter 4. Together, they represent Willamalane's 20-year Comprehensive Plan.

Willamalane's Comprehensive Plan is illustrated in **Map 2, Proposed Park and Recreation Projects**. Maps 2-1 through 2-7 split out the projects in Map 2 by park type.

## ***CAPITAL IMPROVEMENT PLAN***

**Chapter 5** prioritizes the proposed capital improvement projects identified in Chapter 4, Strategies and Actions, and recommends cost estimates and a financing strategy. Two 10-year funded phases and a third unfunded project list are proposed.

The total capital costs for the two funded phases of the proposed Capital Improvement Plan (CIP) are estimated at approximately \$68 million. It is estimated that the overall cost of implementing all the capital projects identified in the 20-year Comprehensive Plan will exceed \$102 million, excluding operational costs. This leaves a \$34 million funding shortfall over the 20-year planning horizon, thus the need for the unfunded project list. The unfunded list includes the projects that did not rank high enough to be funded with the projected revenue over the next 20 years.

To meet the funding shortfall, a variety of potential funding sources are considered in the plan, including general obligation bonds, revenue bonds, certificates of participation, and public and private grants, among others.

Chapter 5 also describes new operational costs resulting from the capital improvements in the CIP. These additional costs, averaged annually, are estimated at \$247,200 at the end of Phase 1, and \$235,900 at the end of Phase 2. Options for meeting these additional costs include securing additional grants and donations, improving operating efficiency and using more seasonal labor and volunteers, among others. Details are included in **Appendix B**.

### ***PERFORMANCE MEASURES***

To assess progress in plan implementation, performance measures were updated. Each performance measure is linked to one of the goals described in Chapter 2. In addition to providing feedback on the success of this plan, the collected data will guide future planning decisions. Performance measures are described in **Chapter 6**.

### ***COMMUNITY NEEDS ASSESSMENT***

The Community Needs Assessment was the basis for the development of the Comprehensive Plan. It involved the identification of key issues, priorities and perceived needs for Willamalane Park and Recreation District over the next 20 years. Willamalane solicited feedback from a variety of stakeholder groups and the general public regarding their needs and preferences. Activities were planned to ensure the participation of a diverse cross-section of the district's population. A technical assessment of Willamalane's parks and facilities, current programs, and finances and operations was also conducted.

The Community Needs Assessment process included community involvement activities, a community profile, a demographic analysis, a recreation services analysis, a park and facility analysis, and a management and operations analysis. More detailed information can be found in **Appendix A**.

## **Chapter 1**

# **Introduction**





## INTRODUCTION

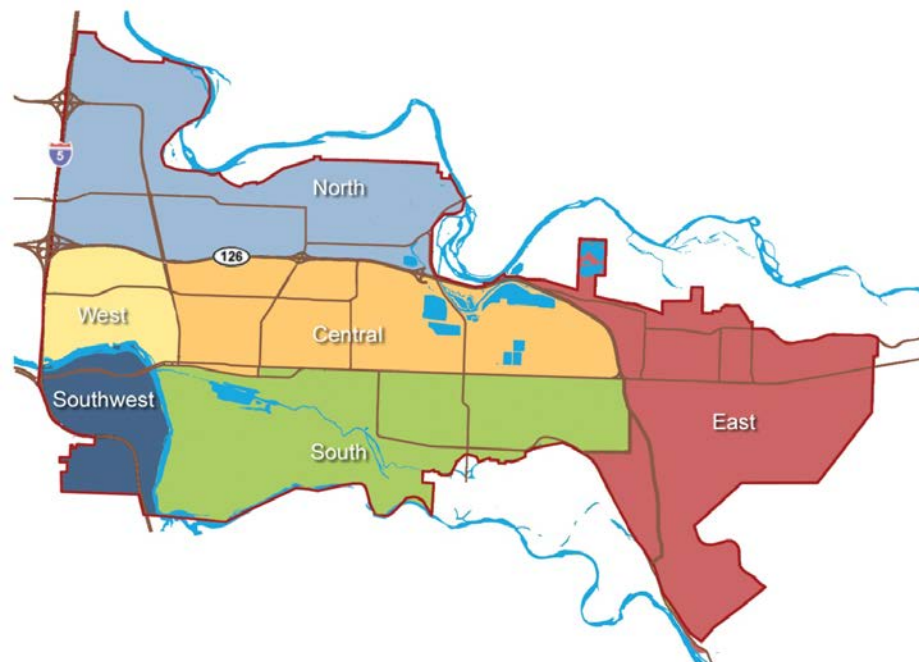
Willamalane Park and Recreation District began a comprehensive planning process in June 2010 to identify future needs for parks, natural areas, recreation facilities, programs and services. This Comprehensive Plan responds to identified community needs and provides an action plan to ensure the most effective use of community resources. It is an update to Willamalane's adopted 2004 Park and Recreation Comprehensive Plan.

This report describes the planning process, including the comprehensive assessment of community needs. It also presents Willamalane's strategies for achieving the community's vision and a framework for action.

### ***THE PLANNING AREA***

Willamalane Park and Recreation District is designated in the Eugene-Springfield Metropolitan Area General Plan as the park and recreation service provider for Springfield and its urbanizable area, including Glenwood. The current district boundary includes the area within Springfield's city limits, as well as areas outside of the city limits and within the urban growth boundary (UGB). In addition, any newly developed areas annexed by City of Springfield are automatically annexed to the district.

The planning area for the Comprehensive Plan includes the area of potential development over the next 20 years, and therefore, it is broader than the current district boundary. The planning area generally covers the entire area within the Springfield UGB or the district boundary, whichever is greater. It is divided into six planning sub-areas: Central, East, South, Southwest, West and North. These smaller sub-areas allow distinctions in park and facility need and community preferences to emerge. See Map 1, Planning Sub-Areas.



Map 1: Planning Sub-Areas

## Chapter One

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Willamalane owns and operates approximately 783 acres of land encompassing 37 parks, seven community recreation and support facilities and three undeveloped properties, and provides a wide range of recreational facilities and services. Recreation services include programs for all age groups, including aquatics, community athletics, special events, adaptive recreation, and environmental and history education programs.

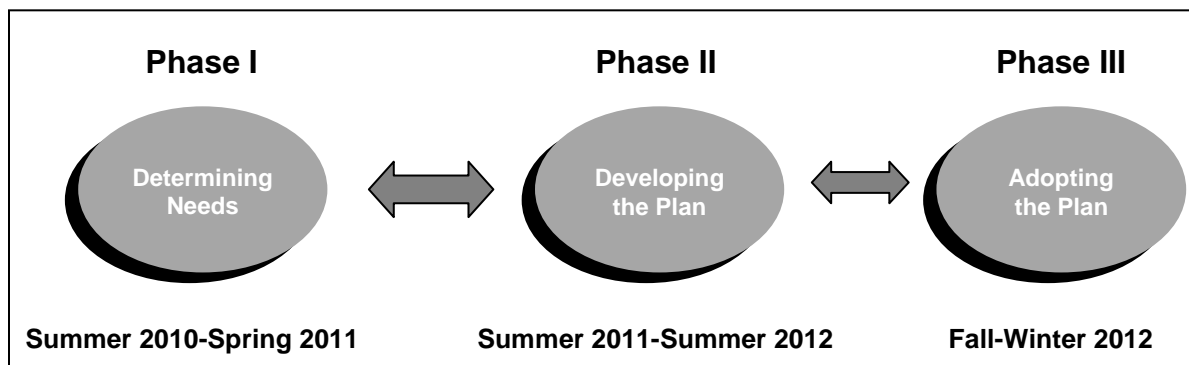
Residents also have limited access to more than 300 acres of facilities and school grounds owned by Springfield Public Schools. Off-street multiuse paths owned by City of Springfield provide additional walking and bicycling opportunities. Other regional providers include Lane County, City of Eugene, and the Oregon Parks and Recreation Department, as well as natural resource opportunities provided by the U.S. Forest Service, Bureau of Land Management, and Oregon Department of Fish and Wildlife.

### ***THE PLANNING PROCESS***

Willamalane's Park and Recreation Comprehensive Plan was last updated in 2004. This plan update was managed by an in-house project manager and a project management team that oversaw the planning process.

The planning process included three phases (Figure 1):

- Determining needs;
- Developing the plan; and
- Adopting the plan.



*Figure 1: Comprehensive Planning Process*

### ***Phase I: Determining Needs***

To develop a solid foundation for the Comprehensive Plan, a Community Needs Assessment was developed with the following components, described in more detail below:

- Community involvement activities
- Park and facility analysis
- Recreation services analysis
- Management and operations analysis

### *Community Involvement Activities*

Community involvement was a critical part of the Community Needs Assessment. Feedback was solicited from district stakeholders and residents regarding their needs and preferences related to parks, natural areas, recreation facilities and programs over the next 20 years. Activities were planned to ensure the participation of a diverse cross-section of the population. Community involvement activities included the following:

- July 2010: A Comprehensive Plan booth at *Springfield SummerFair* (316 participants completed a questionnaire, and over 600 children voted for their favorite park activity);
- September-October 2010: An on-line and print *Community Survey* (completed by approximately 1,060 people);
- October 2010: A *Spanish-language version of the Community Survey* (completed by approximately 31 people); and
- January 2011: Three *Teen Workshops* (with approximately 77 participants).

Over 2,000 participants were included in the planning process, including children and youth. In addition, the Spring 2010 *Recreation Survey* included input from 728 residents.

### *Park and Facility Analysis*

To plan for future needs, it is important to understand the current system of parks, natural areas, and recreation facilities available to Willamalane residents. A park and facility analysis was conducted to document the type, number, and condition of parks and recreation facilities available to District residents today, and to analyze the ratio of facilities to population (current level of service), assess current and future needs, and provide a basis for the development of strategies and actions.

### *Recreation Services Analysis*

This section analyzed a variety of data, including current recreation programs and services offered by Willamalane and other service providers, Willamalane's cost recovery model, findings from community involvement activities and state and national trends. Current and future recreation service needs were identified for the next 20 years, which provided a basis for the development of strategies and actions.

### *Management and Operations Analysis*

This section looked at Willamalane's organizational structure, total operating budget, general fund budget, debt service and assessed valuation to develop findings related to Willamalane's management and operations.

The complete Community Needs Assessment Report can be found in **Appendix A**.

### ***Phase II: Developing the Plan***

In the second phase of the planning process, strategies and actions were developed for acquiring, developing, improving and managing parks, natural areas, walking and biking trails, recreation facilities, and program opportunities in Willamalane's planning area over

## Chapter One

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the next 20 years. Strategies and actions are based on Community Needs Assessment results, the 2004 Park and Recreation Comprehensive Plan implementation, and additional public input from a variety of stakeholders, including Willamalane staff and Board of Directors, City of Springfield, Lane County and Springfield Public Schools.

A Capital Improvement Plan was then developed by prioritizing the proposed capital improvement projects. Two 10-year funded phases and a third unfunded project list are proposed, as well as cost estimates and a financing strategy. Staff then analyzed the potential operational costs of implementing the capital projects identified in the Capital Improvement Plan.

After a public open house to review draft recommendations and priorities, as well as additional input opportunities at Springfield SummerFair, the Draft Park and Recreation Comprehensive Plan was developed for committee, staff and community review.

### ***Phase III: Adopting the Plan***

In the final phase, the Park and Recreation Comprehensive Plan will be adopted by the Willamalane Board of Directors. It also will be adopted as a Refinement Plan to the Eugene-Springfield Metropolitan Area General Plan by City of Springfield and Lane County.

Figure 2 illustrates the different elements of plan development. The Community Needs Assessment Report included input from extensive community involvement activities as well as a technical analysis of facilities, programs and finances. These findings formed the basis of a community vision and the development of strategies and actions for parks, natural areas, recreation facilities, programs and services. The capital improvement plan prioritized strategies and actions into two 10-year funded phases, proposed a funding plan for capital improvement projects and analyzed operational impacts.

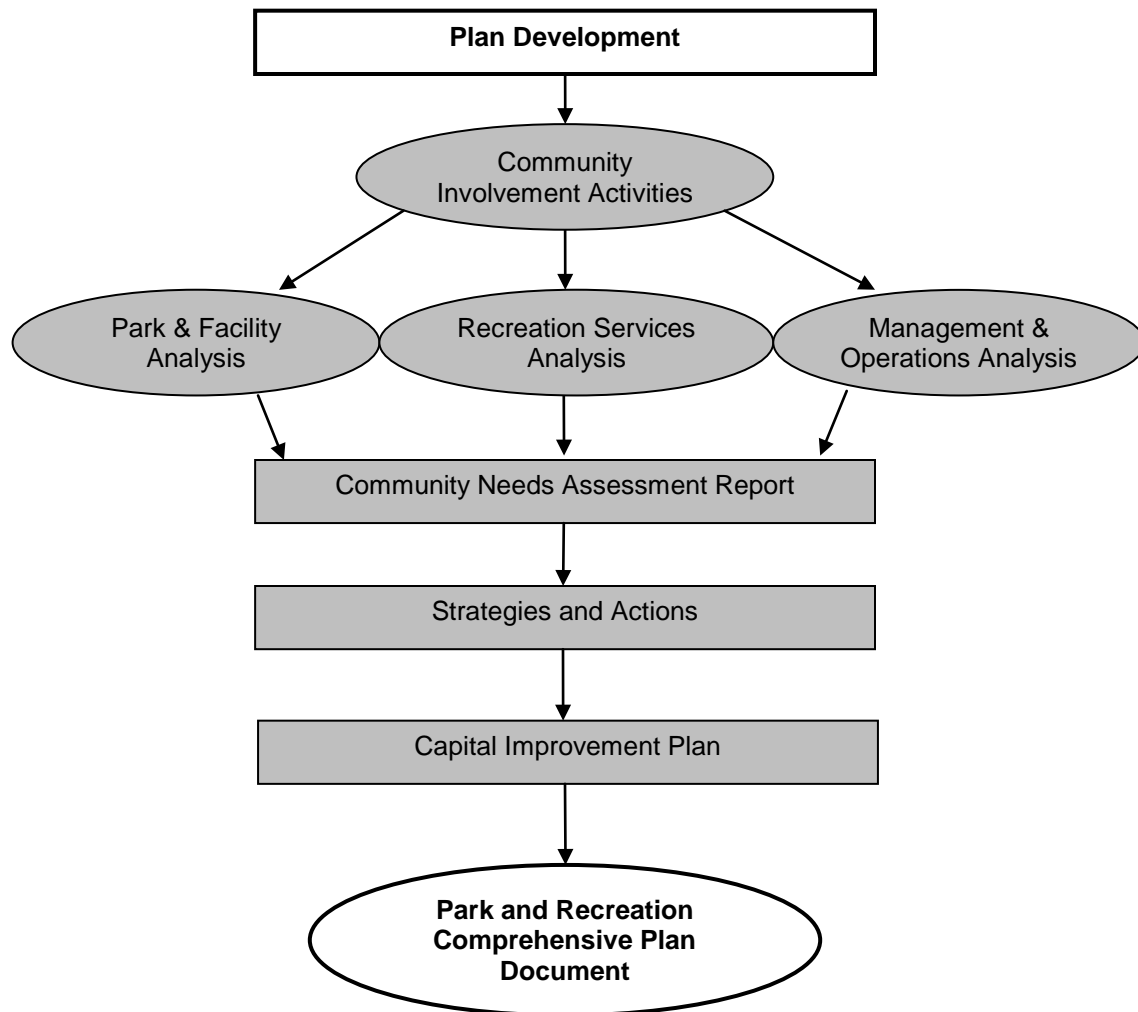


Figure 2: Plan Development



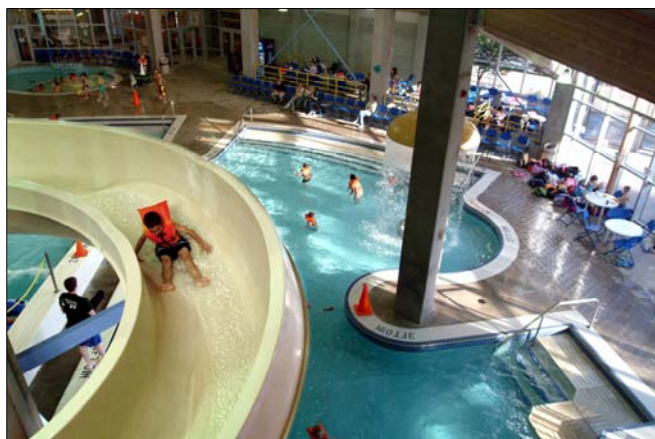
### ***REPORT ORGANIZATION***

The Park and Recreation Comprehensive Plan is organized into six chapters. The Community Needs Assessment is included as Appendix A.

- *Chapter 1: Introduction* describes the purpose of the plan, the planning area, the plan development process and the organization of this document.
- *Chapter 2: Planning Framework* describes the core values, vision, mission, goals, strategies and actions, and performance measures that form the comprehensive planning framework for parks and recreation.
- *Chapter 3: Highlights of Improvements* identifies key improvements that will be made during plan implementation.
- *Chapter 4: Strategies and Actions* describes the specifics of how the Willamalane will achieve its vision and includes maps of proposed projects.
- *Chapter 5: Capital Improvement Plan* describes a phased capital improvement and operations plan and funding options for implementing plan improvements.
- *Chapter 6: Performance Measures* describes measures linked to each of the goals of the Comprehensive Plan. These measures will be used to evaluate successful Plan implementation.
- *Appendix A: Community Needs Assessment* identifies what the community needs and wants in terms of parks, natural areas, recreation facilities and programs over the next 20 years. It is the basis for the development and prioritization of the plan's strategies and actions.

## Chapter 2

# Planning Framework



## PLANNING FRAMEWORK

Willamalane Park and Recreation District's values and aspirations for the future have been guiding forces for the development of the Comprehensive Plan. As illustrated in the Comprehensive Plan Framework in Figure 3, there are six key elements of the plan:

- **Core values** or the values that all services are based upon;
- A **vision** for Willamalane Park and Recreation District that describes its preferred future;
- A **mission** that describes the business of Willamalane Park and Recreation District;
- **Goals** that describe the outcomes to be produced by implementing the Comprehensive Plan;
- **Strategies and actions** that describe how Willamalane Park and Recreation District will achieve its vision; and
- **Performance measures** that measure success at achieving this vision.

This chapter describes in more detail each of these key elements.

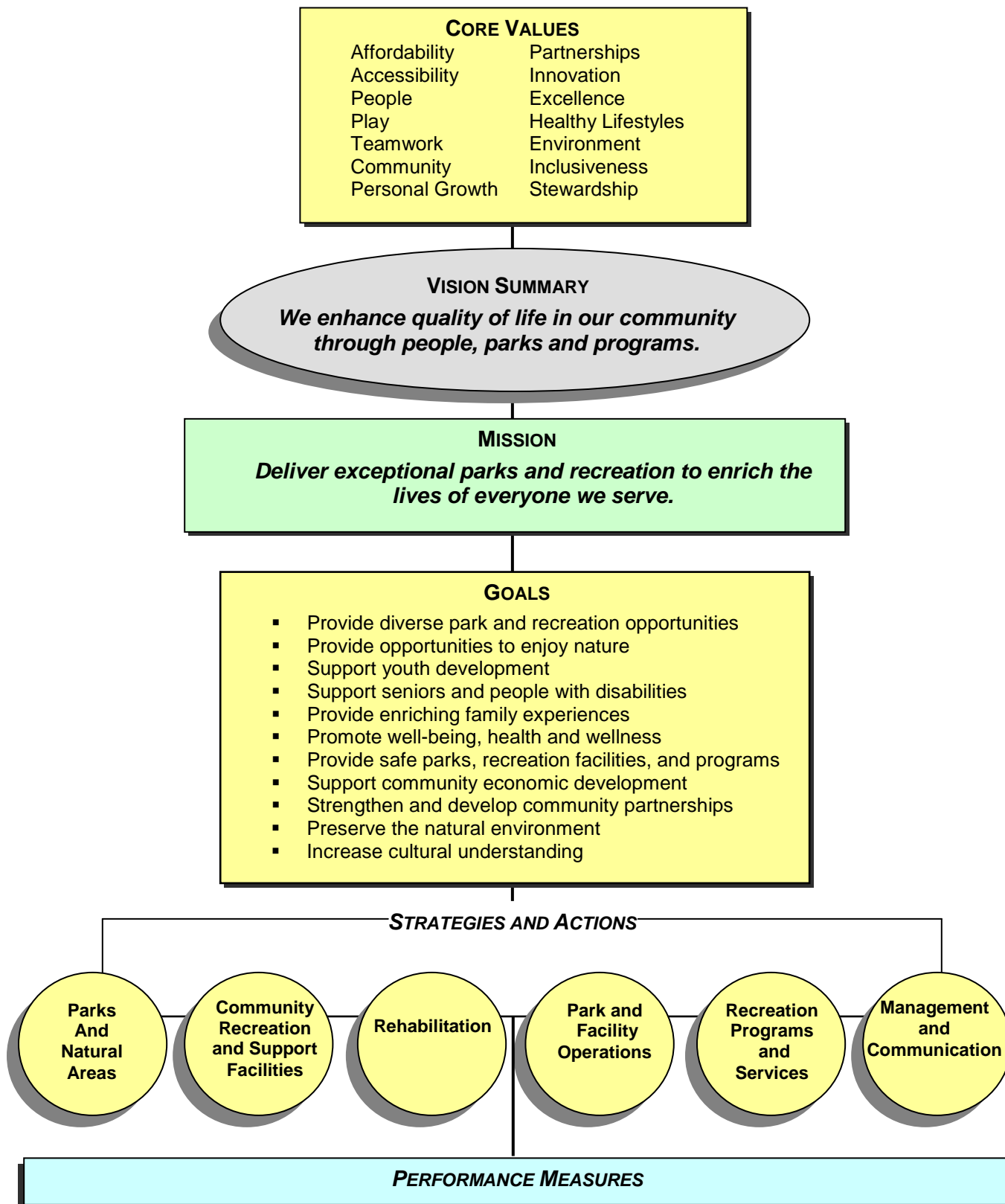


Figure 3: Comprehensive Plan Framework

### **CORE VALUES**

Core values are the qualities most valued by Willamalane Park and Recreation District. These qualities will guide all services provided by the Willamalane. The following values are embodied in the goals and strategies for Willamalane's parks, natural areas, recreation facilities, programs and services.

- *Affordability*
- *Accessibility*
- *Community*
- *Environment*
- *Excellence*
- *Healthy Lifestyles*
- *Inclusiveness*
- *Innovation*
- *Partnerships*
- *Play*
- *People*
- *Personal Growth*
- *Stewardship*
- *Teamwork*

### **VISION**

The vision creates a picture of success for the community served by the Willamalane's parks and recreation opportunities. During the development of the 2004 Comprehensive Plan, the Project Management Team developed a vision summary:

***We enhance quality of life in our community through people, parks and programs.***

Willamalane's complete vision was updated and adopted by the Board of Directors in December 2010. It is:

- *Willamalane actively listens and responds to the community, which in return trusts and supports Willamalane.*
- *Willamalane's excellence in developing and maintaining parks, facilities, open space and programs draws recognition locally and nationally.*
- *Willamalane exemplifies outstanding leadership by effectively managing and leveraging resources; promoting innovative practices; creating and maintaining strong partnerships; and recruiting and retaining highly motivated professional staff.*



### **MISSION**

A mission is a statement that describes “the business” of Willamalane Park and Recreation District. Willamalane’s mission is:

***Deliver exceptional parks and recreation to enrich the lives of everyone we serve.***

### **PLAN GOALS**

Goals are the outcomes to be produced by implementing the Comprehensive Plan. Eleven goals emerged during the 2004 comprehensive planning process, reflecting key directions for Willamalane’s future. The project management team reviewed these goals and determined to keep them the same, with minor editing, for the 2012 plan. They are not listed in priority order.

These goals are:

- ***Provide diverse park and recreation opportunities***

Community health and well-being are strengthened through recreation experiences. Willamalane Park and Recreation District will provide diverse parks, facilities and programs that interest a wide variety of people at all levels of participation.

- ***Provide opportunities to enjoy nature***

Willamalane's parks, programs and facilities offer unique opportunities to enjoy nature, view wildlife and develop a sense of well-being that grows from a deep relationship with nature and a connection to the natural world.

- ***Support youth development***

Youth development is a critical concern of the Springfield community. Willamalane recognizes that youth are our future. Willamalane will continue to form partnerships and offer programs that help youth reach their fullest potential.

- ***Support seniors and people with disabilities***

Including all people in the fabric of society strengthens community and individuals and enhances quality of life. Willamalane Park and Recreation District will promote inclusion and provide a variety of opportunities for residents, including seniors and people with disabilities.

- ***Provide enriching family experiences***

Willamalane is committed to improving the quality of life in our community by strengthening our families. Through its parks, programs and facilities, Willamalane Park and Recreation District will create opportunities for families of all configurations to play together, learn new skills and grow closer to one another.

- ***Promote well-being, health and wellness***

Personal health and wellness require opportunities to be physically active, mentally and emotionally recharged, and socially engaged. Willamalane Park and Recreation District will provide parks, facilities, programs and services that promote health and wellness.

- ***Provide safe parks, recreation facilities and programs***

Parks, recreation facilities and programs should provide healthy, inviting environments for social interaction and enjoyment. Willamalane Park and Recreation District will provide such places that foster a sense of community and provide safe recreation opportunities for community members.

- ***Support community economic development***

Community health and vitality are essential to attract and retain employees and businesses and to fuel the local economy. Diverse cultural and recreational opportunities appeal to employers and employees. Willamalane Park and Recreation District will provide attractive parks, facilities and programs to enhance quality of life in Springfield.

- ***Strengthen and develop community partnerships***

Additional resources are needed to expand and sustain attractive, high-quality parks and facilities, programs and services. Community partnerships and collaborations in service delivery maximize available resources, resulting in greater community benefit. Willamalane Park and Recreation District will continue to seek out new partners to join its efforts in obtaining the resources needed to provide the quality of life our community deserves.

- ***Preserve the natural environment***

Our community looks to Willamalane to be stewards of our natural resources. Willamalane will provide leadership in conserving these resources, and look for new and better ways to be environmentally responsible. Willamalane will provide parks and natural areas that offer close-to-home access to recreational opportunities, while preserving and enhancing important natural resources.

- ***Increase cultural understanding***

Willamalane strives to foster an inclusive sense of community by honoring and celebrating people of all cultures, and preserving our local history. Willamalane is committed to hiring a diverse staff, highlighting diversity in staff training, and creating programs and facilities that raise awareness of diverse cultural traditions and history.

### ***STRATEGIES AND ACTIONS***

To accomplish the district's vision and goals, strategies and actions were developed in six categories. These are methods, resources, processes and systems Willamalane will deploy to achieve success.

The strategy and action categories are:

- ***Parks and Natural Areas***  
Provide parks, natural areas, connections to waterways, and walking and biking trails, while respecting private property rights.
- ***Community Recreation and Support Facilities***  
Provide community recreation and support facilities that facilitate a wide variety of activities, create community gathering places and enhance community pride.
- ***Rehabilitation***  
Upgrade and revitalize existing parks and recreation facilities to provide exceptional recreation opportunities, protect park and recreation resources, improve the environment, enhance user safety and improve accessibility for people with disabilities.
- ***Park and Facility Operations***  
Manage district parks and facilities to promote recreation, user safety and sustainable environmental practices; and to protect public investment.
- ***Recreation Programs and Services***  
Offer recreation programs and services that respond to district needs, strengthen families and the community and encourage healthy lifestyles.
- ***Management and Communication***  
Manage the district in a sound, responsible manner that emphasizes effective stewardship of public resources, partnerships and joint ventures, and staff and community involvement.

### ***PERFORMANCE MEASURES***

To evaluate plan implementation, performance measures tied to the goals presented in this chapter are proposed in Chapter 6.

## Chapter 3

# Highlights of Improvements



### HIGHLIGHTS OF IMPROVEMENTS

To illustrate key strategies in the Comprehensive Plan, this chapter highlights priority improvements, many of which will take place in the first 10 years of plan implementation. These improvements respond to Community Needs Assessment findings, and will make a substantial contribution to enhancing quality of life in Springfield through people, parks and programs. The following categories of improvements are described further in this chapter:

- Collaboration
- Glenwood and Downtown
- Thurston Hills Ridgeline
- Connections to Waterways
- Opportunities for Active Play
- Reinvestment
- Resource Conservation
- Recreation Program



### **COLLABORATION**

One of the Comprehensive Plan's goals is to strengthen and develop community partnerships. Willamalane recognizes the importance of collaboration in maximizing resources and delivering the greatest benefit to the community. In this plan, Willamalane will continue to rely on collaboration to meet community needs. Willamalane is an important partner in TEAM Springfield, a cooperative effort between City of Springfield, Springfield Public Schools (SPS), Willamalane, and Springfield Utility Board (SUB).

Willamalane relies on all TEAM Springfield partners to meet community park and recreation needs, but particularly with SPS. Elementary schools play a critical role in meeting day-to-day park needs in Springfield, especially in those areas underserved by neighborhood parks. Willamalane and SPS also have a history of collaborating to ensure that all Springfield children have safe, supervised settings for play and learning after school and on no-school days.

Willamalane proposes to expand and strengthen this partnership through a number of strategies and actions. One strategy is to expand the number of school/park projects in order to help meet Springfield's neighborhood park needs. This collaboration may vary widely, depending on mutual benefit and individual site constraints and opportunities. Possibilities range from joint use to shared maintenance and coordinated master planning, such as at Douglas Gardens school/park, Page school/park, and Maple Elementary.

In addition to existing school sites, this plan proposes jointly developing and co-locating a school and neighborhood park to meet the educational needs of students and maximize recreational opportunities in the growing Jasper-Natron area (*Action 1.18, Jasper-Natron School/Park*). By working collaboratively, SPS and Willamalane will expand the quality and quantity of recreation opportunities available, while minimizing costly land acquisition.

Willamalane also collaborates with City of Springfield on many projects, including new neighborhood parks proposed in this plan, such as on the city-owned 18<sup>th</sup> and H property in central Springfield and the neighborhood park blocks in Glenwood; path projects such as the Mill Race Path, Weyerhaeuser Haul Road Path and McKenzie Connector; and *Action 3.2, Weyerhaeuser McKenzie Natural Area Park*, which Weyerhaeuser donated to the city, and the city will donate to Willamalane in exchange for Willamalane providing public access and long-term maintenance.

Other public sector partners include the Oregon Department of Transportation, Oregon Park and Recreation Department, Lane County, Lane Council of Governments, Lane Transit District, and City of Eugene. Non-profit partners include FOOD for Lane County, McKenzie River Trust, Centro Latino Americano and Friends of Willamalane. By working together, we can reach more members of our community than if working alone.

Willamalane also works with the private sector to promote community economic development and leverage public funds with private dollars. One key public/private partnership project in this plan is *Action 1.3, Pacific Park Subdivision Neighborhood Park*. Willamalane proposes working with the city and property owners of the Pacific Park subdivision to acquire and develop a neighborhood park for area residents. The existing privately owned park is run-down and beyond repair. Willamalane pledges to continue partnerships with both public and private sectors to maximize the benefits delivered to residents for each dollar of public investment.

**GLENWOOD AND DOWNTOWN**

Another area where collaboration plays a key role is in the redevelopment of Glenwood and downtown Springfield. Willamalane has been working with City of Springfield on planning efforts for these two neighborhoods separated by the Willamette River. If implemented, a number of actions in the Comprehensive Plan will help revitalization efforts. A few to note include:

- *Actions 4.13 and 4.14, Glenwood Riverfront Linear Park A and B:* As the Glenwood area is redeveloped, Willamalane has an opportunity to work with public and private partners to develop a riverfront linear park and multiuse path, and expand the popular Willamette River path system. Section A (Action 4.13) would travel from the Viaduct Path underneath the I-5 bridge, east to the Springfield Bridge; Section B (Action 4.14) would travel from the Springfield Bridge south to Seavey Loop Road. The proposed linear park will include multiuse paths, picnic areas, and river overlooks, and will be a significant regional recreation and alternative transportation resource. The park will also expand recreation opportunities for Glenwood area residents, who currently have limited access to close-to-home parks.
- *Action 2.3, Island Park Expansion/Connection to Downtown:* Island Park is much loved by the community, but as the home of a long list of festivals and events, it is separated from downtown by the backs of businesses, has poor public access, and is visually and physically separated from the surrounding neighborhood. This action would acquire property to connect the park more directly to downtown, consistent with the Island Park Master Plan and Downtown District Urban Design Plan. Better connecting Island Park to downtown would add to the vibrancy of both, aiding in community development and enhancing Springfield's quality of life.
- *Action 1.26, Glenwood Neighborhood Park Blocks:* Willamalane intends to work in collaboration with the city and private partners to pursue development of neighborhood park blocks in Glenwood. According to the Draft Glenwood Refinement Plan, neighborhood park blocks are conceptualized as long, narrow parks bordered by north-south streets, and providing a visual and physical connection between Franklin Boulevard and the Willamette River. The park blocks are intended to make the benefits of neighborhood parks available for the residents and employees of the future planned mixed-use development, as well as the general public. The two neighborhood park blocks included in the Draft Glenwood Refinement Plan will be a key component in the area's revitalization.

These projects support the comprehensive plan's goal of community economic development. Community health and vitality are essential to attract and retain employees and businesses and to fuel the local economy. Diverse cultural and recreational opportunities appeal to both employers and employees. Projects like these will provide attractive parks, facilities and programs to enhance quality of life in Springfield.

### ***THURSTON HILLS RIDGELINE***

Natural areas, linear parks and trails enhance the livability and character of a community by preserving habitat and open space. Natural areas also provide opportunities for passive outdoor recreation, such as hiking and wildlife viewing. Willamalane residents value their natural environment and outdoor recreation activities.

SummerFair questionnaire respondents and Spanish-language survey respondents identified *natural area parks* as their top priority. In addition, natural area parks often support recreation activities that are among survey respondents' top 20 favorite recreation activities (out of 50), including: walking (1), bicycling (4), dog walking (10), hiking (12), wildlife watching (13), picnicking (15), and running (17).

To meet the Comprehensive Plan goals of providing opportunities to enjoy nature and preserving the natural environment, Willamalane proposes to develop additional natural area parks and trails. Specifically, a focus of new parkland acquisition is along the south Thurston Hills ridgeline. Undeveloped forested hillsides that are a prominent community landmark, combined with nearby residential development and adjacent public land, make this area ideal for future natural area parks and trails.

This idea isn't new: The Thurston Hills ridgeline was identified as possible parkland in Willamalane's 2004 Comprehensive Plan and in the Rivers to Ridges Metropolitan Regional Parks and Open Space Study. Projects identified in this plan include:

- *Action 3.8 and 3.9, Thurston Hills Ridgeline Park East and West:* Willamalane is interested in working with property owners to pursue acquisition and development of natural-area parks and trail systems along the Thurston Hills ridgeline. Two areas are identified for possible acquisition, one on the eastern edge of Springfield, and the other south of Potato Hill, towards the Jasper-Natron area.
- *Action 4.10, Thurston Hills Ridgeline Trail:* Willamalane is interested in working with property owners to explore the feasibility of development of a ridgeline trail in the South Thurston Hills, connecting to parks and neighborhoods. A ridgeline trail would connect to nearby parks, other public land, such as BLM land just outside of the urban growth boundary, and neighborhoods.
- *Action 3.10, MountainGate Ridgeline Park:* Willamalane is interested in continuing to work with developers on the implementation of the MountainGate Master Plan, specifically the development of a natural area park and trail system on Potato Hill. The MountainGate Master Plan calls for an almost ninety acre park on the top of Potato Hill, one of Springfield's most significant ridges. The park will be surrounded by residential development and neighbors will be able to easily access the trail system, providing easy access to nature and exceptional views.

A complete list of projects that will connect residents with their natural environment during the first 10 years of plan implementation is provided in Chapter 5.

## **CONNECTIONS TO WATERWAYS**

Springfield residents love their rivers. When asked what types of outdoor recreation features are most needed in Willamalane's parks, *riverfront access points* tied for first, at 19 percent. All of Willamalane's existing natural area parks have significant river frontage. In addition, rafting/drift boating and canoeing/kayaking ranked high among Spanish-language and teen survey respondents.

A number of actions in the Comprehensive Plan respond to the demand for increased connections to waterways, including the following:

- *Action 5.4, Clearwater Park Master Plan Implementation:* Over the planning period, Willamalane will implement the improvements identified in the Draft Clearwater Park Master Plan. Clearwater Park is located on the Middle Fork of the Willamette River, and has been undergoing significant changes in the last few years, including development of the new inlet for the Springfield Mill Race, and a new boat landing. Additional improvements identified in the master plan include an accessible fishing pier, archery range, disc golf course, nature play area, additional waterfront trails, and native plant demonstration garden. While most of the improvements are not directly water-related, they will improve the value and use of this large riverfront park.
- *Action 4.11, McKenzie River Connector:* Willamalane will work with the city on development of a multiuse path from the existing McKenzie Levee Path to 52nd Street, between Hwy 126 and the McKenzie River. This project was previously identified in TransPlan and Willamalane's 2004 Comprehensive Plan. It is a critical east-west connection north of Main Street for bicyclists, and would open up access to the McKenzie River—much of which is hidden behind fences, or only visible from speeding vehicles.
- *Actions 4.16, 4.17, 4.18, Mill Race Path:* These three actions combined would build the Mill Race Path from the future Booth-Kelly Mill Pond Park in downtown Springfield, to its connection with the Middle Fork Path in Georgia-Pacific Park. Together with the Middle Fork Path and the on-street bikes lanes on South Second Street, Mill Race Path development would make an 8-mile loop, the majority along a waterway. The Mill Race Ecosystem Restoration Project has improved the habitat in and along the Mill Race, and the Mill Race Path will open up this resource to Springfield residents and regional visitors alike, who until then will only have minimal access to this historic waterway.

### **OPPORTUNITIES FOR ACTIVE PLAY**

Based on the results of the Community Needs Assessment, 364 acres of additional parkland will be needed to serve district residents by 2032. Given this, park development will be a priority over the next 20 years. These new parks will enable the district to meet many of the Comprehensive Plan goals, including providing diverse park and recreation opportunities.

In addition to natural-area parks, linear parks and trails, where more passive recreation activities take place, such as walking, bird watching, and bike riding, there is also a need for additional opportunities for active play.

Teen focus group participants ranked *parks with competitive sports fields* first, and *large, multi-use community parks* second (out of seven), when asked which major park and recreation projects are most important for our community. They also picked *large destination playgrounds*, *riverfront access points*, and *outdoor water playgrounds*, as the top three outdoor recreation features that are most needed in Willamalane's parks. When asked what prevents them from visiting parks and recreation facilities in the Springfield area more frequently, their top response was that there are *not enough activities*.

Willamalane has responded to this need by proposing a variety of projects that will offer significant opportunities for active play. A few of the projects that will be implemented in the next 10 years are highlighted below:

- *Action 6.1, Complete the 32<sup>nd</sup> Street Community Sports Park*: Willamalane began development of the sports park in 2004; it would not have happened without the collaboration of public, nonprofit, and private partners. Today, the sports park is part of the Willamalane Center for Sports and Recreation complex. Two additional outdoor multiuse turf fields, a covered picnic area, perimeter path, enhanced playground and additional parking are proposed, in order to maximize play value at the park.
- *Action 6.2, Guy Lee School/Park Improvements*: Guy Lee Park sits adjacent to Guy Lee Elementary School, yet they are separated by a fence and don't fully take advantage of each other's resources. This action proposes that Willamalane and SPS work together to develop and implement a master plan for the park and school grounds. Improvements to consider include field improvements, joint use playground improvements and improved connectivity to the surrounding neighborhood.
- *Action 8.22, Bob Artz Memorial Park Field Improvements*: Bob Artz Park, on the city's eastern edge, is an underutilized resource. This action would complete master plan improvements, such as developing a perimeter trail, scorekeepers loft and additional paving between fields. More importantly, it would make improvements to the drainage and usability of the fields, so they could get more use, and have more play value, possibly by other sports in addition to softball.

## ***REINVESTMENT***

Willamalane residents recognize the importance of maintaining existing recreation resources as well as developing new parks and recreation facilities.

In the 2010 Recreation survey, respondents ranked improve/maintain existing parks and facilities as the most important to their household, from a list of five potential Willamalane projects.

Generally, it is more cost effective to rehabilitate existing park and recreation facilities than to replace them with new facilities. With the goal of providing diverse and safe parks and recreation facilities, the Comprehensive Plan outlines many improvements to Willamalane's existing parks and valued recreation facilities within the first 10 years of plan implementation, including:

- *Actions 5.5, 5.6, and 8.21, Dorris Ranch Historic Preservation, Rehabilitation, and Community Garden:* These three actions focus on Willamalane's intent to implement the 2008 Dorris Ranch Master Plan, and restore the Briggs House and Dorris House to their historically relevant periods so they can be better used, enjoyed and interpreted. Rehabilitation work includes replacing the existing restrooms and improving the trail and signage system. New improvements include adding a community garden near the park entrance.
- *Action 8.4, Meadow Park Rehabilitation:* There are a variety of improvements needed at this established neighborhood park between Mill Street and Pioneer Parkway in order to help it meet current standards, including repairing or replacing the restrooms, shelter and play area; making accessibility improvements to the ballfield and completing the pathway lighting system.
- *Action 8.24, Natural Area Restoration:* Willamalane has just completed a District-wide Natural Resource Areas Management Plan (NRAMP). Natural resource areas make up a significant percentage of Willamalane's parkland inventory. There are currently 18 district-owned or -managed parks that contain significant amounts of natural resource areas, covering almost 500 acres. The purpose of the NRAMP is to define a clear and achievable approach for long-term management of the natural resources and specific ecological communities contained within Willamalane-owned properties. This Comprehensive Plan action recommends implementing the NRAMP, and ultimately restoring natural areas at identified priority sites throughout the district.



### **RESOURCE CONSERVATION**

Our community looks to Willamalane to be stewards of our natural resources. As stated in our plan goals, we will provide leadership in conserving these resources, and look for new and better ways to be environmentally responsible. One way is to provide parks that offer close-to-home access to a variety of outdoor opportunities, while at the same time preserving and enhancing important natural resources.

Another way, less obvious to the public, is to upgrade our facilities and parks with resource-efficient operating systems. There are a number of actions in this plan that recommend upgrading old, inefficient operating systems with more efficient systems that reduce our use of non-renewable resources, and cost less to operate, such as:

- *Action 8.30, Splash! at Lively Park:* Among the improvements planned for this highly-used aquatics facility is to modernize and upgrade the mechanical, electrical and plumbing systems for energy efficiency.
- *Action 8.26, Willamalane Park Swim Center:* Willamalane's first natatorium is also in need of a variety of building repairs in the next ten years, including updating its building control systems.
- *Action 8.9, 8.10, 8.13, Jesse Maine Memorial Park, Bluebelle Park, Willamette Heights Park/Overlook (among others):* We propose installing resource-efficient irrigation systems as park improvements are implemented. Upgrading to new irrigation systems can save valuable energy, water, and labor resources.
- *Action 9.3, Energy-Efficiency Program:* We plan to develop energy-efficiency programs at district facilities to minimize energy consumption and utility costs, including at Willamalane Center and Park Services Center.

Through the implementation of these actions, and other similar strategies in the plan, Willamalane is striving to reduce greenhouse gas emissions through improved energy efficiency, waste reduction and recycling, and increase the use of renewable energy resources. This also fits with our plan goal of promoting well-being, health and wellness, and supporting community economic development.

## **RECREATION PROGRAMS**

To achieve its vision of the future, Willamalane will strive to offer recreation programs and services that respond to identified needs and meet plan goals.

Twenty-three percent of survey respondents believe that teenagers ages 13-17 are the group most in need of *more or improved recreation services in the Springfield area*. Thirty-six percent of teenagers also identified themselves as needing more or improved recreation services. This was in addition to input from the teen focus groups, indicating that teenagers want a place to hang out with friends, and more active recreation opportunities at Willamalane parks. They also want more drop-in activities provided inexpensively. This is consistent with findings from 2002.

Willamalane responded to this input by proposing *Action 10.2, Teen Programming*. We will continue to develop more activities for high school youth at Willamalane facilities, specifically ones that include inexpensive drop-in programs.

We also heard during the Community Needs Assessment that outdoor and water-related activities were very important to community members, from young children to seniors. This fits with the national trend to better connect people to close-to-home outdoor experiences, and more natural play opportunities.

*Action 10.3, Nature-Based Programming* was developed to help respond to this need. Willamalane will continue to expand outdoor recreation activities and programs, including a community garden program. Introducing residents to these activities is an essential part of creating stewards who will be our partners in protecting parks for generations to come.

Survey results also indicated that community members appreciated and attended Willamalane's wide variety of special events, and would appreciate additional opportunities. The highest ranking activities, based on frequency of participation when they are in season, are attending fairs/festivals, and walking (tied for first out of 50). Attending fairs/festivals was also the 5<sup>th</sup> most favorite activity, and attending cultural events was the 14<sup>th</sup>. Based on this, Willamalane proposed *Action 10.5, Special Events and Cultural Programs*, in order to expand opportunities for innovative special events and cultural programs.

In addition, based on Community Needs Assessment results, we found:

- *Partnerships are essential for effective service delivery.* Willamalane will continue to partner with other agencies, particularly Springfield Public Schools, to develop a comprehensive strategy for fostering youth development during out-of-school times.
- *Willamalane must respond to trends and changing community demographics, such as the growth of the senior and Latino populations.* Willamalane will serve Springfield's diverse population, including its growing Latino community, seniors and people with disabilities. Willamalane will be innovative and adaptable in order to best meet the changing needs of the community and identify new core programs as community needs change.
- *Don't make cost a barrier.* Consistent with the district's Cost Recovery Model, we will offer programs at a range of costs (free, low cost, etc.) and implement strategies to ensure program affordability, such as an expanded scholarship program.

## Chapter 4

# Strategies and Actions



## STRATEGIES AND ACTIONS

This chapter describes strategies and actions for acquiring, developing, improving and managing parks, natural areas, walking and biking trails, recreation facilities and program opportunities in Willamalane's planning area over the next 20 years.

Strategies and actions are organized in the following categories:

A. Parks and Natural Areas:

1. Neighborhood Parks
2. Community Parks
3. Natural Area Parks
4. Linear Parks and Trails
5. Special-use Parks
6. Sports Parks

B. Community Recreation and Support Facilities

C. Rehabilitation

D. Park and Facility Operations

E. Recreation Programs and Services

F. Management and Communications

1. Districtwide Administration
2. Planning and Development
3. Public Affairs
4. Personnel

Strategies and actions were developed based on Community Needs Assessment results, the 2004 Park and Recreation Comprehensive Plan implementation, and public input from a variety of stakeholders, including Willamalane staff and Board of Directors, City of Springfield, Lane County and Springfield Public Schools.

Each category includes a statement in ***bold italics*** that describes its goal followed by a list of strategies and a corresponding table of actions. Neither Strategies nor actions are listed in priority order.

Strategies and actions have been developed to achieve Willamalane's mission:

***Deliver exceptional parks and recreation to enrich the lives of everyone we serve.***

Willamalane's 20-year Comprehensive Plan is illustrated in **Map 2, Proposed Park and Recreation Projects**. The project numbers on Map 2 correspond to the project numbers in Tables 1-7. Tables 1-7 are also followed by maps that are sub-sets of Map 2, and show proposed projects split out by park or facility type. All maps show only proposed actions related to A. Parks and Open Space and B. Community Recreation and Support Facilities.

In Chapter 5, actions will be prioritized, and those ranking the highest will be incorporated into a Capital Improvement Plan with cost estimates and funding goals.

# PROPOSED PARK AND RECREATION PROJECTS

## LEGEND

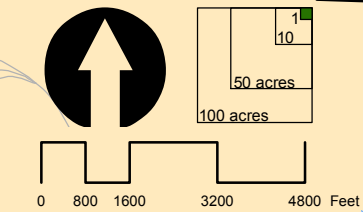
- Planning Area\*
- District Boundary\*
- Sub Area Boundary\*
- Urban Growth Boundary\*
- City Limits\*
- Parkland
- Multi-use Path
- Community Recreation Facility
- Maintenance Facility
- School

\* Current as of October 2010

## PROPOSED PROJECTS

- 1.1 Neighborhood Park
- 2.1 Community Park
- 3.1 Natural Area Park
- 5.1 Special-Use Park
- 6.1 Sports Park
- 7.1 Community Recreation or Support Facility
- School/Park Partnership
- Planned Trail\*\*
- Planned Multi-Use Path\*\*
- Proposed Multi-Use Path
- Proposed Trail
- 4.1 Path or Trail Project

\*\* Planned paths and trails are from Springfield Bicycle Plan (1998), TransPlan (2002) or Park and Recreation Comp Plan (2004). Multi-use paths may be included in or independent of linear parks.



Base data provided by Lane Council of Governments (LCOG)

This map is illustrative and should be used for planning purposes only. It is not intended to depict exact locations or alignments.

## Map 2 Proposed Park and Recreation Projects Park and Recreation Comprehensive Plan



Springfield, Oregon October 2012

## **A. PARKS AND NATURAL AREAS**

***Provide parks, natural areas, connections to waterways, and walking and biking trails, while respecting private property rights.***

### ***General Parks and Natural Areas Strategies***

- A1. Acquire and develop a range of park types throughout the district to meet the diverse needs and geographic distribution of residents.
- A2. Adopt a standard of 14 acres of parkland per 1,000 residents.
- A3. Balance the need to provide new parks and facilities with the need to protect and preserve public investment in existing parks and facilities.
- A4. Acquire parkland in advance of need, consistent with identified community priorities.
- A5. Look for opportunities for acquiring land adjacent to existing parks in order to improve park function, as land becomes available.
- A6. Pursue redevelopment opportunities in areas where vacant land is not available, to acquire needed land for future parks.
- A7. Work with interested parties to acquire and preserve natural areas for future generations.
- A8. Work with the city and other public and private partners, as appropriate, to ensure safe and convenient access to parks and recreation facilities, including access for persons with disabilities, bicycles, pedestrians and users of public transportation.
- A9. Look for opportunities to improve bicycle/pedestrian, vehicular and visual access at existing parks in order to improve park safety, recreation utility and connectivity to the surrounding neighborhood.
- A10. Ensure that parks and facilities meet the Americans with Disabilities Act (ADA) requirements.
- A11. Develop play areas that meet or exceed current safety requirements and child development guidelines.
- A12. Provide a variety of educational features in parks, such as examples of preferred street trees, native plant gardens and interpretive signage.
- A13. Include public art in park design, whenever feasible, to encourage unique and memorable park experiences.
- A14. Evaluate operations impacts in advance of developing new parks and facilities.
- A15. Work with Springfield Public Schools when siting and developing future parks and schools to create school/park facilities best suited to meet the community's needs, where consistent with the goals and standards of this plan.
- A16. Coordinate with the city on implementing stormwater Best Management Practices to assist in meeting state and federal water-quality standards and Endangered Species Act requirements.
- A17. Use environmentally sustainable park development and management practices.

### **Neighborhood Parks Strategies**

A18. Develop a system of neighborhood parks that provides basic park and recreation opportunities, such as play fields, courts, playgrounds, picnic facilities, landscaping, pathways and accessible parking.

A19. Ensure an equitable distribution of neighborhood parks throughout the district.

A20. Adopt a standard of 2 acres per 1,000 residents for neighborhood parks.

A21. Adopt a service-area radius of  $\frac{1}{4}$  to  $\frac{1}{2}$  mile for neighborhood parks. Take into consideration major streets, railways, topography and rivers, which can pose additional barriers to safe and convenient park access for pedestrians.

A22. Pursue joint land acquisition opportunities with partner agencies, such as Springfield Public Schools, when planning for neighborhood parks in developing areas

A23. Work with Springfield Public Schools to create school/park complexes where parks abut schools and to optimize the use of other school sites, or former school sites, for public recreation, especially in areas that are underserved by neighborhood parks.

A24. Pursue acquisition and development of other park types, such as community and natural-area parks, when suitable parcels for neighborhood parks cannot be obtained to meet neighborhood park needs.

A25. Develop partnerships with other public agencies, developers and property owners to help meet neighborhood park needs in served, as well as underserved, areas.

A26. Consider acquiring neighborhood parks that are less than the proposed average size in areas where only limited parcels are available.

A27. Pursue agreements to provide public access to privately owned open space, such as hospitals, churches and private developments, to help mitigate neighborhood park deficiencies.

A28. Pursue redevelopment opportunities for neighborhood parks in underserved areas where vacant land is not available and partnerships are limited.

A29. Provide appropriately scaled neighborhood park amenities as waysides in linear parks and in other park types to expand opportunities to meet community needs, such as seating, picnic tables and play features.

*Table 1 lists proposed actions relating to neighborhood parks. (Actions relating to rehabilitation of neighborhood parks are found in Table 8.)*

**TABLE 1: NEIGHBORHOOD PARKS ACTIONS**

<b>Project Number</b>	<b>Planning Sub-Area</b>	<b>Project Name</b>	<b>Action</b>
1.1	North	Pierce Park Development	Work with SPS to develop and implement a school/park master plan for the Pierce property and adjacent Briggs and Yolanda school grounds that provides for coordinated development and optimizes outdoor recreation opportunities.
1.2	North	Pierce Park Expansion	Work with the city and future developer to coordinate park planning with the adjacent Marcola Meadows development and seek opportunities to expand Pierce Park.
1.3	North	Pacific Park Subdivision Neighborhood Park	Work with the city and property owners to acquire and develop a neighborhood park for residents of the Pacific Park subdivision.
1.4	North	Gamebird Park Expansion	Work with SPS to develop a partnership agreement to expand recreational opportunities onto a portion of the vacant SPS-owned property.
1.5	West	Centennial School/Park	Pursue a partnership agreement with SPS to optimize use of Centennial Elementary School grounds for public recreation.
1.6	West	West By-Gully Area Neighborhood Park	Pursue development of small neighborhood park facilities on the vacant land at the west end of the By-Gully Path.
1.7	West	East By-Gully Area Neighborhood Park	Work with Housing and Community Services Agency of Lane County and others to improve neighborhood park opportunities on vacant land near the east end of the By-Gully Path.
1.8	West	Rainbow Drive Neighborhood Park	Pursue acquisition or partnership agreement with SPS or future developer for neighborhood park development on vacant property.



## Chapter Four

1.9	West	Wet Weather Management Site (Heron Playground) Neighborhood Park Improvements	Explore amending the existing partnership agreement with the Metropolitan Wastewater Management Commission to develop additional park amenities at the surge basin site.
1.10	Central	(Former) Brattain School/Park	Work with SPS to ensure continued use of Brattain Elementary School grounds for public recreation as site is reprogrammed.
1.11	Central	West Mohawk Area Neighborhood Park	Pursue acquisition and redevelopment opportunities in order to develop a neighborhood park in this underserved area.
1.12	Central	18th and H Neighborhood Park	Work with the city to develop the 18 <sup>th</sup> and H property as a small neighborhood park in this underserved area.
1.13	Central	Maple School/Park	Continue to work with SPS to ensure ongoing neighborhood use of Maple School grounds for recreation.
1.14	Central	Adams Plat Area Neighborhood Park	Pursue acquisition and redevelopment opportunities in order to develop a neighborhood park in this underserved area.
1.15	Central	Riverbend School/Park	Pursue a partnership agreement with SPS to optimize use of Riverbend Elementary School grounds for public recreation in this underserved area.
1.16	Central	Post Office Park	Work with the city to explore the concept of a downtown neighborhood park, in accordance with the Downtown District Urban Design Plan.
1.17	Central	Hamlin/Moffitt School/Park	Work with SPS to improve the utility of the school grounds for public outdoor recreation as the Hamlin and Moffitt sites are redeveloped.
1.18	East	Jasper-Natron School Park	Work with Springfield Public Schools to develop a school/park in this underserved area.











1.19	East	Jasper-Natron Neighborhood Park South	Collaborate with partners to pursue acquisition and development of a neighborhood park in this underserved area.
1.20	East	Ridgeview Elementary School/Park	Pursue a partnership agreement with SPS to optimize use of Ridgeview Elementary School grounds for public recreation.
1.21	East	Thurston Elementary School/ Park	Pursue a partnership agreement with SPS to optimize use of Thurston Elementary School grounds for public recreation.
1.22	East	Thurston Hills Neighborhood Park West	Pursue opportunities for acquisition and development of a neighborhood park in this underserved area, in advance of residential development.
1.23	East	Thurston Hills Neighborhood Park East	Pursue opportunities for acquisition and development of a neighborhood park in this underserved area, in advance of residential development.
1.24	Southwest	James Park Expansion	Pursue vacant land acquisition and redevelopment opportunities to better connect James Park to the surrounding neighborhood and improve its utility.
1.25	Southwest	Central Glenwood Area Neighborhood Park	Work with the city to improve pedestrian access to nearby parks, and seek opportunities to acquire land and develop a small neighborhood park in this underserved area.
1.26	Southwest	Glenwood Neighborhood Park Blocks	Work with the city and other partners to pursue development of neighborhood park blocks, in accordance with Glenwood Refinement Plan.
1.27	South	South Jasper Road Area Access Improvements	Work with the city and SPS to improve safe pedestrian access from this underserved area to nearby parks and schools.
1.28	South	Agnes Stewart MS School/Park	Pursue a partnership agreement with SPS to optimize use of Agnes Stewart Middle School grounds for public recreation.

## Chapter Four

1.29	South	Douglas Gardens Elementary School/Park	Pursue a partnership agreement with SPS to optimize joint use of Douglas Gardens Elementary School grounds and the adjacent neighborhood park, consistent with the Douglas Gardens Park Master Plan.
1.30	South	West 42 <sup>nd</sup> Street Area Neighborhood Park	Improve access from this underserved area to nearby parks and schools; pursue acquisition and redevelopment of a neighborhood park as opportunities arise.
1.31	South	East 42 <sup>nd</sup> Street Area Neighborhood Park	Improve access from this underserved area to nearby parks and schools; pursue acquisition and redevelopment of a neighborhood park as opportunities arise.
1.32	South	Mt Vernon Elementary School/Park	Pursue a partnership agreement with SPS to optimize use of Mount Vernon Elementary School grounds for public recreation in this underserved area.
1.33	South	South 57 <sup>th</sup> Street Area Neighborhood Park	Pursue acquisition and development opportunities in order to provide a neighborhood park in this underserved area.

# PROPOSED NEIGHBORHOOD PARK PROJECTS

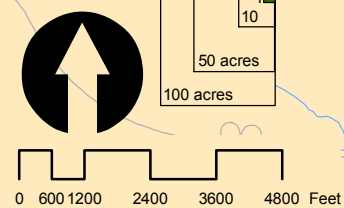
## LEGEND

- |  |   |
|--|---|
|  Planning Area*         |  Parkland                      |
|  District Boundary*     |  Multi-use Path                |
|  Sub Area Boundary*     |  Community Recreation Facility |
|  Urban Growth Boundary* |  Maintenance Facility          |
|  City Limits*           |  School                        |

\* Current as of October 2010

## PROPOSED PROJECTS

- |   |   |
|---|---|
|  1.1 Neighborhood Park |  School/Park Partnership |
|---|---|



Base data provided by  
Lane Council of Governments (LCOG)

This map is illustrative and should be used  
for planning purposes only. It is not intended  
to depict exact locations or alignments.

## Map 2-1 Proposed Neighborhood Park Projects

Park and Recreation  
Comprehensive Plan



Springfield, Oregon    October 2012

### **Community Parks Strategies**

A30. Develop a system of community parks that provides a wide range of active and passive recreation opportunities for all residents and accommodates large group activities.

A31. Ensure an equitable distribution of community parks throughout the district.

A32. Adopt a standard of 2 acres per 1,000 residents for community parks.

A33. Adopt a service-area radius of 2 miles for community parks.

A34. Recognize that some of the need for active and passive recreation will be provided by other park types, such as sports parks, natural-area parks, special-use parks and linear parks. Pursue acquisition and development of other park types to provide for specific community needs when suitable parcels for community parks cannot be obtained.

A35. Pursue joint land acquisition opportunities with partner agencies, such as Springfield Public Schools, when planning for future community park needs in developing areas.

A36. Develop public and private partnerships to help meet community park needs.

*Table 2 lists proposed actions relating to community parks. (Actions relating to rehabilitation of community parks are found in Table 8.)*

**TABLE 2: COMMUNITY PARKS ACTIONS**

<b>Project Number</b>	<b>Planning Sub-Area</b>	<b>Project Name</b>	<b>Action</b>
2.1	Central	Willamalane Park/SPS Coordination	Work with SPS to optimize use of Willamalane Park and adjacent school grounds for public recreation.
2.2	Central	Willamalane Park Expansion	Work with SPS to explore acquisition of the eastern portion of the elementary school property, which is currently used as parkland.
2.3	Central	Island Park Expansion/Connection to Downtown	Complete improvements consistent with the Island Park Master Plan and Downtown District Urban Design Plan, such as acquiring property to connect the park more directly to downtown.
2.4	East	Southeast Springfield Area Community Park	Collaborate with public and private partners to pursue acquisition and development of a community park south of Main Street in East Springfield.

## Chapter Four

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2.5	East	Lively Park Development	Implement the remaining phases of the Lively Park master plan for full improvement of Lively Park as a community park.
2.6	East	Lively Park/SPS Coordination	Continue working with SPS to optimize use of the park and adjacent school grounds for public recreation.

# PROPOSED COMMUNITY PARK PROJECTS

**LEGEND**

Planning Area\*

District Boundary\*

Sub Area Boundary\*

Urban Growth Boundary\*

City Limits\*

Parkland

Multi-use Path

Community Recreation Facility

Maintenance Facility

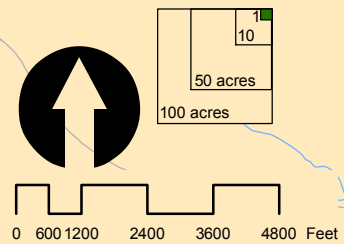
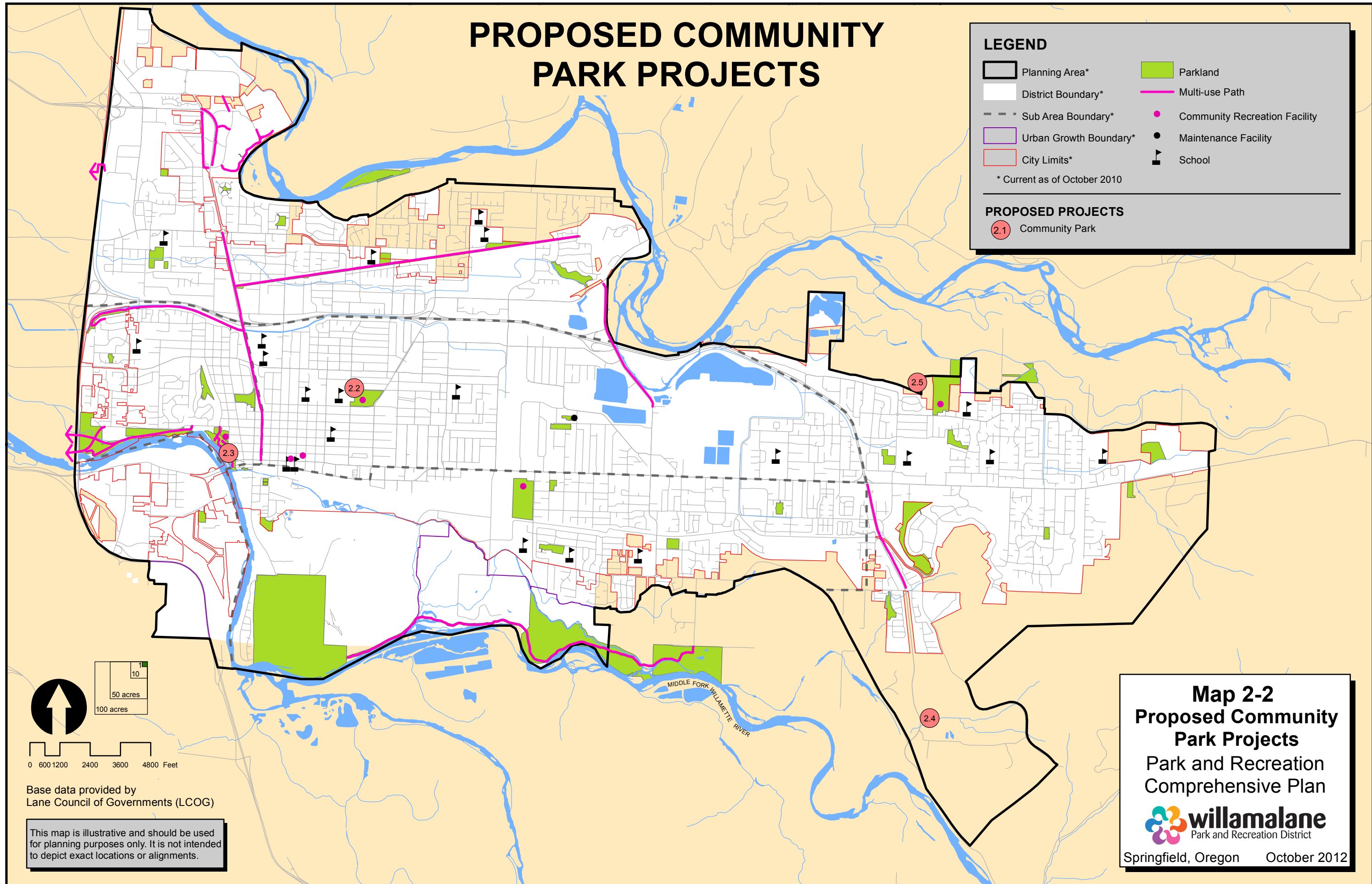
School

\* Current as of October 2010

**PROPOSED PROJECTS**

2.1

Community Park



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**Map 2-2**  
**Proposed Community**  
**Park Projects**  
Park and Recreation  
Comprehensive Plan


**willamalane**  
Park and Recreation District

Springfield, Oregon    October 2012

***Other Parkland Strategies (General)***

A37. Develop a system of other parkland types, including natural-area parks, linear parks, special-use parks, and sports parks that provide active and passive recreation opportunities for all residents and preserve natural and historic areas for the enjoyment of future generations.

A38. Adopt a standard of 10 acres per 1,000 residents for other parkland types (natural-area parks, linear parks, special-use parks, and sports parks) to allow maximum flexibility in responding to community needs and acquisition opportunities.

***Natural-Area Parks Strategies***

A39. Acquire and develop a system of natural-area parks that protects, conserves and enhances elements of the natural and historic landscape that give the region its unique sense of place.

A40. Develop comprehensive natural resource management plans for natural areas as a basis for making acquisition, development and restoration decisions.

A41. Provide opportunities for nature-based recreation, such as wildlife viewing, fishing, hiking, bicycling, nature play, etc.

A42. Protect and enhance a variety of habitat types within Willamalane's park and open space system, including upland and wildlife communities such as oak savanna, wetlands, upland prairie and riparian forest.

A43. Work with others, as appropriate, to acquire significant natural areas. Priorities include sites that: are large; provide uninterrupted corridors that link parks, schools, habitats and natural-resource areas; have high outdoor recreation potential; serve as greenbelts or urban buffers; protect water resources; and provide significant views.

A44. Work with other agencies and providers to support conservation and acquisition of nearby key regional natural-resource areas, consistent with the Rivers to Ridges Metropolitan Regional Parks and Open Space Study.

A45. Protect riparian areas and floodplains along creeks and rivers within Willamalane's park and open space system.

A46. Explore the feasibility of a wetland mitigation banking program at district park sites.

A47. Work with other agencies and providers to encourage the development of appropriate recreation amenities in nearby natural areas where appropriate.

A48. Orient riverfront parks to the rivers and their natural resource values; support water-related recreation activities where appropriate.

A49. Acquire, develop and manage parks and facilities to protect and enhance wetlands, waterways and water quality, and to take advantage of their natural amenities and recreation values.

A50. Incorporate natural resource enhancement into plans for park and facility development where appropriate.

A51. Work with the city and developers to coordinate park and open space planning with planning for stormwater, wetlands mitigation/protection, multipurpose trails and natural-resource conservation, as appropriate.



A52. Continue to participate in the TEAM Springfield-sponsored Mill Race Ecosystem Restoration Project, representing public recreation and education interests.

*Table 3 lists proposed actions relating to natural area parks. (Actions relating to rehabilitation of natural area parks are found in Table 8.)*

**TABLE 3: NATURAL-AREA PARKS ACTIONS**

Project Number	Planning Sub-Area	Project Name	Action
3.1	Outside	Harvest Landing	Develop and implement a master plan and natural resource management plan in collaboration with interested partners.
3.2	North	Weyerhaeuser McKenzie Natural-Area Park	Work with the city to develop a natural-area park at the Weyerhaeuser McKenzie Natural-Area site, consistent with the city's McKenzie River Oxbow Natural-Area Master Plan.
3.3	South	Georgia-Pacific Park	Work with the city and Springfield Utility Board (SUB) to develop and implement a management plan and master plan for a natural-area park at the jointly owned Georgia-Pacific property.
3.4	South	Booth-Kelly/Mill Pond Park	Continue to work with the city to develop a natural-area park at the Booth-Kelly/Mill Pond site, with an emphasis on outdoor education.
3.5	South	Agnes Stewart Mill Race Park	Work with the city and SPS to develop a natural-area park and outdoor classroom with access to the Mill Race at the vacant portion of the Agnes Stewart Middle School site.
3.6	South	Jasper Meadows Wetland Park	Continue to work with the developer to acquire and develop this planned natural area park.
3.7	South	South Jasper-Natron Wetlands Park	Continue to collaborate with the city and developers to pursue acquisition and development of a natural area park connecting to neighborhoods and other parks.

3.8	East	Thurston Hills Ridgeline Park (West)	Work with interested property owners to pursue acquisition and development of natural-area parks and trail system along the Thurston Hills ridgeline.
3.9	East	Thurston Hills Ridgeline Park (East)	Work with interested property owners to pursue acquisition and development of natural-area parks and trail system along the Thurston Hills ridgeline.
3.10	East	MountainGate Ridgeline Park	Continue working with developers on the implementation of the MountainGate Master Plan, specifically the development of a natural-area park and trail system on Potato Hill.

# PROPOSED NATURAL AREA PARK PROJECTS

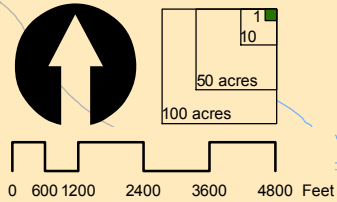
## LEGEND

- Planning Area\*
- District Boundary\*
- Sub Area Boundary\*
- Urban Growth Boundary\*
- City Limits\*
- Parkland
- Multi-use Path
- Community Recreation Facility
- Maintenance Facility
- School

\* Current as of October 2010

## PROPOSED PROJECTS

- 2.1 Natural Area Park



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## Map 2-3 Proposed Natural Area Park Projects

Park and Recreation  
Comprehensive Plan



Springfield, Oregon    October 2012

### ***Linear Parks and Trails Strategies***

A53. Develop linear parks and trails that preserve open space and provide opportunities for trail-oriented activities, such as walking, running, bicycling, skating, etc. Linear parks also may provide neighborhood recreation facilities when adequate space is available.

A54. Be sensitive to issues such as privacy, security, and property rights when planning and developing linear parks and pathways.

A55. Connect schools, parks, and other community destinations with linear parks, bikeways and off-street paths, where feasible.

A56. Coordinate with other agencies and providers in the planning and implementation of a regional trail and off-street path system.

A57. Work with City of Springfield and other affected agencies to include proposed multiuse paths in future updates to local and regional transportation plans, as appropriate.

A58. Work with the City of Springfield to encourage the development of linear parks as part of new residential, commercial and industrial development.

A59. Explore the feasibility of establishing additional trails and off-street paths in conjunction with public utility and mass transit corridors, and along abandoned railway and road rights-of-way.

A60. Work with partner agencies to improve bicycle and pedestrian safety, especially on streets that connect to paths, parks and recreation facilities.

*Table 4 lists proposed actions relating to linear parks and trails. (Actions relating to rehabilitation of existing linear parks and trails are found in Table 8.)*

**TABLE 4: LINEAR PARKS AND TRAILS ACTIONS**

<b>Project Number</b>	<b>Planning Sub-Area</b>	<b>Project Name<sup>b</sup></b>	<b>Action</b>
4.1	North	EWEB Bike Path Extension West to Laura Street (18)	Explore the feasibility of extending the multiuse path west to Laura Street (750 ft.).
4.2	North	EWEB Bike Path Extension from Laura to Don Street	Work with the city and EWEB to explore the feasibility of extending the multiuse path west from Laura Street to Don Street, along the existing utility corridor.
4.3a	North	EWEB Bike Path Extension to Marcola Road (on-street) [731]	Work with the city to make an on-street connection from the EWEB Path south to Marcola Road and the McKenzie Levee Path.

## Chapter Four

4.3b	North	Moe Mountain Linear Park	Acquire the Moe Mountain park donation site, and develop a shared-use path connecting the EWEB Bike Path to the McKenzie Levee Path. Make other improvements on an interim basis.
4.3c	North	Irving Slough Connector	Work with the city to explore the feasibility of developing a trail or shared-use path along Irving Slough from Marcola Road south to the I-105 west-bound ramp.
4.4	North	SCS Channel Path	Work with the city to explore the feasibility of developing a multiuse path through Guy Lee Park and along the SCS Channel (from Dornoch to Laura Street).
4.5	North	Lyle Hatfield Path Extension (26) [759]	Work with the city and property owners to extend the Lyle Hatfield Path to Deadmond Ferry Road, the on-street bike system, and beyond, as opportunities arise.
4.6	North	Lyle Hatfield Path Connection South	Work with the city and private partners to explore the feasibility of connecting the existing path to neighborhoods to the south.
4.7	North	Gamebird Park Path [734]	Work with the city and SPS to develop a multiuse path between Flamingo Avenue and North Cloverleaf Loop (0.10 miles).
4.8	West	By-Gully to Eastgate Woodlands Path	Explore the feasibility of extending the By-Gully Path south along I-5 to Eastgate Woodlands.
4.9	Central	By-Gully Across Pioneer Parkway to Fifth Street [812]	Work with the city and LTD to improve access to Rosa Parks Path, and extend the By-Gully Path across Pioneer Parkway to Fifth Street.
4.10	East	Thurston Hills Ridgeline Trail	Work with property owners to explore the feasibility of development of a ridgeline trail in the South Thurston Hills, connecting to parks and neighborhoods.
4.11	East	McKenzie River Connector [753] (13)	Work with the city on development of a multiuse path between 42nd Street and 52nd Street between Hwy 126 and the McKenzie River.

4.12	East	Weyerhaeuser Haul Road Path	Work with the city and Weyerhaeuser to provide a multiuse path along Haul Road.
4.13	Southwest	Glenwood Riverfront Linear Park A [851]	Work with partners to develop a riverfront linear park and multiuse path from I-5 to the Springfield Bridge, consistent with the Glenwood Refinement Plan.
4.14	Southwest	Glenwood Riverfront Linear Park B [854]	Work with partners to develop a riverfront linear park and multiuse path from the Springfield Bridge to Seavey Loop Road.
4.15	Southwest/ West	Glenwood to Island Park (Bridge)	Work with the city to explore the feasibility of a bicycle/pedestrian bridge from the South Bank Path A to Island Park, per the Downtown District Urban Design Plan.
4.16	South	Lower Mill Race Path (39) [840]	Work with the city and partners to develop a 1.6-mile, multiuse trail along the Mill Race (South Second <sup>d</sup> to South 28 <sup>th</sup> Street), with an on-street connection to South Fifth Street.
4.17	South	Mill Race Connector Path (38) [859]	Work with the city and school district to develop a multiuse path and trailhead adjacent to the Mill Race and Agnes Stewart Middle School (South 28 <sup>th</sup> to South 32 <sup>nd</sup> Street).
4.18	South	Upper Mill Race Path	Work with the city and partners to develop the Mill Race Path between South 32 <sup>nd</sup> Street. and Georgia-Pacific Park, connecting to the Middle Fork Willamette River Path.
4.19	South	Middle Fork Willamette River Path Phase 3 [21]	Develop the final phase of the Middle Fork Path through Dorris Ranch.
4.20	South	Middle Fork Willamette River Path connections to north	Explore opportunities for additional on-and off-street connections from the Middle Fork Path to neighborhoods to the north.
4.21	South	Middle Fork Willamette River Path connections to east	Explore opportunities for additional on and off-street connections from the Middle Fork Path to the east, eventually connecting to Jasper Road.











## Chapter Four

4.22	South	Booth-Kelly Road (40) [921]	Work with the City to provide a multiuse path along the Booth-Kelly Road from the Mill Race Path to the Weyerhaeuser Haul Road.
4.23	South/ Outside	Springfield-Mount Pisgah Connector (Bridge) [960]	Work with partners to explore the feasibility of developing a bicycle and pedestrian bridge across the Middle Fork of the Willamette River, connecting the Middle Fork Path and Mountt Pisgah.
4.24	South/ Outside	Glenwood to Dorris Ranch (Bridge)	Work with partners to explore the feasibility of developing a bicycle and pedestrian bridge across the Willamette River, connecting the Glenwood Riverfront Linear Park B to Dorris Ranch and the Middle Fork Path.
4.25	South	Booth-Kelly to Dorris Ranch Trail	Work with interested parties to explore hiking and mountain biking opportunities between the Booth-Kelly/Mill Pond Park, Willamette Heights and Dorris Ranch.

<sup>b</sup> Number in parenthesis ( ) indicates 1998 *Springfield Bicycle Plan* project number, and number in brackets [ ] indicates *TransPlan* project number (December 2001).






# PROPOSED MULTI-USE PATH AND TRAIL PROJECTS

## LEGEND

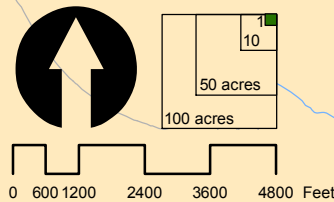
- |  |   |
|--|---|
|  Planning Area*         |  Parkland                      |
|  District Boundary*     |  Multi-use Path                |
|  Sub Area Boundary*     |  Community Recreation Facility |
|  Urban Growth Boundary* |  Maintenance Facility          |
|  City Limits*           |  School                        |

\* Current as of October 2010

## PROPOSED PROJECTS

- |  |   |
|--|---|
|  Planned Multi-Use Path** |  Proposed Multi-Use Path |
|  Planned Trail**          |  Proposed Trail          |
|  |  Path or Trail Project   |

\*\* Planned paths and trails are from Springfield Bicycle Plan (1998), TransPlan (2002) or Park and Recreation Comp Plan (2004). Multi-use paths may be included in or independent of linear parks.



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## Map 2-4 Proposed Multi-Use Path and Trail Projects Park and Recreation Comprehensive Plan



Springfield, Oregon    October 2012



### ***Special-Use Parks Strategies***

A60. Provide special-use parks that support specific recreation activities, and/or have unique features, such as viewpoints, boating and fishing facilities, scenic areas, and historic sites.

A61. Work with partner agencies, such as City of Springfield and Lane County, to protect and enhance important scenic and historic sites.

A62. Improve existing special-use parks to maximize the benefit that these parks provide to residents and to the region, as needed.

A63. Develop and manage Dorris Ranch as a unique, historic natural area and recreational resource consistent with the Dorris Ranch Master Plan.

*Table 5 lists proposed actions relating to special-use parks. (Actions relating to rehabilitation of special-use parks are found in Table 8.)*

**TABLE 5: SPECIAL-USE PARKS ACTIONS**

<b>Project Number</b>	<b>Planning Sub-Area</b>	<b>Project Name</b>	<b>Action</b>
5.1	North	Gateway/RiverBend Area Special Use Park	Collaborate with public and private partners to evaluate the need for a special use park in this growing area.
5.2	Central	Mill Plaza	Work with the city and other partners to explore the feasibility of developing an urban plaza downtown, consistent with the Downtown District Urban Design Plan.
5.3	Central	Mill Race Park Expansion	Explore expansion of Millrace Park to the south.
5.4	South	Clearwater Park Master Plan Implementation	Implement the Clearwater Park Master Plan.
5.5	South	Dorris Ranch Master Plan Implementation	Continue implementing the Dorris Ranch Master Plan.











## Chapter Four

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5.6	South	Dorris Ranch Historic District Expansion and Landmark Status	Pursue expansion of the Dorris Ranch historic district to include the Briggs House, restore/renovate the Briggs House, and pursue National Historic Landmark status.
5.7	Outside	Wallace M. Ruff Jr. Memorial Park Master Plan Implementation	Continue implementing the Ruff Park Master Plan.
5.8	East	Gray Homestead Property	Develop and implement a plan for future use of the Gray Homestead and surrounding grounds, including possible expansion.


# PROPOSED SPECIAL USE PARK PROJECTS

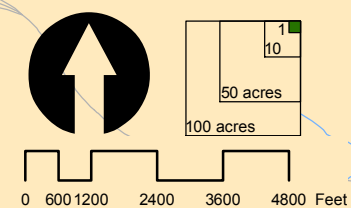
## LEGEND

- |  |   |
|--|---|
|  Planning Area*         |  Parkland                      |
|  District Boundary*     |  Multi-use Path                |
|  Sub Area Boundary*     |  Community Recreation Facility |
|  Urban Growth Boundary* |  Maintenance Facility          |
|  City Limits*           |  School                        |

\* Current as of October 2010

## PROPOSED PROJECTS

-  Special-Use Park



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This map is illustrative and should be used  
for planning purposes only. It is not intended  
to depict exact locations or alignments.

**Map 2-5**  
**Proposed Special Use**  
**Park Projects**  
Park and Recreation  
Comprehensive Plan



Springfield, Oregon    October 2012

### ***Sports Parks Strategies***

A64. Provide sports parks that are suitable for league and tournament sports. These parks may have other park amenities, such as play areas, picnic facilities, natural areas and trails.

A65. Work with partner agencies to help meet demand for outdoor sports facilities.











*Table 6 lists proposed actions relating to sports parks. (Actions relating to rehabilitation of sports parks are found in Table 8.)*

**TABLE 6: SPORTS PARKS ACTIONS**

<b>Project Number</b>	<b>Planning Sub-Area</b>	<b>Project Name</b>	<b>Action</b>
6.1	South	32 <sup>nd</sup> Street Community Sports Park	Complete sports park development, consistent with the 2004 site development plan, which will also help meet community park needs.
6.2	North	Guy Lee School/Park	Work with SPS to develop a master plan to optimize use of Guy Lee Park and Guy Lee Elementary School grounds for public recreation, including the undeveloped property in the southeast corner of the park. Also see Action 8.23.
6.3	East	Bob Artz Memorial Park/School	Work with SPS on design of adjacent future school site to optimize use of both sites, in order to help meet community park needs as the surrounding area grows. Also see Action 8.22.

# PROPOSED SPORTS PARK PROJECTS

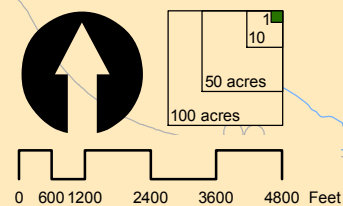
## LEGEND

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|--|---|
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|  District Boundary*     |  Multi-use Path                |
|  Sub Area Boundary*     |  Community Recreation Facility |
|  Urban Growth Boundary* |  Maintenance Facility          |
|  City Limits*           |  School                        |

\* Current as of October 2010

## PROPOSED PROJECTS

-  Sports Park



Base data provided by  
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This map is illustrative and should be used  
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to depict exact locations or alignments.

**Map 2-6**  
**Proposed Sports**  
**Park Projects**  
Park and Recreation  
Comprehensive Plan



Springfield, Oregon October 2012

## **B. COMMUNITY RECREATION AND SUPPORT FACILITIES**

***Provide community recreation and support facilities that facilitate a wide variety of activities, create community gathering places and enhance community pride.***

### ***Strategies***

B1. Strive to build multiuse, multigenerational facilities with flexible, adaptable and accessible programming space.

B2. Provide adequate facilities for Park Services to keep pace with the district's growing park and facility inventory.

B3. Develop and maintain partnerships to increase indoor recreation opportunities for Willamalane programs.

B4. Develop rental facilities, such as meeting space, wedding sites and picnic areas that can generate revenue and provide an important service to the community.

B5. When developing new or improving existing parks, add facilities that expand recreation opportunities, such as community gardens, outdoor water play areas, dog parks, basketball courts, sand volleyball courts, rental facilities, playfields, riverfront access, trails, and multiuse paths, as appropriate. Refer to Community Needs Assessment Table 9.

B6. When developing new or improving existing parks, consider using all-weather sports fields, as appropriate.

B7. Develop long-term plans for district community recreation facilities and support facilities, as necessary.

*Table 7 lists proposed actions relating to community recreation and support facilities. (Actions relating to rehabilitation of community recreation and support facilities are found in Table 8.)*

**TABLE 7: COMMUNITY RECREATION AND SUPPORT FACILITIES ACTIONS**

Project Number	Planning Sub-Area	Project Name	Action
7.1	West	Adult Activity Center Parking	Explore options for additional parking, per <i>Park and Facility Analysis</i> .
7.2	East	Lively Park Multi-Use Addition	Develop additional multi-use programming space, consistent with the Lively Park Master Plan.
7.3	South	Willamalane Center for Sports and Recreation vacant property	Develop and implement a plan for use of the vacant property to the north of the Willamalane Center.
7.4	Various	Nature Center	Explore development of a nature center in a Natural Area or Special Use park and proceed if feasible.
7.5	Various	Community Garden	Develop a community garden at Dorris Ranch, consistent with the Dorris Ranch Master Plan, and at other district sites, as appropriate.
7.6	Various	Spray Playground	Develop spray play features in existing underutilized parks, or in new parks, for added play value.
7.7	Various	Dog Park	Develop additional off-leash dog areas at appropriate sites throughout the district.
7.8	Various	Riverfront Access	Develop additional river access opportunities at new or existing district parks.
7.9	Various	Natural Play Area	Develop natural play areas, as opposed to traditional playgrounds, at new or existing district parks.



# PROPOSED COMMUNITY RECREATION OR SUPPORT FACILITY PROJECTS

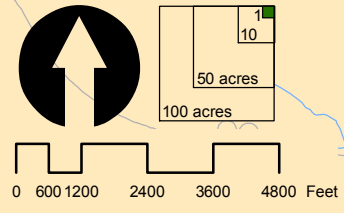
## LEGEND

- Planning Area\*
- District Boundary\*
- Sub Area Boundary\*
- Urban Growth Boundary\*
- City Limits\*
- Parkland
- Multi-use Path
- Community Recreation Facility
- Maintenance Facility
- School

\* Current as of October 2010

## PROPOSED PROJECTS

- 7.1 Community Recreation or Support Facility



Base data provided by  
Lane Council of Governments (LCOG)

This map is illustrative and should be used for planning purposes only. It is not intended to depict exact locations or alignments.

**Map 2-7**  
**Proposed Community Recreation or Support Facility Projects**  
 Park and Recreation Comprehensive Plan  
 **willamalane**  
 Park and Recreation District  
 Springfield, Oregon    October 2012



## **C. REHABILITATION**

***Upgrade and revitalize existing parks and recreation facilities to provide exceptional recreation opportunities, protect park and recreation resources, improve the environment, enhance user safety, and improve accessibility for people with disabilities.***

### ***Strategies***

- C1. Develop or update master plans for all parks before making any significant improvements.
- C2. When renovating existing parks, provide a variety of basic facilities, such as signage, park benches, shelters, picnic tables, playgrounds, paths, playfields and accessible parking.
- C3. Continue to standardize site furnishings provided at parks for ease of maintenance, where feasible.
- C4. Add features that improve functionality and recreation opportunity when renovating parks and facilities.
- C5. Emphasize restoration of historic resources for historically and culturally sensitive parks and facilities.
- C6. Address periodic repair and replacement needs at Willamalane Adult Activity Center, Lively Park Swim Center, Willamalane Park Swim Center and Willamalane Center for Sports and Recreation,
- C7. Install or update building control systems throughout the district to improve efficiency, e.g. lighting, security, access, HVAC.
- C8. Strive to replace aging systems with energy efficient upgrades when making park and facility improvements.
- C9. As improvements are made, bring all parks and facilities up to current ADA and safety standards.
- C9. Upgrade to resource-efficient irrigation systems.

*Table 8 lists proposed actions relating to rehabilitation of parks and facilities.*

Note: The following Actions address the most significant rehabilitation needs in the district. For a comprehensive list of rehabilitation needs, refer to the Park and Facility Analysis included in the Community Needs Assessment, which contains a description of existing parks and facilities, their deficiencies/problems and improvements to consider.

**TABLE 8: REHABILITATION ACTIONS**

<b>Project Number</b>	<b>Planning Sub-Area</b>	<b>Project Name</b>	<b>Action</b>
<b>Neighborhood Parks</b>			
8.1	North	Gamebird Park	Renovate basketball court; work with city to improve access from the street.
8.2	North	EWEB Path	Make improvements to enhance the user experience, such as benches, public art, and other amenities.
8.3	North	Page Park	Renovate tennis courts. Develop and implement park master plan; consider improvements such as improved pedestrian connections from the street and EWEB Path, improvements to the ball field and site drainage.
8.4	West	Meadow Park	Repair or replace restrooms, shelter and play area; make accessibility improvements to the ball field; complete pathway lighting system; consider neighborhood garden expansion.
8.5	West	Menlo Park	Resurface basketball court.
8.6	Southwest	James Park	Develop and implement a master plan; consider replacing play area, renovating basketball court, improving access and parking.
8.7	Central	Tyson Park	Renovate playground; upgrade shelter; improve site drainage.
8.8	East	Fort Park	Replace playground.
8.9	East	Jesse Maine Memorial Park	Add irrigation.
8.10	South	Bluebelle Park	Develop and implement a master plan; consider typical neighborhood park improvements such as a playground, basketball, irrigation, seating and walkways, as well as improving visual access into park.

8.11	South	Douglas Gardens School/Park	Complete master plan improvements, e.g., replace or improve restrooms, renovate tennis/basketball courts, additional trails, and improved access from Jasper Road.
8.12	South	Pride Park	Renovate basketball court and play area.
8.13	South	Willamette Heights Park/Overlook	Develop and implement a master plan; consider improvements such as additional seating and basic park facilities, and work with the city to improve street frontage and parking.
<b>Community Parks</b>			
8.14	West	Island Park	Renovate or replace playground. Complete master plan improvements such as renovating or replacing restrooms, adding pedestrian-scale path lighting and developing an accessible fishing pier.
8.15	East	Lively Park	Consider adding cameras and an entry gate for improved security and access control.
8.16	Central	Willamalane Park	Resurface basketball and tennis courts. Develop and implement a master plan; consider improvements such as a pathway system, additional seating, improved access from Mohawk Boulevard. and restroom facility.
<b>Linear Parks</b>			
8.17	West	By-Gully Path	Develop and implement a master plan; consider improvements such as additional seating and improved access to Rosa Parks Path.
8.18	West	West D Street Greenway	Develop and implement a master plan; consider improvements such as off-street parking on west end, improved riverfront access and additional park amenities.
<b>Special-Use Parks</b>			
8.19	Central	Mill Race Park	Renovate overlook and pergola.

## Chapter Four

8.20	West	Kelly Butte Park/Overlook	Develop and implement a master plan; consider improvements such as replacement or renovation of overlook structure, access control, and improving neighborhood use of the park.
8.21	South	Dorris Ranch	Implement rehabilitation improvements per Dorris Ranch Master Plan, such as signage improvements, replacement of composting toilets, restoration of Dorris House and grounds, and other building improvements.
<b>Sports Parks</b>			
8.22	East	Bob Artz Memorial Park	Complete master plan improvements, such as perimeter trail, score keepers loft and additional paving between fields. Make improvements to drainage and usability of fields; consider converting to all-weather turf.
8.23	North	Guy Lee Park	Develop and implement a master plan in coordination with SPS; consider improvements such as replacement of field lighting, new sports field fencing, redesign of fields for multi-purpose use, and improved connectivity to surrounding neighborhoods.
<b>Natural-Area Parks</b>			
8.24	District-wide	Natural Area Restoration	Implement the districtwide Natural Resource Areas Management Plan through the restoration of natural areas at identified priority sites.
8.25	West	Eastgate Woodlands	Update play equipment and surfacing in Heron Playground, improve parking and boat launching area. Make improvements consistent with master plan.
<b>Facilities</b>			
8.26	Central	Willamalane Park Swim Center	Make needed building repairs, including bath house improvements (including new lockers), and update building control systems.
8.27	Central	Memorial Building Community Center	Develop long-term plan for the building; make major repairs as necessary.

8.28	Central	Park Services Center Improvements	Renovate existing facility and complete implementation of site development plan.
8.29	West	Adult Activity Center	Make courtyard improvements, replace roofing.
8.30	East	Splash! at Lively Park	Modernize and upgrade mechanical, electrical and plumbing systems for energy efficiency and replace lockers.
8.31	South	Willamalane Center for Sports and Recreation	Make event set-up access improvements; make landscaping and aesthetic improvements on north side of building; make additional improvements per the approved building and site plans

### ***D. PARK AND FACILITY OPERATIONS***

***Manage district parks and facilities to promote recreation, user safety and sustainable environmental practices; and to protect public investment.***

#### ***Strategies***

- D1. Continue to meet or exceed the district's park maintenance standards.
- D2. Implement maintenance and operations programs that maintain and enhance natural resources and minimize disturbance to natural vegetation and critical wildlife habitats.
- D3. Use sustainable environmental practices.
- D4. Manage natural-area parks, and natural areas in other parks, both for natural-resource values and passive recreation.
- D5. Increase natural-resource management expertise through partnerships, hiring and staff development.
- D6. Manage natural areas to protect unique environments, including the removal of invasive, exotic vegetation.
- D7. Retain, replace and introduce native plants wherever appropriate.
- D8. Manage vegetation in scenic areas and at overlooks to preserve and maintain important views and scenic qualities.
- D9. Continue to emphasize public safety and security in the design and operations of district parks, open spaces, and facilities.
- D10. Emphasize safe pest-management techniques that use sound environmental practices.
- D11. Continue partnerships with the city and others to improve and maintain the urban forest.
- D12. Develop a routine preventive maintenance programs for all district facilities, equipment, vehicles and other assets.
- D13. Regularly assess long-term maintenance, repair and replacement needs for all district facilities.

*Table 9 lists proposed actions relating to Park and Facility Operations.*

**TABLE 9: PARK AND FACILITY OPERATIONS ACTIONS**

<b>Project Number</b>	<b>Planning Sub-Area</b>	<b>Project Name</b>	<b>Action</b>
9.1	Districtwide	Playground Safety Program	Maintain a comprehensive playground safety program for participant health and safety.
9.2	Districtwide	Recycling Program	Continue to develop and implement a recycling program in district parks and facilities.
9.3	Districtwide	Energy-Efficiency Program	Develop energy-efficiency programs at district facilities to minimize consumption and utility costs.
9.4	Districtwide	Natural Resource Management Program	Hire a natural resource manager to oversee all aspects of district natural resources.
9.5	Districtwide	Adopt-a-Park Program	Continue to facilitate and encourage the formation of adopt-a-park groups for each park and facility.
9.6	Districtwide	Maintenance Management Database	Continue to develop and maintain a GIS database as the maintenance management program for the district.
9.7	Districtwide	Tree Assessment	Inventory trees in parks and create long-term plan for tree maintenance, needs and replacement.

### ***E. RECREATION PROGRAMS AND SERVICES***

***Offer recreation programs and services that respond to district needs, strengthen families and the community and encourage healthy lifestyles.***

#### ***Strategies:***

E1. Provide diverse community-driven recreation services that:

- Promote youth development;
- Provide enriching family experiences;
- Promote well-being, health and wellness;
- Provide opportunities to enjoy nature;
- Increase cultural understanding;
- Support the well-being of seniors and persons with disabilities; and
- Provide opportunities to experience play and recreation.

E2. Establish a delivery system that provides equal access to these services for all residents through a variety of community facilities, including:

- Community centers;
- Aquatic facilities;
- Schools; and
- Facilities provided by private and commercial providers and partner agencies.

E3. Provide services to all residents, including the following core programs:

- Preschool and elementary programs;
- Teen programs;
- Adult and senior programs;
- Aquatics;
- Community athletics;
- Adaptive recreation;
- Special events; and
- Rentals.

E4. Be innovative and adaptable in order to best meet the changing needs of the community and identify new core programs as community needs change.

E5. Continue to emphasize cooperative efforts with City of Springfield, Springfield Public Schools, nonprofit agencies, private providers and corporate partners to improve services to the public, maximizing efficiency and convenience.

E6. Continue to partner with Springfield Public Schools and other agencies to develop a comprehensive strategy for fostering youth development during out-of-school times, such as mornings, afternoons, holidays and summertime.

E7. Continue to partner with Springfield Public Schools and other agencies in pursuit of alternative funding for out-of-school-time initiatives.

E8. Continue to develop Willamalane's role in the community in providing job training



and work experience for youth.

E9. Focus program expansion or improvements on the following age groups: 1) teens (13-17); 2) adults (18-49); 3) youth (6-12) E10. Continue to adapt programs for seniors and adults (50+), in response to changing demographics.

E10. Continue to improve services for people with disabilities and expand integration efforts.

E11. Increase activities and programs that bring neighborhoods and the community together.

E12. Increase access to services for the growing Latino population.

E13. Expand outdoor recreation programs that foster environmental awareness and stewardship.

E14. Provide drop-in activities that respond to residents' active, busy lifestyles.

E15. Consistent with the district's Cost Recovery Model, offer programs at a range of costs (free, low cost, etc.) and implement strategies to ensure program affordability, such as an expanded scholarship program.

E16. Evaluate existing programs on an ongoing basis in relationship to changing community needs, attendance and achievement of program outcomes. Adjust services to meet community needs.

E17. Evaluate existing levels of self-support achieved in program areas consistent with the district's adopted Cost Recovery Model.

*Table 10 lists proposed actions relating to recreation programs and services, and management and communication.*

**TABLE 10: RECREATION PROGRAMS AND SERVICES ACTIONS**

<b>Project Number</b>	<b>Project Name</b>	<b>Action</b>
10.1	Recreation Services Delivery Plan	Develop a long-term recreation services delivery plan.
10.2	Teen Programming	Continue to develop more activities for high school youth at Willamalane facilities, specifically ones that include inexpensive drop-in programs.
10.3	Nature-Based Programming	Continue to expand nature-based programming and recreation opportunities.
10.4	Water-Related Programming	Continue to develop water-related programming, such as boating and fishing classes and activities.
10.5	Special Events and Cultural Programs	Expand opportunities for innovative special events and cultural programs.
10.6	Community Garden Program	Expand the district's community garden program.
10.7	Community Athletics	Continue expansion of self-supporting athletic programs for youth and adults.

## ***F. MANAGEMENT AND COMMUNICATIONS***

***Manage the district in a sound, responsible manner that emphasizes effective stewardship of public resources, partnerships and joint ventures, and staff and community involvement.***

### ***Districtwide Administration Strategies***

- F1. Maintain involvement with TEAM Springfield, which includes Willamalane Park and Recreation District, City of Springfield, Springfield Public Schools, and SUB.
- F2. Consider joint-venture opportunities with other recreation providers in the area.
- F3. Continue developing a districtwide alternative revenue/grant program.
- F4. Increase the district's commitment to natural resource management and developing natural resource expertise.
- F5. Pursue and maintain partnerships with the city, school district, and other public, private, and nonprofit organizations to acquire, develop and maintain parks, open space and recreation facilities.

### ***Planning and Development Strategies***

- F6. Coordinate efforts with other appropriate agencies related to "Rivers to Ridges," the Metropolitan Regional Parks and Open Space Study.
- F7. Emphasize coordination with TEAM Springfield and other agency partners when developing new public resources, such as parks, schools and public spaces.
- F8. Continue collaboration with the city and other agencies in implementing community-wide objectives, such as downtown and Glenwood redevelopment, planning for new development, neighborhood refinement planning, and citywide planning for tourism, open space, wetlands, stormwater, trails and bikeways, and other efforts focused on improving quality of life.
- F9. Work with the city to develop additional methods of addressing adequate provision of parks and open spaces through the development review process.
- F10. Work with the city to assure Willamalane's compliance with applicable statewide planning goals.
- F11. Work with appropriate agencies to integrate Willamalane's pedestrian and bicycle network with other city, metropolitan, and regional plans.
- F12. Work with Lane Transit District to provide convenient transit access to existing and future district parks and recreation facilities.
- F13. Encourage collaboration with private landowners and the development community to advance joint goals of park, recreation, and open space acquisition and development.
- F14. Design future parks and community facilities to minimize their impacts on adjacent development, including impacts of noise, traffic and lights.

F15. Coordinate location and site design of parks and recreation facilities with schools, fire stations, libraries and other public facilities where possible to effectively and efficiently provide service.

F16. Balance long-term, communitywide interest with the interests of neighborhoods and individuals when planning the district's park, recreation and open space system.

F17. Continue to coordinate with Springfield Utility Board regarding joint use opportunities on Willamalane and SUB properties, as appropriate.

F18. Continue to work with Springfield Utility Board to explore the mutual benefits of providing water for irrigation through on-site wells.

F20. Continue to involve the public in planning and design of parks and facilities.

F21. Continue to involve Park Services Division staff in park planning and design of parks and facilities.

### ***Public Affairs Strategies***

F22. Continue to update district marketing plans in order to increase public awareness and use of parks, recreation facilities and programs and services.

F23. Continue to promote volunteerism to involve individuals, groups and businesses in the maintenance and operation, of parks and recreation facilities.

F24. Implement targeted marketing strategies to increase district awareness among high priority populations, such as target marketing of Camp Putt Adventure Golf Park to teens.

F25. Work with the city to support community-based crime prevention.

F26. Increase efforts to inform residents about the benefits of parks and recreation and the value of district natural, historic and recreation resources.

F27. Emphasize inclusivity and ethnic diversity in district communications, programs, and policies.

F28. Increase efforts to inform Spanish-speaking residents of district programs and services.

F29. Aggressively promote and market revenue-generating programs.

### ***Personnel Strategies***

F30. Continue to develop a work environment that promotes trust, respect, open communication and teamwork between all levels of staff.

F31. Strive for Willamalane personnel to reflect the demographic makeup of the community.

F32. Regularly evaluate the employment needs of the district.

F33. Work with governmental partners to share technology resources.

F34. Increase efforts to communicate with Spanish-speaking patrons, including hiring bilingual staff, and providing opportunities for staff to learn Spanish.

F35. Regularly evaluate the district's information technology to keep pace with current and new trends.

F36. Stay competitive in the job market in order to attract and retain quality employees.

*Table 11 lists proposed actions relating to management and communications.*

**TABLE 11: MANAGEMENT AND COMMUNICATIONS ACTIONS**

Project Number	Project Name	Action
11.1	Web Site Enhancement	Continue to enhance the Willamalane website as an increasingly important tool for communicating with the public.
11.2	On-line Registration	Continue to promote and enhance the online reservation and registration system so it is as user-friendly as possible.
11.3	Computer Access	Establish wireless hot spots at Willamalane facilities, and provide patrons with improved computer access where feasible.
11.4	Staff Training	Emphasize comprehensive staff development and training. Provide ongoing staff development and training to increase job effectiveness, e.g. supervisory and technology training.
11.5	Staff Orientation	Continue employee orientation program, and ensure all new employees attend.
11.6	Salary Survey	Conduct a salary survey every three to five years.
11.7	Employment and Internship Opportunities	Increase community awareness about Willamalane's employment opportunities for youth; work with LCC, UO, and SPS to expand internship opportunities at Willamalane.
11.8	Outreach	Increase community outreach efforts through a variety of staff and citizen-driven activities.
11.9	District Information in Spanish	Provide program and facility information in Spanish, including use of bilingual staff, consistent with patron needs.

## Chapter Four

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11.10	Social Media	Increase district's use of social media for target marketing, specifically to teens and young adults.
11.11	Friends of Willamalane	Continue to provide staff support to the nonprofit organization Friends of Willamalane; to assist them in increasing their fundraising support of Willamalane initiatives.
11.12	District Stakeholders	Continue to keep an updated list of district stakeholders for communicating with key community members.
11.13	Informational Campaign	Develop an informational campaign to inform residents about district services and benefits, e.g. provide information packets to new residents and businesses.
11.14	SDC Methodology	Update the district's system development charges (SDC) methodology every 5-10 years, following the update of the Park and Recreation Comprehensive Plan.
11.15	Signage Plan	Develop and implement a district-wide signage plan for regulatory, directional, identification, marketing and other signage.
11.16	ADA Transition Plan	Continue to implement the district's ADA Transition Plan; continue to review the plan annually to make adjustments as needed, and undertake a more comprehensive update every 5-10 years.
11.17	20-Year Plan	Assess community needs and update the district's Park and Recreation Comprehensive Plan every 5-10 years to respond to changing needs.
11.18	Bond Measure	Consider referring a bond measure to voters to help pay for priority capital projects in this plan.

## Chapter 5

# Capital Improvement Plan



## CAPITAL IMPROVEMENT PLAN

This chapter prioritizes the proposed capital improvement projects identified in Chapter 4, Strategies and Actions, and recommends cost estimates and a financing strategy. Two 10-year funded phases and a third unfunded project list are proposed.

The total capital costs for the two funded phases of the proposed Capital Improvement Plan (CIP) are estimated at approximately \$68 million. It is estimated that the overall cost of implementing all the capital projects identified in the 20-year Comprehensive Plan will exceed \$102 million, excluding operations and maintenance costs. This leaves a \$34 million funding shortfall over the 20-year planning horizon, thus the need for the unfunded project list. The unfunded list includes the projects that did not rank high enough to be funded with the projected revenue over the next 20 years.

### ***FINANCING STRATEGY***

A two-phase 20-year Capital Improvement Plan is proposed.

The first 10-year phase (2012-2021) includes \$39 million in project costs. To pay for these costs, we are assuming passage of a \$20 million general obligation bond, \$10 million in grants and donations, and \$9 million from the district's Building and Construction (B&C) Fund and the System Development Charges (SDC) Fund. Revenue assumptions for the SDC and B&C Funds are consistent with the district's adopted 5-year Capital Improvements Program (FY 13-17). See Table 12 for more details.

The second 10-year phase (2022-2031) includes \$29 million in project costs. To pay for these costs, we are assuming passage of a \$10 million general obligation bond, almost \$9 million in grants and donations, and over \$10 million from the district's Building and Construction (B&C) Fund and the System Development Charges Fund. See Table 14 for more details.

The unfunded project list includes \$34 million in project costs. Projects on the unfunded list are important enough to be included in the Park and Recreation Comprehensive Plan, but due to limited funding were not included in Phase 1 or 2 of the Capital Improvement Plan.

The most likely source of significant additional funding is through general obligation bonds. As noted in the Community Needs Assessment, two general obligation bonds for construction of and improvements to Willamalane's two swimming pools have been fully paid since the Comprehensive Plan was last updated in 2004. The district currently has two full faith and credit bonds, for the Community Recreation Center (2005), and Willamalane Center and Adult Activity Center (2010). Overall, Willamalane's debt obligation has decreased by \$1,880,000 since 2004.

Because of Willamalane's current low debt load, this plan proposes that the district seek additional revenue from general obligation bonds to help fund both phases of the proposed Capital Improvement Plan. Projects will continue to be funded from System Development Charges and the General Fund (B&C Fund). In addition, Willamalane will continue an aggressive program of seeking grants, donations and partnerships with outside agencies and private developers.

All projects included in the Capital Improvement Plan were derived from the Comprehensive Plan's proposed strategies and actions (Chapter 4). An effort was made to equitably prioritize a wide variety of types of projects based on the results of the Community Needs Assessment, as well as staff, board and outside agency input.



## Chapter Five

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Cost estimates were derived from community comparisons and project costs from recent district projects. Unit costs were developed for parkland acquisition and park and facility development (see attached Unit Cost Summary spreadsheet). When projects are shown with zero cost for acquisition of new parks, they are most often anticipated land donations. Rehabilitation projects are often grouped together by park or facility, but may include multiple improvements that take place over both phases. Large acquisition and development projects are also often implemented over multiple phases. Cost estimates are in 2011/2012 dollars.

As clarification, the Comprehensive Plan's proposed Capital Improvement *Plan* is not to be confused with Willamalane's annually adopted five-year Capital Improvements *Program*. The Capital Improvements Program includes a project list with *programmed* funds that spans five years; it is updated annually and consists of projects that reflect immediate needs and funding opportunities. However, the Comprehensive Plan's Capital Improvement Plan is just that, a *plan*. No funds are programmed upon its adoption; it is a funding plan that is proposed as a way to guide implementation of priority projects proposed in the Park and Recreation Comprehensive Plan.

### ***PHASE 1 CAPITAL IMPROVEMENT PLAN (YEARS 2012-2021)***

Table 12 describes the funding sources for Phase 1 of the proposed Capital Improvement Plan. Fifty-one percent of the revenue in Phase 1 is projected to be from a general obligation bond. Grants and other outside funds will supply 26 percent of the revenue and SDC and B&C funds make up 23 percent of revenue. A 20-year, \$20 million bond would cost the typical Springfield homeowner an average of approximately \$48 per year.<sup>1</sup>

If passage of a general obligation bond fails, the Phase 1 project list will not be implemented as shown. Failure to pass a general obligation bond will impact not only the expected bond revenue of \$20 million, but also a large amount of the grant revenue, as the bond revenue will be used as local match to leverage grant revenue. If this happens, the district will postpone projects as necessary while seeking other outside funding.

The plan assumes that SDC revenue for Phase 1 will regain its historical average of approximately \$692,000 by FY 2016. The district is scheduled to update its SDC methodology in FY 2014.

<b>Funding Source</b>	<b>Amount</b>
B&C Fund <sup>a</sup>	\$3,200,000
System Development Charges <sup>b</sup>	\$5,727,416
Grants and donations <sup>c</sup>	\$10,304,773
General Obligation Bond <sup>d</sup>	\$20,000,000
<b>TOTAL</b>	<b>\$39,232,189</b>

<sup>a</sup> From Willamalane's adopted 5-year CIP (FY13-17); \$320,000 annually

<sup>b</sup> From Willamalane's adopted 5-year CIP (FY13-17); assumes SDC revenue back to its historical average of \$691,911 annually as of FY16

<sup>c</sup> See Table 13 for project-specific assumptions

<sup>d</sup> Assumes a 20-year bond issue at 5.0% interest rate

*Table 12: Project Funding Sources, Phase 1 (Years 2012-2021)*

Table 13 describes the Capital Improvement Plan for Phase 1, including a list of projects, the type of work being proposed and estimated costs. The Phase 1 CIP includes acquisition, development and rehabilitation projects throughout the planning area. Projects are organized by park or facility type, in the same categories as used in Chapter 4, Strategies and Actions. Some projects will be implemented over multiple phases, and the costs are therefore spread over multiple phases, as shown.

Nine different linear park acquisition and development projects make up 36 percent of the total project costs for Phase 1. Linear parks also account for 69 percent of grant revenue, as transportation funding for off-street shared-use paths continues to be available. Natural area parks make up the next largest share of project costs, followed by rehabilitation of existing parks and facilities and neighborhood parks.

<sup>1</sup> *Willamalane Park and Recreation District Draft Conservation Finance Feasibility Study*, the Trust for Public Land, June 2011.

**Capital Improvement Plan, Phase 1****Years 2012-2021**

<b>Proj #</b>	<b>Project Name</b>	<b>Acquisition</b>	<b>Development</b>	<b>Rehabilitation</b>	<b>Phase 1 Project Costs</b>
<b>Neighborhood Parks</b>					
1.2	Pierce Park Expansion	Ph1	Ph2		\$660,000
1.3	Pacific Park		Ph1		\$864,000
1.4	Gamebird Park Expansion		Ph2		\$50,000
1.10	(Former) Brattain School/Park		Ph1		\$25,100
1.12	18th and H Park		Ph1		\$50,300
1.18	Jasper-Natron School/Park		Ph1		\$1,005,000
1.24	James Park Expansion	Ph1	Ph2		\$825,000
1.26	Glenwood Neighborhood Park Blocks	Ph1	Ph1		\$1,532,600
Subtotal Neighborhood Parks					\$5,011,900
<b>Community Parks</b>					
2.2	Willamalane Park Expansion	Ph1			\$0
2.3	Island Park Expansion	Ph1	Ph1		\$416,700
Subtotal Community Parks					\$416,700
<b>Natural Area Parks</b>					
3.1	Harvest Landing		Ph1		\$43,800
3.2	Weyerhaeuser McKenzie Natural Area Park		Ph1		\$350,000
3.3	Georgia-Pacific Park		Ph1		\$250,000
3.4	Booth-Kelly/Mill Pond Park		Ph1		\$620,000
3.6	Jasper Meadows Wetlands Park	Ph1	Ph1		\$572,600
3.8	Thurston Hills Ridgeline Park East	Ph1	Ph2		\$3,206,300
3.9	Thurston Hills Ridgeline Park West	Ph1	Ph2		\$2,212,500
3.10	MountainGate Ridgeline Park	Ph1	Ph1		\$453,300
Subtotal Natural Area Parks					\$7,708,500

*continued on next page*

Proj #	Project Name	Acquisition	Development	Rehabilitation	Phase 1 Project Costs
<b>Linear Parks</b>					
4.3b	Moe Mountain Linear Park		Ph1		\$70,000
4.1	Thurston Hills Ridgeline Trail	Ph1	Ph1		\$228,800
4.11	McKenzie River Connector	Ph1	Ph1		\$2,888,500
4.12	Weyerhaeuser Haul Rd Path	Ph1	Ph1		\$3,232,000
4.13	Glenwood Riverfront Linear Park A	Ph1	Ph2		\$2,640,300
4.16	Lower Mill Race Path (S. 2nd to S.28th)	Ph1	Ph1		\$1,803,500
4.17	Mill Race Connector Path (S.28th to S.32nd)		Ph1		\$320,000
4.18	Upper Mill Race Path (S.32nd to MF Path)	Ph1	Ph1		\$1,948,100
4.19	Middle Fork Path Phase 3		Ph1		\$1,095,000
Subtotal Linear Parks					\$14,226,100
<b>Special Use Parks</b>					
5.4	Clearwater Park Master Plan Implementation		Ph1 Ph2		\$618,300
5.5	Dorris Ranch Master Plan Implementation		Ph1 Ph2		\$2,200,000
5.6	Dorris Ranch Hist Dist Expansion and Landmark Status				\$10,000
5.7	Ruff Park Master Plan Implementation		Ph1		\$316,800
Subtotal Special Use Parks					\$3,145,100
<b>Sports Parks</b>					
6.1	32nd St Community Sports Park		Ph1		\$3,400,000
Subtotal Sports Parks					\$3,400,000
<b>Community Recreation and Support Facilities</b>					
7.1	Adult Activity Center Parking	Ph1	Ph2		\$100,000
Subtotal Community Recreation and Support Facilities					\$100,000

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## Chapter Five

Proj #	Project Name	Acquisition	Development	Rehabilitation	Phase 1 Project Costs
<b>Rehabilitation of Existing Parks and Facilities</b>					
8.1	Gamebird Park			Ph1	\$20,000
8.4	Meadow Park			Ph1	\$318,400
8.5	Menlo Park			Ph1	\$12,500
8.9	Jesse Maine Memorial Park			Ph1	\$45,600
8.10	Bluebelle Park			Ph1	\$450,000
8.14	Island Park			Ph1 Ph2	\$312,500
8.16	Willamalane Park			Ph1	\$350,000
8.18	West D St Greenway			Ph1	\$175,000
8.22	Bob Artz Memorial Park			Ph1	\$2,000,000
8.23	Guy Lee Park			Ph1 Ph2	\$275,000
8.24	Natural Resource MP and Restoration Improvements			Ph1 Ph2	\$250,000
8.26	Willamalane Park Swim Center			Ph1	\$275,000
8.29	Adult Activity Center			Ph1	\$90,000
8.30	Lively Park Swim Center			Ph1	\$600,000
8.31	Willamalane Center for Sports and Recreation			Ph1	\$50,000
Subtotal Rehabilitation					\$5,224,000
<b>Total Project Costs Phase 1</b>					<b>\$39,232,300</b>

Note: "Ph 2" indicates that the project occurs over both phases. Only project costs for phase 1 are shown here.

Table 13: Capital Improvement Plan, Phase 1 (Years 2012-2021)

## **PHASE 2 CAPITAL IMPROVEMENT PLAN (YEARS 2022-2031)**

Table 14 describes the funding sources for Phase 2 of the Capital Improvement Plan. Funding needs are about \$10 million less in Phase 2 than in Phase 1. Thirty-five percent of revenue in Phase 2 is from a \$10 million general obligation bond.

Assumptions regarding the B&C Fund and SDC Fund revenue are the same as in Phase 1. Grants and donations make up 30 percent of projected revenue. As in Phase 1, if passage of a bond fails, grant revenue will decrease, as the bond revenue will be used in large part as local match to leverage grant revenue. If this happens, the district will postpone as many planned projects as necessary while seeking other outside funding. As no inflationary increases are used in projecting cost estimates, revenue projections are also in today's dollars.

<b>Funding Source</b>	<b>Amount</b>
B&C Fund <sup>a</sup>	\$3,200,000
System Development Charges <sup>b</sup>	\$6,919,110
Grants and donations <sup>c</sup>	\$8,738,562
General Obligation Bond <sup>d</sup>	\$10,000,000
<b>TOTAL</b>	<b>\$28,857,672</b>

<sup>a</sup> From Willamalane's adopted 5-year CIP (FY13-17); \$320,000 annually

<sup>b</sup> Assumes annual SDC revenue at historical average of \$691,911

<sup>c</sup> See Table 15 for project-specific assumptions

<sup>d</sup> Assumes a 20-year bond issue at 5.0% interest rate

*Table 14: Project Funding Sources, Phase 2 (Years 2022-2031)*

As shown in Table 15, a 20-year \$10 million bond would cost the typical Springfield homeowner an average of approximately \$24 per year.<sup>2</sup> During Phase 2 (2022-2031) this would be in addition to the \$48 per year cost of the Phase 1 bond. Therefore, in Phase 2, the typical Springfield homeowner would pay approximately \$72 per year for park and recreation improvements funded by both general obligation bonds.

<b>G.O. Bond Amount</b>	<b>Issue Date</b>	<b>Repayment Dates</b>	<b>Amount Paid by Typical Homeowner</b>
Phase 1: \$20 million	2012	2013-2032	\$48/annually
Phase 2: \$10 million	2022	2023-2042	\$24/annually
Phase 1&2 combined <sup>a</sup>		2023-2032	\$72/annually

<sup>a</sup> 10 years of combined repayment of both bonds, in Phase 2

*Table 15: Estimated Bond Repayment Schedule*

<sup>2</sup> *Willamalane Park and Recreation District Draft Conservation Finance Feasibility Study*, the Trust for Public Land, June 2011.

Table 16 describes the Capital Improvement Plan for Phase 2, including a list of projects and estimated costs.

Nine different neighborhood park acquisition and development projects make up 31 percent of the total project costs for Phase 2. Neighborhood parks also account for 13 percent of grant revenue, as three projects are targeted for funding assistance from the Local Government Grant Program. Linear parks make up the next largest share of project costs, followed by special use parks, and then community recreation and support facilities, due to the development of the Lively Park Swim Center Multi-Use Addition. Rehabilitation of existing parks and facilities is the category with the largest number of projects.

**Capital Improvement Plan, Phase 2****Years 2022-2031**

Proj #	Project Name	Acquisition	Development	Rehabilitation	Phase 2 Project Cost
<b>Neighborhood Parks</b>					
1.1	Pierce Park Development		Ph2		\$1,115,600
1.2	Pierce Park Expansion	Ph1	Ph2		\$603,000
1.8	Rainbow Drive Neighborhood Park	Ph2	Ph2		\$2,105,000
1.9	Heron Playground Improvements/Expansion		Ph2		\$100,500
1.17	Hamlin/Moffitt School/Park		Ph2		\$689,900
1.19	Jasper-Natron Neighborhood Park South	Ph2	Ph2		\$1,355,000
1.24	James Park Expansion	Ph1	Ph2		\$753,800
1.27	South Jasper Road Area Access Improvements		Ph2		\$86,000
1.33	South 57 <sup>th</sup> Street Area Neighborhood Park	Ph2	Ph2		\$2,105,000
Subtotal Neighborhood Parks					\$8,913,700
<b>Community Parks</b>					
2.4	Southeast Springfield Community Park	Ph2	Ph3		\$850,000
Subtotal Community Parks					\$850,000
<b>Natural Area Parks</b>					
3.8	Thurston Hills Ridgeline Park East	Ph1	Ph2		\$641,300
3.9	Thurston Hills Ridgeline Park West	Ph1	Ph2		\$442,500
Subtotal Natural Area Parks					\$1,083,800
<b>Linear Parks</b>					
4.5	Lyle Hatfield Path Extension	Ph2	Ph2		\$1,267,700
4.13	Glenwood Riverfront Linear Park A	Ph1	Ph2		\$1,732,500
4.14	Glenwood Riverfront Linear Park B	Ph2	Ph3		\$2,186,600
4.22	Booth-Kelly Road (Path)		Ph2		\$1,840,000
4.25	Booth Kelly to Dorris Ranch Trail		Ph2		\$33,500
Subtotal Linear Parks					\$7,060,200

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## Chapter Five

Proj #	Project Name	Acquisition	Development	Rehabilitation	Phase 2 Project Cost
<b>Special Use Parks</b>					
5.1	Gateway/RiverBend Area Special Use Park	Ph2	Ph2		\$2,390,000
5.4	Clearwater Park Master Plan Implementation		Ph1 Ph2		\$751,000
5.5	Dorris Ranch Master Plan Implementation		Ph1 Ph2		\$2,200,000
5.8	Gray Homestead Property		Ph2		\$425,300
Subtotal Special Use Parks					\$5,766,300
<b>Sports Parks</b>					
6.2	Guy Lee School/Park (costs included in project # 8.23)		Ph2		\$0
Subtotal Sports Parks					\$0
<b>Community Recreation and Support Facilities</b>					
7.1	Adult Activity Center Parking	Ph1	Ph2		\$76,300
7.2	Lively Park Multi-Use Addition		Ph2		\$2,800,000
Subtotal Community Recreation and Support Facilities					\$2,876,300
<b>Rehabilitation of Existing Parks and Facilities</b>					
8.2	EWEB Path			Ph2	\$15,000
8.3	Page Park			Ph2	\$62,500
8.6	James Park			Ph2	\$225,000
8.7	Tyson Park			Ph2	\$90,000
8.8	Fort Park			Ph2	\$90,000
8.11	Douglas Gardens School/Park			Ph2	\$87,500
8.12	Pride Park			Ph2	\$87,500
8.13	Willamette Heights Park/Overlook			Ph2	\$175,000
8.14	Island Park			Ph1 Ph2	\$312,500

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Proj #	Project Name	Acquisition	Development	Rehabilitation	Phase 2 Project Cost
8.15	Lively Park			Ph2	\$17,500
8.17	By-Gully Path			Ph2	\$37,500
8.19	Mill Race Park			Ph2	\$17,500
8.20	Kelly Butte Park/Overlook			Ph2	\$62,500
8.21	Dorris Ranch (costs included in project # 5.5)			Ph2	\$0
8.23	Guy Lee Park			Ph1 Ph2	\$350,000
8.24	Natural Resource MP and Restoration Improvements			Ph1 Ph2	\$250,000
8.25	Eastgate Woodlands			Ph2	\$250,000
8.27	Memorial Building Community Center			Ph2	\$62,500
8.28	Park Services Center Improvements			Ph2	\$112,500
Subtotal Rehabilitation of Existing Parks and Facilities					\$2,305,000
<b>Total Project Costs Phase 2</b>					<b>\$28,855,300</b>

Note: "Ph 1" indicates that the project occurs over both phases. Only project costs for phase 2 are shown here.

Table 16: Capital Improvement Plan, Phase 2 (Years 2022-2031)

**UNFUNDED PROJECT LIST**

Table 17 describes the Capital Improvement Plan Unfunded Project List. This list includes approximately \$34 million in projects not funded over the next 20 years. There are no rehabilitation projects on the unfunded list; however, most other park types are represented.

Projects on the unfunded list are still important enough to be included in the Park and Recreation Comprehensive Plan, but due to limited funding were not included in Phase 1 or 2 of the Capital Improvement Plan. Project costs were developed for most projects. However, projects assumed to be initiated by others have \$0 shown in the cost column. It should be noted that project priorities and funding assumptions may change over the 20-year planning window based on future opportunities.

**Capital Improvement Plan Unfunded Project List**

Proj #	Project Name	Acquisition	Development	Unfunded Project Costs
<b>Neighborhood Parks</b>				
1.6	West By-Gully Area Neighborhood Park		Ph3	\$241,200
1.7	East By-Gully Area Neighborhood Park		Ph3	\$100,500
1.11	West Mohawk Area Neighborhood Park	Ph3	Ph3	\$601,000
1.14	Adams Plat Area Neighborhood Park	Ph3	Ph3	\$601,000
1.16	Post Office Park	Ph3	Ph3	\$300,500
1.22	Thurston Hills Neighborhood Park West	Ph3	Ph3	\$1,355,000
1.23	Thurston Hills Neighborhood Park East	Ph3	Ph3	\$1,355,000
1.25	Central Glenwood Area Neighborhood Park	Ph3	Ph3	\$300,500
1.30	West 42 <sup>nd</sup> Street Area Neighborhood Park	Ph3	Ph3	\$301,500
1.31	East 42 <sup>nd</sup> Street Area Neighborhood Park	Ph3	Ph3	\$901,500
Subtotal Neighborhood Parks				\$6,057,700
<b>Community Parks</b>				
2.5	Lively Park Development		Ph3	\$5,825,000
2.4	Southeast Springfield Community Park	Ph2	Ph3	\$5,560,000
Subtotal Community Parks				\$11,385,000

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Proj #	Project Name	Acquisition	Development	Unfunded Project Costs
<b>Natural Area Parks</b>				
3.5	Agnes Stewart Mill Race Park		Ph3	\$450,000
3.7	South Jasper-Natron Wetlands Park	Ph3	Ph3	\$2,000,000
Subtotal Natural Area Parks				\$2,450,000
<b>Linear Parks</b>				
4.1	EWEB Bike Path Extension to Laura Street		Ph3	\$129,600
4.2	EWEB Bike Path Extension to Don Street		Ph3	\$443,500
4.3c	Irving Slough Connector			\$0
4.4	SCS Channel Path	Ph3	Ph3	\$943,000
4.6	Lyle Hatfield Path Connection South	Ph3	Ph3	\$0
4.7	Gamebird Park Path	Ph3	Ph3	\$105,300
4.8	By-Gully to Eastgate Woodlands Path	Ph3	Ph3	\$709,900
4.9	By-Gully Across Pioneer Parkway to 5th Street	Ph3	Ph3	\$345,000
4.14	Glenwood Riverfront Linear Park B	Ph2	Ph3	\$2,518,100
4.15	Glenwood to Island Park (Bridge)	Ph3	Ph3	\$4,725,000
4.20	Middle Fork Path Connections North	Ph3	Ph3	\$592,200
4.21	Middle Fork Path Connections East	Ph3	Ph3	\$1,339,900
4.23	Springfield-Mount Pisgah Connector (Bridge)	Ph3	Ph3	\$2,390,000
4.24	Glenwood to Dorris Ranch (Bridge)	Ph3	Ph3	\$0
Subtotal Linear Parks				\$14,241,500
<b>Special Use Parks</b>				
5.2	Mill Plaza	Ph3	Ph3	\$0
5.3	Mill Race Park Expansion		Ph3	\$5,000
Subtotal Special Use Parks				\$5,000
<b>Total Unfunded Project Costs</b>				<b>\$34,139,200</b>

Table 17: Capital Improvement Plan, Unfunded Project List

### **CIP FUNDING OPTIONS**

The following are possible funding sources for the acquisition, development and maintenance of parks and recreational facilities. Some of these sources are currently being used by Willamalane, some have been used in the past and others have not been used but may be appropriate in the future. Willamalane will continue to pursue alternative revenue opportunities in order to leverage limited local funds:

1. **B&C Fund:** This fund is allocated to planning and capital development, most often rehabilitation projects. It comes from the district's General Fund and is projected to be funded at about \$320,000 annually.
2. **System Development Charges:** System Development Charges are fees imposed on new residential development to pay for impacts on the park and open space system caused by new growth. Park SDCs can only be used for park and facility acquisition and/or development. The district's SDC Methodology was updated in 2006, and SDC rates are adjusted annually. The SDC fund is projected to be funded at approximately \$692,000 annually for the life of this plan. The SDC methodology is scheduled for an update in FY 2014.
3. **Special Serial Levy (Local Option Levy):** This is a property tax assessment that can be used for the construction, operation, and/or maintenance of parks and facilities. This type of levy is established for a given rate or amount for a specific period of time, generally one to five years. The advantage of the serial levy is that there are no interest charges. In the future, the use of a serial levy may be difficult because of a \$10 tax limitation for all taxing agencies in the area.
4. **General Obligation Bond:** These voter-approved bonds are an assessment on real property. Funding can be used for capital improvements, but not maintenance. This property tax is levied for a specified period of time, usually 10-30 years. This type of tax does not affect the overall tax limitation as described in *Special Serial Levy*. One disadvantage of the general obligation bond is the interest cost.
5. **Revenue Bonds:** These bonds are sold and paid from the revenue produced from the operation of a facility.
6. **Certificates of Participation:** This is a lease-purchase approach in which Willamalane sells Certificates of Participation to a lending institution. Willamalane then pays the loan off from revenue produced by the facility or from its general operating budget. The lending institution holds title to the property until the COPs are repaid. This procedure does not require a vote of the public. One example of a COP program that is available to Willamalane is the "FlexLease" program, administered by the Special Districts Association of Oregon.
7. **Public/Government Grant Programs:** There are a wide range of government-sponsored grant programs available for different types of capital projects; however funding availability changes with each budget cycle. Below is a list of some of the programs available today:
  - 7a. **Community Development Block Grants (CDBG):** These grants from the federal Department of Housing and Urban Development are available for a variety of projects in lower income areas of the community. Currently, local

grant dollars are minimal, but the district has received several small grants in the past.

- 7b. **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. In the past, this was one of the major sources of grant money for local agencies. Lately there has been significantly less funding available. The funds can be used for acquisition and development of outdoor park facilities and require a 50 percent match.
- 7c. **Federal Transportation Funding:** The federal law originally called the Intermodal Surface Transportation Efficiency Act funded a wide variety of transportation-related projects in Oregon and locally. In 1998 it was reauthorized as TEA21; Willamalane received \$3 million in transportation funds for the Middle Fork Path from this program. In July 2012, President Obama signed into law a new two-year transportation authorization, entitled Moving Ahead for Progress in the 21st Century. In the past, funding was transferred to Oregon Department of Transportation and a variety of grant programs were available to local governments; now the local funding process is being restructured, and the variety of alternative transportation grant opportunities will be consolidated into one application process.
- 7d. **Local Government Grant Program:** This Oregon program uses Lottery dollars to fund land acquisition, development and rehabilitation of parks and outdoor recreation facilities. A 50 percent match is required. Willamalane has been very successful competing for LGGP funding.
- 7e. **Recreational 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 percent match. The Clearwater Park restroom was funded with help from an RTP grant, because the park is on the Willamette Water Trail.
- 7f. **Oregon State Marine Board Grants:** The Oregon State Marine Board manages Oregon's waterways. The agency also provides construction grants for waterfront improvements such as boat ramps, rest rooms, parking, and other related projects; and operations funds for maintenance and patrol. It receives its revenue for grants from the licensing of pleasure boats and a portion of the automobile gas tax. The new boat landing at Clearwater Park was funded with help from an OSMB grant.
- 7g. **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. 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 large and small grant program. Restoration along Cedar

Creek, at Lively Park, was funded with help from OWEB and the McKenzie Watershed Council.

8. **Private Grants and Foundations:** Private grants and foundations can provide money to public agencies for a wide range of projects, although most of their giving is to the nonprofit sector. They often fund unique projects or projects that demonstrate extreme need. Meyer Memorial Trust has given generously for improvements to Dorris Ranch in the past.
9. **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, including acquiring and holding land for eventual acquisition by the public agency.
10. **Donations:** Donations of labor, land or cash by service agencies, private groups or individuals is a popular way to raise small amounts of money for specific projects. Service agencies such as the Lions, Kiwanis and Rotary often fund small projects such as picnic shelters or playground improvements. Springfield Rotary helped pay for the development of the dog park at Lively Park.
11. **Lifetime Estates:** This is an agreement between a landowner and Willamalane that gives the owner the right to live on the site after it is sold to the district.
12. **Exchange of Property:** An exchange of property between a private landowner and the district can occur. For example, the district could exchange a less useful site it owns for a potential park site currently under private ownership.
13. **Public/Private Partnerships:** This concept is relatively new to park and recreation agencies. The basic approach is for a public agency to enter into a working agreement with a private business to help fund, build, and/or operate a public facility. While the public agency may have to give up certain responsibilities or control, it is one way of obtaining facilities for the public at a lower cost.

### ***OPERATIONAL IMPACTS***

This section analyzes the potential operational costs of implementing the capital projects identified in the Capital Improvement Plan. Operational costs are divided into Phase 1 and Phase 2 costs that correspond with the two 10-year phases in the Capital Improvement Plan. The same methodology was used to forecast operational costs in this plan update as in the 2004 Park and Recreation Comprehensive Plan.

General operational assumptions:

- Estimates of operational costs for implementing park and facility capital projects are based on the Fiscal Year 2012 Park Services Division Budget (PSD), adjusted to remove labor costs that are spent on recreation-related special events, and operational costs specific to the district's two aquatics facilities, which were not included in the PSD budget for the 2004 plan.
- Operational costs are calculated in current dollars for both Phase 1 and Phase 2, and are to be used as generalized estimates only.
- For CIP projects in *existing parks or facilities*, it is generally assumed that there will be no additional operational costs, as those parks and facilities are already included in Willamalane's existing park acreage and cost calculations.
- A financial forecast for the overall operation of the district is outside the scope of this project. Only operational costs for proposed CIP projects are estimated.

Natural area-specific operational assumptions:

- To be consistent with the 2004 plan, large undeveloped natural areas and undeveloped parkland (property not accessible to the public) have been removed from the per acre operational cost calculation. While some operations dollars go towards natural area maintenance, these costs are not split out in the Park Services Division budget, and the majority of operational costs go towards developed parkland and facilities, including the developed areas within natural area parks. As natural area maintenance and restoration increase, this should be taken into account.
- Natural area park *development* costs include initial restoration work as part of their unit cost (assuming restoration of 25 percent of the property over five years). However, no restoration cost estimates have been included in the operational impacts analysis. This needs to be considered at a later date, possibly with the implementation of the Natural Resource Areas Management Plan.



## **CAPITAL PROJECT OPERATIONAL COSTS**

Development of new capital projects—projects identified in the two 10-year funded phases of the CIP proposed in this plan—will have a significant impact on the district’s operating budget. Willamalane spends approximately \$5,332 per acre annually for maintenance of developed parkland. This is based on the Park Services Division budget for FY2012, with costs removed for aquatics maintenance, and support of recreation-related special events.

In 2002, Willamalane spent \$4,250 per acre for maintenance of developed parkland, which includes recreational facilities. This is a 26 percent increase in the per acre cost of maintaining parkland. By comparison, Willamalane’s overall operating budget has increased by 54 percent from 2002 to 2012. Also, a slightly higher percentage of Willamalane’s parkland is now considered natural, or undeveloped, and not included in this calculation (57 percent in 2012 compared to 53 percent in 2002).

<b>Willamalane Fiscal Year</b>	<b>Parks Maintenance Budget (adjusted)</b>	<b>Developed Acres</b>	<b>Operational Cost/Acre</b>
<b>FY 2012</b>	\$1,935,373	363	\$5,332
<b>FY 2002</b>	\$1,244,707	293	\$4,248

*Table 18: Willamalane Operational Costs for Developed Parkland*

Note: Overall park acres are 778 in 2012 and 677 in 2002. For this analysis, large natural areas and most undeveloped property have been removed. Also, aquatics costs and recreation-related labor and fuel costs have been removed from the parks maintenance budget.

Operational costs for capital projects are summarized in Tables 19 and 20, and detailed in Appendix B.

### PHASE 1 OPERATIONAL COSTS

Table 19 shows that the additional annual cost for maintenance and operations of new capital projects included in the first phase of the CIP (2012-2021) is estimated to be approximately \$247,200, or 46 new acres of developed parkland at a cost of \$5,332 per acre. This assumes that all proposed projects have been completed by the end of Phase 1. Project categories in Table 19 correspond to those in the CIP; categories that have no additional maintenance and operations costs are not listed. See Appendix B for cost details.

Project Category	Amount <sup>a</sup>
Neighborhood Parks	\$69,800
Community Parks	\$3,500
Natural Area Parks	\$69,900
Linear Parks	\$104,000
<b>TOTAL</b>	<b>\$247,200</b>

<sup>a</sup> Numbers are rounded from the worksheet in Appendix B.

Table 19: Forecasted Additional Annual Operations Cost at the Completion of Phase 1 (Years 2012-2021)

The additional annual operational costs of \$247,200 at the end of Phase 1 equals between 3.5 and 7 FTE additional Park Services Division (PSD) staff persons, depending on the type of position hired.<sup>3</sup> This estimate is based on the assumption that 80 percent of PSD expenses are personnel costs, per the Fiscal Year 2012 PSD budget.

### PHASE 2 OPERATIONAL COSTS

Table 20 shows that the additional annual cost for maintenance and operations of new capital projects included in the second phase of the CIP (2022-2031) is estimated to be approximately \$235,900; or 44 new acres of developed parkland at a cost of \$5,332 per acre. This assumes that all proposed projects have been completed by the end of Phase 2. It does not include the additional operational costs incurred in Phase 1. As in Table 19, project categories in Table 20 correspond to those shown in the CIP, and some categories are assumed to have no additional maintenance and operations costs. See Appendix B for cost details.

Project Category	Amount <sup>a</sup>
Neighborhood Parks	\$123,500
Natural Area Parks	\$18,100
Linear Parks	\$39,700
Special Use Parks	\$53,300
Community Recreation and Support Facilities	\$1,300
<b>TOTAL</b>	<b>\$235,900</b>

<sup>a</sup> Numbers are rounded from the worksheet in Appendix B.

Table 20: Forecasted Additional Annual Operations Cost at the Completion of Phase 2 (Years 2022-2031)

<sup>3</sup> 3.5 FTE employees is based on the average Park Specialist 1 yearly salary range, plus benefits, per the FY 13 Wage/Salary Schedule for Bargaining Unit Positions. Seven FTE employees is based on an entry-level part-time Park Aid 3 yearly salary plus benefits, per the FY 13 Wage/Salary Schedule for Non-Bargaining Unit Positions.

At the end of Phase 2, there will be a need for an additional 3.3 to 6.3 FTE positions in the Park Services Division, based on additional annual operational costs of \$235,900.

In summary, operational costs associated with new capital projects are estimated to be approximately \$247,200 per year at the end of Phase 1 of the CIP and an additional \$235,900 per year at the end of Phase 2. Together, \$478,700 per year will be needed to operate new parks and facilities proposed in this plan at the end of the 20-year planning window, not including natural area management.

### ***OPTIONS FOR MEETING THE ADDITIONAL OPERATIONAL REQUIREMENTS***

While specific revenue sources are identified to pay for the capital projects proposed in Phase 1 and 2 of this Plan, identification of specific revenue sources to pay for operations is outside the scope of this project. However, it is important that the district formulate a financial plan for the additional operational impacts of new development as it proceeds with implementing this Comprehensive Plan.

While fewer revenue sources are available for funding operations than for capital projects, listed below are a variety of options available for addressing the projected impacts to the district's operational budget, and leveraging limited local funding:

- **Ask the voters to approve a local option levy (or serial levy) for park operations.** This type of levy is established for a given rate or amount for a specific period of time, generally from one to five years. However, approval is historically less likely when the levy is earmarked for operations.
- **Secure additional grants and donations.** Grants are typically harder to secure for operations than for capital projects. However, a campaign spearheaded by Friends of Willamalane might be developed to set up a special endowment fund for park operations or the operation of a specific park facility.
- **Improve operating efficiency** by examining possible ways the district could reduce costs, such as additional outsourcing, additional cost-sharing with other public agencies, avoiding duplication of services, and improving efficiency in specific maintenance tasks.
- **Use more volunteers** to offset some maintenance costs, while acknowledging that it takes staff time to coordinate volunteer programs. Examples include enhancing the current Adopt-a-Park program or increasing the use of service clubs, school groups, peer court and neighborhood associations to help maintain parks and facilities.
- **Use more low-cost labor**, where appropriate, such as Northwest Youth Corps, Sheriff's Work Crew, etc. Or continue to hire more seasonal workers, who typically are paid lower wage and benefit rates.
- **Increase recreation program revenue** so that there's more money to spend on operations, by increasing fees and charges, expanding the number of revenue-producing programs and services offered, or eliminating costly programs. Take a more entrepreneurial approach to providing nonpublic service programs.
- **Increase Park Services revenue** through expanding rental facilities, charging for maintenance services that benefit specific groups or organizations rather than the

community as a whole, charging for parking or park admission at our most highly used parks, etc.

- **Lower the district's maintenance standards.** Willamalane has a tiered system of maintenance standards, based on the type of park and its level of use. If funds are limited, the number of parks with higher maintenance standards could be reduced, decreasing the amount of maintenance and staff time at those parks.
- **Postpone capital development projects until operating funds are available.** Some communities have officially adopted this as a strategy, including Bellevue and Vancouver, Wash.

## Chapter 6

# Performance Measures



## PERFORMANCE MEASURES

Performance measures have been developed in order to evaluate plan implementation. They are based on the plan goals described in Chapter 2, which are printed in bold. The performance measures, listed in bullets, will help evaluate progress toward achieving these goals. Next steps in developing performance measures include collecting baseline data and identifying specific performance goals. We will periodically update the data and evaluate progress toward our goals.

A variety of methods will be used to evaluate plan implementation, including the collection of budget data, inventory data, participation data and survey data. Performance measures have been simplified since the 2004 Plan in order to facilitate data collection. Most of the survey questions listed here were included in the 2002 and 2010 Comprehensive Plan surveys, so baseline data has already been collected. In addition to providing feedback on the success of this plan, this data will guide future planning decisions.

### ***Provide diverse park and recreation opportunities***

- Percentage of population served by Willamalane programs
- Number of residential areas that do not have access to a neighborhood park within safe walking distance
- Percentage of residents who report that cost does not prevent them from using District facilities

### ***Provide opportunities to enjoy nature***

- Acres of parkland per thousand residents
- Acres of accessible natural areas per thousand residents

### ***Support youth development***

- Percentage of survey respondents identifying youth as a group in need of more or improved recreation services
- Participation rates in youth programs

### ***Support seniors and people with disabilities***

- Percentage of survey respondents identifying disabled persons as a group in need of more or improved recreation services
- Percentage of survey respondents identifying seniors 65 and over as a group in need of more or improved recreation services
- Participation rates in senior programs
- Participation rates in adaptive recreation programs

### ***Provide enriching family experiences***

- Number of family programs provided by Willamalane
- Number of participants at special events such as Haunted Hayride and MEGGA Hunt
- Acres of parkland per thousand residents

### ***Promote well-being, health, and wellness***

- Percentage of respondents visiting a park at least once per year
- Percentage of respondents participating in a program or activity at least once per year

### ***Provide safe parks, recreation facilities, and programs***

- Percentage of community members who rate Willamalane parks as good to excellent
- Percentage of community members who rate their overall satisfaction with park and facility maintenance as good to excellent
- Percentage of district budget, per capita, that goes towards maintenance and operations of parks and facilities

### ***Support community economic development***

- Percentage increase of new residents within the planning area
- Percentage of unemployed workers within the planning area

### ***Strengthen and develop community partnerships***

- Number of / value of district sponsorships
- Dollar value of partnership contributions to parks and recreation

### ***Preserve the natural environment***

- Acres of natural area parks per thousand residents
- Percentage of park sites with natural resource management plans
- Percentage of park operations budget dedicated to natural resource restoration

### ***Increase cultural understanding***

- Participation rates in the Dorris Ranch Living History Program
- Percentage of Willamalane employees who speak a language in addition to English
- Number of Willamalane programs or events targeted to the Latino population

