

## COMMUNITY NEEDS ASSESSMENT

The purpose of the Community Needs Assessment is to summarize the findings of the environmental scan conducted in 2002 for the Willamalane Park and Recreation District's Comprehensive Plan.

Key findings from the following reports and activities are presented and synthesized to show what the community needs and wants in terms of parks, open space, facilities, and programs:

- Park and Facility Analysis;
- Recreation Program Analysis;
- Management and Operations Analysis; and
- Community involvement activities.

The Community Needs Assessment process included community involvement opportunities as well as technical analysis of facilities, programs, and finances. These findings will be the foundation for the strategies and action plan developed for the Comprehensive Plan and will form the basis of Willamalane's plan for the next 20 years.

Community involvement activities included: Community Survey, Park and Recreation Fair and Questionnaire, Focus Groups, Stakeholder Interviews, and Project Management Team and Citizen and Technical Advisory meetings. Over 750 residents participated in the planning process.

### KEY FINDINGS

The following is a summary of the Community Needs Assessment key findings:

- District parks, recreation facilities and services are important community resources. Twenty six percent of Community Survey respondents have participated in recreation programs and 60% have visited a park or facility in the last year.
- The District planning area's population is expected to grow from 62,514 to 88,720 residents in the next 20 years. An overall increase in services to District residents and an increase in services targeted toward the Latino and senior populations will be needed.
- District residents want more recreation programs for teens, seniors, middle school youth, and families.
- The total proposed overall standard for parkland is 14.00 acres per 1,000 population, which means that 129.97 acres of parkland (in addition to all existing acres) are currently needed. By 2022, 496.14 acres (in addition to all existing acres) will be needed. In addition to acquiring more parkland, the District will need to renovate and develop existing sites.
- There is strong community interest in natural-area parks, as well as maintaining and expanding a comprehensive system of developed parks that are easily accessible to residents.
- A variety of community recreation facilities should be developed to meet future needs, including basketball courts and gymnasiums, dog parks, skateparks, and multipurpose trails.
- There is a need to develop a new community center or to examine the District's service delivery strategy for recreation programs for all ages given the condition and space limitations of the Memorial Building.

- The District should continue to collaborate with local and regional partners to meet park, recreation facility, and program needs. This collaboration is needed to most effectively meet needs and avoid duplication of efforts.
- The District should examine its strategy for cost recovery from recreation services.

### **COMMUNITY DESCRIPTION**

Springfield, located in the southern portion of the Willamette Valley, is bordered on the north and south by the McKenzie and Willamette Rivers, and stretches toward the Cascade foothills to the east and the City of Eugene to the west. The area is rich in natural resources. With the abundance of rivers, there is great potential for providing opportunities for education and interpretation, as well as for river-based recreation such as fishing and boating. These areas also provide important wildlife habitat and are rich in local history. Hills and other landforms add to the area's visual character, including the Coburg Hills and Camp Creek Ridge to the north; and the Thurston Hills, Mt. Pisgah, "Potato Hill," Quarry Butte, and Willamette Heights to the south. Other smaller uplands, such as Kelly Butte to the west and Moe Mountain to the north, also are prominent features. The close proximity of agriculture, such as farmland and forests on the urban fringe, adds to the local character and increases the community's appeal.

Together, Eugene and Springfield comprise Oregon's second largest metropolitan statistical area with approximately 225,000 people. In addition to easy access to many outdoor activities, such as fishing and hiking, Springfield residents also enjoy cultural

resources, including the Springfield Museum and Historic Interpretative Center, Washburne Historic District, Springfield Railroad Depot, Oregon Trail Mural, and Dorris Ranch Living History Farm. Although there are no higher learning centers within Springfield or the Willamalane Park and Recreation District itself, the University of Oregon (19,000 students) and Lane Community College (41,000 students) are both less than two miles from the District.

The District's service area represents a community in transition, as Springfield shifts from a timber-based economy to a more diversified, service-based economy. Most recently, Springfield's Gateway area has welcomed high tech companies and Symantec's new regional administrative office and call center. These businesses, together with the proposed development of a new hospital in the Gateway area, further diversify the economy and add to the region's growing economic foundation.

Currently, manufacturing is the District's largest employment sector followed by the visitor industry, government and schools, wood products, retail, and then services (Springfield Chamber of Commerce 2002). In Spring of 2002, the largest ten employers were:

- Springfield School District 19 - 1374 employees
- McKenzie-Willamette Hospital - 1150 employees
- Symantec - 850 employees
- Weyerhaeuser Company - 511 employees
- City of Springfield - 350 employees
- Rosboro Lumber Company - 340 employees
- Wal\*Mart - 340 employees

- Sony Disc Manufacturing - 276 employees
- Fred Meyer - 250 employees
- Springfield Forest Products - 194 employees

Lane County, and all of Oregon, experienced an economic downturn in late 2000, which resulted in layoffs. In the short term, slow economic growth is expected to continue, but as the national economy recovers, so should Lane County (Oregon Economic Development Department 2002).

**RELATED PLANNING EFFORTS**

Presently, there are several adopted plans and ongoing planning efforts that relate to the Comprehensive Plan and will be considered as recommendations are developed:

- *Eugene-Springfield Metropolitan Area General Plan and Plan Update:* The City of Eugene, City of Springfield, and Lane County Land Management Division developed the initial plan in 1982 and the update in 1987. This plan is the official long-range general plan of metropolitan Lane County and the cities of Springfield and Eugene. It outlines general planning policies and land-use designations.
- *Springfield Bicycle Plan:* Developed in 1998, this 20-year plan describes ways to develop a comprehensive bicycling system in Springfield and provides implementation details for the Bicycle Element of the 1986 TransPlan.
- *Parks 2005 Plan:* This plan developed by Lane County Parks Division provides an operational, developmental, and financial guide for

Lane County Parks between 2000-2005.

- *Metropolitan Natural Resources Study:* A joint project of the City of Eugene, the City of Springfield, and Lane County to address Oregon Statewide Planning Goal 5. Lane Council of Governments (LCOG) manages this project on behalf of the three jurisdictions. The draft inventory has been completed, which compiles information on wetlands, riparian, and wildlife habitat resources in the metro area.
- *Metro Regional Parks and Open Space Study:* Coordinated by LCOG, this effort will provide an open space vision and strategic plan for the metro region that considers significant natural resource areas.

In addition, the implementation of nodal development in the Glenwood, Downtown, Mohawk, and Jasper areas could increase residential density and the need for parks and recreation facilities and services in the District.

Three Willamalane planning documents directly relate to the Comprehensive Plan project. They are:

- The 1999 Neighborhood Parkland Needs Assessment and Strategy Recommendation Report;
- The 1995 Park, Recreation, and Open Space Plan; and
- The 1980 Comprehensive Plan.

Other plans and studies that will impact the development of Springfield and have been considered during the Comprehensive Plan process include:

- Glenwood Refinement Plan;
- Downtown Refinement Plan;
- East Kelly Butte Neighborhood Plan;

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- East Main Refinement Plan;
- Gateway Refinement Plan.

See the bibliography for a complete list of documents used in this report.

### **DEMOGRAPHIC PROFILE**

The demographic profile provides a snapshot of the community, including population data and projections for the District and each planning area, and information on income, housing, and households. It provides information about Willamalane's customer base that will be used to launch park and recreation strategies and policies.

#### **Methodology**

Information from the U.S. Census Bureau, Springfield Chamber of Commerce, and Oregon Economic Development Department was used to develop the demographic profile.

Lane Council of Governments (LCOG) provided the District population projections based on buildable residential land, net housing densities, occupancy rate, household size, census data, and current planning efforts.

#### **Population**

In 2000, Springfield had a population of 52,864 (U.S. Census Bureau 2000), and the Planning Area had a population of

62,514 (LCOG 2002). Between 1990 and 2000, Springfield grew by 18%, whereas Lane County grew by 14% and the state as a whole grew by 20% (Table A-1).

Table A-2 shows a projected 42% population growth for the planning area, from 62,514 in 2000, to 88,720 by the year 2022. Because of this population growth, Willamalane Park and Recreation District will have to increase services, parks, and facilities by 2022 to maintain the current level of service for the area.

The planning sub-areas are expected to grow at different rates, which will create varied demand for park and recreation facilities and services.

- The eastern sub-area of the District is expected to increase by 11,000 people by the year 2022. This increase would represent a 111% change from the 2000 population numbers. Significant increases in parks, recreation facilities, and services will need to be provided in this area to meet this demand.
- The southwest planning sub-area is expected to grow by only 2,547 people; however, this addition would represent a 150% increase in population for the area.
- The western and central sub-areas of the District are expected to experience the least amount of population growth, but the rate of growth in these areas is still projected to be over 10%.

	1990	2000	Change	% Change
Springfield	44,664	52,864	8,200	18.4
Eugene	112,733	137,893	25,160	22.3
Lane County	282,912	322,959	40,047	14.2
Oregon	2,842,321	3,421,399	6,260,299	20.4

Source: LCOG 2002, OECDD 2002

Table A-1: Population Growth, 1990 - 2000

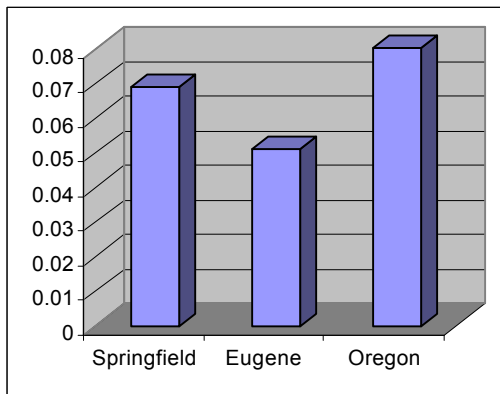
Planning Area	2000	2022	Change	% Change
Central	16,615	18,770	2,155	13
East	10,186	21,500	11,314	111
South	10,457	14,900	4,443	43
Southwest	1,703	4,250	2,547	150
West	7,393	8,300	907	12
North	16,160	21,000	4,840	30
<b>Total</b>	<b>62,514</b>	<b>88,720</b>	<b>26,206</b>	<b>42</b>

Source: LCOG 2002

Table A-2: Planning Sub-area Population, 2000-2022

**Ethnicity**

The Latino population is growing quickly in Springfield. Between 1990 and 2000, it almost tripled, growing from 1,299 persons to 3,651 persons, (about 6.9% of the population). During the same decade, Eugene experienced a doubling of the total Latino population, bringing their proportion to 5.1%. Even though Springfield's Latino population dramatically grew in the last 10 years, it is still below the statewide average of 8.0% (Table A-3).



Source: U.S. Census Bureau, 2000

Table A-3: Latino Population, 2000

In order to respond to the increase of Spanish-speaking residents in the area, the District will need to diversify its marketing strategies, provide bilingual services, and expand its cultural awareness programs. Park and facility needs of this population also should be addressed.

**Age**

Tables A-4 and A-5 describe the age distribution of the District's current population and compare changes in this population from 1990 to 2000.

- Springfield is a young community. The median age for Springfield residents rose from 30.2 years old to 32.1 years between 1990 and 2000; however, it is below the statewide average of 36.3 years.
- The number of younger seniors and seniors is expected to increase. In 2000, adults aged 20-44 made up about 40% of the total population. If this group of people remains in the Springfield area until 2020, the number of 45- to 64-year-olds will greatly increase.

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Similarly, if the 45-64 group, the Baby Boomers, which comprise approximately 20% of the 2000 population, remain in the area, the senior population (65- to 84-year-olds) will also increase.

- Between 1990 and 2000, persons 85 years and older increased by 95%. This age group was only 1.5% of the total population in 2000; however, the percentage might increase as the 65-84 group ages. Subsequently, more services may be needed for older seniors.
- In 2000, children under the age of 19 represented 30% of the Springfield population and 29% of the planning area population. This group has traditionally been the focus of District services and the needs of children and youth will continue to be important.

- As the population in the planning area continues to become older and a larger percentage of the population is over 55, the District will need to develop facilities and services that meet the needs of the older population, such as senior centers and senior programs, gardening plots, paths for dog walking and walking for pleasure, and natural areas for bird watching.

Age Group	2000	% of Total Population
Under 5 years	4,776	8
5-19 years	13,391	21
20-44 years	23,897	38
45-64 years	13,316	21
65-84 years	6,169	10
85 years and older	965	2
<b>Total</b>	<b>62,514</b>	

Source: LCOG, 2002

Table A-4: Planning Area Age Distribution, 2000

Age Group	1990	% of Total Population	2000	% of Total Population	Change	% Change
Under 5 years	3,929	8.8	4,327	8.2	398	10.1
5-19 years	9,745	21.8	11,585	22	1,840	18.9
20-44 years	19,468	43.6	20,983	39.7	1,515	7.8
45-64 years	6,733	15.1	10,546	19.9	3,813	56.6
65-84 years	4,400	9.5	4,626	8.8	226	5.1
85 years and older	408	0.9	797	1.5	389	95.3
<b>Total</b>	<b>44,683</b>	<b>100</b>	<b>52,864</b>	<b>100</b>	<b>8,181</b>	<b>18</b>

Source: LCOG, 2002

Table A-5: Springfield Age Distribution, 1990-2000

### **Households**

In 2000, family households comprised 66% of all households in Springfield. A family household is defined as two or more persons living together that are related by birth, marriage, or adoption. They may be comprised of siblings or other relatives, as well as married couples and any children they have. Of the family households, approximately 53% have children and 33% of those families are married couples with children. The traditional married-couple family with related children was 22% of all households in Springfield. This was a drop from 25% in 1990. Because more than half of the family households have children, it will be important for Willamalane to continue to provide special activities for families with children, as well as address the needs of changing families, such as single parents and families without children.

### **Income**

Springfield households earn less than the statewide median and are more likely to be below the poverty level than the statewide average. In 2000, the median household income in Springfield was \$33,031, and almost 15% of the households were below poverty level. The median household income for the state of Oregon was \$40,916, with 7.9% of the households below poverty level. Considering the high rate of households existing at or below poverty level, affordability of services will remain an issue for the District.

### **Housing**

As population has increased in Springfield, the number of housing units has also increased from 19,121 in 1990 to 20,514 in 2000. Home ownership also increased from 50% to 54%. The Eugene/Springfield MSA and the state of Oregon experience slightly higher owner

occupancy rates than Springfield, with rates of 57% and 64.3% respectively. In 2000, the median value of owner-occupied housing was \$107,000 in Springfield (Springfield Chamber of Commerce 2002). Since the District's major source of revenue is property taxes, the high rate of home ownership affects its revenue base.

### **PUBLIC INVOLVEMENT FINDINGS**

Public involvement is a critical part of the comprehensive planning process. To develop a solid foundation for the Comprehensive Plan, feedback was solicited from District staff and residents regarding their needs and preferences. Activities were planned to ensure the participation of a diverse cross-section of the District's population.

This section summarizes the public involvement findings to date.

#### **Methodology**

The public involvement process during the environmental scan included the following:

- A statistically valid community survey of 529 District households;
- Focus groups with non-users, teens, and Willamalane staff to identify needs and preferences;
- Thirty-nine stakeholder interviews with Board members and residents;
- A Park and Recreation Fair held at the Gateway Mall (214 residents responded to the Park and Recreation Fair Questionnaire);
- Citizen Advisory Committee, Technical Advisory Committee, Board of Directors, and Project Management Team Meetings.

Over 750 residents have participated in the planning process to date.

### **COMMUNITY SURVEY**

A community survey was conducted with 529 residents over the age of ten living in the planning area. Questions focused on public attitudes, recreation interests, recreation participation characteristics, and maintenance and financial issues.

The survey was designed to achieve statistical reliability for the Willamalane planning area. In general, findings from the total sample have a confidence level of 95% with a +/- 5% margin of error. Subgroup results were provided by planning area and by age group when they varied significantly from the Willamalane planning-area results. It is important to note, while the planning-area results are statistically valid, subgroup responses have a lower confidence level and should be given less weight.

A complete record of the Community Survey findings can be found in the Community Survey Report (MIG, Inc. 2002).

Table A-6 ranks 50 recreation activities in order of participation, and shows the average number of times in a month respondents participated in each activity. The participation rate for Willamalane is compared to the Northwest Average. The Northwest Average is the average participation rate for that activity in the Northwest based on the last 15 surveys conducted by MIG, Inc. Activities with lower-than-average participation rates are indicated by grey shading. Table A-7 shows the top five recreation activities for various age groups.

The 20 recreational activities people would most like to participate in if facilities were available are shown on Table A-8. The activities highlighted in grey were ranked lower as preferred activities than in current participation. The remaining activities have a higher preferred ranking.

This suggests that respondents want to participate in this activity, but, for various reasons, they are not currently doing so.

### **Key Findings – Community Survey**

- The majority of respondents are somewhat to relatively familiar with Willamalane (66.3%).
- Almost 26% of the respondents have participated in Willamalane programs in the last year - slightly fewer than the average of 30.3% reported for other communities (i.e., Albany, Corvallis, Camas, Medford, Oregon City, and Olympia).
- The current low reported use of the Willamalane Web site and the high use of personal computers indicate that there is great potential to increase use of the Web site.
- The most common reason for not participating in programs is because people are not aware of what is offered (33.0%). Participation may be increased by increasing awareness of programs. The *Community Survey Report* highlights the most common ways each age group receives program information so marketing can be targeted.
- Promoting youth development (18.1%), providing opportunities to enjoy nature and the outdoors (14.8%), and helping seniors and disabled people remain independent (14.2%) were the three most important benefits of park and recreation services identified by respondents. Identifying these benefits will help guide facility and program improvements.
- Teens were the group identified as needing more or better services.



- Most respondents who had an opinion would like the Willamalane planning area to maintain its current maintenance level if future funding is limited. If park maintenance budgets were reduced, 36.6% of the respondents recommended limiting the development of new parks to avoid the cost of increasing maintenance.
- Personal computers, walking for pleasure, and dog walking are the activities with the greatest participation rates (Table A-6).
- Working on personal computers is the activity with the greatest participation rate for every age group except for residents over age 65 (Table A-7).
- Walking, camping, and bicycling for pleasure are the three most desired activities if facilities were available. (Table A-8).

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Rank	Activity	Willamalane	Northwest Average
1	Computers, Personal	8.24	6.68
2	Walking for Pleasure	5.67	5.51
3	Dog walking / exercising	4.77	4.77
4	Gardening	4.58	4.21
5	Family Activities	4.57	3.7
6	Bicycling, Pleasure	3.91	3.01
7	Exercise / Aerobics	3.54	2.48
8	Camping, General	3.4	2.68
9	Playground - visit / use	3.13	2.76
10	Swimming, indoor	2.95	2.29
11	Fishing, Freshwater	2.86	1.98
12	Fairs, Festivals	2.65	2.53
13	Swimming, outdoors	2.62	2.59
14	Nature Walks	2.61	2.54
15	Basketball	2.6	2.35
16	Picnicking	2.54	2.08
17	Bird Watching	2.23	1.71
18	Wildlife Watching	2.19	2.28
19	Hiking / Backpacking	2.19	2.07
20	Hunting	2.1	2.1
21	Jogging / Running	2.04	2.51
22	Concerts - attending	1.97	1.98
23	Football	1.96	1.56
24	Weightlifting	1.76	1.97
25	Boating, Power	1.75	1.72
26	Photography	1.64	1.57
27	Woodworking	1.53	0.97
28	Soccer	1.35	1.81
29	Crafts (Pottery, Ceramics)	1.32	1.25
30	Skateboarding	1.31	0.81
31	Dancing, Social	1.31	1.01
32	Cultural Event - attending	1.22	1.35
33	Golf, Play	1.21	1.48
34	Painting / Sketching	1.13	1.14
35	Baseball, Youth	1.11	1.12
36	Roller Skating / Inline	1.05	1.25
37	Instructional Classes	0.98	0.99
38	Bicycling, BMX	0.96	0.87
39	River Rafting	0.9	0.78
40	Softball	0.84	1.37
41	Volleyball, indoor	0.68	0.92
42	Canoe / Kayaking	0.62	0.79
43	Dancing (Ballet, Tap, etc.)	0.61	0.55
44	Horseback Riding	0.56	0.44
45	Tennis	0.54	1.14
46	Rock Climbing	0.44	0.62
47	Gymnastics	0.44	0.26
48	Volleyball, outdoor	0.39	0.89
49	Ice Skating	0.34	0.55
50	Handball / Racquetball	0.2	0.54

Source: Community Survey Report, MIG, Inc.

*Table A-6:  
Participation in Recreation Activities in the Last 30 Days*

<b>Age</b>	<b>1st</b>	<b>2nd</b>	<b>3rd</b>	<b>4th</b>	<b>5th</b>
<b>10 to 14</b>	Computers 8.83	Basketball 7.72	Bicycling for Pleasure 6.25	Swimming (outdoors) 6.12	Swimming (indoors) 5.72
<b>15 to 17</b>	Computers 11.48	Swimming (indoors) 6.14	Swimming (outdoors) 6.00	Family Activities 5.10	Jogging / Running 5.05
<b>18 to 24</b>	Computers 13.03	Walking 7.00	Camping 6.66	Bicycling 6.38	Family Activities 6.21
<b>25 to 34</b>	Computers 12.14	Family Activities/ Gardening 6.69	Dog walking 6.39	Exercise / Aerobics 5.9	Walking 5.27
<b>35 to 44</b>	Computers 7.99	Dog walking 5.48	Family Activities 5.37	Bicycling 5.27	Gardening 5.18
<b>45 to 54</b>	Computers 8.01	Walking 7.09	Gardening 6.2	Dog walking 4.85	Exercise / Aerobics 3.95
<b>55 to 64</b>	Computers 7.44	Walking 6.44	Gardening 5.57	Family Activities 4.13	Dog walking 4.01
<b>65 +</b>	Walking 6.09	Gardening 3.78	Dog walking 3.28	Bird watching 3.11	Computers 2.66

Source: Community Survey Report, MIG, Inc.

*Table A-7: Top 5 Recreation Participation Activities for Age Groups in the Last 30 Days*

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Activity	Weighted Score	Preferred Score	Participation Ranking	Latent Demand
Walking for Pleasure	678	1	2	1
Camping	663	2	8	6
Bicycling for Pleasure	640	3	6	3
Family Activities	580	4	5	1
Nature Walks	497	5	14	9
Fishing (freshwater)	493	6	11	5
Swimming (indoors)	486	7	10	3
Gardening	464	8	4	-4
Concerts, attending	455	9	22	13
Fairs/Festivals	445	10	12	2
Dog walking / exercise	399	11	3	-8
Picnicking	386	12	16	4
Computers, personal	380	13	1	-12
Exercise / Aerobics	366	14	7	-7
Swimming (outdoors)	354	15	13	-2
Crafts (pottery, ceramics)	339	16	29	13
Hiking / Backpacking	300	17	19	2
Playground (visit)	294	18	9	-9
Golf (play)	292	19	33	14
Cultural events (attend.)	280	20	32	12

Source: Community Survey Report, MIG, Inc.

Table A-8: Top 20 Preferred Recreation Activities

### Key Findings – Community Survey (continued)

- At least 60% of the respondents have used parks and recreation facilities once in the last year (Table A-9).
- Residents are most likely to use neighborhood parks in their area, Island Park, and Lively Park Swim Center (Table A-9).
- Residents were least likely to use the Adult Activity Center, the Memorial Building Community Center, and Bob Artz Memorial Park (Table A-9).
- About 24% of seniors between 55-64 and 30% of seniors over age 65 have visited the Willamalane Adult Activity Center between 1-5 times.
- The most frequent reason for non-use of parks and pools was lack of time (59.6% and 43.3% respectively). More effort needs to be made to increase residents' awareness of opportunities for short recreation breaks close to home.
- For youth 10-17, cost limits use of Willamalane swim centers.
- Desired major projects included: develop a sports park; upgrade and renovate existing parks; develop smaller, close-to-home neighborhood parks; and provide a senior center on the east side of town (Table A-10).

- Off-street bike paths were identified as the number one outdoor recreation facility needed in Springfield. Other desired facilities included an outdoor water park, skateparks, and more riverfront access for fishing and boating (Table A-11).
- In an open-ended question in the Community Survey, build a skatepark and provide middle school-age and teen programs were listed as the park, recreation facility, or program improvements most needed in Springfield.
- In order to fund top-priority projects, most of the respondents said that they would support an increase in property tax depending on the amount and the facilities that it would fund (65.5%).

Parks and Facilities	Yes	No	Number of Visits		
			1 to 5 times	6 to 11 times	12 + times
Neighborhood park in area	58.2	41.8	36.3	9.7	12.2
Island Park	51.1	48.9	40.6	7.4	3.0
Lively Park and Swim Center	48.3	51.7	35.2	6.6	6.4
Off-street bike paths	44.1	55.9	21.7	8.0	14.3
Willamalane Park	43.1	56.9	29.8	7.0	6.2
Willamalane Swim Center	36.9	63.1	23.6	4.6	8.6
Dorris Ranch	21.6	78.4	19.2	1.6	0.8
Adult Activity Center	19.6	80.4	13.3	2.6	3.6
Memorial Building	18.6	81.4	13.4	2.8	2.4
Bob Artz Memorial Park	10.1	89.9	8.1	1.2	0.8

Source: Community Survey, MIG, Inc.

Table A-9: Percent of Visitation in the Last 12 Months

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Activity	Rank			TOTAL
	1st	2nd	3rd	
Develop a sports park	98	58	63	15,923
Upgrade and renovate existing parks	84	62	65	15,125
Develop smaller, close-to-home neighborhood parks	59	58	44	11,412
Provide a senior center on the east side of Springfield	42	59	47	10,241
Develop a multiuse community center	34	52	53	9,525
Develop a large, multiuse community park	46	46	30	8,666
Purchase open space and natural areas	33	34	41	7,545
Acquire parkland for future development	14	24	25	4,289
Other	14	7	14	2,520

Source: Community Survey, MIG, Inc.

Table A-10: Desired Major Projects

Activity	Rank			TOTAL
	1st	2nd	3rd	
Off-street bicycle paths and trails	125	71	62	579
An outdoor water play park	74	68	62	420
Skateparks in different areas	65	66	64	391
Riverfront access for fishing and boating	50	79	65	373
Fenced, off-leash dog park	39	51	39	258
Community gardens	34	45	54	246
Other	14	7	14	70

Source: Community Survey, MIG, Inc.

Table A-11: Desired Outdoor Recreation Facilities

**PARK AND RECREATION FAIR**

A Park and Recreation Fair was held at the Gateway Mall in Springfield on March 16, 2002. The purpose of the fair was to involve community members of all ages in the plan development process. Displays and activities were set up to inform residents about park and recreation resources and to give them the opportunity to comment on park and recreation needs and priorities. Two hundred fourteen (214) questionnaires were completed during the event. Responses to the questionnaire are qualitative only and are not designed to produce statistically valid results. The *Park and Recreation Fair Report* provides detailed description of responses (MIG, Inc. 2002).

**Key Findings – Park and Recreation Fair**

- Overall, Park and Recreation Fair and Community Survey responses were very similar, reinforcing the Community Survey findings.
- The majority of respondents are somewhat to very familiar with Willamalane (64%). This is very similar to familiarity ratings in the Community Survey (61.2%).
- Promoting youth development (20.9%), providing opportunities to enjoy nature (17.1%), and providing quality time for families (14.6%) were identified as the three most important benefits of parks and recreation. The most frequently selected benefits in the Community Survey were also promote youth development (18.1%) and provide opportunities to enjoy nature (14.8%). However, the third most frequently selected benefit was helping seniors and disabled people remain independent. Survey

respondents rated quality time for families fourth.

- Both Survey and Fair respondents rated off-street bicycle paths and trails, an outdoor water play park, and skateparks in different areas as the top three outdoor recreation facilities needed in Springfield today (Table A-12).
- Respondents to both the Park and Recreation Fair Questionnaire and Community Survey identified teenagers as the group needing more or better recreation services in Springfield.
- Most respondents to the Park and Recreation Fair Questionnaire and Community Survey would like the District to maintain its current maintenance level. If park maintenance budgets were reduced, 30.1% of Park and Recreation Fair participants recommend mowing the parks less frequently and reducing the watering of grass. Survey respondents also favor these reductions.
- Overall, participants were pleased with the Park and Recreation Fair. Almost 80% rated it very favorably. This indicated that Willamalane should consider holding such an event again in the future.
- Both Survey and Fair respondents included developing a sports park and upgrading existing parks as the top two major projects most needed in Springfield (Table A-13).

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Activity	Rank			TOTAL
	1st	2nd	3rd	
An outdoor water play park	31	22	14	<b>151</b>
Skateparks in different areas	23	22	7	<b>120</b>
Off-street bicycle paths and trails	23	18	11	<b>116</b>
Community gardens	15	10	13	<b>78</b>
Playgrounds	11	13	18	<b>77</b>
Picnic facilities	7	19	13	<b>72</b>
Fenced, off-leash dog park	10	12	10	<b>64</b>
Riverfront access for fishing & boating	6	10	19	<b>57</b>
Basketball courts	6	7	8	<b>40</b>
Soccer fields	4	4	5	<b>25</b>
Softball fields	2	2	5	<b>15</b>
Other	3	0	5	<b>14</b>

Source: Park and Recreation Fair, MIG, Inc.

*Table A-12: Desired Outdoor Recreation Facilities*

Activity	Rank			TOTAL
	1st	2nd	3rd	
Upgrade and renovate existing parks	34	17	22	<b>158</b>
Develop a sports park	16	27	26	<b>128</b>
Develop a large, multiuse community park	24	22	11	<b>127</b>
Develop a multiuse community center	19	21	17	<b>116</b>
Develop smaller, close-to-home neighborhood parks	16	16	18	<b>98</b>
Purchase open space and natural areas	16	11	13	<b>83</b>
Acquire parkland for future development	11	10	6	<b>59</b>
Provide a senior center on the east side of Springfield	6	11	10	<b>50</b>
Other	1	1	2	<b>7</b>

Source: Park and Recreation Fair, MIG, Inc.

*TableA-13: Desired Major Projects*



**FOCUS GROUPS**

Three focus groups were conducted to gather in-depth information about residents' and staff's needs and preferences. The focus groups included non-users, teens, and an all-staff workshop.

**Non-User Focus Group**

Community members who do not currently participate in Willamalane programs or do not visit parks or facilities more than five times a year were invited to this focus group session. Participants completed a brief comment sheet and participated in a discussion focusing on reasons why they do not use Willamalane services, marketing suggestions, and ways to improve parks, facilities, and programs. Twelve community members attended the meeting. See Non-User Focus Group Meeting Summary for a complete discussion (MIG, Inc. 2002).

**Key Findings – Non-User Focus Group**

- Lack of awareness of Willamalane services and lack of time are major reasons for non-use of programs and facilities.
- Flexible recreation opportunities and targeted marketing strategies would help residents increase participation and use small blocks of free time for recreation. Specific suggestions included expanding drop-in opportunities, distributing targeted program information to specific market segments, and increasing awareness of the District's Web site.
- Despite the fact that they were non-users, all of the focus group participants felt that there is value in parks and recreation opportunities, and that parks and recreation benefit the entire community.

- The most valued benefits of parks, programs, and recreation facilities were providing opportunities for families to spend quality time together and providing opportunities for socializing and the enjoyment of the outdoors and nature.

**Teen Focus Group**

Two teen focus groups were held at Springfield High School in which youth discussed their participation in Willamalane programs, best ways to reach teens, ways to improve parks, facilities, and programs, and community and personal benefits of park and recreation services. In addition, teens were given a questionnaire to complete at home regarding these issues. In total, 41 teens attended the meetings and 30 questionnaires were returned.

Table A-14 ranks 50 recreation activities in order of participation, and shows the average number of times respondents participated in each activity in the previous month. The participation rate is compared to the Northwest Average. The 20 recreation activities teens would most like to do if facilities were available are shown in Table A-15.

**Key Findings – Teen Focus Group**

- One third of teen focus group participants had attended recreation programs in the past year – slightly higher than the participation rate reported among the general population in the Community Survey (26%).
- The most common ways for youth to learn about District programs were through the Quarterly Program Guide and through friends or word of mouth. The Willamalane Web page is not a highly used source for this information, but with the high rate of computer use

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- reported, it has good potential for expansion.
- Not being aware of programs (38.1%) and not offering programs of interest (23.8%) were the most frequently reported reasons why teens did not participate in District programs. Teen focus group participants (23.8%) were more likely than Community Survey respondents (13.9%) to list not offering programs of interest as a reason for not participating in recreation programs. Providing programs more targeted to teen interests will be important to increase program participation.
  - Both current teen participation in recreation activities and latent demand were measured by responses to the teen focus group questionnaire. Both indicate areas for possible future expansion of teen programs.
  - The activities with the highest rate of teen participation during the last month were personal computer, dog walking, aerobics, social dancing, and jogging (Table A-14).
  - The activities with the highest latent demand for teens were attending concerts (25), playing soccer (15), photography (15), swimming outdoors (13), and horseback riding (12).
  - Teen focus group participants most frequently reported that not enough time and lack of adequate things to do were the main reasons that they did not visit parks. These teens were more likely to state that parks lacked adequate things to do (27.8%) than the general population (6.4%).
  - Teens have limited access to transportation and were more likely to say than the general population that parks and facilities that are too far away limit their recreational access.
  - When teen focus group results are compared to the Community Survey, Willamalane teens are more likely to use parks and community facilities than the general population. In contrast to the general population, teens are more likely to use communitywide facilities, such as Lively Park Swim Center, than neighborhood parks.
  - When asked to identify their highest priority park and facility improvements, teen focus group participants identified a park with sand volleyball and a teen center. They would also like to have access to a natural park with features such as trees, birds, trails, picnic facilities, and ponds.
  - Teen focus group participants would also like Willamalane to enhance recreation programming by providing dance and kickboxing classes and an indoor/outdoor volleyball program.

Rank	Activity	Teen Focus Group	Northwest Average
1	Computers, Personal	8.18	6.68
2	Dog walking / exercising	7.50	4.77
3	Exercise / Aerobics	7.03	2.48
4	Dancing, Social	6.65	1.01
5	Jogging / Running	6.09	2.51
6	Basketball	5.53	2.35
7	Weightlifting	5.03	1.97
8	Family Activities	4.91	3.7
9	Playground - visit / use	4.85	2.76
10	Fairs, Festivals	4.82	2.53
11	Walking for Pleasure	4.62	5.51
12	Painting / Sketching	4.47	1.14
13	Football	4.44	1.56
14	Camping, General	4.38	2.68
15	Volleyball, outdoor	4.35	0.89
16	Volleyball, indoor	4.21	0.92
17	Swimming, outdoors	4.18	2.59
18	Skateboarding	3.76	0.81
19	Bicycling, Pleasure	3.65	3.01
20	Soccer	3.53	1.81
21	Ice Skating	3.32	0.55
22	Swimming, indoors	3.21	2.29
23	Crafts (Pottery, Ceramics)	2.97	1.25
24	Gardening	2.56	4.21
25	Horseback Riding	2.53	0.44
26	Dancing (Ballet, Tap, etc.)	2.44	0.55
27	Concerts (attending)	2.44	1.98
28	Nature Walks	2.21	2.54
29	Photography	2.06	1.57
30	Hiking / Backpacking	1.94	2.07
31	Softball	1.88	1.37
32	Gymnastics	1.88	0.26
33	Boating, Power	1.88	1.72
34	Cultural event - attending	1.85	1.35
35	Fishing, Freshwater	1.82	1.98
36	River Rafting	1.68	0.78
37	Rock Climbing	1.56	0.62
38	Canoe / Kayaking	1.47	0.79
39	Baseball, Youth	1.47	1.12
40	Picnicking	1.44	2.08
41	Roller Skating / Inline	1.41	1.25
42	Bicycling, BMX	1.21	0.87
43	Hunting	1.18	2.1
44	Bird Watching	1.15	1.71
45	Handball / Racquetball	0.88	0.54
46	Woodworking	0.71	0.97
47	Tennis	0.68	1.14
48	Wildlife Watching	0.62	2.25
49	Golf, Play	0.35	1.48
50	Instructional Classes	0.26	0.99

Source: Teen Focus Group

*Table A-14: Youth Participation in Recreation Activities in the Last 30 Days*

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<b>Activity</b>	<b>Preferred Ranking</b>	<b>Participation Ranking</b>	<b>Latent Demand</b>
Dancing, Social	1	4	3
Concerts (attending)	2	27	25
Fairs, Festivals	3	10	7
Swimming, outdoors	4	17	13
Soccer	5	20	15
Volleyball, outdoor	6	15	9
Basketball	7	6	-1
Camping, General	8	14	6
Ice Skating	9	21	12
Dog walking / Exercising	10	2	-8
Computers, Personal	11	1	-10
Exercise / Aerobics	12	3	-9
Horseback Riding	13	25	12
Photography	14	29	15
Dancing (Ballet, Tap, etc.)	15	26	11
Painting / Sketching	16	12	-4
Volleyball, indoor	17	16	-1
Swimming, indoors	18	22	4
Walking for Pleasure	19	11	-8
Family Activities	20	8	-12

Source: Teen Focus Group

*Table A-15: Top 20 Preferred Recreation Activities*

**All-Staff Focus Group**

The purpose of this meeting was to obtain staff input on their vision for the District, core services, gaps in service, and their top priorities for District service improvements. Staff broke into six groups for small group discussions. Approximately 62 Willamalane staff members participated in the meeting. See the All Staff Workshop Report for a complete discussion of the focus group findings (MIG, Inc., 2002).

**Key Findings – All Staff Focus Group**

The following are the common elements of the vision for Willamalane's future described by staff:

- Making a difference in the community through quality programs
- Serving all ages and abilities
- Celebrating diversity
- Providing safe and well-maintained parks and facilities
- Preserving natural open space
- Having adequate, carefully managed, financial resources
- Meeting the needs of residents and, therefore, creating a high level of customer satisfaction

According to staff, the core services provided by the District include:

- Parks and open spaces
- Aquatic programs
- Senior programs
- Kids Club
- Teen programs
- Lifelong learning
- Health and fitness

- Special events
- Employment opportunities

The following were most often mentioned as top priorities during the small group sessions:

- Increase funding
- Hire more maintenance staff
- Replace aging facilities
- Increase marketing/program awareness
- Build a new community center

**STAKEHOLDER INTERVIEWS**

Interviews with 39 key stakeholders were conducted to identify key community issues, priorities, and perceived needs. The stakeholders consisted of Board members, sport program directors, School District staff, City employees, non-profit directors, and other citizens. See the Stakeholder Interview Report for a complete discussion (MIG Inc. 2002).

During the interviews a range of topics was discussed, including:

- The most pressing community needs in the Springfield area
- Role of parks and recreation in addressing these needs
- Major issues facing the District
- Benefits of park and recreation services
- Needed improvements
- Underserved areas
- Funding options for park and recreation services
- Public involvement opportunities

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### **Key Findings – Stakeholder Interviews**

The following are the key findings from the Stakeholder Interviews:

#### *Strengths*

- Residents recognize the importance of parks and recreation in creating a livable community.
- Willamalane staff is committed and well-respected.
- The Springfield area is rich in natural resources that can form the basis of an outstanding park system.
- In general, the community is supportive of recent park development efforts, such as the skatepark, sports park, Eastgate Woodlands improvements, and partnerships with other agencies to expand natural-area parks.
- Willamalane’s recreation and aquatic services are important to the community.

#### *Weaknesses*

- Willamalane should ensure that all stakeholder interests are represented, both in planning efforts and in District governance and staff.
- The District’s image was not always positive during the past, and this has not been entirely overcome.
- The perception of the previous comprehensive planning process was that it did not effectively involve the community or represent all stakeholders.
- All residents have not been adequately served due to limited finances and conflicting priorities, including teens, adults, Latino residents, and low-income individuals.

- All residents are not aware of the full range of services provided by the District.
- District finances and its financial capacity to meet future needs is a concern.

#### *Opportunities*

- Provide a strong system of neighborhood and community parks within easy access to all residents.
- Develop natural-area parks and related recreation amenities to meet needs for outdoor recreation.
- Work with the City of Springfield to revitalize downtown.
- Develop a plan for parks and open space in the East, North, and Southwest planning sub-areas before further development takes place.
- Work with the City of Springfield to implement the Glenwood Refinement Plan.
- Enhance Springfield’s multiuse trail system.
- Develop a new community center.
- Make Springfield’s outstanding water features more accessible to the community, e.g., the Mill Race and the Willamette River between Dorris Ranch and Clearwater Park.
- Become a more sustainable organization that contributes to a sustainable community.
- Provide safe, clean parks.
- Balance growth with community livability.
- Build a closer relationship with the School District in light of recent school budget cuts.

- Continue and expand services for children, youth, and families, enhancing youth development and building stronger families.
- Increase services to the Latino community.
- Address community health and wellness, e.g., physical fitness.
- Expand services to adults.
- Expand community special events.
- Expand services to seniors to meet growing needs.
- Address the needs of homeless and low-income residents.
- Continue to expand Willamalane’s leadership in the community.
- Consider increasing user fees, expanding grant efforts, and business support as well as increasing SDCs as a means of financing future improvements.
- Expand community involvement in planning and providing recreation opportunities and caring for our recreation resources.
- Hire bilingual and bicultural staff.

*Threats*

- The community is clearly divided over the appropriateness of providing natural-area parks vs. a focus on active parks as part of the park system.
- The community’s expectations regarding user fees for recreation services may not be aligned with financial realities.
- Issues facing the community require continued multiagency collaboration.

**OTHER PUBLIC COMMENTS**

The Project Management Team, Citizen Advisory Committee, and Technical Advisory Committee provide oversight for the Comprehensive Plan process by providing input, reviewing work products, and encouraging resident participation in the planning process. During the TAC and the joint Board and CAC meeting, participants discussed key issues to be addressed in the Plan. For the TAC, creating and maintaining partnerships was identified as a major issue in developing the District’s Comprehensive Plan. Partnerships help expedite plan development, facilitate plan implementation, support a collective vision for Springfield, and help eliminate duplication across the region. The Board and CAC also believed that partnerships were a key issue to be addressed in the Plan. The following potential partners were identified: City of Springfield, City of Eugene, Lane Council of Governments, School District, Hospitals, Fire and Police, Lane Community College, and University of Oregon.

According to the TAC, CAC, and Board, other key issues to be addressed in the Plan included:

- Assess the need for new community center.
- Develop implementation strategies for the Comprehensive Plan.
- Provide youth enrichment programs.
- Evaluate future land needs for open space, neighborhood parks, and bike paths in order to determine the need for future parkland acquisition.
- Evaluate bikeways and the level of connectivity within the District and to Eugene.

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- Develop comprehensive programs serving all populations including seniors, ethnic groups, youth, adults.
- Maintain affordability of programs and services.

The Board's and CAC's vision for the District's future was based on the following three categories:

- Park and recreation access for everyone;
- Well-maintained parks and facilities;
- Partnering with other agencies.

According to the Board and the CAC, the main outcomes to be produced by the Plan included:

- Enhanced community livability consisting of a sense of community and pride for the community.
- A wide variety of positive activities for residents, especially youth.

Board and CAC potential strategies to reach desired outcomes included:

- Develop more programming for teens.
- Create intergenerational programs to bring generations together.
- Diversify types of parks and facilities (i.e., dog park, rose gardens, climbing wall).
- Improve connectivity between parks and community destinations.
- Complete an assessment of all community facilities to determine possible partnerships and joint use of facilities.
- Partner with other organizations to share resources.

### **PARK AND FACILITY ANALYSIS**

To plan for future needs, it is important to understand the current system of parks, open spaces, and recreation facilities available to Willamalane Park and Recreation District 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;
- 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 for the Willamalane Park and Recreation Comprehensive Plan.

### **Methodology**

A variety of methods was used to assess current and future park and recreation facility needs:

- *Public Involvement:* A comprehensive public involvement program involved over 750 citizens, including children and youth, in assessing needs.
- *Park and Facilities Inventory:* District parks, community recreation facilities, and indoor and outdoor District recreation facilities were inventoried. An inventory also was prepared of indoor and outdoor recreation facilities owned by the School District (Appendix D).
- *Site Visits:* All District parks and facilities were visited to assess their current condition, and develop an understanding of the system of parks and facilities available to residents.



- **Park and Facility Classifications and Definitions:** Based on the District’s current inventory and commonly used classification systems, such as those used by the National Recreation and Park Association, a classification system of parks and facilities was developed (Appendix C).
- **Geographic Distribution Analysis:** Maps were created to illustrate current park, recreation, and open space resources and their distribution throughout the planning area (Maps 4 through 7).
- **Standards Analysis:** For over 30 years, the National Recreation and Park Association has recommended standards for parks, recreation, and open space which have been modified and adapted by agencies across the country. Standards are minimum - not maximum - goals for service. NRPA currently does not publish numerical standards, but recommends that agencies develop customized standards for their community (NRPA 1995). However, historic NRPA standards are still used as a reference in park planning. Level of Service (LOS) describes the service currently provided by parks and recreation facilities. Both standards and level of service are generally expressed as a ratio of number of facilities provided per 1,000 population. To establish standards for Willamalane, the current level of service provided was compared to standards of other agencies and historic NRPA standards. Community demand was considered and standards for Willamalane were proposed for both parkland and recreation facilities (Tables A-16 and A-17).

**Key Findings - Park and Facility Analysis**

As Table A-16 illustrates, the total proposed overall standard for parkland is 14.00 acres per 1,000 population, which is equal to the average standard for comparable cities/districts. Based on the proposed overall standard of 14.00 acres per 1,000 population, 130 acres of parkland (in addition to all existing acres) are currently needed. By 2022, almost 500 acres (in addition to all existing acres) will be needed. In addition to acquiring more parkland, the District will need to renovate and develop existing sites.

To allow the District the maximum flexibility in responding to the needs of residents, and to take advantage of land availability, an individual standard is not proposed for specific park types other than Neighborhood and Community Parks. Rather, a standard 10.00 acres per 1,000 population is proposed for all Other Parkland including:

- Natural-Area Parks
- Linear Parks
- Special-Use Parks
- Sports Parks

No standard is proposed for Undeveloped Parkland, as it is land proposed for future development in one of the above categories.

A variety of community recreation facilities should also be developed to meet future needs, including basketball courts and gymnasiums, dog parks, skateparks, and multipurpose trails.

There is a need to examine the District’s service delivery strategy for recreation programs for all ages, given the condition and space limitations of the Memorial Building and the anticipated need for growth of these programs. Finally, the

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District should continue to collaborate with local and regional partners to meet these needs. This collaboration is needed to most effectively meet needs and avoid duplication of efforts.

### ***District Parks and Facilities***

District parks and facilities are heavily used - at least 60% of Community Survey respondents have used these parks and facilities at least once in the last year.

The District owns and manages the following types of parks and facilities:

- Neighborhood Parks
- Community Parks
- Natural-Area Parks
- Linear Parks
- Special-Use Parks
- Sports Parks
- Undeveloped Parkland
- Community Recreation Facilities
- Other Facilities

Definitions for each type and a list of facilities usually associated with each, are included in Appendix C.

A complete inventory of District parks and facilities is included in Appendix D.

Existing District recreation resources are illustrated in Map 4.

### ***Benefits of Parks and Recreation***

The benefits residents desire the most from the District's parks and recreation programs are listed below. These benefits should guide the community's park and facility planning and development:

- ***Promote youth development:*** Willamalane has an opportunity to provide parks and facilities that provide positive activities for youth. Participating in recreation activities can foster youth development.
- ***Provide opportunities to enjoy nature:*** From small neighborhood parks to large natural areas, Willamalane's park system can provide relief from urban development and opportunities to appreciate nature.
- ***Help seniors and people with disabilities remain active and socially engaged:*** By providing accessible parks and facilities, Willamalane can ensure that people with disabilities have equal access to recreation opportunities. Willamalane also can help seniors remain active by providing facilities for recreation and social services. In addition, Willamalane can provide facilities that meet the recreation interests of older adults, such as pathways for walks, community gardens, and natural areas for wildlife viewing.
- ***Provide quality time for families:*** Willamalane's parks and recreation facilities can provide places for quality family time, e.g., picnic areas, places for community festivals and events, play areas, and swim centers.
- ***Improve health and wellness:*** Close-to-home recreation facilities encourage people to develop active, healthy lifestyles. These facilities can include trails, aquatic facilities, sports facilities, fitness centers, skateparks, etc.

***Insert Table A-16***

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**Back of Table A-16**

***Insert Map 4***

**Appendix A**

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Back of Map 4

**Neighborhood Parks**

Neighborhood parks are intended to meet the day-to-day recreational needs of the surrounding neighborhood. They are located within walking and bicycling distance of residents, serve up to a one-half-mile radius, and are generally five to ten acres in size. For planning purposes, the service areas do not extend beyond busy streets or other crossings that would be dangerous for young pedestrians or bicyclists.

The District provides 16 neighborhood parks ranging in size from one to seven acres, totaling more than 57 acres. Some of these sites are not fully realizing their potential because of public access limitations. Many sites need improvements to meet current accessibility and playground safety standards. Other sites could benefit from improvements to site furnishings and recreation facilities. District neighborhood parks include:

- Bluebelle Park
- Douglas Gardens Park
- Fort (William S.) Memorial Park
- Gamebird Park
- James Park
- Jesse Maine Memorial Park
- Meadow Park
- Menlo Park
- Mt. Vernon property
- Page Park
- Pride Park
- Robin Park
- Royal Delle Park
- Thurston Park

- Tyson Park
- Willamette Heights Park/Overlook

James Park in Glenwood in the Southwest sub-area dates back to 1948. Today, it is cut off from residential neighborhoods by Franklin Boulevard, railroad tracks, and an industrial area. The only exception is the mobile home park immediately adjacent to the park.

Three of the neighborhood parks (Gamebird, Page, and Douglas Gardens) are sited adjacent to School District 19 property. The adjacency offers the potential for shared use of public facilities.

However, security concerns have prompted the School District to erect chain link fencing along some of its school boundaries, diminishing some joint use opportunities.

Several neighborhood parks have limited street frontage, and some are almost totally enclosed by neighbors' back fences. Parks that are properly sited and well designed (such as Douglas Gardens and Meadow Park) are heavily used and suffer less vandalism. Those that are hidden behind backyards are more likely to be misused and abused.

*Public Involvement Findings*

Community members recognize the need for more neighborhood parks, and also want improvements at existing parks. According to the Community Survey, neighborhood parks are the most highly used recreation facilities in the District. About 60% of Survey respondents reported at least one visit in the past year. In the Community Survey, *develop smaller, close-to-home, neighborhood parks* was identified as the third (out of 8) most needed major project in Springfield, and Park and Recreation Fair Questionnaire respondents rated it fifth. Survey respondents also expressed

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interest in renovating existing parks. They ranked *upgrade and renovate existing parks* as the second (out of 8) most needed major project in Springfield.

Support for *acquiring more neighborhood parks and renovating existing parks* also was expressed in other Comprehensive Plan public involvement venues, including the teen and non-user focus groups.

### *Standards Analysis*

In 1999, Willamalane retained Lane Council of Governments to study its neighborhood park system. The findings of this study, *Willamalane Neighborhood Parkland Needs Assessment and Strategy Recommendation Report*, were incorporated into this analysis. These findings were adjusted based on updated population data and new or reclassified neighborhood-serving acreage.

The *Neighborhood Parkland Report* recognizes the contribution of other park types in meeting neighborhood park needs. These include community parks, natural-area parks, special-use parks, and sports parks. Other parks that were identified as neighborhood-serving parks included:

- Island Park
- Lively (Jack B.) Memorial Park
- Willamalane Park
- Ruff (Wallace M. Jr.) Memorial Park
- Bob Artz Memorial Park
- Guy Lee Park

For this analysis, two additional parks were identified as neighborhood-serving:

- Eastgate Woodlands
- Dorris Ranch

A playground has been installed adjacent to the Eastgate Woodlands since 1999, and public input indicated that both parks are used by neighbors as neighborhood parks.

Acreage counted in the standards analysis for non-neighborhood parks serving a neighborhood park function was set at either ten acres (a larger size neighborhood park) for parks larger than ten acres or the actual park size for parks less than ten acres. For Bob Artz Memorial Park, a sports park with limited neighborhood-serving elements, one acre was counted as neighborhood-serving. Willamalane has a total of 68.47 acres of neighborhood-serving parkland in other park types (Appendix D).

The geographic distribution of neighborhood parks also was considered. *Map 5* shows existing neighborhood parks as well as those that serve a neighborhood function, and a  $\frac{1}{4}$  -  $\frac{1}{2}$  mile service-area radius for each. It also shows underserved areas not within the one-half mile service area radius. Based on these service areas, underserved areas exist in each of the six planning sub-areas.

The current neighborhood park level of service Districtwide is 2.10 acres per 1,000 population (Table A-16). All comparable standards show a minimum standard of at least two acres per thousand population for neighborhood. The *Neighborhood Parkland Report* also proposed a standard of two acres per thousand. The community demand for this park type is high. A standard of two acres per thousand is proposed.

That would indicate a need for an additional 46.15 acres of neighborhood parkland by 2022, based on a projected population of 88,720. If the parks were an average of five acres in size, about



***Insert Map 5***

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Back of Map 5

nine parks would be needed. These findings are similar to the *Neighborhood Parkland Report*, which identified an additional 76.4 acres needed by 2015 to serve the projected population of 92,260.

### **Community Parks**

Community parks are large parks that provide a wide range of active and passive recreational opportunities for all District residents. They are large enough to accommodate large group activities and range in size from 15 to 35 acres.

The District owns three community parks totaling almost 62 acres. As with neighborhood parks, some community parks are not yet realizing their full potential for development. The current inventory of District community parks includes:

- Island Park
- Lively (Jack B.) Memorial Park
- Willamalane Park

*Island Park* on the Willamette River is a park at the edge of downtown. It is a place for community festivals and large events, such as the Filbert Festival, as well as day-to-day recreation activities. Improvements include a boat landing, playground, two reserveable picnic shelters, a rest room and a stage. It also includes a multipurpose paved trail and bridge, making it possible for users to connect to trails in the West D Street Greenway and Alton Baker Park.

According to the Community Survey, more residents have been to Island Park than to any other park in the District.

Island Park has the potential to become the front room for the city of Springfield. The recent purchase of adjacent office space and riverfront property for redevelopment provides opportunities for potential partnerships, and may enable

the District to further enhance Island Park and connect it to the heart of the city.

At this time, the only development at the *Lively (Jack B.) Memorial Park* in the East sub-area is the Lively Park Swim Center (Splash!) and associated parking. This lack of development does not allow the park site to fully serve its purpose as a community park. The 32-acre site borders Thurston Middle School to the east and Cedar Creek to the north, and is well suited for additional passive and active recreation opportunities.

*Willamalane Park*, in the Central sub-area, contains Willamalane Park Swim Center, the Teen Annex, a playground, basketball courts, tennis courts, reservable picnic facilities, and a softball field shared with the adjacent Springfield Middle School. A remodel of the swim center was designed to accommodate future construction of a community center. However, in 1996, voters rejected a bond measure that would have funded the project. A health and wellness center in partnership with McKenzie-Willamette Hospital also has been proposed at the site, but remains unfunded. Construction of a skatepark facility is planned for 2002.

### *Public Involvement Findings*

According to the Community Survey and teen focus group results, these community parks are important community assets. About 40-50% of the Survey respondents have visited Willamalane community parks. Teen focus group participants were more likely to visit community parks than the population as a whole.

In addition, residents would like to see new community parks developed. In both the Community Survey and the Park and Recreation Fair Questionnaire, respondents selected *develop a large multipurpose community park* as a medium priority project (ranked fifth and

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third respectively out of eight). Additionally, youth respondents to the Community Survey aged 10-17 rated the development of more community parks second out of eight options.

### *Standards Analysis*

The District currently provides 0.99 acres of community parks per 1,000 population (Table A-16).

Map 6 shows existing community parks and illustrates community park service areas. When a two-mile service area radius is considered, portions of the South, North, Central, and East planning sub-areas are underserved. Expanded development of existing park sites, development of community park facilities at the proposed sports park at 32nd and Main, and/or acquisition and development of additional park sites would help meet this need.

Comparable standards for Community Parks range from 2.3 to eight acres per 1,000 population (Table A-16). Because other park types serve community park functions, a standard of two acres per 1,000 population is recommended. Based on that standard, 63.41 acres are currently needed, and 115.82 additional acres of community parkland will be needed by 2022. At 30 acres per park, this would equal almost four additional parks.

***Insert Map 6***

**Appendix A**

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Back of Map 6

**Other Parkland**

Other Parkland includes:

- Natural-Area Parks
- Linear Parks
- Special-Use Parks
- Sports Parks

**Natural-Area Parks**

Natural areas enhance the livability and character of a community by preserving natural amenities and open space. These parks also provide opportunities for passive outdoor recreation such as hiking and wildlife viewing. Willamalane’s existing natural-area parks include:

- Eastgate Woodlands/Alton Baker Park
- Harvest Landing

The District currently provides 6.58 acres of natural-area parks per 1,000 population (Table A-16). In addition to the specific natural-area parks listed in this section, other parks have substantial natural areas within their boundaries, including:

- Bob Artz Memorial Park
- Clearwater Park
- Dorris Ranch
- Guy Lee Park
- Island Park
- Jesse Maine Park
- Kelly Butte Park/Overlook
- Lively (Jack B.) Park
- Millrace Park
- Ruff Park
- West D Street Greenway
- Willamette Heights Park/Overlook

Natural-area acreages from these parks have been added to the total natural-area acreages in order to calculate the existing level of service (Appendix D and Table A-16). Other potential natural-area sites currently in the planning stages include the Weyerhaeuser McKenzie Natural-Area Park and Mill Race/Millpond sites and parkland within the currently proposed MountainGate subdivision.

In addition to meeting recreational needs, natural-area parks also preserve open space and habitat. Although natural-area parks do not have extensive recreation facilities, natural areas do require active intervention and ongoing maintenance (e.g., invasive species management) to maintain their natural integrity.

Many of Willamalane’s existing natural areas could have additional recreation facilities that support outdoor recreation, such as seating and trails.

*Eastgate Woodlands* (West sub-area) is a 39-acre park along the Willamette River on the west edge of Springfield. It is part of the 237-acre Whilamut Natural Area of Alton Baker Park. Eastgate Woodlands contains more than a mile of paved trails that connect to the West D Street Greenway and Eugene’s riverfront trail system. This park also contains one of the District’s boat ramps, the Prefontaine trail, a canoe canal, a heron rookery, and interpretive signage, including four Talking Stones engraved with Kalapuya Indian words.

The District acquired *Harvest Landing*, a 22-acre natural resource area along the McKenzie River in 1964. The natural area contains informal trails leading to the river. The adjacent boat landing is owned by Oregon Department of Fish and Wildlife and maintained by Lane County. Complaints about alcohol consumption and vandalism recently prompted Lane

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County Public Works to build a berm on the road shoulder to prevent anyone from parking along the road or from entering the wooded area from the roadside. Consequently, access is limited.

### *Public Involvement Findings*

Willamalane residents value their natural environment and outdoor recreation activities. *Providing opportunities to enjoy nature and the outdoors* was noted as the second most important benefit (out of 11) the District provides to residents, according to the Community Survey. When asked to identify their highest priority park and facility improvements, teen focus group participants identified *natural-area park* as one of their top three priorities.

In addition, natural-area parks support a number of recreation activities that are among the top 20 most popular recreation activities in the District: walking (2), fishing (11), nature walks (14), bird watching (17), wildlife watching (18), and hiking (19). There is a latent demand for walking, fishing, nature walks, and hiking, as Community Survey respondents indicated that they would like to be participating in these activities more than they currently are.

The City of Springfield, City of Eugene, Lane County, and Lane Council of Governments completed the *Draft Inventory for the Metropolitan Natural Resources Study* in October 2001. This study is the local agency response to Statewide Planning Goal 5, which requires all Oregon cities and counties to conserve open space and protect natural and scenic resources. The Draft Inventory accomplished the first step in the process of complying with Goal 5: establishing an inventory of wetlands, riparian, and wildlife habitat resources. The location, quantity, and quality of natural resources within the study area

were determined. All sites deemed significant are subject to further review and analysis in this planning process.

For the entire Metro study area within the UGB, a total of 74 significant sites were identified. Within the Comprehensive Plan planning area, 26 sites were identified. These sites consist of wetland, riparian, and upland environments. All three types also provide wildlife habitat. A number of these sites are within existing Willamalane parks, such as Guy Lee, Dorris Ranch, and park sites along the Willamette River. These sites, as well as local and national inventories, flood plains, and existing natural-area parks, are illustrated in Map 7, Natural Opportunity Areas.

### *Standards Analysis*

Willamalane has a lower inventory of natural-area parks than other jurisdictions in the state, including the comparable cities/districts of Bend Metro Park and Recreation District, City of Salem, and City of Corvallis, which have an average standard of 10.05 acres per population.

Natural-area park opportunities are limited to land with specific characteristics like rivers, creeks, woodlands, and habitat. Therefore, opportunities for natural-area park acquisition are limited. In addition, natural-area parks are often part of a larger connected landscape of riparian areas, forests, or prairie, and are less likely to be distributed evenly throughout the community. As with the other park types in the “Other Parkland” category, no quantitative standard is proposed for natural-area parks. This is in part to allow maximum flexibility as opportunities arise to meet future community needs.



***Insert Map 7***

**Appendix A**

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**Linear Parks**

Linear parks provide opportunities for trail-oriented activities, connect community facilities, and protect valuable natural resources. This park type can be incorporated into new housing development to enhance both property values and recreation opportunities. Linear parks may have a natural or landscaped character.

The District has two linear parks totaling 24.59 acres. The current level of service is 0.39 acres per 1,000 population (Table A-16). Together, the parks provide almost two miles of multipurpose paved trails, and a half mile of soft-surface trails. They could be improved with additional supportive amenities such as benches and landscape improvements. The sites include:

- By-Gully Bike/Jog Path
- West D Street Greenway

Some neighborhood and natural-area parks, such as Thurston Park and Eastgate Woodlands, also serve a linear park function, providing multipurpose pathways that connect people to schools, community facilities, and neighborhoods. Linear parks and multiuse trails are illustrated on Map 4.

In addition to those provided by the District, the City and EWEB provide other trail-based recreation opportunities including Pioneer Parkway Bike Path and the EWEB Bike Path.

**Public Involvement Findings**

Trails and bikeways are popular with planning area residents. There is a demand for more trails in the District, and existing trails are well-used: almost 45% of Community Survey respondents and 54% of teen focus group participants

have visited off-street bike paths in the past year.

Survey respondents selected *off-street bicycle paths and trails* as the outdoor recreation facility most needed in Springfield (out of six). According to the Community Survey, *walking* and *dog walking* are among the top five most popular recreational activities in Springfield for five of the eight age groups. Park and Recreation Fair participants ranked *bicycle paths and trails* as the third (out of 11) most needed recreation facility in Springfield.

**Standards Analysis**

While no specific standard is proposed for linear parks, they should be a priority for the District based on strong public input. Linear parks should be developed when opportunities present themselves, such as incorporating them into existing public rights-of-way, current parks, and new or existing residential areas, to create connections to natural areas and community facilities.

**Special-Use Parks**

Special-use parks have unique features and/or uses. The District has five sites in this category. They range in size from less than one-half acre to more than 258 acres. These sites include:

- Clearwater Park
- Dorris Ranch
- Kelly Butte Park/Overlook
- Millrace Park
- Pocket Park
- Ruff (Wallace M. Jr.) Memorial Park

The District currently provides 5.16 acres of special-use parks per 1,000 population (Table A-16).

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*Dorris Ranch* in the South sub-area is a living history farm with 75 acres of filbert orchards and 175 acres of natural-resource area, including an oak woodland and riparian forest. It is located at the confluence of the Coast Fork and Middle Fork of the Willamette River. The site is rich in both agricultural and natural history. The Ranch provides miles of soft-surface trails through the orchards and natural area.

The site is used for living history programming, District special events, such as the Haunted Hayride and A Day on the Farm, summer camps, and community rentals. It is also used by residents and visitors to the area for self-guided interpretive walks and bird watching.

*Kelly Butte* in the West sub-area is an important community landmark and scenic feature. Although this site offers panoramic views of the city, the Willamette River, and the Cascades beyond, it offers little else in outdoor amenities.

*Millrace Park* in the West sub-area is located adjacent to the Willamalane Administration Center and across from the Springfield Chamber of Commerce. Designed and constructed by University of Oregon students, the small park includes a pergola and interpretive displays featuring the historical significance of the Mill Race, gravel pathway, benches, and an overlook to the Mill Race. This park celebrates the city's history and its connection to its waterways.

*Pocket Park* in the Central sub-area is owned by the School District and maintained by Willamalane. It occupies one lot in downtown Springfield across from the Richard E. Wildish Community Theater. Two of its sides are formed by buildings with painted murals. Its back is

formed by the parking lot of an adjacent business. It includes benches and minimal plantings, and is used as a warm-weather lunch spot during the week. Pocket Park could be enhanced as part of downtown revitalization efforts in partnership with the City and the private sector.

*Wallace M. Ruff Jr. Memorial Park* is a young magnolia arboretum located on Cedar Creek in the East sub-area. Wallace "Mac" Ruff, Sr., a landscape architect and professor emeritus at the University of Oregon, donated the park to Willamalane in honor of his son. The park includes magnolias Mac and others collected, as well as soft-surface paths, benches, and a natural area along Cedar Creek.

The park sits on the edge of the urban growth boundary, and the area surrounding the park is growing. Access, parking, and concerns about flooding from nearby neighbors are challenges the park faces. A hard-surfaced pedestrian path was recently developed connecting the park to a new subdivision to the south. Parking is limited to on-street parking in the subdivision or a few undeveloped spaces at the park entrance on 66th Street. The Friends of Ruff Park, a volunteer group, is instrumental in helping maintain the park and assisting with improvements. With improvements, Ruff Park's function both as a neighborhood park and regional attraction could be enhanced.

*Clearwater Park* is a former Lane County Park located outside of the District's planning area on the Willamette River. The improvements on the 48 acres currently include a popular boat landing, a pit toilet, a small parking lot, and soft-surfaced trails.

The Army Corps of Engineers, the City of Springfield, and the District are working to

develop a plan for relocating the Mill Race intake to Clearwater Park. That project could include major improvements, including a potential trail along the Mill Race to downtown. In addition to a large riparian natural area, the site also includes areas potentially suitable to develop for active recreation.

Just beyond privately owned land across the Willamette River is the 263-acre Howard Buford Recreation Area, a regional park owned and operated by Lane County. Previous plans, including the *Springfield Bicycle Plan*, show a bridge linking the two publicly owned sites.

Because of its size, natural-area opportunities, and location on the Willamette River at the mouth of the Mill Race across from a major regional park, Clearwater Park holds significant potential for future development.

### *Public Involvement Findings*

Community residents value recreating in natural areas. According to the Community Survey, walking for pleasure, nature walks, picnicking, bird watching, wildlife watching, and hiking/backpacking are among the top 20 recreation activities in the District. However, Dorris Ranch is an underutilized resource with only 21.6% of Community Survey respondents reporting having visited the park in the past year. Its natural-area features could attract more local use. Dorris Ranch and Ruff Park also have additional potential for attracting students and cultural tourists. Selective site improvements to all special-use parks could increase their use.

### *Standards Analysis*

Special-use parks development is generally opportunity based. Though this park type contributes to overall District

open space standards, no individual standard for this park type is proposed.

### **Sports Parks**

The primary features of sports parks are facilities suitable for league and tournament sports. They may also have other park amenities, such as play areas or picnic facilities. Willamalane's sports parks include:

- Bob Artz Memorial Park
- Guy Lee Park

*Bob Artz Memorial Park* is a new softball complex located in the East sub-area adjacent to property owned by School District 19. The three fields are programmed by the District's Recreation Services Division and used by adult softball leagues. Bob Artz also includes associated parking, rest rooms, a concession stand, and a small play area. The play area is used by other District residents, and will receive more use as the surrounding land is developed. The park is open for use by the general public.

The site contains natural features, including riparian vegetation along a drainage channel that forms the southern boundary of the site, a small wetland mitigation site at the property's southwest corner, and emergent and forested wetlands on adjacent School District property.

*Guy Lee Park* is located adjacent to Guy Lee Elementary School in the North sub-area and was formerly classified as a neighborhood and school park. Due to security concerns, the School District has erected a chain link fence between the school and park, limiting joint use opportunities. With this study, the park is being reclassified as a sports park.

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One multipurpose sports field and two softball fields are used annually by an average of 120 teams. Games are played on the fields six nights per week from June through mid-October. Soccer continues through the fall. In addition to the sport fields, there are four lighted tennis courts, a rest room, picnic area, and a butterfly garden. Parking is available on the street and on the adjacent School District property.

A storm drainage channel maintained by the City of Springfield separates the sport fields from the tennis courts. An Ash Grove is located on the southeast edge of the park on adjacent School District property, and is connected by informal trails. It is used by Guy Lee Elementary School students and others, for nature study.

In addition to the two sports parks currently operated by Willamalane, the District is working with the City and Broad Base Programs to develop a new sports complex at 32nd and Main Streets. The private indoor facility may include a roller hockey rink and basketball and volleyball courts. The adjacent sports park may include facilities such as soccer fields, a play area, skatepark, and picnic shelter. Because of its broad range of recreational opportunities, it may meet the needs of a community park.

In the future, if additional land were acquired adjacent to Bob Artz or Guy Lee Parks and additional recreational facilities were developed, these facilities could also meet community park needs.

### *Public Involvement Findings*

Community Survey and Park and Recreation Fair Questionnaire respondents selected develop a sports park as one of the top two major projects most needed in Springfield (out of eight). However, the use of these sites may be

limited to sports participants if other facilities are not also developed on site. For example, a large majority of respondents have not been to Bob Artz Memorial Park (89.9%), although its recent development may be a factor in this use pattern.

### *Standards Analysis*

The District currently provides 0.30 acres of sports parks per 1,000 population (Table A-16). The need for this type of facility can best be analyzed by looking at the projected need for sports facilities (see Recreation Facilities section in this report).

### *Undeveloped Parkland*

In addition to its developed parks, the District has acquired properties for open space and future park development:

- Georgia-Pacific property
- Pierce property

A natural-area park is anticipated for the Georgia-Pacific property, a 125-acre riparian natural area in the South sub-area. It is bounded by the Mill Race to the north and the Willamette River to the south. The property was acquired through bargain sale by Willamalane, City of Springfield, and Springfield Utility Board in 1994. There is an agreement between the co-owners to develop a management plan for the property. Conceptual designs have been developed for the Mill Race portion of the site as part of the Mill Race improvement project. A constraint to future development is that no public access route currently exists to the property.

The Pierce property is 5.5 acres in the North sub-area between the EWEB Bike Path and Briggs Middle School. It has limited street access from the end of a cul-de-sac. There are opportunities to

work with the School District and EWEB on future improvements to the Pierce property as a neighborhood park and a wayside for the EWEB Bike Path.

No standard is proposed for undeveloped parkland, as it is land proposed for future development in one of the above categories.

**Community Recreation Facilities**

Community recreation facilities provide indoor recreational opportunities for District residents. The District owns four community recreation facilities including swim centers, a senior center, and a community center:

- Lively Park Swim Center (Splash!)
- Memorial Building Community Center
- Willamalane Adult Activity Center
- Willamalane Park Swim Center

These facilities are important recreation resources for the community and also attract regional use and contribute to community identity. Community recreation facilities are particularly important to youth. The need for these facilities is analyzed by facility type in the *Park and Facility Analysis Report* and is discussed briefly in the Recreation Facilities section of this report.

**Other Facilities**

Other District facilities include the Park Services Center and the Administration Center. In addition, the public can rent two historic buildings at Dorris Ranch for various functions. The District also owns rental houses at Dorris Ranch, one rental house on West D Street, and an apartment and office on South 2nd Street. These rental facilities should be evaluated to determine the best future use of these buildings.

**Administration Center**

The Administration Center is located on the Mill Race adjacent to Island Park. With the growth of District services, the building is reaching its capacity and parking is limited. Additionally, there is no disabled access to the downstairs rest room or offices. Comfortable meeting space for large groups is limited at this facility.

**Park Services Center**

The Park Services Center is a well-organized, centrally located facility that is reaching its capacity. As the District makes improvements to its parks and develops new ones over the next 20 years, additional property may be needed.

Although the facility is in a central location, its current entrance is between two homes on a residential street. In order to bring the site into compliance with City codes, the District will need to improve the existing entrance from 36th Street.

**Other Providers**

In addition to facilities provided by Willamalane Park and Recreation District, area residents have access to recreation facilities provided by others.

**School District 19**

School District facilities can be used by the public when they are not being used for school-related activities. However, access has been reduced in response to recent school violence, budget cuts, and increased school use. For example, chain link fences have been installed around many school facilities, thereby limiting access. Continuing to collaborate with the School District to increase community use of its significant recreation and open space (about 300 acres) and

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numerous recreation facilities should continue to be a priority for the District. An inventory of School District recreation facilities is contained in Table D-2.

### *City of Springfield*

The City of Springfield owns Pioneer Cemetery Park in the South sub-area, and the Pioneer Parkway Bike Path, a 1.5-mile-long, multipurpose, rail-trail, traveling from downtown Springfield to Hayden Bridge Road.

Other sites also have been acquired by the City for future development, including the Weyerhaeuser McKenzie Natural-Area Park and Booth-Kelly site. In addition, the City has plans for the development of the 42nd Street Pathway, a one-mile-long, multipurpose trail which would utilize the abandoned Weyerhaeuser right-of-way between Weyerhaeuser Gate and Marcola Road.

The District is exploring other potential collaborative efforts with the City of Springfield, such as the development of the jointly-owned Georgia-Pacific property and efforts to revitalize downtown.

### *Eugene Water & Electric Board (EWEB)*

The 2.5-mile-long, multipurpose EWEB Bike Path is located in the North sub-area between Pioneer Parkway and 35th Street. The 20-year-old trail is owned by EWEB and currently maintained by Lane County.

### *Adjacent Jurisdictions*

District residents also have access to Lane County's Howard Buford Recreation Area as well as other regional parks and boat launches, and to City of Eugene parks, including adjacent Alton Baker Park. Other regional providers include Oregon Parks and Recreation Department, as well as natural-resource opportunities provided by the U.S. Forest

Service and Bureau of Land Management. The District should continue to strengthen partnerships with other providers and to evaluate future needs with a regional perspective in mind.

### ***Districtwide Site Issues***

General observations for parks and recreation facilities are discussed below. For observations regarding specific parks and facilities, see the Parks and Facilities Analysis Report (MIG, Inc. 2002).

#### *Maintenance and Operations*

Park Services staff takes professional pride in the parks and open spaces they manage and maintain, and it shows. About 70% of Park and Recreation Fair participants were very satisfied with park and facility maintenance. Most Community Survey and Fair participants favored retaining the current level of maintenance even if funds were cut. Respondents did not favor closing rest rooms or reducing general cleanup in order to reduce park maintenance costs. They were most likely to support reduced watering or mowing and avoiding new park development to control or reduce costs. In open-ended responses, many of the respondents suggested involving the community through volunteer efforts to supplement park maintenance.

Alcohol consumption, security, vandalism, and transients continue to be problems in some parks.

#### *Site Furnishings*

Benches, picnic tables, trash cans, and signage vary throughout the District. There are no formalized standards for site furnishings in District parks. Most picnic tables are unfixed, on grass, and not accessible. A new park entrance sign style is being phased in throughout the District. Directional signage is not provided to many parks and facilities.



### *Plantings*

In most developed parks, plantings are primarily lawn and trees. Shrubs and perennials are used sparingly for visual interest, to mitigate problems such as steep slopes, and to provide buffers.

### *Irrigation*

Over the past several years, the District has converted irrigation at several parks from manual to automatic, resulting in water conservation, labor savings, and improved turf health and appearance. Consequently, most parks now have automatic irrigation systems.

### *Accessibility*

The Americans with Disabilities Act of 1990 (ADA) is a comprehensive civil rights law that provides equal access to goods, services, and facilities offered to the general public to people with disabilities. Recreation districts and other government agencies are addressed under Title II of this law. Title II requires each agency to complete a transition plan and self-evaluation in order to make their programs and services usable by people with disabilities.

When completing a transition plan, facilities are evaluated against the guidelines presented in the *Americans with Disabilities Act Accessibility Guidelines (ADAAG)*, which were first issued in 1991 (U.S. ATBCB, 1998). These guidelines address general facilities that are found throughout the built environment, such as parking, rest rooms, and walkways. Since that time, the Access Board has been developing specific technical provisions for recreation facilities. Accessibility guidelines for play areas were released in 2001. Guidelines for several other recreation facilities will be released this year, including boating facilities, fishing piers and platforms, golf courses, exercise equipment, shooting

facilities, and swimming pools and spas. More information about ADAAG and the Access Board can be found at <http://www.access-board.gov>.

Although a thorough ADA assessment was not possible within the scope of this project, access for people with disabilities is an issue at many District parks and facilities. To comply with the Americans with Disabilities Act and to maintain eligibility for federal grants, the District plans to update and adopt its ADA transition plan in the near future. The plan will document barriers at each facility, and will establish a schedule and budget for remediation. A District staff person has been identified to oversee plan implementation. As Willamalane renovates older facilities, access improvements must also be made as required by the ADA.

One major accessibility issue that the District needs to address is providing an accessible path of travel from parking areas to the park or facility and then within the park or facility itself to connect all accessible features. The surface of this pathway must be firm, stable, and slip resistant as prescribed in the ADAAG. Other major accessibility issues observed included:

- Cedar shavings, as opposed to accessible surfacing, used in children's play areas
- Slopes greater than five percent on walkways through parks
- Unpaved and inaccessible entrances into parks
- Inaccessible facilities, such as picnic tables and play areas

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### **Recreation Facilities**

Willamalane provides a variety of indoor and outdoor recreation facilities to support participation in specific recreation activities. The recreation facilities addressed in this report include:

Outdoor:

- Basketball Courts
- Boat Landings and Fishing
- Community Gardens
- Dog Parks
- Outdoor Water Play Park
- Playgrounds
- Skateparks
- Sports Fields: Football/Soccer
- Sports Fields: Adult Softball
- Sports Fields: Youth Softball
- Tennis Courts
- Trails – Paved, multipurpose
- Trails – Soft-surfaced
- Volleyball, sand or grass

Indoor:

- Community Center
- Teen Center
- Senior Center
- Indoor Basketball (Gymnasium)
- Swimming Pool, Indoor

The current inventory and proposed standards for these facilities are summarized in Table A-17. A complete inventory of existing facilities by park is included in Table D-1.

For the full discussion of recreation facility needs and an analysis of standards, see the *Park and Facility Analysis Report* (MIG, Inc. 2002).

### *Standards Analysis*

Future need for indoor and outdoor recreation facilities was determined by analyzing the existing level of service, the demand noted in the Comprehensive Plan public involvement process, and comparable standards. For some sports facilities, a demand model was created to compare the supply of fields with the demand created by current team use.

The School District plays a large role in the community in providing sports fields and facilities for competitive sports, as well as other recreation facilities.

Therefore, School District facilities were included to calculate current and future need for these facilities. A complete inventory by school is provided in Table A-17.

***Insert Table A-17***

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## **PROGRAM ANALYSIS**

A program analysis was conducted to identify community needs, and to tie future service needs to facility improvements. The study documented trends, public involvement results, and potential strategies for meeting community needs. It addressed the following program areas: aquatics; recreation programs for all age groups; community athletics; special events; marketing; partnerships; facility rentals; and program evaluation.

This section is a summary of that report. For additional detail, please refer to the *Recreation Program Analysis*, (MIG, Inc. 2002).

### **Methodology**

A variety of sources were used in the preparation of the Program Analysis including:

- Interviews with stakeholders
- All-staff and Recreation Services Division meetings
- Program participation data
- Community input received through the Park and Recreation Fair, Community Survey, and teen and non-user focus groups

### **Current Services**

The District provides programs and services throughout its parks, the Lively Park and Willamalane Park Swim Centers, Dorris Ranch, the Willamalane Adult Activity Center, the Memorial Building Community Center, and Springfield schools. Table A-18 shows program types and visitation numbers.

Willamalane's primary programs are:

- *Aquatics*: The aquatics program is a year-round comprehensive program for all ages, abilities, and interests. Services are offered at Lively Park Swim Center and Willamalane Park Swim Center. The program includes swim instruction, water exercise instruction, drop-in lap swim and water exercise, play swims, group rentals, and special events. In addition, Willamalane Swim Club, SD 19, other agencies, commercial contractors, individuals, or community groups use the swim centers for competitive trainings and swim or water polo meets, commercial rentals for SCUBA and kayak instruction, and special events.
- *Early Childhood Recreation*: The program offers developmentally appropriate classes for young children that focus on each child as an individual. Play-based classes endeavor to raise self-esteem, create independence, and foster creativity and imagination. Classes are provided at the Memorial Building Community Center and the Family Resource Center.
- *Little Kids Club*: Offers a variety of child care and preschool programs for young children. The program offers morning and all-day care programs.
- *Kids Club and Kids Club Kinders*: A before- and after-school care program for kindergarten through 5th grades. Kids Club is located at all Springfield elementary schools within the Willamalane boundaries. Kinders spend a portion of their day at Kids Club school sites and a portion of the day at the Memorial Building Community Center.

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- *After-School Enrichment/Recreation Program:* The After-School Enrichment/Recreation Program is designed to provide fun and educational activities and programs for elementary-aged children. Most programs occur during the after-school hours at each school site. After-school programs are held at each elementary school within the Willamalane District boundaries.
- *No-School Days:* Provides all-day programs for most no-school days. Activities might include sports, board games, crafts, swimming, or field trips.
- *Teen Activities:* The Willamalane Teen Center provides a safe, supervised environment where middle school-age kids can hang out after-school and during their free time. Middle School dances and some off-site activities also are offered.
- *Summer Camps:* Offers seasonal recreation camps for preschool children to high school youth.
- *Special Events:* Offers opportunities for families or specific age groups to celebrate the season, attend educational sessions, or participate in athletic activities throughout the year.
- *Community Athletics:* Provides team sports and athletic programs (from walking to aerobics) for all ages.
- *Adults of All Ages:* Provides a variety of adult programs, including community athletics, aquatics, and creative arts.
- *Adult 50+ Activities:* The Willamalane Adult Activity Center is a multipurpose center, open to adults 50 and over, that offers educational lectures, classes, health and wellness programs, fitness programs, computer classes, and a travel program.
- *Specialized Recreation:* Willamalane offers a wide range of programs designed primarily for teens and adults who have developmental disabilities. Program areas include social events, sports and recreation, and arts and crafts.
- *Dorris Ranch:* Dorris Ranch is Springfield's unique living history farm. Established in 1892, the 250-acre farm is Oregon's oldest working filbert (hazelnut) farm. It offers walking tours, special events, facility rentals, and living-history school programs.

Program Type	Name	Visits	Individuals
<b>Early Childhood Recreation</b>	Early Childhood Rec	1,926	531
	Preschool	5,046	29
	<b>Subtotal</b>	<b>6,972</b>	<b>560</b>
<b>Kids Club/School Programs</b>	Little Kids Club	2,262	13
	Kids Club Kinders	7,830	45
	Kids Club	38,976	224
	Willamalane After-School	8,208	2,592
	No-School Days	1,785	105
	<b>Subtotal</b>	<b>59,061</b>	<b>2,979</b>
<b>Teen Programs</b>	Teen Activities School Year	12,468	1,232(a)
<b>Summer Camps and Recreation Programs</b>	Kids Club Day Camp	4,655	150
	Little Kids Club Day Camp	784	25
	Teen Challenge Camp	1,372	60
	<b>Subtotal</b>	<b>6,811</b>	<b>235</b>
<b>Special Events</b>	Egg Hunt	2,800	2,800
	Children's Celebration	5,000	5,000
	Breakfast with Santa	400	400
	Concert Series	9,000	n/a
	<b>Subtotal</b>	<b>17,200</b>	<b>8,200</b>
<b>Specialized Recreation</b>	General	810	810
	Head Injured	288	6
	Trip	30	10
	<b>Subtotal</b>	<b>1,128</b>	<b>826</b>
<b>Community Athletics</b>	Bobby Quick	1,680	70
	THS Boys	300	60
	THS F-ball	2,215	335
	SHS F-ball	390	85
	Fitness	4,500	200
	Basketball	7,700	770
	Softball	20,625	2,325
	Tennis	266	50
	<b>Subtotal</b>	<b>37,676</b>	<b>3,895</b>
<b>Adult Recreation</b>	Volkswalks	110	110
	Bike Rides	7	70
	<b>Subtotal</b>	<b>117</b>	<b>180</b>
<b>Dorris Ranch</b>	Living History Program	3,800	3,800
	A Day on the Farm	1,200	1,200
	Haunted Hayride	1,200	1,200
	Powwow	1,500	1,500
	<b>Subtotal</b>	<b>7,700</b>	<b>7,700</b>
<b>Aquatics</b>	Lively	159,905(b)	n/a
	Willamalane	142,656(b)	n/a
	<b>Subtotal</b>	<b>302,561</b>	<b>n/a</b>
<b>Senior Activities</b>	Adult Activity Center	152,314	6400
<b>Totals</b>		<b>439,226</b>	<b>n/a</b>

(a)This number is not known with accuracy

(b)These numbers include repeated visits and n/a = Information not provided

Source: Willamalane Park and Recreation District

Table A-18: Willamalane Programs, 2000-2001

## Appendix A

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### **Key Findings - Program Analysis**

The benefits residents desire the most from the District's parks and recreation programs are listed below. These benefits should guide the District's program planning and evaluation:

- Promote youth development
- Provide opportunities to enjoy nature
- Help seniors and disabled people remain active and socially engaged
- Provide quality time for families
- Improve health and wellness

The following is a summary of other major findings from the *Recreation Program Analysis* (MIG, Inc. 2002):

- Community needs are constantly evolving. An evaluation of existing programs on an ongoing basis in relationship to changing community needs, attendance, and achievement of program outcomes would allow the District to adjust services to meet community needs.
- Currently, some recreation programs are not at capacity while others are full. An increase in marketing and program expansion would help balance the enrollment.
- The Latino population in the District is growing and will need additional services.
- Community residents feel that these groups should be the major focus of program expansion: 1) teens; 2) seniors; 3) middle school youth; and 4) families.
- Currently, programming for adults is limited and residents think that the District should serve all age groups. Providing fully self-supporting programs for adults may allow the

District to expand adult programming at the lowest possible cost.

- The School District and Willamalane have both been offering after-school programs. The District needs to continue collaboration with the School District to avoid duplication of services and to obtain federal funding for these services.
- There is concern about maintaining program affordability. Providing a mix of higher-cost programs designed to produce revenue above expenses and low-cost, drop-in activities to ensure program affordability could be explored. Additional ways to ensure affordability, such as expanding scholarships, also could be explored to ensure that programs are accessible to low-income people.
- District residents have busy and active lifestyles. Drop-in activities may be of greater interest to this group than ongoing class enrollment.
- Currently, the District's programming for young adults 18-24 years of age is limited. This group has a high interest in sports activities. These and other factors indicate a potential for expanding young adult programming through self-supporting sports programs.
- Many adults aged 45-64 have active lifestyles and want facilities and recreation services to match their interests. Traditional senior programming may not respond to the interests of this group.
- Special events have the potential of meeting many of the primary benefits of parks and recreation identified by community members. In many communities, these events are revenue generating rather than subsidized.



- People with disabilities need access to District facilities and services. The District is planning to implement a complete program self-evaluation of accessibility and integration efforts that will identify possible areas for improvement as required by the Americans with Disabilities Act.
- The District could benefit from ways to increase revenue while meeting community needs. Facility rentals, such as meeting space, wedding sites, and picnic areas, can generate revenue and provide an important service to the community.
- Computer use is the top recreation activity in the District, but reported use of the Willamalane Web site is low. The Willamalane Web site has great potential for increased use.
- Results of the Community Survey indicate that there is a need to increase residents' awareness of programs. Targeted marketing strategies focusing on the benefits provided by participation should be considered.
- Additional partnership efforts continue to be needed to maximize services to residents.
- Willamalane has not recently conducted a comprehensive review of its policies regarding self-support and revenue generation from recreation programs.
- District residents need to understand the need for fees and charges to support recreation programs. An informational campaign to inform residents about where their District taxes go and why recreation programs depend on fees and charges could increase understanding.
- The public involvement findings described in this report are a rich source of program opportunities.
- Maintaining high-quality staff is critical to District success. Providing ongoing staff development and training could help maintain and improve staff skills.
- During community involvement activities, District residents identified the primary benefits of parks and recreation and their top ten recreation activities. This information can be used to expand or adjust programs.

## Appendix A

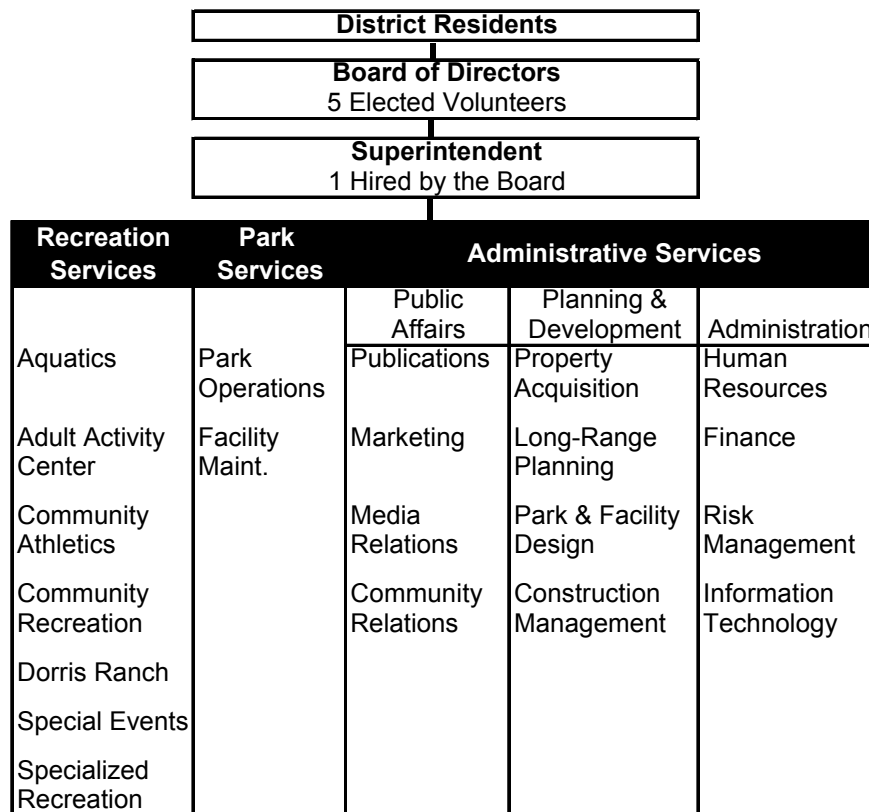
### MANAGEMENT AND OPERATIONS ANALYSIS

#### Organizational Structure

Unlike many communities in Oregon, Springfield's park and recreation governing body exists separately from the City government. Willamalane Park and Recreation District was organized on September 29, 1944, when voters in Springfield and Glenwood approved a proposal to create Willamalane as the state's second special-purpose park and recreation district. Since its inception, it has grown from serving an area of less than 3 square miles and a population of 3,800 to having a service area of over 23 square miles and serving more than 52,000 people. Willamalane is governed by a policy-making Board of Directors

consisting of lay people who are elected by the public (Figure A-1). The Superintendent, who is hired by the Board, oversees the District's three divisions: Recreation Services; Park Services; and Administrative Services.

The Willamalane Park and Recreation District employs about 49 full-time personnel and 88 part-time employees during the year. As a means of comparison, Willamalane Park and Recreation District has the equivalent of one full-time employee per 1,276 persons living in the planning area. Tualatin Hills Park and Recreation District has a ratio of one employee per 1,418 persons and North Clackamas Park and Recreation District has a ratio of one employee per 2,815 persons. Table A-19 breaks down the labor force by major category.



Source: Willamalane Park and Recreation District  
Figure A-1: District Organization

Cost Center	Full-Time	Part-Time	Total FTE
<b>Administration</b>			
Supt/Development	3.0		3.0
Marketing	2.0	0.9	2.9
Planning	3.0		3.0
Administration	5.0	1.7	6.7
<b>Sub Total</b>	<b>13.0</b>	<b>2.6</b>	<b>15.6</b>
<b>Recreation</b>			
Administration	1.0	0.2	1.2
General Recreation	4.0	3.9	7.9
Athletics	1.0	0.8	1.8
Comm. Recreation	4.0	33.4	37.4
Aquatics	4.9	34.4	39.3
Adult Activity Center	6.0	6.8	12.8
Special Rec		1.0	1.0
<b>Sub Total</b>	<b>20.9</b>	<b>80.5</b>	<b>101.4</b>
<b>Park Services</b>			
Administration	2.0		2.0
Operations	13.0	4.0	17.0
<b>Sub Total</b>	<b>15.0</b>	<b>4.0</b>	<b>19.0</b>
<b>Total</b>	<b>48.9</b>	<b>87.1</b>	<b>136.0</b>

Source: Willamalane Park and Recreation District

Table A-19: Personnel Requirements by Cost Center, FY 2003

### Total Operating Budget

For purpose of this analysis, the operating budget for the District is divided into two general categories--the Total Fund, which represents revenue from all sources, and the General Fund, which only includes the Administration, Recreation Services, and Park Services funds.

Except for an increase in the 2000 and 2001 fiscal years, the overall operating budget has remained fairly constant (Table A-20). The reason for the increase these two years was the issuance of bonds to cover the repair and upgrade of the Willamalane Park Swim Center.

Fiscal Year	Total Operating Budget	% of Change
1998	\$10,828,520	
1999	\$11,101,266	2.5
2000	\$15,034,963	35.4
2001	\$13,076,963	(15.0)
2002	\$11,544,641	(11.7)

Source: Willamalane Park and Recreation District

Table A-20: Total Operating Budget, FY 1998-2002

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The District's total operating budget is divided into eight categories. These are shown in Table A-21. A description of each fund follows.

- **General Fund:** Revenue from property taxes and fees and charges makes up the major revenue sources for this category. Administration, Recreation Services, and Park Services make up most of the expenses.
- **Bonded Debt Fund:** This is a fund dedicated to financing debt service for the two general obligation bonds sold to finance the two swimming pool projects.
- **Capital Improvement Fund:** Capital development projects are funded from this source.
- **System Development Charges (SDCs):** SDCs are fees imposed on residential development. This revenue source is used for land acquisition, and park and facility development. The fund amount varies from year to year depending upon construction and/or parkland acquisition activity in the District.
- **Dorris Ranch Fund:** This is a special revenue fund dedicated to the development and operation of Dorris Ranch.
- **42nd Street Property Fund:** This fund included revenue from a house rental on the site and was used to pay for the maintenance of the site. The property was divested in 2003.
- **Ruff Property Fund:** This is a special revenue fund that is used for fund-raising and development of this site.
- **Vehicle/Equipment Reserve:** Money is reserved for the purchase and maintenance of operating equipment.

Fund	Revenue by Category	% of Total
General Fund	\$8,328,897	72.1
Bonded Debt Fund	\$1,177,791	10.2
Capital Improvement Fund	\$517,173	4.5
SDC Fund	\$1,223,696	10.6
Dorris Ranch Fund	\$149,764	1.3
42 <sup>nd</sup> St. Property Fund	\$31,750	0.3
Ruff Property Fund	\$6,150	0.1
Vehicle/Equip. Fund	\$109,420	0.9
Total	\$11,544,641	100.0

Source: Willamalane Park and Recreation District

Table A-21: Budget by Fund Category, FY 2002

**General Fund Budget**

*Revenues*

For this analysis, only the General Fund category will be reviewed. It represents about 69% of the total operating budget. The General Fund represents tax-generated revenue, as well as grants, fees and charges, donations, and other miscellaneous related items. The General Fund is the most useful for comparison with other park and recreation agencies.

As illustrated in Table A-22, property taxes make up the highest portion of the General Fund revenue (65%). Fees and charges from program services account for 22% of the revenue.

Revenue Source	Amount	% of Total
Taxes	\$5,394,731	64.77
Fees & Charges	\$1,866,722	22.41
Interest Income	\$50,000	0.60
Grants	\$309,516	3.72
Donations	\$27,200	0.33
Miscellaneous	\$67,241	0.81
Cash Carryover	\$613,487	7.36
<b>Total</b>	<b>\$8,328,897</b>	

Table A-22: General Fund Revenue Sources, FY 2002

*User Fees*

Willamalane's program for fees and charges was examined in light of nationwide trends and community input, and potential strategies for fees and cost recovery were suggested.

In this section, direct and supervisory costs are considered, but not facility-related costs.

Generally in communities, recreation programs are funded through a combination of general funds and user fees. To a lesser extent, grants or corporate sponsorships can be a source of funding. Up until the late 1960s and 1970s, programs were often offered free of charge.

With overall decreases in public funding and more constraints to increased property taxes, recreation agencies across the country now rely more on user fees for program funding.

A variety of strategies is used by park and recreation agencies to set program fees. Generally, policies are based on the *priority of the program area, community expectations* regarding fees and charges, and *trends* in the field of parks and recreation. For example, if serving teens is a high community priority, lower fees may be set to increase use and make programs accessible. Often fees and charges cover the majority of the cost for adult programs and athletics. Programs for youth, seniors, and individuals with disabilities are frequently subsidized. Most aquatic programs are subsidized. Agencies often design some programs to generate a profit, such as special events and golf. Sometimes this profit is earmarked for the operation of the profit center. It can also be returned to the general fund to subsidize less profitable programs that are highly valued by the community.

There is great concern in the community about keeping programs affordable. Willamalane residents do not expect to pay fees that fully cover program costs. However, community expectations about fees and charges

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may not be aligned with the realities of District finances.

According to the Community Survey, most respondents indicated that program participants should pay between 25-50% of the program cost in fees. Almost half of the Survey respondents thought non-District residents should pay all the cost of programs (100% self-supporting). Survey respondents thought programs for preschoolers and people with disabilities should be the most highly subsidized, while programs for adults should have the highest level of self-support.

When calculating program costs, many communities consider direct staff cost, cost of supervisory staff, and program supplies, but not facility-related or administrative costs. Many communities now strive for programs that are 50-75% self-supporting overall, with higher levels for certain programs. Often, these goals are phased in over time.

As illustrated in Table A-23, five of Willamalane's ten Recreation Services Division departments operate with budgets which are at least 50% self-supporting. Community Athletics, Lively Park Swim Center programs, and Early Childhood Recreation have the highest level of self-support, while Specialized Recreation and Memorial Building Community Center Activities have the lowest (8.94% and 15.72% respectively). Overall, Willamalane's programs and services are 60% self-supporting.

The following are potential strategies for readjusting Willamalane's fees and charges schedule:

- Conduct a fees and charges study to more fully evaluate the potential for achieving more revenue.
- Refine Willamalane's policy regarding self-support.

- Identify potential revenue-producing programs.
- Develop an information campaign to inform residents about where their District taxes go and why recreation programs depend on fees and charges.

## Community Needs Assessment

Department	Revenue	Expense <sup>A</sup>	Net Surplus/ (Subsidy)	Self- Supporting <sup>B</sup>	
<b>Early Childhood Recreation</b> <i>Department 242</i>	180,875	219,475	(38,600)	82.41%	
<b>Kids Club/School Programs</b> <i>Department 241</i>	450,808	676,707	(225,899)	66.62%	
<b>Teen Programs</b> <i>Department 243</i>	79,398	146,464	(67,066)	54.21%	
<b>Special Events</b> <i>Department 244</i>	16,166	44,391	(28,225)	36.42%	
<b>Specialized Recreation</b> <i>Department 280</i>	3,348	37,468	(34,120)	8.94%	
<b>Community Athletics</b> <i>Department 230</i>	106,438	108,731	(2,293)	97.89%	
<b>Dorris Ranch</b> <i>Department 210</i>	17,651	72,849	(55,198)	24.23%	
<b>Aquatics</b> <i>Department 252</i> <i>Department 251</i>	Lively Willamalane	553,477 141,664	669,030 350,186	(115,553) (208,522)	82.73% 40.45%
<b>Senior Activities</b> <i>Department 270</i>	184,480	488,458	(303,978)	37.77%	
<b>Memorial Building Activities</b> <i>Department 220</i>	19,394	123,388	(103,994)	15.72%	
<b>Total</b>	1,753,699	2,937,147	(1,183,448)	59.71%	

Source: Willamalane Park and Recreation District, MIG, Inc.

<sup>A</sup> Expense includes direct costs, staff costs, supervisory costs, and program supplies. Not included are facility-related or administrative costs.

<sup>B</sup> Shows percent of program revenue (fees and charges) that offsets the expense (revenue/expense).

Table A-23: Recreation Services Division Percent of Self-Support, 2000-2001

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### Expenditures

Table A-24 shows District expenditures by category. The Recreation Services Division is allocated the largest portion of the General Fund at 54%. The Administrative Services and Park Services Divisions utilize about equal shares of the fund (\$1 million).

However, if the administrative costs within the Recreation and Park Services Divisions were added to the Administrative Services account, it would amount to about 20% of the General Fund.

Within the Recreation Services Division, aquatics makes up the major portion at 29%. The net cost to provide aquatic services (after revenue is deducted) amounts to about \$2.97 per visitor use.

Park Services accounts for 15% of the budget, which is below average when compared to most other park agencies MIG has studied. Many agencies spend in the 30% to 35% range for park maintenance.

The subsidy rate reflects the amount of tax dollars supporting each department. Table A-25 reports this information based on the Willamalane FY 2003 budget. As expected, the Administrative Services and Park Services Divisions produce the least amount of revenue and, therefore, have high subsidy rates. The Recreation Division, which produces 97% of the non-tax revenue from fees and charges, has a subsidy rate of 51%.

Item	Expenditure	% of Total
Administrative Services	\$1,397,665	16.78
Recreation Services Division	\$4,495,352	53.97
Park Services Division	\$1,268,509	15.23
Debt Payments/Transfers	\$545,070	6.50
Contingency	\$622,301	7.50
Total	\$8,328,897	100.00

Source: Willamalane Park and Recreation District

Table A-24: Expenditures by General Fund Category, FY 2002



Item	FY 2003 Expenditures (Adopted Budget)	Percent of Division	Percent Subsidy
Administrative Services Division			
Board/Superintendent	\$289,654	20.7	100
Public Affairs	267,896	19.2	97
Planning & Development	201,232	14.4	100
Human Resources	188,207	13.5	100
Accounting	128,984	9.2	100
Risk Management	231,850	16.6	84
Administration Center	89,842	6.4	100
<b>TOTAL Admin Svcs</b>	<b>\$1,397,665</b>	<b>100.0</b>	<b>97</b>
Recreation Services Division			
Administration	\$154,037	3.4	100
Mem. Bldg. – Front Office	272,707	6.1	89
Mem. Bldg. – Comm Ctr.	107,494	2.4	100
Athletics	155,229	3.5	11
Comm. Rec. – General	307,610	6.8	100
Comm. Rec. – Elem.	566,671	12.6	19
Comm. Rec. – Early Child	182,024	4.1	(7)
			Table continues on next page ...

Source: Willamalane Park and Recreation District

Table A-25: Expenditures and Percent Subsidy by General Fund Category, FY 2003 Adopted Budget

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Item	FY 2003 Expenditures (Adopted Budget)	Percent of Division	Percent of Subsidy
Comm. Rec. – Teen	68,102	1.5	17.0
Comm. Rec. – Special Events	29,060	0.6	28.0
Comm. Rec. - BEST	197,216	4.4	0.0
Comm. Rec. – School Plus	93,400	2.1	(1.0)
Aquatics - General	347,431	7.7	97.1
Aquatics – WPSC	481,259	10.7	52.0
Aquatics - LPSC	841,510	18.7	37.0
Adult Activity Center	660,541	14.7	67.0
Specialized Recreation	31,061	0.7	87.0
<b>TOTAL Rec Svcs</b>	<b>\$4,495,352</b>	<b>100.0</b>	<b>51</b>
Park Services Division			
Administration	\$145,201	11.4	91.0
Operations	948,358	74.8	100.0
Vehicles and Equipment	56,800	4.5	96.0
Structures and Systems	46,800	3.7	100.0
Site Improvements	37,550	3.0	88.0
Horticulture & Grounds	33,800	2.7	96.0
<b>TOTAL Park Svcs</b>	<b>\$1,268,509</b>	<b>100.0</b>	<b>98</b>
<b>GRAND TOTAL</b>	<b>\$7,161,526</b>		<b>68</b>

Source: Willamalane Park and Recreation District

Table A-25: Expenditures and Percent Subsidy by General Fund Category, FY 2003 Adopted Budget  
(continued from previous page)

**Park Maintenance Cost**

The Willamalane Park and Recreation District spends approximately \$4,248 per acre for maintenance of developed parkland. This figure is about average for other Oregon park and recreation districts (Table A-26).

District	Parks Maintenance Budget	Maintained Acres	Cost per Acre
Willamalane Park and Recreation District, Springfield, Oregon	\$1,244,707	293	\$4,248
North Clackamas Park & Recreation District, Milwaukie, Oregon	\$430,587	101	\$4,263
Tualatin Hills Park and Recreation District, Beaverton, Oregon	\$6,980,031	1,716	\$4,067
Bend Metro Park and Recreation District, Bend, Oregon	\$2,169,382	475	\$4,567
Chehalem Park and Recreation District, Newberg, Oregon	\$475,750	88	\$5,406

Source: Willamalane Park and Recreation District

*Table A-26: Maintenance Cost per Maintained Acre of Selected Park Districts in Oregon*

Note: Willamalane staff maintains over 670 acres of parkland and open space. This table looks at developed parkland only for comparison purposes. While large natural areas have been removed from the total, Park Services Division staff has responsibility for oversight of these areas also. In addition, not all PSD costs go directly to parks: approximately 25% of the labor costs for the Electrician, Structures Supervisor, and Mechanic positions are spent on recreation-related special events. The Park Services budget has been adjusted to remove fuel and maintenance costs for Recreation Services Division vans.

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### **Debt Service**

The District has a total of nine outstanding, long-term debts consisting of general obligation bonds and loans. However, the two major loans are general obligation bonds for the construction and improvements of the two swimming pools. A breakdown of these loans is as follows:

WPSC Pool Bond	\$3,535,000
LPSC Construction Bond	\$1,920,000
Miscellaneous Loans	375,324
<b>Total</b>	<b>\$5,830,324</b>

The District is currently paying about \$1.2 million annually to debt service. At the end of 2009, the District will be free from all bonded debt.

The current assessed valuation of the District is about \$2,658,000,000. If a future bond measure was passed, a \$10 million bond calculated at a rate of 5.25% paid over 20 years would cost the tax payer about \$0.31 per \$1,000 assessed valuation.

### **Key Findings - Management and Operations Analysis**

- There is great concern in the community about keeping programs affordable. Willamalane residents do not expect to pay fees that fully cover program costs. However, community expectations about fees and charges may not be aligned with the realities of District finances.
- The Recreation Services Division, which produces 97% of the District's non-tax revenue from program fees and charges, has an overall subsidy rate of 51%. When facility-related and administrative costs are removed, Willamalane's programs and services are 60% self-supporting. Many communities strive for programs that average 50-75% self-support.

- Increasing the schedule of fees and charges may reduce the subsidy rate for individual programs and also provide more revenue for additional District services if enrollment numbers do not decrease.
- Under the current organization, Administration accounts for 17% of the General Fund. If the administrative costs for the Recreation Services and Park Services Divisions were added to this account, it would reflect 20% for administration. Most agencies try to keep administrative costs to about 15-20%.
- The District currently spends about \$4,248 per developed acre for park maintenance. This is in line with most park and recreation districts in Oregon.
- Approximately \$1.2 million is spent annually on debt service for repayment of bonds on the swimming pool improvements. The last of these bonds will be paid off in the year 2009. A new \$10 million bond would cost the taxpayer about \$0.31 per \$1,000 assessed valuation.