

BEFORE THE BOARD OF COMMISSIONERS OF LANE COUNTY, OREGON

ORDINANCE NO: PA 1392

IN THE MATTER OF ADOPTING WILLAMALANE PARK AND RECREATION DISTRICT'S 2023 PARK AND RECREATION COMPREHENSIVE PLAN AS THE RECREATION ELEMENT OF THE SPRINGFIELD COMPREHENSIVE PLAN, REMOVING AND REPLACING THE 2012 PARK AND RECREATION COMPREHENSIVE PLAN, ADOPTING TYPE II TEXT AMENDMENTS TO THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN, ADOPTING THE WILLAMALANE PARK AND RECREATION DISTRICT'S PARK AND RECREATION COMPREHENSIVE PLAN AS A SPECIAL PURPOSE PLAN OF THE LANE COUNTY RURAL COMPREHENSIVE PLAN, AND ADOPTING A SAVING CLAUSE SEVERABILITY CLAUSE, AND PROVIDING AN EFFECTIVE DATE (File No. 509-PA24-05048)

**WHEREAS**, the City of Springfield relies on the Willamalane Park and Recreation District (Willamalane) for the provision of park and recreation services, sites, maintenance, acquisition, development, programs, administration and Board of Directors oversight; and

**WHEREAS**, Chapter III-H of the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) recognizes the affiliation between Willamalane, the City of Springfield, and Lane County, as well as the role of Willamalane in park and recreation planning in the metropolitan area; and

**WHEREAS**, in 2013, Willamalane prepared and the governing bodies of Lane County and Springfield adopted Willamalane's 2012 Park and Recreation Comprehensive Plan as a Refinement Plan of the Eugene-Springfield Metropolitan Area General Plan (Metro Plan), which replaced prior versions; and

**WHEREAS**, Willamalane updates its Park and Recreation Comprehensive Plan based on a 10-year updated cycle; and

**WHEREAS**, Willamalane presented the results of its Community Needs Assessment to the Springfield and Lane County Planning Commissions on November 15, 2022, to the Springfield City Council on November 21, 2022, and to the Lane County Board of County Commissioners on November 29, 2022 and sought input on from these officials to inform the 2023 Park and Recreation Comprehensive Plan; and

**WHEREAS**, the Willamalane Board of Directors adopted the 2023 Park and Recreation Comprehensive Plan on September 13, 2023 at a public hearing and has now submitted the Plan to the City of Springfield and Lane County for review and adoption; and

**WHEREAS**, the Willamalane Park District extends outside of the Springfield Urban Growth boundary and Eugene-Springfield Metro Plan boundary, so the 2023 Park and Recreation Comprehensive Plan is now adopted as a Special Purpose Plan to the Lane County Rural Comprehensive Plan (RCP) and a reference thereto is added to LC 16.400 with Ordinance No. 24-03; and



**WHEREAS**, the goals, strategies and actions contained in Willamalane's 2023 Park and Recreation Comprehensive Plan are consistent with the policies of Chapter III-H of the Metro Plan, with RCP Goal 8, with Chapter 660 Division 34 of the Oregon Administrative Rules, and with Statewide Planning Goal 8; and

**WHEREAS**, the City of Eugene received a referral of the proposed Willamalane Park and Recreation Comprehensive Plan on September 20, 2023 and returned a response of no regional impact, opting out of the adoption process; and

**WHEREAS**, the Planning Commissions of Springfield and Lane County conducted a joint public hearing on Willamalane's proposed 2023 Park and Recreation Comprehensive Plan on April 2, 2024, and forwarded recommendations to the Springfield City Council and Lane County Board of Commissioners to adopt the Plan for application inside the city limits of Springfield and outside of the Springfield city limits, respectively, which includes properties owned by Willamalane Park and Recreation District; and

**WHEREAS**, the Lane County Board of Commissioners conducted a joint public hearing on this proposal on June 10, 2024 with the Springfield City Council, and is now ready to take action based upon the above recommendations and evidence and testimony already in the record as well as the evidence and testimony presented at the joint elected officials public hearing; and

**WHEREAS**, Lane Code 12.100.060 requires Lane County participation in all refinement plan adoptions or amendments which affect land outside the city limits of Springfield and Policy 12, Chapter IV of the Metro Plan requires a demonstration that all refinement and functional plans are consistent with the Metro Plan, but does not require an amendment to the Metro Plan to adopt functional plans found to be consistent with the Metro Plan; and

**WHEREAS**, substantial evidence exists within the record demonstrating that the proposal meets the requirements of the Metro Plan, Lane Code 12.300.030, Lane Code 16.400, and applicable state and local law as described in the findings attached as Exhibit "C", incorporated here by this reference and adopted in support of this Ordinance.

**NOW, THEREFORE**, the Board of County Commissioners of Lane County Finds and Orders as follows:

**1:** The Willamalane Park and Recreation District Comprehensive Plan (September 13, 2023), as more particularly described and set forth in **Exhibit A** attached and incorporated here by this reference, is hereby adopted as a refinement plan to the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) for land outside the Springfield city limits and within the Metro Plan boundary, including all properties owned by the Willamalane Park and Recreation District as shown in the adopted refinement plan.

**2:** The Willamalane Park and Recreation District Comprehensive Plan (September 13, 2023), as more particularly described and set forth in **Exhibit A** attached and incorporated here by this reference, is hereby adopted as a special purpose plan to the Lane County Rural Comprehensive Plan for land outside the Springfield Urban Growth boundary and the Metro Plan boundary, including all properties owned by the Willamalane Park and Recreation District as shown in the adopted refinement plan.

**3:** The Metro Plan is hereby amended to repeal the 2012 Willamalane Park and Recreation Comprehensive Plan as a refinement plan of the Metro Plan.


**4:** The text amendments to the Metro Plan, as more particularly described and set forth in **Exhibit B** and incorporated by this reference, are hereby adopted.

**5:** The findings set forth in **Exhibit C** to this Ordinance are incorporated by this reference adopted in support of this Ordinance. The adopting City of Springfield Ordinance is attached as **Exhibit D** to this Ordinance.

**6:** If any section, subsection, sentence, clause, phrase or portion of this Ordinance is for any reason held invalid or unconstitutional by a court of competent jurisdiction, such portion shall be deemed a separate, distinct and independent provision and such holding shall not affect the validity of the remaining portions thereof.

**7:** Effective date of Ordinance. The effective date of this Ordinance is as provided in the Chapter IX of the Springfield Charter and Section 2.110 of the Springfield Municipal Code, 30 days from the date of passage by the Council and approval by the Mayor; or upon the date that an ordinance is enacted by the Lane County Board of County Commissioners approving the same amendments as provided in Sections 1 through 3 of this Ordinance; or upon acknowledgment under ORS 197.625; whichever occurs last.

**ADOPTED** this 30th day of July, 2024.



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Laurie Triege, Chair  
Lane County Board of Commissioners

# Willamalane Park and Recreation District

## **COMPREHENSIVE PLAN**

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September 2023





RESOLUTION  
No. 23-24.01

**RESOLUTION**

**TO ADOPT THE WILLAMALANE PARK AND RECREATION  
20 YEAR COMPREHENSIVE PLAN**

**WHEREAS**, the Willamalane Park and Recreation District (Willamalane) has updated its 20-year Park and Recreation Comprehensive Plan to guide future parks, natural areas, recreation facilities, programs and services for Springfield and its urbanizable area; and

**WHEREAS**, Willamalane has concluded the planning process for the 20-year Park and Recreation Comprehensive Plan including, but not limited to, an extensive public input process from the general public as well as from partner governing agencies;

**WHEREAS**, all Park and Recreation Comprehensive Plans previously adopted by Willamalane Park and Recreation District are replaced and superseded by the Park and Recreation Comprehensive Plan dated September 13, 2023;

**NOW, THEREFORE**, be it known that the Willamalane Park and Recreation District Board of Directors hereby adopts the Park and Recreation Comprehensive Plan dated September 13, 2023.

WILLAMALANE PARK AND RECREATION DISTRICT

By: \_\_\_\_\_

Chris Wig, Board President

ATTEST

By: \_\_\_\_\_

Michael Wargo, Executive Director/Secretary



# Acknowledgments

## Board of Directors

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Gregory James, *Director*

Renee Jones, *Vice President*

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Lane County Staff

Springfield Alliance for Equity and  
Respect (SAfER, a program of Community  
Alliance of Lane County)

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Indigenous Planning Consultant*



Thank you to the thousands of people  
in the community who contributed  
ideas, considerations, and time  
throughout the planning process.

We dedicate this plan to you!



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# 1



## Executive Summary

The Executive Summary for the Willamalane 2023 Park and Recreation Comprehensive Plan is intended to introduce and summarize key portions of the plan. To gain a full understanding of the plan, methodology, and data, each section and noted appendices should be reviewed.



## WILLAMALANE PARK AND RECREATION DISTRICT

### Background

The Willamalane Park and Recreation District operates as an autonomous special district in the city of Springfield, Oregon and owns and operates parks and facilities under the guidance of an elected Board of Directors. The operation of the district is overseen by an Executive Director who, along with senior leadership, delivers an award-winning and nationally accredited parks and recreation program. Willamalane has provided a high level of service since 1944 and is proud to be the first special district providing parks and recreation services in the state of Oregon. Willamalane is a two time recipient of the National Recreation and Park Association Gold Medal (1986 and 2016), identifying it as the best park and recreation agency in the country serving a population between 30,001 and 75,000. The district also achieved national accreditation (CAPRA) from the National Recreation and Parks Association in 2022.

### The Purpose of This Plan

This park and recreation comprehensive plan is an update to Willamalane's 2012 Park and Recreation Comprehensive Plan.

In the past 10 years, Willamalane staff worked diligently to implement the 2012 plan's strategies and actions. Highlights of these efforts include:

- Improvements to 16 parks and facilities
- Built four new neighborhood parks and made renovations at eight parks
- Constructed over 14 miles of trails
- Provided access to over 700 additional acres of natural area
- Conducted upgrades at three facilities
- Constructed seven new restroom facilities
- Expanded recreation and programming across the district

This plan, along with other local and regional planning documents, provides a roadmap for the district to operate over the next 10 years and beyond.

Since 2012, the Springfield community has changed significantly. In January 2022, the district hired



BerryDunn, a nationally known management consulting firm specializing in parks, recreation, and libraries, to work with the community to update the plan. The consultant team immediately began to determine how the district and the community it serves has changed since its last planning effort.

### Changes in District Residents' Profile

- The population grew from 67,738 in 2010 to 70,337 in 2020.
- The age of community members is getting older. The median age increased from 34.6 years in 2010 to 38.4 years in 2020.
- The people living within the Urban Growth Boundary (UGB) have become more diverse. In 2010, the Latinx community made up 11.32% of the population in Springfield's UGB. Currently, 14.84% of the Springfield's UGB population is Latinx and it is projected to increase to 16.95% by 2026.

### Changes in Park Inventory

- The district has doubled its available park space since 2012, adding 851 acres. Much of this growth took place at the Thurston Hills Natural Area, increasing available natural areas to 920 acres. As a result, the district expanded its operations by creating a natural resources department which is currently staffed by two employees.

## Executive Summary

- The district increased the overall inventory of parks from 37 to 45.

### Changes in Staffing and Leadership

Willamalane has seen significant change in staff and leadership since 2012. Staffing levels also decreased from 186 full-time equivalent (FTE) positions in 2020 to 171 FTE in 2023.

### Planning Process Summary

The process to create and update this plan included oversight by a project team that met periodically during the 18-month planning process to advise the consultants on direction and content for the plan. The project team included Willamalane staff, leadership, and project managers from BerryDunn. The project team guidance was informed through regular meetings with a district-wide staff advisory committee, monthly progress reviews provided to Willamalane's Board of Directors, and regular meetings with project partners including the City of Springfield and Lane County.

The consultant team working on the project included RRC Associates, a national survey research firm, and SERA Architects, a landscape architecture firm. Willamalane also contracted with local community partners to help facilitate community conversations during the community outreach process. This collaborative approach helped to create a plan that blends the local knowledge of staff, community members, and consultant expertise.



### Development of this plan included the following tasks:



Document collection and review



Demographics and trends analysis



Community engagement



Organizational, financial, and recreation program analysis



Maintenance and operations analysis



Park and facility inventory



Level of service analysis



Potential funding opportunities assessment



Recommendations-goals, strategies, and actions

Figure 1: The Key Elements of the Planning Process



## Engaging the Community

The foundation for the planning process was the extensive community engagement led and facilitated by both the consultants and Willamalane staff.

In total, the community engagement process incorporated the opinions, needs, and desires of approximately 3,800 community members. The focus of the process was outlined in an engagement plan at the outset of the project. Five areas of input were emphasized, including stakeholder interviews and focus groups, a needs assessment survey, digital outreach, pop-up surveys at community events, and staff engagement. Findings from these engagement opportunities were posted on a dedicated project landing page hosted on Willamalane's website and presented to the community at two town hall events. A series of updates were also provided to the district's Board of Directors, the Springfield Planning Commission and City Council, and the Lane County Planning Commission and Board of Commissioners.

Eight focused discussions were held specifically for individuals from historically underrepresented groups, such as individuals with disabilities and members of the Latinx and American Indian/Alaska Native communities. An emphasis was also placed on including youth and teens in the planning process. Most notably, this process included focus groups that took place at local middle and high schools. In addition to in-person activations, Willamalane executed a series of digital marketing strategies which reached a broader audience in the region. We were able to understand older adult communities' interests by engaging with them at focused events, and cross-tabulation of survey results. We also focused some of



the engagement events (tabling, a town hall meeting, signage, and posting printed material) at the Willamalane Adult Activity Center, which serves a primarily older adult population.

Outcomes from the engagement efforts helped to create recommendations and action items for the comprehensive plan. A detailed summary of the engagement received is available in Appendix 1.

### Public Input Into the Comprehensive Plan



1,598  
Needs Assessment Survey



28,481  
Digital Outreach



1,766  
Pop-up and Intercept Events



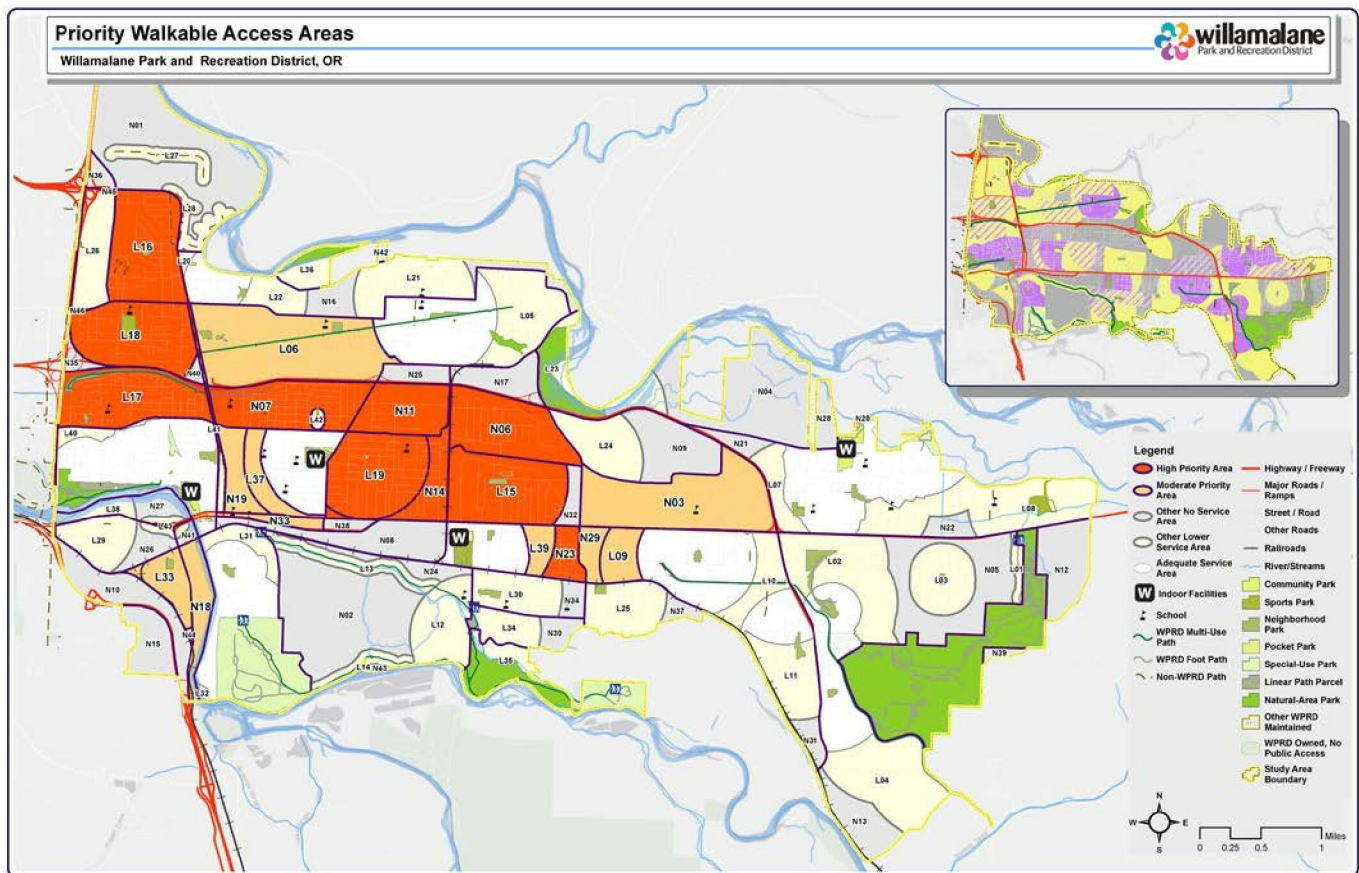
207  
Internal Engagement (Staff Input)



235  
Stakeholders and Focus Groups

Figure 2: Public Input Into the Comprehensive Plan



Figure 3: Walkable ( $\frac{1}{4}$  -  $\frac{1}{2}$  mile) Park Access Equity

A majority of residents have access to parks, see Figure 4 and 5 below. It is also important to consider walkable access to trails. In the district, a majority of residents lack walkable access to trails. The trails assessment and findings are discussed in [Section 7](#).



## Goals and Strategies

The results of the engagement process, the needs assessment survey, and other qualitative and quantitative research identified many key issues and findings that were considered when developing goals, strategies, and actions for this plan. The key issues are provided with greater detail in [Section 9](#). Seven goals were identified during the planning process, each with multiple strategies:

### Goal 1: Continue to operate the district at a nationally accredited (CAPRA) standard.

#### STRATEGIES

1.1	Review and update plans, policies, and procedures to align with the changing needs of the community.
1.2	Strive for effective and transparent communication.
1.3	Prioritize Willamalane resources to best serve community members of all abilities.
1.4	Integrate diversity, equity, inclusion (DEI) in every facet of district services.
1.5	Prioritize workplace culture.
1.6	Strengthen employee recruitment and retention.

### Goal 2: Provide a safe and equitable system of parks and natural areas.

#### STRATEGIES

2.1	Improve existing parks to enhance the district's current level of service.
2.2	Expand acreage and recreation offerings to accommodate population growth and provide parks and recreation opportunities in underserved areas.
2.3	Improve and enhance the district's sustainability initiatives.

### Goal 3: Provide an easily accessed and connected system of paths and trails.

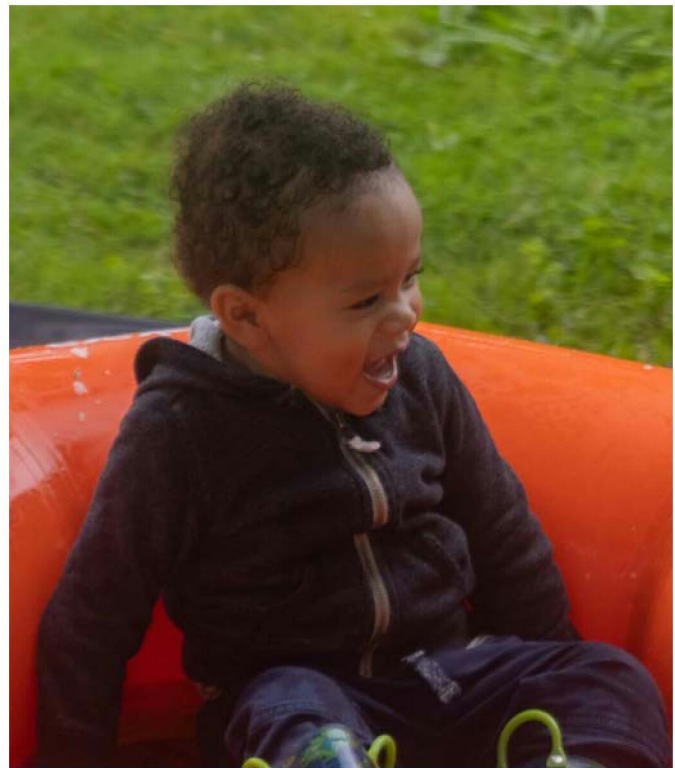
#### STRATEGIES

3.1	Improve connectivity and access to existing paths and trails.
3.2	Provide a desirable experience for trail users.

### Goal 4: Provide access to high-quality and affordable recreation facilities.

#### STRATEGIES

4.1	Add or expand facilities to best meet user demand in the district.
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**Goal 5: Strive for a high standard of care for the maintenance of parks, natural areas, trails, and facilities across the district.**

**STRATEGIES**

5.1	Maintain a high standard of care for parks and open spaces.
5.2	Proactively manage existing natural areas.
5.3	Proactively manage and update trails and pathways in the district.
5.4	Manage facilities to create a safe and enjoyable user experience.

**Goal 6: Offer recreation programs and services that respond to the community's needs and encourage healthy lifestyles.**

**STRATEGIES**

6.1	Maximize participation in recreation activities across the district.
6.2	Expand and adapt programs in response to the changing needs and desires of the community.

**Goal 7: Be a responsible steward of district resources and partnerships.**

**STRATEGIES**

7.1	Develop a long-term funding strategy for capital improvements for new facilities and upgrades.
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## District Accomplishments Since 2012

Since 2012, the district has accomplished many of the recommendations in the previous plan.

These include expansions to the parks, trails, and natural areas in the district as well as:

- Passing and fulfilling the obligations of a bond, which provided great opportunities to increase the parks level of service and recreational opportunities (2012)
- Winning the National Park and Recreation Association's National Gold Medal Award for Excellence in the Field of Park & Recreation Management (2016)
- Celebrating its 75th Anniversary with the community (2019)
- Achieving national accreditation through the Commission for Accreditation of Park and Recreation Agencies (CAPRA) (2022)
- Doubling its available park space since 2012, adding 851 acres
- Increasing available natural areas to 920 acres
- Increasing the overall inventory of parks from 37 to 45



# 2

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## Developing the Comprehensive Plan

The creation of the 2023 Park and Recreation Comprehensive Plan was supported by a team of Willamalane staff, partners, community members, and consultants



## Developing the Comprehensive Plan

The team of consultants supporting this project applied the local knowledge and input from staff, appointed and elected district leadership, City of Springfield and Lane County officials, and many stakeholders and community members. Consultant expertise and national best practices were considered throughout the planning process.

### THE KEY ELEMENTS OF THE PLANNING PROCESS ARE ILLUSTRATED IN FIGURE 6 AND INCLUDE:

- Document collection and review
- Demographics and trends analysis
- Community engagement
- Organizational, financial, and recreation program analysis
- Maintenance and operations analysis
- Park and facility inventory
- Level of service analysis
- Potential funding opportunities assessment
- Recommendations – goals, strategies, actions, and a capital improvement plan



## Planning Process



### Information Gathering

#### NEEDS ASSESSMENT

- Staff
- Stakeholders
- Public Meetings
- Focus Groups
- Interviews
- Surveys
- Online Engagement

#### INVENTORY

- All Assets
- All Program Locations
- Other Providers

#### LEVEL OF SERVICE ANALYSIS

- GIS Component-Based Mapping
- Quality, Quantity, Functionality

#### COMMUNITY PROFILE

- Historical & Planning Context
- Demographics

#### TRENDS



### Findings and Visioning

#### PRESENTATION/FEEDBACK SESSIONS

- Staff
- Stakeholders
- Decision Makers
- What We Have Discovered
- Key Issues Matrix
- Key Ideas and Themes

#### ANALYSIS

- Programming
- Operations
- Maintenance
- Marketing & Communications
- Financial Resources



### Draft Recommendations

#### SUMMARY FINDINGS STRATEGIES

- Long-Term Vision
- Short-Term Action

#### IMPLICATIONS

- Financial
- Operational
- Maintenance

#### RECOMMENDATIONS

#### IMPLEMENTATION ACTION PLAN

- Tasks
- Timing
- Costs

#### REVIEW & REVISIONS



### Final Plan

#### REVIEW

- Staff
- Public
- Decision Makers
- Partners

#### DISTRIBUTE/POST

Figure 6: Key Elements of the Planning Process

## Planning With a Team Approach – One Project, One Team

Throughout the project, the consultants and the district’s project team worked closely together to achieve the best results. This allowed backgrounds, shared ideas, collaboration, and local knowledge to contribute to the best possible outcomes.

Effective communication was key to the planning effort and included weekly project management check-in meetings, monthly district comprehensive plan project advisory committee meetings, and regular updates to the district’s Board of Directors. The project was overseen by a project team consisting of project staff and Willamalane leadership.

## Critical Success Factors

To guide the planning effort, and to objectively evaluate the success of the process, district leadership identified eight critical success factors at the outset of the planning effort:

1. Adopt a 20-year comprehensive plan that builds on existing planning documents, including: the 2012 Park and Recreation Comprehensive Plan, the 2021 DEI Strategic Action Plan, the Community Engagement Strategy, Strategic Priorities, and other relevant planning documents.

2. Comply with Oregon statewide land use planning goals 1, 5, 8, 12, and 15.
3. Complete a comprehensive needs assessment of the community.
4. Identify current conditions in Willamalane parks, recreation programs, and services.
5. Determine a phased and prioritized capital improvement program and best management practices for operations.
6. Develop a funding strategy for capital and operational needs.
7. Plan with a focus on understanding and striving to meet the needs of marginalized communities within the district.
8. Prepare a clear, concise final document ready for adoption by the Willamalane Board of Directors, Springfield City Council, and Lane County Board of Commissioners.

## District Mission, Vision, and Values

Much of the comprehensive park and recreation plan is based upon Willamalane’s mission and vision. In spring of 2023, the Willamalane Board of Directors reviewed and affirmed the following mission statement and vision statement, informed by its core values:







# MISSION

To deliver exceptional parks and recreation to enrich the lives of everyone we serve.



# VISION

A healthy, active community where everyone belongs.

# VALUES



## BELONGING

We create a community where everyone connects, grows together, and works towards common goals.



## ACCESSIBILITY

We provide equitable access to recreational opportunities, regardless of ability, income, or background.



## HEALTHY LIFESTYLE

We deliver inclusive and accessible programs, facilities, and parks that promote healthy living.



## ACCOUNTABILITY

We hold ourselves to the highest ethical standards and build trust and respect in all interactions.



## STEWARDSHIP

We preserve and protect our natural and cultural resources for future generations to enjoy.



## INNOVATION

We strive to continuously improve our offerings with innovative and sustainable practices.

## Willamalane District Profile and History

Willamalane is located in Lane County, in the Springfield/Eugene metropolitan area, the third largest metropolitan area in the state of Oregon with 387,000 community members. The district provides parks and community recreation spaces and activities in the area currently known as Springfield, Oregon (population of over 70,000). The city is nestled between the McKenzie River (to the north), Willamette River (to the south) and was settled in 1848 on Kalapuya Ilihi (the traditional indigenous homeland of the Kalapuya people). Formed in 1944, the district was Oregon's first special district and celebrated 75 years of exceptional service to its residents in 2019. The district is 69 miles east of Florence, 45 miles south of Albany, 19 miles north of Cottage Grove, and 124 miles west of Bend.

Willamalane was originally created from a need for Springfield area families to have supervised playgrounds for their children and is now a bustling park and

recreation district that serves more than 1.8 million people annually. With 45 parks, four major facilities, and approximately 1,600 acres of parks and natural areas, Willamalane is poised for future growth while serving the residents of Springfield at an award-winning level.<sup>1</sup> Willamalane has been the recipient of the National Recreation and Park Association's gold medal award, recognizing the district as the finest park and recreation agency of its size in the country. In 2022, Willamalane received national accreditation from the National Recreation and Parks Association (NRPA) and is currently among approximately 200 accredited parks and recreation agencies across the country.

Figure 7 shows the Willamalane Park and Recreation District service area. The planning area for this project encompasses the outer edge of the district boundary (shaded area) and the urban growth boundary combined.

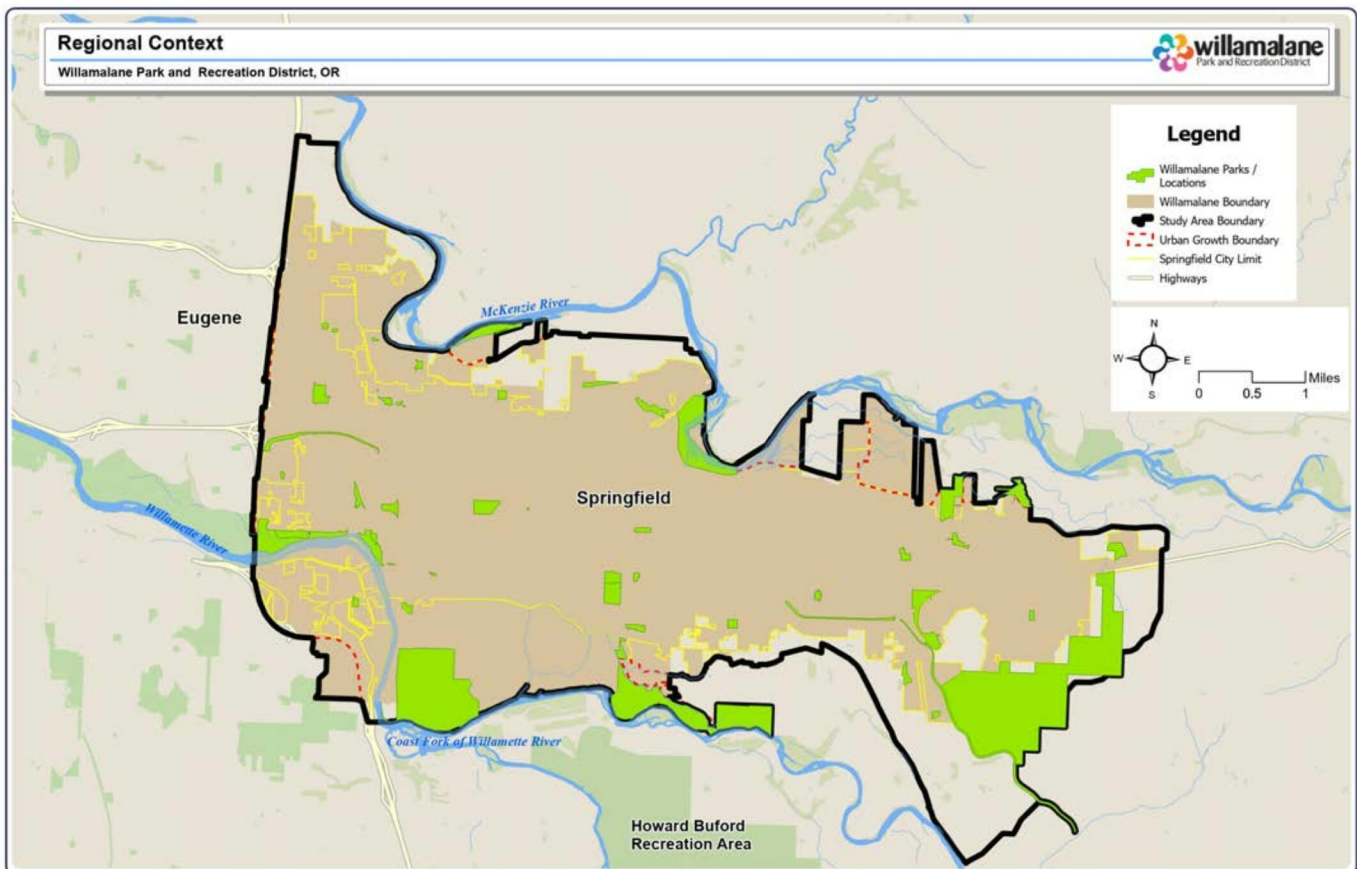


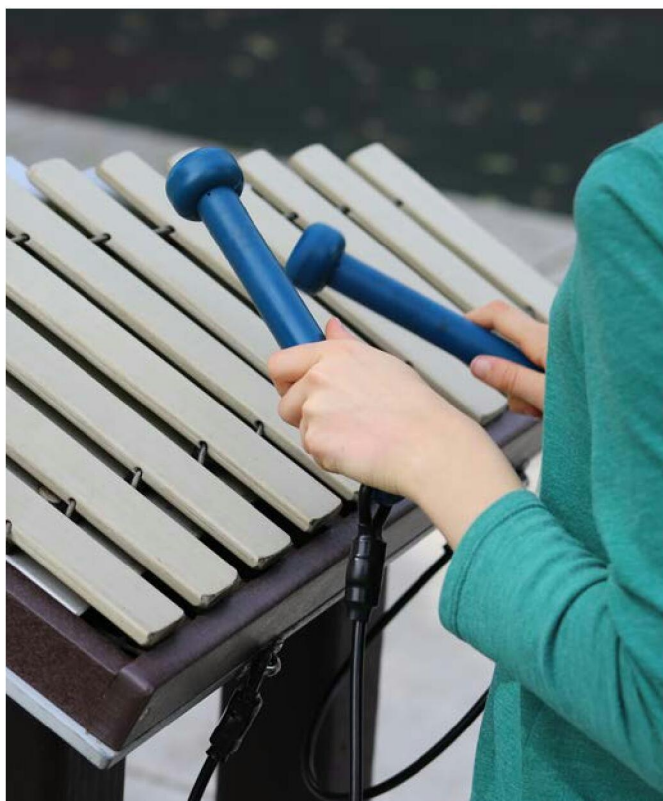
Figure 7: Willamalane Park and Recreation District Service Area



## Related Planning Efforts and Integration

An integral part of the planning process was to create a plan consistent with other local planning documents and in compliance with Goal 8 of Oregon's Statewide Land Use Planning Goals. The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) serves as the overarching policy document for the parks planning in the metro region. Per the Metro Plan, Willamalane identifies existing conditions, analyzes current and future needs based on these conditions, and prepares its Comprehensive Plan to address these needs separately for land within its park boundary. At a more local level, Willamalane's Comprehensive Plan is the Recreation Element of Springfield's city-wide Comprehensive Plan. The project team worked with partner jurisdictions to assure general review of and support for the plan throughout the planning process.

Many local, regional, and district planning documents and some specific plans for parks and natural areas were reviewed to provide context for this planning effort. Extensive background document review was also accomplished to support specific parts of the plan (such as the Willamalane Park and Recreation District Comprehensive Plan and materials related to the district's recent accreditation process). A full summary of these important documents is provided in Appendix 2.



## The 2012 Park and Recreation Comprehensive Plan

The 2012 Willamalane Comprehensive Plan focused on the district's 14 core values and 11 goals. The following six strategies were identified around the most important district needs:

- Parks and natural areas
- Community recreation and support facilities
- Rehabilitation
- Park and facility operations
- Recreation programs and services
- Department management and communication

The plan resulted in a district capital improvement plan that identified \$39 million in capital projects from 2012 – 2021 and an additional \$29 million between 2022 and 2031. An additional \$34 million in unfunded projects was also documented. Capital project funding was identified from existing fund balances, System Development Charges, grants and donations, and a general obligation bond.

## Oregon Statewide Comprehensive Outdoor Recreation Plan (SCORP) 2019 –2023

The SCORP is Oregon's five-year planning tool for outdoor recreation and guides the use of Land and Water Conservation Fund (LWCF) monies, which are federal funds distributed to the State of Oregon. Careful attention was paid to this document to ensure that trends and priorities from that effort are accounted for in the comprehensive plan. The SCORP looks at participation across a series of state and county locations, as well as numerous age, ethnic, economic, and other demographic groups. The plan is based on a statewide survey and helps to set priorities for local, regional, and statewide funding. The report identifies the following statewide issues that should be considered by the district for prioritizing actions:

- An aging population
- An increasingly diverse population
- A lack of youth engagement in outdoor recreation
- An underserved low-income population
- The health benefits of physical activity



Below are activities and priorities that portray important participation in outdoor recreation activities in Lane County and across Oregon based on the 2019 – 2023 SCORP survey data.

- Walking on local streets, sidewalks, local trails, and paths are very important in Lane County
- Clean restrooms are a priority across Oregon
- Farmers markets, outdoor sports, and concerts are important activities across Oregon
- Families with children across the state of Oregon prioritize walking on local streets, sidewalks, local trails and paths and taking children to use playgrounds

#### **Community Needs Assessment – 2017**

The district's most recent community needs assessment was completed in 2017. Results were compared to findings from the needs assessment conducted during the 2012 comprehensive plan update. The Community Needs Assessment from 2017 is in Appendix 2.

#### **Willamalane Strategic Priorities, Recommendations, and Findings – 2018**

The district set strategic priorities, identified value statements, created a structure, and identified teams for implementing five strategic priorities as shown in Appendix 2.

#### **Willamalane Operational Objectives – 2022**

The district identified five operational objectives to be completed by June 30, 2022. The district successfully completed work on all five objectives in 2022. These are provided in Appendix 2.

#### **The Rivers to Ridges Metropolitan Regional Parks and Open Space Study – 2003**

The Rivers to Ridges Partnership currently includes 19 regional organizations working collaboratively to advance the protection, restoration, and effective management of park and open space resources in the southern Willamette Valley. The study was being updated throughout the comprehensive planning process and the project team was actively involved in the update process to assure the findings from each plan support each other. See Appendix 2.



# 3



## Community Profile

The community profile was developed to illustrate household and economic data in the area to help residents understand the historical and projected changes that may impact the community. This section provides insight into the potential market for parks, trails, and services by highlighting where and how the community is likely to change.



## WILLAMALANE DEMOGRAPHICS AND KEY TRENDS

### Demographics

The Willamalane Park and Recreation District demographic profile was developed to provide an analysis of household and economic data in the area, helping residents to understand the historical and projected changes that may impact the community. The demographics analysis provides insight into the potential market for community parks, trails, and recreation programs and services by highlighting where and how the community is likely to change. More detail on Willamalane's demographic profile can be found in Appendix 3.

### Sources

The primary sources of data for the demographic assessment include the 2020 Census and forecasting was provided by the Portland State University's Population Research Center (PRC). Information for the health, wellness, and disability status section came from the American Community Survey (ACS) and Robert Wood Johnson Community Health Foundation.

### Area of Study

Willamalane utilized Springfield's urban growth boundary (UGB) as the geographic boundary for the demographic

The UGB population was estimated at 70,337 in 2020.



analysis. In addition, comparisons to Springfield's city limits were analyzed to provide additional context.

The boundary of the UGB encompasses approximately 24.1 square miles, and Springfield's city limits covers an estimated 15.74 square miles. See [Figure 7](#).

### Population

From 62,298 in 2000, the population within the Springfield UGB has continued to grow steadily over the past two decades. In 2020, the population was estimated at 70,337. The PRC projects that the population within the UGB will increase to over 75,159 by 2035. See [Figure 8](#).

### Household Information

Analysis of the household characteristics within the Springfield UGB indicates that the area has a lower median income and a lower average home value than the state of Oregon. The following facts demonstrate the key highlights regarding household information compared to the state:

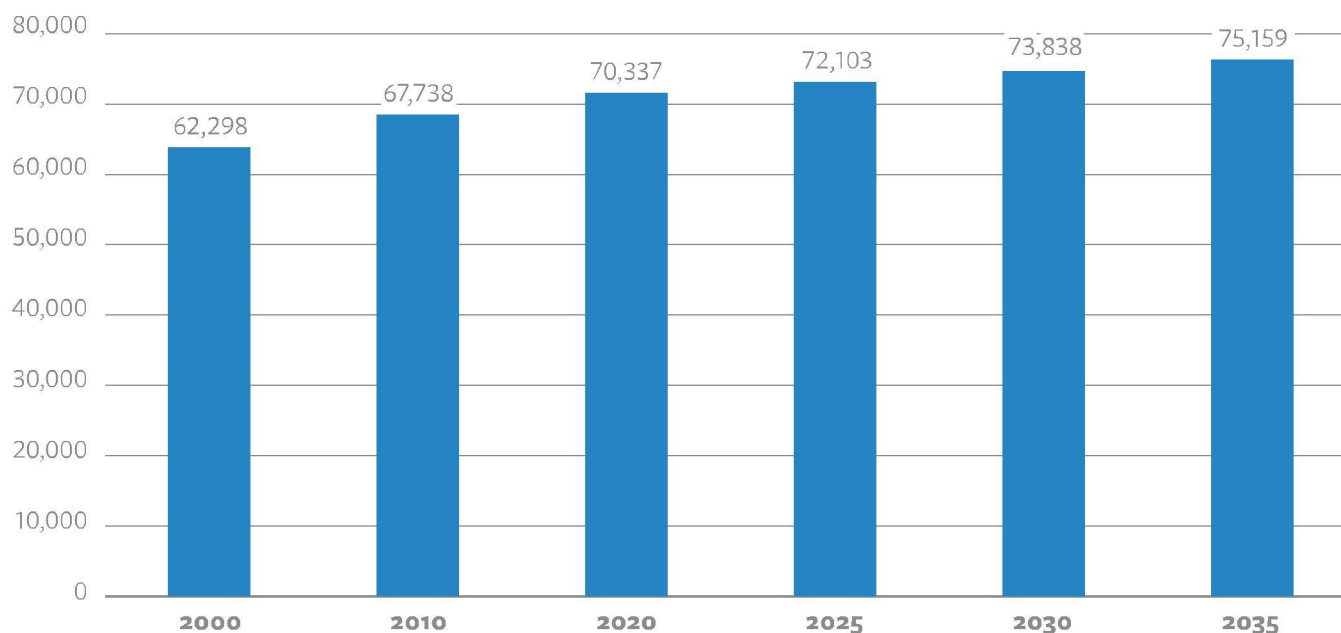


Figure 8: Historic and Projected Population Growth in the Springfield UGB

## Community Profile

- The median household income was \$50,481, which is over \$15,000 less than the median household income of \$65,472 for the state of Oregon (Esri, 2021).
- The average home value was \$311,024, which is less than the home value average of \$441,837 in the state of Oregon (Esri, 2021).
- Over 18.3% of households of Springfield were below the poverty level in 2020 compared to 12.4% in the state of Oregon (ACS, 2020).
- The average household size in the Springfield UGB (2.48) was similar to the state of Oregon (2.47) (ACS, 2020).
- Children in the Springfield Public Schools system had a 61.5% participation rate in the free and reduced lunch program as reported in 2018, which is the third highest rate of the 12 school districts in Lane County.

The median age in 2022 was 38.4 years old.



### Age

The median age in the Springfield UGB was 38.4 years old in 2021. This is slightly younger than the median ages in the state of Oregon (40.3) and the United States (38.8) (Esri, 2021). The age group projections are in Figure 9. As shown in Figure 9, Springfield's population is getting older.

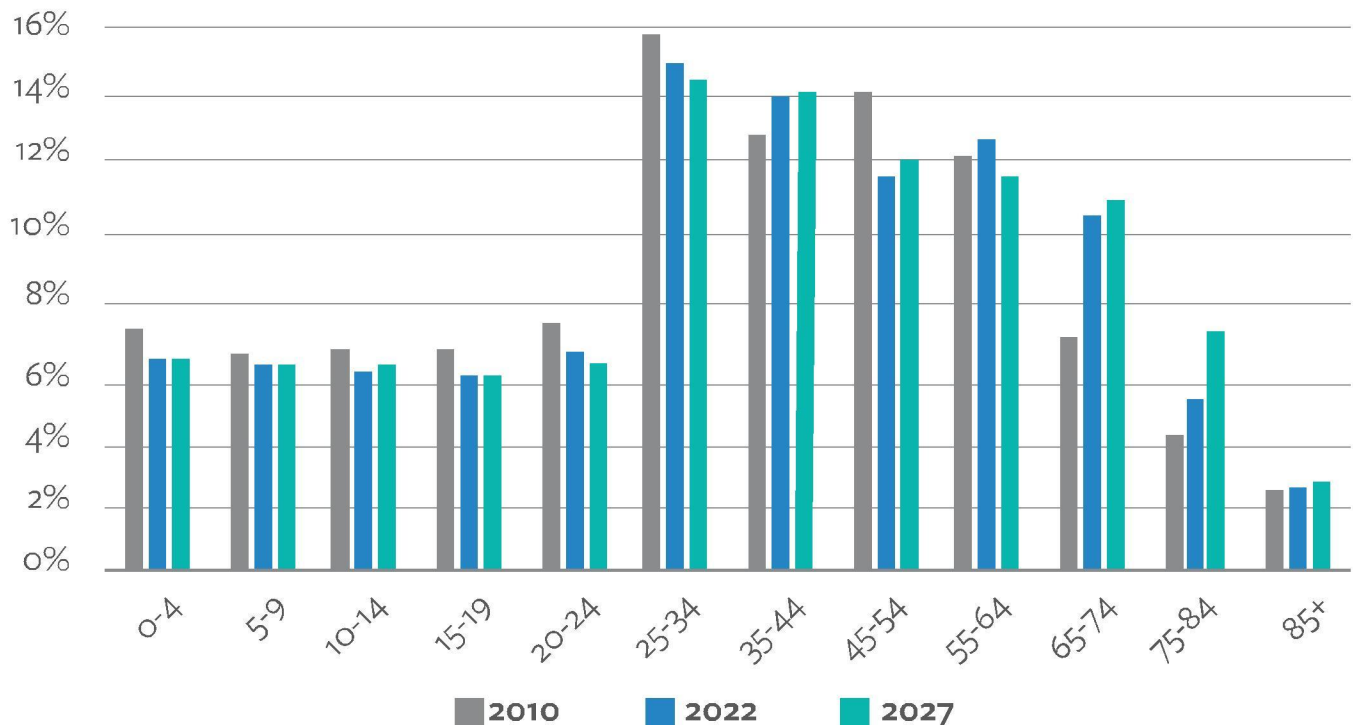


Figure 9: Age Distribution Trends 2010-2027  
Source: 2021 Esri Business Analyst



## Race and Diversity

The UGB population is becoming more diverse over time. While still mostly white (82.91%), the number of people of Latinx origin (irrespective of race) has increased from 11.32% in 2010 to 14.84% in 2021 and is projected to reach 16.95% by 2026. See Table 1.

Population Group	2010	2021	2026 Projection
White	86.55%	82.91%	81.04%
Hispanic	11.32%	14.84%	16.95%
Other Race	4.85%	6.36%	7.22%
Two or More Races	4.63%	5.78%	6.34%
American Indian/ Alaska Native	1.39%	1.65%	1.76%
Asian	1.26%	1.68%	1.87%
Black/African American	1.01%	1.29%	1.42%
Pacific Islander	0.31%	0.34%	0.35%

Table 1: Race and Ethnicity in the Springfield UGB  
Source: Esri Business Analyst, 2021

## People with Disabilities

According to the ACS, 19.1% of Springfield's UGB population experienced living with some sort of hearing, vision, cognitive, ambulatory, self-care, and/or independent living disability in 2021. This is higher than the state of Oregon at 14.3% and reaffirms the importance of inclusive programming and Americans with Disabilities Act (ADA) transition plans for parks and facilities. See Table 2 below for a breakout of disability by percentage in the Springfield UGB. The highest percentage of individuals with disabilities in Lane County are American Indian/Alaska Natives (21.6%), white (17.6%), two or more races (15.6%), and Latinx (11.1%).<sup>2</sup>

Ambulatory difficulty	9.1%
Cognitive difficulty	8.9%
Independent living difficulty	8.4%
Hearing difficulty	5.7%
Vision difficulty	3.4%
Self-care difficulty	3.3%

Table 2: Types of Disabilities in the City of Springfield UGB



<sup>2</sup> Lane County Health Equity Report, 2020.



## Health and Wellness

Understanding the status of a community's health can help inform policies related to recreation and fitness. The Robert Wood Johnson Foundation's County Health Rankings and Roadmaps provide annual insight on the general health of national, state, and county populations. Lane County, home to the city of Springfield, ranked in the higher-middle range of counties in Oregon (higher 50%–75%) in 2021. Figure 10 below provides additional information regarding the county's health data as it may relate to parks, recreation, and community services (Robert Wood Johnson Foundation, 2021).



## Trends Analysis

### Introduction

This analysis details the recreational trends and interests that were identified in both regional and national research. The following sections summarize an overview of participation in recreational activities within Springfield's UGB.

### Estimated Recreation Participation

This section showcases participation in fitness activities and outdoor recreation for adults 25 and older in the Springfield UGB compared to the state of Oregon. Activity participation and consumer behavior are based on a specific methodology and survey data to make up what Esri terms "Market Potential Index." See Appendix 5 for additional trends data in the areas of:

- Outdoor Recreation
- Outdoor Fitness Trails
- Trails and Health
- Dog Parks
- Generational Changes
- Pickleball
- Disc Golf

Regarding fitness activities, walking for exercise was the most popular, with over 26.5% of Springfield adults participating. Swimming followed as the second most popular, with almost 18% of adults participating. Finally, weightlifting was another popular activity, with 12.3% participation. Participation trends are shown for fitness and outdoor recreation in *Figures 11 and 12*.

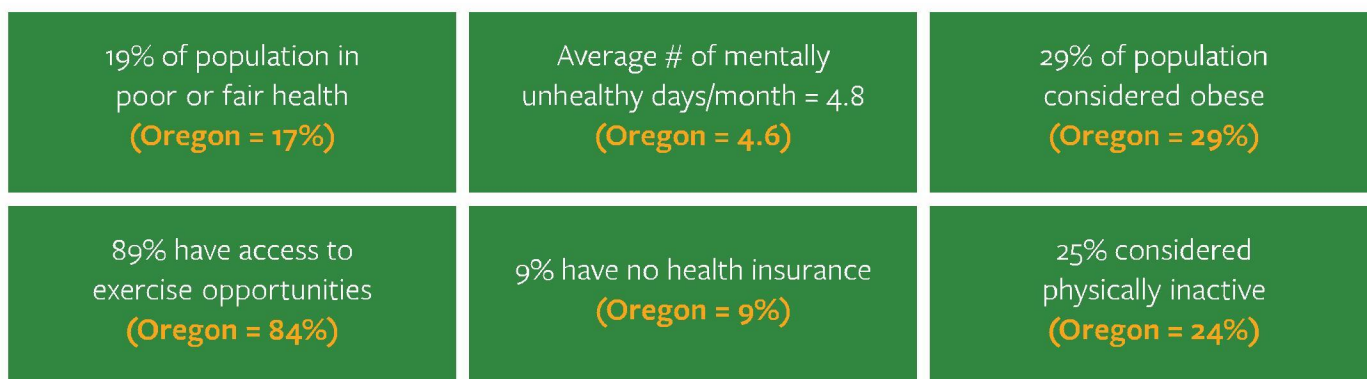


Figure 10: Lane County Health Rankings Overview

Source: Robert Wood Johnson Foundation's County Health Rankings and Roadmaps

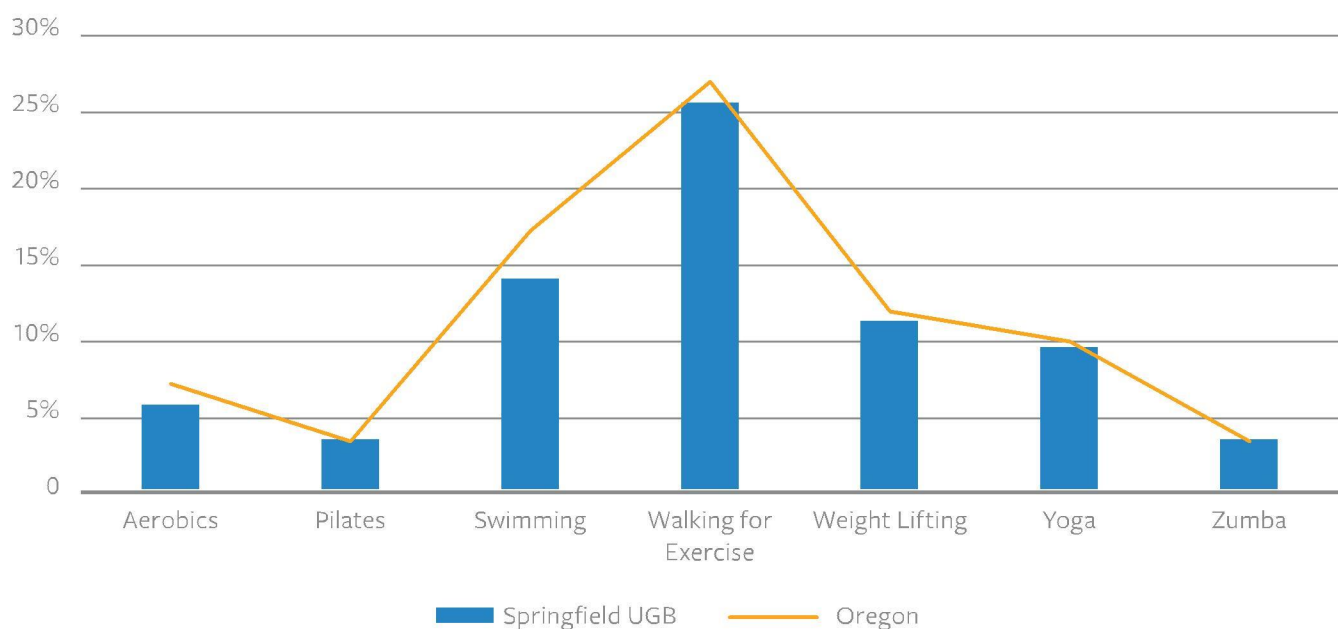


Figure 11: Adult Participation in Fitness Activities  
Source: Esri Business Analyst

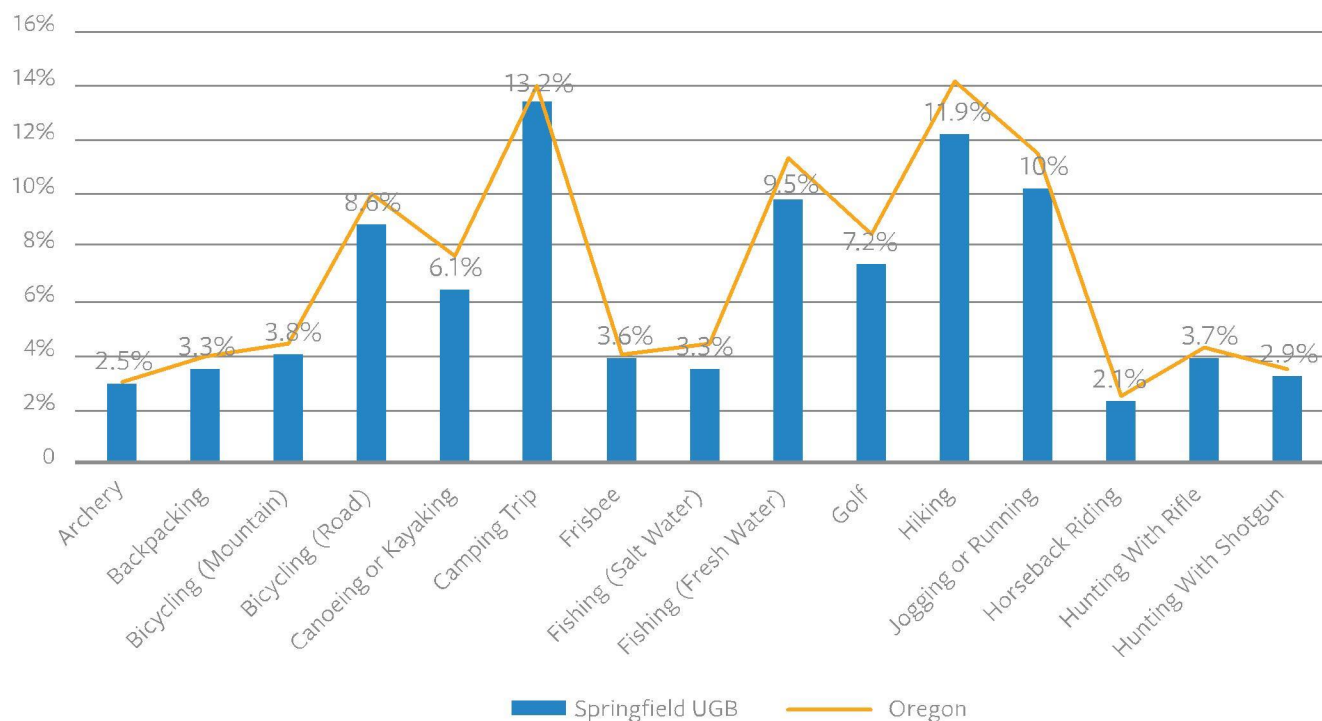


Figure 12: Adult Participation in Outdoor Recreation Activities  
Source: Esri Business Analyst

The most popular outdoor recreation activities in 2021 were overnight camping, hiking/jogging, and freshwater fishing. The Oregon SCORP (2019 – 2023) reflected similar participation trends, as noted in [Figure 13](#). Walking on

local streets, sidewalks, and trails was the top activity. Following this were sightseeing, relaxing, beach activities, day hiking, and outdoor concerts (see [Figure 13](#)).



## Community Profile

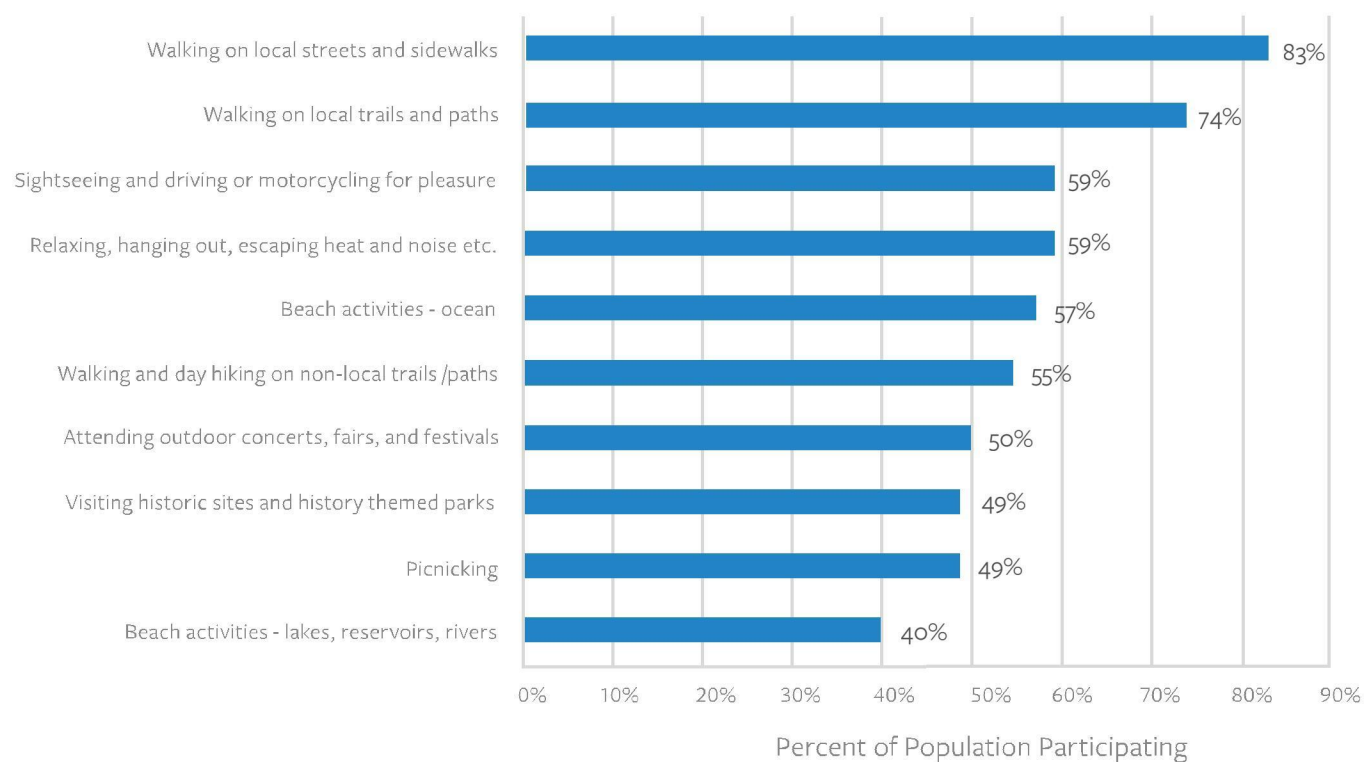


Figure 13: Top 10 Activities for Oregon Residents in 2017  
Source: Oregon SCORP





## 4



# Community Engagement

Over the course of the planning process, more than 3,800 community members provided input, with a majority of responses coming from the needs assessment survey and intercept events. Overall, 32,285 district residents either received targeted social media posts or email notifications (passive engagement) or provided some form of input (active engagement).



## Community Engagement

This section discusses the various public engagement strategies implemented during the planning process. As feedback was received, it was reviewed and confirmed through public town hall meetings, work sessions with the Willamalane Board of Directors, discussions with partners, Springfield Planning Commission, Springfield City Council, the Lane County Planning Commission, and the Lane County Board of Commissioners. See Appendix 1 for a summary of the community input received.

### Outreach Strategy—Identifying Needs and Desires

This park and recreation comprehensive plan was built upon a well-established practice of active engagement with district community members, stakeholders and both users and non-users of parks and trails, programs, and facilities. To help ensure compliance with Oregon's statewide land use planning Goal 1 (Citizen Involvement), a formal Community Engagement Plan was presented to the Springfield Committee for Citizen Involvement near the outset of the project. This plan is provided in Appendix 6. The tasks and schedule presented in the engagement plan focused first on identifying needs and then on confirming those needs as priorities. A timeline is shown in Figure 15.

### Public Input into the Comprehensive Plan



Figure 14: Public Outreach for the Comprehensive Plan

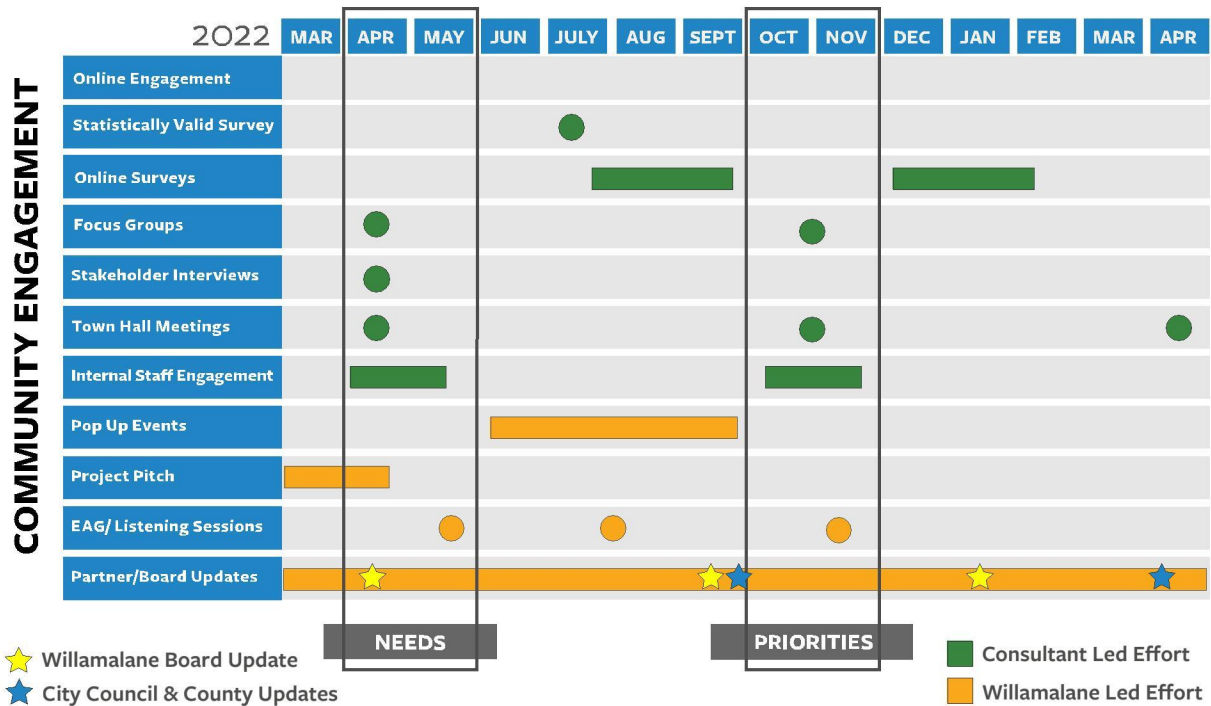


Figure 15: Community Engagement Schedule



An important goal was to complete a comprehensive assessment incorporating the opinions, needs, and desires of all district members in a transparent, credible, and inclusive way. Priorities were set to attract input from individuals and groups that may have been disproportionately less involved in past engagement opportunities. To meet this goal, the project team initiated a series of engagement opportunities along with both random invitation and open-link surveys.

The community engagement strategies selected for this plan support the following five goals in order to inform the overall comprehensive planning process:

### GOAL 1: Promote project awareness throughout the planning process

- Find opportunities to engage early with various groups in the community.
- Provide as many opportunities as possible for community members to engage.
- Follow up and promote additional involvement with those that engage.
- Build relationships with participants and provide information about programs, events, and services Willamalane offers.

### GOAL 2: Gain a deeper understanding of who Willamalane serves

- Who does Willamalane currently serve? Who is not being served?
- What are the demographics of users/non-users (age, race/ethnicity, families, renters/homeowners, gender, and socioeconomic status)?
- What demographic groups use Willamalane's facilities the most/least?
- What programs, parks, trails, activities, and events are accessed the most/least?
- How does the community learn about programs, events and services offered by Willamalane?
- How satisfied is the community with Willamalane's offerings?
- What are common hardships that make accessing park and recreation services challenging (physical/cognitive limitations, socioeconomic limitations, language barrier, schedule, feeling of safety or belonging, etc.)?





## Community Engagement

### GOAL 3: Learn about gaps, barriers, needs, and preferences within the park district

- What does Willamalane do well? What can Willamalane do better?
- What improvements or changes would increase use of Willamalane parks, facilities, and programs?
- What new park opportunities should be considered?
- What new recreation opportunities should be considered?
- What is Springfield lacking?

### GOAL 4: Understand the community's priorities for the future of park and recreation

- What are the most desired park/facility improvements?
- What are the most desired recreational opportunities?
- What types of park and facility improvement projects would the community fund?

### GOAL 5: Gain support of final plan recommendations

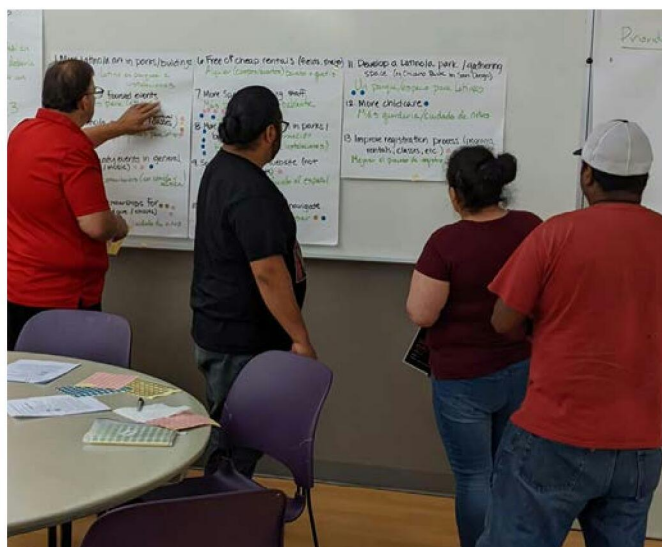
## Stakeholders and Focus Groups

Many of the focus groups included typical users or non-users of Willamalane's programs and parks, representing a variety of backgrounds and interests. These focus groups were held to gain a general perspective of district strengths and weaknesses and help inform creation of the survey tool. Other focus groups were held to help ensure participation was inclusive of groups that may not participate through typical engagement opportunities. These topic-specific focus groups were hosted for teens, the Latinx community, individuals with disabilities, natural areas advocates, trails advocates, and the American Indian/Alaska Native community.

These outreach efforts resulted in:

- Community stakeholders and focus group participants – **41 participants**
- Teen focus groups – **111 participants**
- American Indians/Alaska Natives – **22 participants**
- Inclusion and individuals with disabilities advocates (in English and Spanish)– **21 participants**
- Latinx specific focus group – **22 participants**
- Natural areas specific focus group – **12 participants**
- Trails – **6 participants**

The opinions of older adults were collected at engagement events, tabling, and through the survey.





## A Summary of Input Received During General Stakeholder and Focus Group Interviews and Meetings

An abundance of district strengths were identified by the stakeholders who participated in these efforts. Among many key comments, the district's structure as a special district, its sustainable funding streams, and partnerships and support from the community were repeatedly mentioned by participants. Stakeholders also highlighted the relationship and significant support the district receives from Springfield Public Schools. The iPASS program that provides access to district and regional recreation opportunities was identified as an important district strength.

According to participants, areas of potential improvement include a need for more varied class and activity times, additional restrooms in parks, parking at the Adult Activity Center and additional aquatic programs and events. Relatedly, a barrier to participation included the district's lack of outreach to community members who may not be currently using parks and facilities. During the meetings, the following additional amenities and programs were identified as priorities:

**Park components** – outdoor basketball courts, pump tracks, splash pads, dog stations, family friendly restrooms, pickleball, and more.

**Recreation classes and activities** - pickleball classes, activities specific for adults ages 21-50, additional swimming lessons and environmental education/outdoor programs.

**Additional special events in parks** – movies, concerts and cultural festivals were also highlighted.



Many additional community priorities were identified and are shown in Appendix 1. A few key focus areas for the district are listed below.

### FOCUS AREAS

- Increase footprint to help ensure accommodation of development and growth.
- Continue to grow the district and offer great programs and facilities to youth while providing health awareness to increase inclusivity.
- Continue to grow partnerships with Springfield Public Schools.
- Focus on safety measures.
- Continue to be a fiscally responsible organization.
- Remain engaged with the public and underserved populations.
- Help ensure that DEI is addressed at all levels.

## A Summary of Input Received During Topic-Specific Focus Groups

These important focus groups brought stakeholders into the process that may not have participated otherwise. These discussions are only one way these groups were engaged with during the planning process. During the meetings, participants expressed desire for additional amenities and programs such as:

Teens	Trails
Latinx	Accessibility and Inclusion
Natural Areas	American Indian/ Alaska Native (AI/AN)

Table 3: Topic Specific Focus Groups



### Teen-Focused Discussion

During the comprehensive plan update scoping and planning process, the project's advisory committee identified teens as a user group they felt may not be reached through typical forms of public engagement like surveys and focus groups.

#### PROCESS

A total of 111 students in four classes (two middle school and two high school classes) volunteered to participate in this effort. Students in each class were given a presentation and then asked a series of questions for discussion in large or small groups facilitated by Willamalane staff. The session closed with a paper survey.

#### KEY THEMES

A few of the key themes emerging from the feedback are presented here:

- Students are most familiar with bigger, destination-type recreation facilities in addition to the parks closest to their neighborhoods.
  - Students are busy, and many teens who play sports are reaching more competitive levels. Parks and recreation provide an opportunity to engage in physical activity in a less competitive, more social environment that is not always available through school.
  - Students rely on social media as a primary way of receiving information. Another communication method they recommended using to promote teen centered opportunities is school announcements (especially at the start of the year).
- The students (111) completed a needs assessment and satisfaction survey, and their responses to some of the key questions are presented in Appendix 1. A few examples are included in Table 4.
- Teens are generally familiar with Willamalane and satisfied with their experiences at district parks and programs.

#### Most Used Parks, Trails, and Facilities by Teens

- Splash at Lively Park (wave pool)
- Bob Keefer Center for Sports and Recreation
- Dorris Ranch
- Thurston Hills Natural Area

#### Most Popular Teen Participatory Activities

- Hiking
- Swimming
- Weightlifting
- Video games

#### Teen Desires for Additional Activities

- Roller skating in its own facility
- Movie nights
- PE games (Badminton, Spikeball™, corn hole, etc.)

Table 4: Teen Written Survey Most Repeated Responses



## Latinx Community Discussion

### PROCESS

Willamalane worked with local partners to host an event to help inform needs, desires, and priorities of Latinx community members. The event included a brief presentation about Willamalane's mission and values, what Willamalane provides in the community, and some background on how the feedback will be used. Willamalane also introduced its DEI Strategic Action Plan and DEI supervisor as a future point of contact for collaboration and questions.

Approximately 22 attendees were divided into three discussion groups. Each small group had a translator available. See Appendix 1 for the full summary of the process and findings.

### KEY THEMES

Four priorities were identified that speak to the most desired improvements Willamalane could make to better serve the Latinx community, the full list is shown in Appendix 1:

- Hiring more bilingual staff
- Providing more stipends/scholarships for programs
- Providing more Latinx focused programming
- Providing more bilingual information in parks and buildings

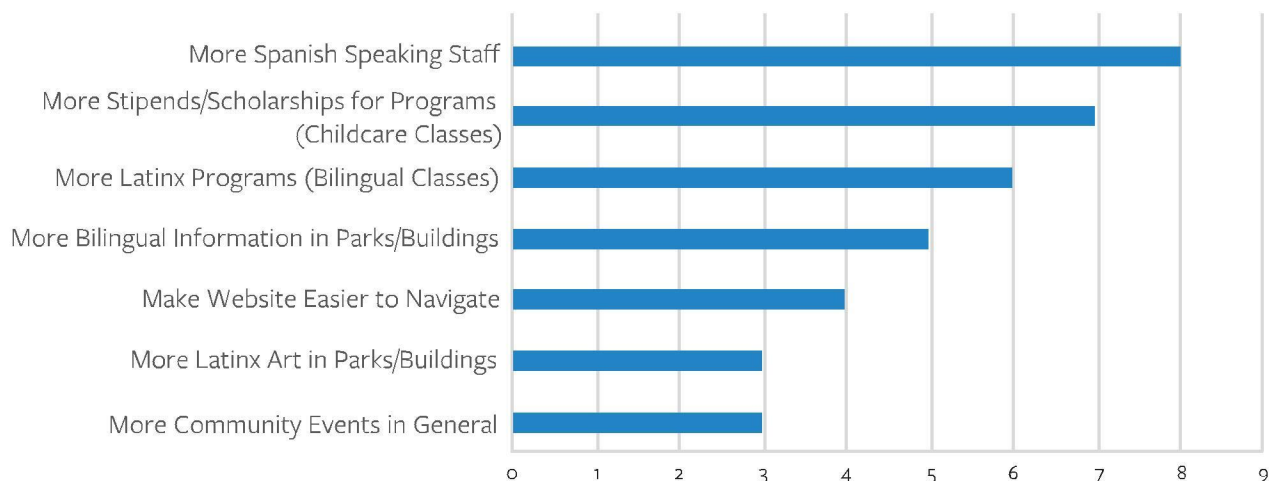


Figure 16: Latinx Service Priorities

## Natural Area Specific Focus Group

### PROCESS

Including input specific to natural areas was important for the comprehensive plan update because at the time of the 2012 update, Willamalane only managed 186 acres of natural area and employed no dedicated natural resource staff. Ten years later, Willamalane manages nearly 1,000 acres of natural area and has two full-time staff dedicated to planning and managing these areas. Participants in this conversation included representatives from 13 different agencies that have experience working with the district in various ways and/or doing similar work in the region.

### KEY THEMES

Table 5 is a synthesized list of key topics and themes identified during the natural areas focus group meeting. See Appendix 1 for a full summary of process and findings.

## Trails Specific Focus Group

### PROCESS

Walking for pleasure and exercise and hiking on both paths and trails were top priorities identified during the initial engagement process and the needs assessment

survey. As a result, a trails-specific focus group was facilitated to best understand trail needs both in the district and in the region. Individuals attending had backgrounds and represented:

- Back Country Horsemen of Oregon equestrians
- Local hiking and climbing club
- The City of Springfield's Bicycle and Pedestrian Advisory Committee
- Rivers to Ridges Partnership
- City of Springfield transportation planners
- Lane County senior transportation planner

### KEY THEMES

Key issues identified during the focus group meeting are included in Appendix 1. Overall themes of feedback related to:

- A need for additional trails and trailheads
- Physical gaps in the existing trails network/regions in Springfield are underserved by the trail network
- Desired user experiences and amenities

### NATURAL AREAS FOCUS GROUP INPUT

EDUCATIONAL OPPORTUNITIES	PRIORITY PROJECTS	ACQUISITION OPPORTUNITIES
<ul style="list-style-type: none"> <li>» Nature hikes and tours</li> <li>» Interpretive panels</li> <li>» Increase public awareness of efforts</li> <li>» Local flora/fauna, sensitive areas, and cultural aspects of natural resource work</li> </ul>	<ul style="list-style-type: none"> <li>» Focuses: urban stormwater, riparian and floodplain areas, urban forest, oak habitat</li> <li>» More viewpoints</li> <li>» Locations: Island Park Slough, Cedar Creek, Maple Slough</li> </ul>	<ul style="list-style-type: none"> <li>» Regional partner-owned land</li> <li>» Land to promote trail/habitat connectivity (especially along rivers)</li> <li>» McKenzie River access</li> </ul>
PARTNERSHIPS	MANAGEMENT STRATEGIES	APPROACH
<ul style="list-style-type: none"> <li>» Maintain and continually expand partnerships</li> <li>» Expand for: fuel reduction work, land acquisition, and floodplain restoration</li> </ul>	<ul style="list-style-type: none"> <li>» Cross-train staff</li> <li>» Implement prescribed burns</li> <li>» Be systematic and proactive</li> <li>» Prioritize heavy impact areas</li> </ul>	<ul style="list-style-type: none"> <li>» Increase staff and capacity</li> <li>» Incorporate social justice</li> <li>» Acquire strategically/be proactive</li> <li>» Hire grant writer</li> </ul>

Table 5: Natural Areas Focus Group Input



## Accessibility and Inclusion Specific Focus Group

### PROCESS

Given the high percentage of individuals with disabilities in the Springfield UGB, a targeted focus group was held to add perspectives offered by individuals or advocates for individuals with disabilities. A separate Spanish speaking group was facilitated in partnership with the Families Connected/Familias en Conexión program at The Arc Lane County. This program provides support to English and Spanish speaking families who are raising a child with a disability.

### KEY THEMES

- Continue to provide accommodations to youth with disabilities through both specialized and integrated recreation programs and classes.
- Work with community partners (i.e., The ARC of Lane County, City of Eugene) to provide and promote additional indoor options for youth, especially during winter months.
- Continue to address mobility needs, including those individuals who are visually challenged.
- Continue to offer scholarships and other means to help ensure an equitable fee structure for individuals with disabilities and their families.

- Inclusion services (program participation) should be free for both participants and support workers.
- Continue to improve accessibility in parks, specifically playgrounds, and consider adding fencing and accessible restrooms.
- Provide interpretive signage on trails or at trailheads and online to reflect the anticipated trail experience (easy, intermediate, difficult), to indicate conditions (such as rough terrain or steep slopes) and identify potential barriers.
- Consider the addition of hex boards in playgrounds with communication tools.

See Appendix 1 for a full summary.

### American Indian/Alaska Native (AI/AN)

Given the history of forced removal of the Kalapuya Indigenous peoples from the area, and the influence Willamalane and the City of Springfield have on local and regional land management, Willamalane and the City jointly hosted a dialogue to better understand residents' needs and values and to gain awareness of the priorities of self-identified American Indian/Alaska Native residents living within Springfield and the surrounding areas.



## Community Engagement

**PROCESS**

Willamalane and the City of Springfield collaborated with an Indigenous planning consultant to host a public dialogue for AI/AN residents to share feedback and perspectives around agency awareness, values, and priorities. The planning consultant applied elder teachings while co-facilitating the session with indigenous community representatives.

The event included 22 AI/AN participants, affiliated with 13 tribal nations. The full summary of the dialogue and all findings are included in Appendix 1.

**KEY THEMES**

Some of the main themes from this conversation are presented below.

- A dire need for community space or a community center
- Intergenerational programming - it is important to include all generations (babies to elders) in programming for this community
- Accurate representation – raise awareness regarding accurate Kalapuya history and for current Indigenous people
- Protection and planting of native plant species
- Continued relationships between agencies and the community – town hall meetings, discussion forums, regular community meetings
- Communication/outreach specifically for Native programming
- Priority for Native language and signage in the public realm
- Access – to space, water/rivers, harvesting of traditional plants, affordable services, leadership roles
- Representation through AI/AN liaison role employed by agencies to engage with Native communities

## Needs Assessment Community Survey Summary

The needs assessment survey was conducted to both understand the needs, desires, and gaps in district recreation and parks delivery and to confirm findings from stakeholder and focus group meetings. Willamalane's promotion of the survey included attending 22 community events. A total of 262 invitation survey responses were received, which suggests statistical validity with a 6% margin of error. While the goal was to achieve a 5% margin of error, the high number of open-link surveys received and the similarity between the invitations and open-link response suggests results that are accountable and accurate. See the full needs assessment survey summary report in Appendix 4.

The high number of open-link responses – 1,336 – allowed the data to be analyzed in a variety of ways. Over 600 comments were received. A summarized list is presented in Appendix 4.

## METHODOLOGY

### Statistically Valid Survey (Invitation Survey)

Paper surveys were mailed to a systematic random sample of addresses in Willamalane Park and Recreation District with the option to complete through online protected website (one response per household).

### Open Link Survey

Later, the online survey was made available for all Willamalane Park and Recreation District stakeholders, including non-district residents (e.g., commuters or residents of nearby communities).



**1,598**  
**TOTAL SURVEYS**

**4,502** Surveys Mailed

**4,406** Surveys Delivered

**262** Invitation Surveys Completed

**1,336** Open Link Surveys Completed  
(+/- 6% Margin of Error)



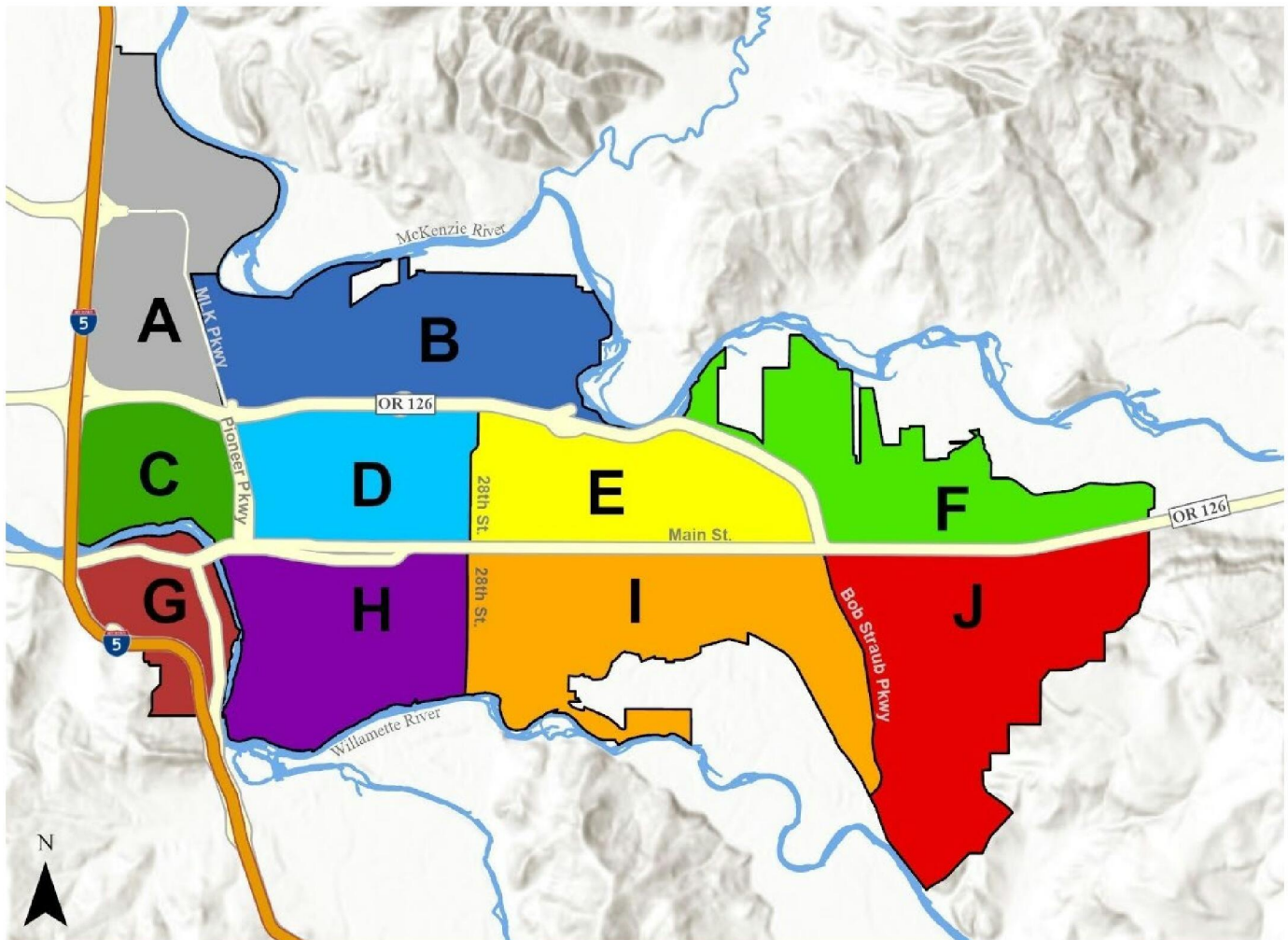


Figure 17: Study Areas Identified in the Needs Assessment Survey

Results of the survey are referenced throughout the plan. The data was weighted to help ensure adequate representation of the community.

The survey focused on usage of parks and recreation programs, satisfaction, priorities, communication, needs and desires, and was forward-looking—exploring future facilities, amenities, and programmatic opportunities for improvement. The survey also provided opportunities to cross-tabulate results by many demographic categories including by geographic area, per the map in Figure 17.

### Key Findings from the Survey

*Figure 18*, provides a quick overview of digital outreach statistics for the survey.

Other findings from the survey are shown in *Tables 6, 7, and 8* below, and were integrated into the development of recommendations and actions for the comprehensive plan. Importance of facilities and services, importance of program needs, and overall priorities are presented here and in Appendix 4.

## Key Findings

Two samples were collected in the survey effort, the statistically valid invite sample and the open-link sample, which had a strong response. Together they provide an excellent source of input on topics addressed through each survey. Survey results are presented in formats that compare responses from each sample, along with an overall response. In general, responses from the open-link survey are similar to the invite, a positive finding that it indicates a more general consensus across the two samples.

Respondents show higher levels of familiarity with the parks, recreation facilities, and services provided by Willamalane. The average rating for the invite sample was 3.6 out of 5 with 5 being “very familiar” and an average of 4 out of 5 for the open-link. Trails/paths maintained by Willamalane, natural areas/open spaces and parks and playgrounds are the most frequently used amenities by respondents in both samples.

Improving awareness of Willamalane’s facilities and services, especially in areas A and F, would increase usage, particularly among Latinx households with disabilities.

Overall, respondents generally feel very welcome in Willamalane parks and facilities. The average was 4.3 for the invite sample and 4.4 for the open link on a scale of 1 to 5, with 5 being “very welcome.”

The top priority for amenities and facilities was identified to be park safety and maintenance. Top priorities for the trail system includes soft-surface hiking trails and scenic settings, connectivity between existing trails and accessible walking trails.

Natural areas/open spaces, community centers and basketball courts needs are meeting the needs of the community well. Needs for restrooms in parks, pickleball courts, and outdoor fitness stations in parks are not being met.

Approximately 89% of invite respondents have children between the ages of 12 and 17 at home. Among those

with 12 to 17 year old children at home, 96% responded saying more trails and bike paths are needed.

Among invite respondents, 69% prefer direct mail for communication and 64% prefer e-mail communication. Currently, 63% of respondents received communication through direct mail. Communication effectiveness related to parks, recreation facilities, and services is rated to be at least 3 out of 5 by 74% of invite respondents.

About 69% of the invite respondents responded they will probably or definitely support a bond referendum for specific projects. In total for both samples, over half of respondents support fees for new development of parks and recreation facilities, while 45% of invite respondents do not support increased property taxes.

Other findings from the survey are shown in Tables 6, 7, and 8 below, and were integrated into the development of recommendations and actions for the comprehensive plan. Importance of facilities and services, importance of program needs, and overall priorities are presented here and in Appendix 4.

### Top 10 Most Important Facilities and Services to Springfield Households

Facility/Service	Percent Rating 4 or 5
Park safety and maintenance	90%
Natural areas/open space	87%
Trails in parks and/or trail systems	85%
Restrooms in parks	84%
Indoor swimming pool	58%
Off-leash areas in parks for dogs	55%
Community centers	42%
Outdoor fitness stations in parks	34%
Pickleball courts	26%
Basketball courts	26%

Table 6: Most Important Facilities and Services to Springfield Households



Most Important Future Priorities to Springfield Households	
Most important future priorities	Percent ranking 1st, 2nd, or 3rd most important
Trails and bike paths	35%
Outdoor swimming pool	25%
Park safety and maintenance	22%
Better maintenance of existing parks and facilities	18%
Outdoor splash pad for water play	16%
Additional restrooms in parks	16%
Additional dog parks/facilities	14%
Open-air covered multi-use space	14%
Community farmers market	13%

Table 7: Most Important Future Program Needs to Springfield Households

Most Important Future Program Needs to Springfield Households	
Program and Service	Percent Rating 4 or 5
Community farmers market	64%
Inclusive programs for individuals with disabilities	64%
Enrichment classes and activities	63%
More community special events	60%
Programs for adults 18-50	60%
Food access programs (meals on wheels, etc.)	57%
Programs for adults 50+	52%
Additional youth sports opportunities	52%

Table 8: Most Important Future Priorities to Springfield Households

## Pop-Up Intercept Events

Willamalane created staffed pop-up event tables and attended 22 community events over the summer. Staff invited event attendees to play a voting game where each community member received five tokens and placed them in their choice of nine voting boxes (categories listed below). The voting game helped people understand the types of projects Willamalane is considering and collected feedback from various demographics about the community's broad priorities for park, facility, and recreation improvements. Participants were also encouraged to take the public survey available online. See a summary of pop-up intercept events in Appendix 7.

Willamalane attended a broad range of events in effort to attract as diverse of an audience as possible. Events included focuses on families, children, older adults, Latinx heritage, Asian American/Pacific Islander heritage, and the LGBTQIA+ community.



## Community Engagement

In total, 1,766 people cast their votes at these events. The vote breakdown is on the right:

Those who voted for “Other” shared their ideas with a staff member who recorded them. Some ideas that were shared multiple times included:

- Dog parks
- Indoor or shaded playgrounds
- Disc golf courses
- Additional summer camp opportunities
- Splash pads
- Video game programs
- Therapeutic saltwater pool

Outdoor Pool and/or Water Play	27.5%
Expand Trail System	13.9%
Improve Existing Playgrounds	13%
Childcare Opportunities	11.3%
Field/Court Options in Parks	7.5%
Outdoor Recreation Equipment Rentals	7.3%
Fitness Classes	7.1%
Recreation Classes	7%
Other	5%

Table 9a: Priorities from Intercept Engagement Events

## Digital Outreach

Digital outreach efforts lasted the entirety of the engagement process and included communication to community members through the [Willamalane.org/future](https://willamalane.org/future) website, email blasts and use of social media. For a summary of the digital outreach effort, see Appendix 7.

## Internal Staff Engagement

To best understand issues pertinent to the comprehensive plan, district leadership and staff were interviewed as part of a “Strengths, Weaknesses, Opportunities, and Threats” (SWOT) analysis. Results were used to craft questions for the needs assessment survey and gain a greater perspective on key issues affecting the district.

Staff involvement at each of the events was as follows:

- Staff SWOT – 141
- Aquatics staff focus group – 38
- Operations and maintenance staff focus group – 25

## Aquatics Staff Input

Thirty-eight aquatics staff, (full- and part-time) met in October 2022. A full summary of the input received is presented in Appendix 1. Staff identified higher wages, the need for additional staff, the need for lifeguard recruitment and retention efforts, and more consistent operation hours as priorities for improvement.



Figure 18: Digital Outreach Statistics

## Operations and Maintenance Staff Input

Twenty-five staff members were asked a series of questions in November 2022 and results were used to inform the maintenance assessment. Some of the top priorities include:

- » Increase staff to support growing system, especially in natural resources.
- » Acquire more space (storage, shop, office, parking). Current Park Services facility is beyond capacity.



## Operations and Maintenance Staff Input

- » Address challenges associated with increase in unhoused community members, vandalism, and management of restrooms.
- » Be proactive in management vs reactive.
- » Consider needs for increased staffing and associated maintenance costs with growth in district assets.
- » Dedicate funding for large-cost maintenance needs (e.g. playground replacement).

- » Prioritize low maintenance designs.
- » Upgrade equipment to work efficiently.
- » Include parks staff in design and planning efforts.

## District Staff and Leadership SWOT Analysis

The analysis identified strengths, weaknesses, threats, and opportunities through both a written survey form and in-person interviews. The results are reflected below.

## District Staff SWOT Analysis

<p><b>MOST REPORTED STRENGTHS</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Amenities and facilities</li> <li><input type="checkbox"/> Resiliency (adaptability to change)</li> <li><input type="checkbox"/> Staff communication</li> <li><input type="checkbox"/> Parks</li> <li><input type="checkbox"/> Staff retention rate</li> <li><input type="checkbox"/> Seasonal community events</li> <li><input type="checkbox"/> Workplace culture</li> <li><input type="checkbox"/> Commitment to DEI</li> <li><input type="checkbox"/> Funding base (property tax provided to district)</li> <li><input type="checkbox"/> Community support</li> <li><input type="checkbox"/> Dedicated and competent staff</li> <li><input type="checkbox"/> Teamwork</li> <li><input type="checkbox"/> Attentive leadership</li> </ul>	<p><b>MOST REPORTED WEAKNESSES</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Programs (ages: 20–50)</li> <li><input type="checkbox"/> Staff salaries</li> <li><input type="checkbox"/> Vehicle replacement program</li> <li><input type="checkbox"/> Staying within mission</li> <li><input type="checkbox"/> Adding amenities without maintenance budget</li> <li><input type="checkbox"/> Reactive maintenance (be more strategic)</li> <li><input type="checkbox"/> Corrective action (patrons)</li> <li><input type="checkbox"/> Fee structure (increasing of fees)</li> <li><input type="checkbox"/> Visual appearance of parks</li> <li><input type="checkbox"/> ADA updates to facilities and parks</li> <li><input type="checkbox"/> Not enough staff for the workload</li> <li><input type="checkbox"/> Insufficient programming space</li> <li><input type="checkbox"/> Internal communication</li> </ul>
<p><b>MOST REPORTED OPPORTUNITIES</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Partnerships/sponsorships</li> <li><input type="checkbox"/> Grow volunteer programming</li> <li><input type="checkbox"/> Utilization of “Friends of” groups</li> <li><input type="checkbox"/> Expand river access</li> <li><input type="checkbox"/> Prioritizing underserved populations</li> <li><input type="checkbox"/> Hiring a procurement manager</li> <li><input type="checkbox"/> Employee engagement</li> <li><input type="checkbox"/> Outdoor tennis/pickleball courts</li> <li><input type="checkbox"/> Expand disc golf</li> <li><input type="checkbox"/> Park projects that increase capacity</li> <li><input type="checkbox"/> Partnerships and cultural opportunities</li> <li><input type="checkbox"/> A new community center and indoor aquatic facility</li> </ul>	<p><b>MOST REPORTED THREATS</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Lack of frontline staff</li> <li><input type="checkbox"/> Mid-management working outside of scope</li> <li><input type="checkbox"/> Lack of police response (safety and security)</li> <li><input type="checkbox"/> Need pay study to assist with recruitment</li> <li><input type="checkbox"/> Maintaining assets with growth</li> <li><input type="checkbox"/> Eugene fees being less than Willamalane’s</li> <li><input type="checkbox"/> Inaccurate media</li> <li><input type="checkbox"/> School district (need for updated MOU)</li> <li><input type="checkbox"/> Climate change</li> <li><input type="checkbox"/> Funding (not sustainable)</li> <li><input type="checkbox"/> Retaining employees</li> <li><input type="checkbox"/> COVID-19 pandemic</li> </ul>



# 5



## Park System Standards and Guidelines

Park system standards, as defined in an inventory created to evaluate the district's resources, are integral to ensuring positive end-user experiences for the community. This inventory and standards system helps by informing what kinds of amenities and resources are needed to provide all residents with equitable access to a high quality park system.



## Parks and Facilities Inventory and Assessment

### Inventory – What Do We Have?

In April 2022, a mobile audit tool, GRASP® (Geo-Referenced Amenities Standards Process), explained in Appendix 8 was applied to each park and facility to count and score the function and quality of:

- **Components (or improvements)** – things you go to a park to use, such as playgrounds, tennis courts, and picnic shelters
- **Comfort and Convenience Modifiers (or amenities)** – things that enhance comfort and convenience, such as shade, drinking fountains, and restrooms

A quality value (between 0–3) was assigned to each park site, component, and modifier, allowing the comparison of sites and analysis of the overall level of service (LOS) provided by the Willamalane park system. Photos depict various examples and conditions from those visits. See Figure 19.

### Parks Assessment Overview

Team members created a scorecard and GIS Inventory Map for each park as shown in Appendix 8. Also in Appendix 8, find additional discussion on GRASP® and the scores for each park. The scorecard shows a variety of important information. See Figure 20 for a map page sample.

Each map shows the park boundary as a green polygon and component locations as a green diamond. The Inventory Atlas is provided as a supplemental document to the comprehensive plan and includes all parks and facilities (See Appendix 8).



Figure 19: Photos Taken During Inventory Site Visits



## Quartz Park



- ◆ Components
- Locations
- ~ WPRD Multi-Use Path
- ~ Non-WPRD Multi-Use Path
- ✚ Indoor Facilities
- WPRD District Boundary
- ~ WPRD Foot Path
- ~ On-Street Popular Bike Route



Figure 20: Example Quartz Park Map Page from the Inventory Atlas



## Parks Summary Table

Table 9b includes an alphabetical listing of all parks and shows the total number of identified components and the park acreage. See Appendix 8 for a more detailed parks matrix.

Classification	Park/Location	Total Components	GIS Acres	Classification	Park/Location	Total Components	GIS Acres
Community Park	Island Park	12	16.0	Neighborhood Park	Tyson Park	5	4.0
	Lively (Jack B.) Park	11	31.2		Volunteer Park	4	4.5
	Willamalane Park	18	17.2		Willamette Heights Park	4	4.2
Sports Park	Bob Artz Memorial Park	6	11.3	Pocket Park	Marylhurst Park	2	0.3
	Guy Lee Park	6	13.6		Robin Park	4	0.8
	Les Schwab Sports Park*	11	19.1	Special-Use Park	Clearwater Park	7	70.7
Neighborhood Park	Arrow Park	6	5.8		Dorris Ranch	9	299.0
	Bluebelle Park	4	2.9		Kelly Butte Overlook	2	5.8
	Douglas Gardens Park	6	5.6		Ruff (Wallace M. Jr.) Memorial Park	6	16.8
	Fort (William S.) Memorial Park	7	5.2		Mill Race Park	6	0.5
	Gamebird Park	5	2.9	Natural Area Park	Eastgate Woodlands of the Whilamut Natural Area	8	40.8
	James Park	3	3.0		Georgia Pacific Natural Area	7	119.7
	Jasper Meadows Park	5	5.9		Harvest Landing	2	22.7
	Jesse Maine Memorial Park	4	2.3		Moe Mountain Natural Area	1	11.0
	Meadow Park	16	7.6		Thurston Hills Natural Area	4	666.4
	Menlo Park	3	1.4		Weyerhaeuser McKenzie Natural Area	4	59.2
	Pacific Park	3	4.6	Linear Park	By-Gully Path	3	2.88
	Page Park	3	4.2		EWEB Path	–	6.37
	Pride Park	3	2.3		Middle Fork Path	–	3.47
	Quartz Park	4	2.7		Mill Race Path	–	4.94
	Rob Adams Park	5	32.0		West D St. Greenway	6	23.58
	Royal Delle Park	4	2.6		Weyerhaeuser Haul Road	4	42.98
	Thurston Park	5	5.6				

Table 9b: Summary of Components and GIS Acres for Each Park

\*Does not include indoor components. See indoor facility summary for indoor components total.

## Park Classifications and Park Standards

Since the 2012 Comprehensive Plan was adopted, many important elements of the park system have changed. Some changes have been dramatic, such as the addition of the Thurston Hills Natural Area and several multi-use pathways, which greatly impact the level of service

in terms of the acres of open space Willamalane provides. Through review of park classifications and options for meeting future demand for parks, the district also identified a need for a smaller pocket park classification to address unmet needs within neighborhoods going forward.

### Pocket Parks

Pocket parks are very small, have limited components and amenities, and are located in neighborhoods. They typically exist in more densely developed areas of town, do not have restrooms or parking and are generally located on very compact sites.

Service Area Radius	Current Range	Proposed average size for new parks
¼–½ mile	0.3–0.8 acres	Less than 1 acre

#### EXAMPLES OF COMPONENTS AND COMFORT AMENITIES:

- Small playground
- Water fountain
- Plantings
- Monuments or art installations
- Sport court
- Limited seating

### Neighborhood Parks

Neighborhood parks are located within biking and walking distance of residential areas, and are generally designed for informal activities. Neighborhood parks provides access to basic recreation opportunities for nearby residents of all ages.

Service Area Radius	Current Range	Proposed average size for new parks
¼–½ mile	1–32 acres	Min. 3 acres–20 acres

#### EXAMPLES OF COMPONENTS AND COMFORT AMENITIES:

- Children's play areas
- Court sports facilities
- Picnic tables and benches
- Neighborhood gardens
- Lighting
- Drinking fountains
- Informal play areas
- Paths
- Portable restrooms, when needed
- Natural areas





## Community Parks

Community parks are larger parks that provide active and passive recreation opportunities for all district residents and accommodate large group activities. These parks provide a variety of accessible recreation opportunities for all age groups and provide environmental education opportunities.

Service Area Radius	Current Range	Proposed average size for new parks
2 miles	16–31 acres	15–30 acres

### EXAMPLES OF COMPONENTS AND COMFORT AMENITIES:

- Children’s play areas
- Competitive sports fields
- Community recreation facilities
- Soft-surface or loop pathways
- Court sports facilities
- Skateboarding facilities
- Off-street parking
- Restrooms
- Public art/fountains
- Single and group picnic areas
- Paths
- Lighting
- Natural areas
- Interpretive facilities
- Water access
- Amphitheaters
- Festival space
- Community gardens
- Unprogrammed open space

## Natural Area Parks

These parks are managed for both recreational use and natural values. They provide opportunities for nature-based recreation, such as wildlife viewing, hiking, jogging, bicycling, and nature photography. These parks provide opportunities for experiencing nature close to home and protect valuable natural resources and wildlife. They are of sufficient size to protect resource and accommodate passive recreation.

Current Range	Proposed average size for new parks
11–666 acres	Undefined

### EXAMPLES OF COMPONENTS AND COMFORT AMENITIES:

- Trailhead amenities
- Multipurpose paved trails
- Soft-surface trails
- Boardwalks
- Benches
- Overlooks
- Off-street parking
- Interpretive facilities
- Wildlife blinds
- Water access

## Linear Parks

Linear parks provides public access to trail and multi-use path-oriented activities, which may include walking, running, biking, skating, etc., and preserves open space. Trails and pathways may also provide connection to neighborhood recreation facilities where adequate space is available. They are of sufficient size to accommodate trail-related activities and green space.

### EXAMPLES OF COMPONENTS AND COMFORT AMENITIES:

- Multipurpose paved trails
- Multiple access points
- Benches
- Limited children’s play areas
- Soft-surface trails
- Water access





### Special Use Parks

People are drawn to these parks and they are managed for their unique features or uses. Special use parks provide a variety of accessible recreation opportunities for all age groups with experiences that are not commonly available at other parks in the community.

#### Current Range

0.4–300 acres

#### Proposed average size for new parks

Undefined

#### EXAMPLES OF COMPONENTS AND COMFORT AMENITIES:

- Interpretive facilities
- Off-street parking
- Water access
- Neighborhood park facilities
- Arboretums
- Natural areas
- Viewpoints
- Picnic facilities

### Sports Parks

These parks primarily contain competitive sports facilities and may include both indoor and outdoor facilities.

#### Service Area Radius

2 miles

#### Current Range

11–19 acres

#### Proposed average size for new parks

15–30 acres  
or size sufficient to place rectangle and diamond fields on site

#### EXAMPLES OF COMPONENTS AND COMFORT AMENITIES:

- Diamond ballfields
- Restrooms
- Rectangle ballfields
- Irrigated turf
- Lights
- Playground
- Parking
- Storage facility



## Park Level of Service Standards for Park Classifications

Overall, Willamalane's LOS is meeting community members' needs; however, changes in the district, along with stakeholder and survey input, suggest a necessary change in park LOS standards (See Appendix 8.) These

changes are reflected in Table 9c. The table also includes park acres and trail miles needed by 2035 to meet the growing population's needs.

Park Type <sup>A</sup>	Average Standards for Comparable Communities <sup>B</sup> (Acres/1,000 residents)	WPRD Existing Parks	WPRD Acres	WPRD 2022 Level of Service (acres/1,000)	WPRD Proposed Standards (acres/1,000 residents )	Additional Acres Needed to Meet Proposed Standard	
						Current Population	Projected 2035 Population
	2023 Data	2022	2022	2022	2022	2020	2035
<b>Formula</b>	–	–	<b>A</b>	<b>B</b> = ((A/2022 population) x 1,000)	<b>C</b>	<b>70,337</b> <b>D</b> = ((Current Population/1,000) x C) - A	<b>75,159</b> <b>E</b> = Projected Population/1,000 x C) - A
Pocket Park	0.02	2	1.1	0.001	0.05	2.42	2.66
Neighborhood Parks	1.5	20	109.25	1.54	2.00	31.42	41.07
Community Parks	2.0	3	64.44	0.91	1.50	41.07	48.30
Sports Parks	--	3	44.02	0.62	1.00	26.32	31.14
Other Parkland	9.5	17	1411.79	19.98	21.00	65.29	166.55
Natural-Area Parks	9.09	6	919.92	13.02	–	–	–
Special-Use Parks	0.36	5	392.80	5.56	–	–	–
Linear Parks	–	6	99.07	0.14	–	–	–
<b>TOTAL</b>		<b>45</b>	<b>1629.50</b>	<b>21.80</b>	<b>25.55</b>	<b>166.51</b>	<b>289.71</b>
<sup>A</sup> See Park Classifications and Definitions <sup>B</sup> Bend, Salem, Corvallis, Albany, Roseburg, Olympia							

Table 9c: Park Classifications and Proposed Standards

Although widely used, the standard industry technique of measuring the LOS based on a total population of the service area and the total number of acres by park type results in a very simplistic view of service standards. It provides a valuable perspective; however, level of service standards need to be supplemented with additional analysis that looks at the experiences available, the

quality of components, and with public desires in order to paint a more complete picture of the district's needs. The component-based evaluation system, as used in the GRASP analysis explained above, takes into consideration the quality and quantity of components that contribute to the overall park users experience and results in a more complete and accurate assessment of needs.



## Natural Areas

Willamalane has seen significant growth in natural areas since 2012, increasing from 188 to 920 acres. New natural area parks include Thurston Hills Natural Area, Weyerhaeuser McKenzie Natural Area, and Moe Mountain (reclassified from undeveloped parkland in 2022.) According to the public survey, these types of parks were one of the most desirable for the community.

Technical experts have guided the district to carefully plan for natural area expansion based on available opportunities to increase wildlife corridors and protect unique and specialized habitats such as floodplains, wetlands, and oak prairie. There are also many opportunities to integrate green spaces throughout the urban core of Springfield with improvements such as green infrastructure, expansion of urban forests, and small nature trails within developed parks. Springfield Public Schools, the City of Springfield, and the Springfield

Utility Board are all public agencies with large land holdings that, through further collaboration, could increase efficiencies and impact of Willamalane's natural resource efforts.

The district's Natural Area Management Plan was created prior to the acquisition of much of the current acreage and is therefore not currently a useful guide for prioritization of tasks or management of this parkland. The comprehensive plan includes findings from the public, technical experts, and staff conversations that would provide a useful launching point to update this internal plan to better address its specific needs. The updated plan should incorporate all land acquired after the implementation of the previous plan and should also address prioritization of management, assess funding strategies and opportunities, and examine possibilities for future acquisition and expansion.





## Undeveloped Land

In 2012, Willamalane included the following parks as undeveloped parkland: The Gray Homestead, Moe Mountain Linear Park, and Pierce Park Property. Since 2012, the park classifications or conditions of each of these properties has changed so that they are no longer accounted for under this category:

- **The Gray Homestead** sits adjacent to land that was acquired as Thurston Hills Natural Area and is now included within that park boundary and considered a natural area park.
- **Moe Mountain Park** currently has an informal trail passing through it and is providing service as a natural area park.
- **Arrow Park** is now a developed neighborhood park situated on the site previously known as the Pierce Park Property.

With these adjustments, Willamalane currently has no land identified under the Undeveloped Park classification. It does have several parks with opportunity for increased development or improvements. These parks, in essence, could be defined as “underdeveloped” and include

Eastgate Woodlands of the Whilamut Natural Area, Rob Adams, Lively Park, and Dorris Ranch.

Projected growth in the district suggests a need to acquire land for future park development

## Indoor Facilities

*Table 10* includes an alphabetical listing of indoor facilities. The table also shows the total number of identified components in each facility. Indoor components are improvements that enhance the user experience, such as rentable space, kitchens, restrooms, lobbies, vending machines, etc. For a complete list of indoor components for each facility, see Appendix 8.

Willamalane currently owns and operates two recreation facilities and two aquatics facilities. The district provides scheduled programs and drop-in self-directed activities at each facility.

The Bob Keefer Center is a 97,000 square foot sports and recreation facility that includes a hardwood floor gym, a multi-purpose floor gym, climbing and bouldering walls, a student technology lab, a preschool, and four meeting spaces available for rent. The hardwood and multi-purpose courts can be set up to accommodate



## Park System Standards and Guidelines

basketball, volleyball, tennis, pickleball, roller skating, and other recreation and sports activities. The facility is co-located with the Les Schwab Sports Park.

The Adult Activity Center is an all-generation community recreation facility, although many of the programs offered focus on meeting the needs of older adults. The facility includes a kitchen, a multi-use space, meeting rooms, a wood shop and rock shop. Programs offered at the facility are in high demand and well received. The facility features food access programs, arts programs, leisure classes and special events.

The Willamalane Park Swim Center includes opportunities for leisure swimming and offers an eight-lane lap pool, warm-water and deep-water pools, spa, and fitness center. Programs include a variety of water fitness classes and swimming lessons.

Splash! at Lively Park is an indoor water park that offers a six-lane lap pool, children's pool, a wave pool, slides, concessions, and a sun deck/community room. While the district offers incentives to

attract and retain lifeguards and swim instructors, attracting and retaining staff is challenging. Results from the needs assessment survey suggested that current community needs were generally being met for recreation and indoor pool facilities. On a scale of 1 (not being met) to 5 (being met), the two recreation facilities were rated a 4.1, and the two indoor pools were rated 3.9 by respondents of the random survey. Both the public and staff who work in these facilities were asked to participate in the engagement efforts.

Indoor Facility	Total Indoor Components
Bob Keefer Center for Sports and Recreation	20
Splash!	9
Willamalane Adult Activity Center	17
Willamalane Park Swim Center	7

Table 10: Indoor Facility Summary Table







# 6



## Level of Service Assessment

This section examines how well each park and the collective system of Willamalane parkland is meeting the need of district residents.



## Level of Service Assessment How Are We Doing?

### What is Level of Service (LOS), and why do we use it?

LOS measures how a system provides residents access to parks, open spaces, trails, and facilities. It indicates the ability of people to connect with the outdoors and nature and pursue active lifestyles with implications for health and wellness, the local economy, and quality of life. LOS for a park and recreation system tends to mirror community values reflective of personal connections to communities. It is also useful in benchmarking current conditions and directing future planning efforts. The service offered by a park or a component is a function of two main variables: location and ease of access.

### What is GRASP®?

GRASP® (Geo-referenced Amenities Standards Process) has been applied in many communities across the country as a measure of LOS. With GRASP®, information from the park and facilities inventory is combined with GIS software that produces analytic maps and data called Perspectives that show the distribution and quality of these services.

### What do Perspectives do for us?

Perspectives can be maps or other analyses incorporating statistics, diagrams, tables, and charts that provide benchmarks or insights useful in determining community success in delivering services. The park and facility inventory provides details of what is available at any given location, and GIS analysis measures user access. People use various ways of reaching a recreation destination: on foot, on a bike, in a car, via public transportation, or some combination. There are two

distinct types of service areas for examining the park system to account for this variability:

- 1) **Walkable Access**— uses a travel distance of one-half mile, a suitable distance for a ten-minute walk.
- 2) **Neighborhood Access**— uses a travel distance of one mile to each component and gives a premium for areas within a ten-minute walk. It is intended to account for users traveling from home or elsewhere to a park or facility, most likely by bike, bus, or automobile.

Further discussion on perspectives and other terminology is found in Appendix 8.

## Component Scoring

To assess quality of service within existing parks, each park improvement, or component, was given a score of 1-3 based on condition, size, site capacity, and overall quality that impacts the experience provided to the user.

- 1 = Below Expectations
- 2 = Meets Expectations
- 3 = Exceeds Expectations

Typically, a rating of “1” suggests a need for improvement or replacement, “2” suggests the component meets the need but is not ideal, and “3” is newer and excellent. Willamalane components are more likely to be scored a “2” (over 80% of components), and less likely to be scored a “3” (less than 5% of components) when compared to averages from the national dataset. This could mean that the district has fewer signature improvements or destination type features within the park system. Table 11 illustrates district component scores compared to the national dataset.

Willamalane Neighborhood Park Component Scores		Willamalane Community Park Component Scores		National Dataset Neighborhood Park Component Scores		National Dataset Community Park Component Scores	
Scores	Percent %	Scores	Percent %	Scores	Percent %	Scores	Percent %
0	1%	0	0%	0	3%	0	3%
1	11%	1	11%	1	10%	1	11%
2	84%	2	85%	2	78%	2	77%
3	4%	3	4%	3	8%	3	9%

Table 11: District Component Score Breakdown vs National Dataset





Figure 22: Playgrounds Example Photos

As an example, Table 12 includes the park name, playground type, quantity, neighborhood score, and community score.

Park / Location	Component	Qty	Neighborhood Score	Community Score
Arrow Park	Playground, Local	1	2	2
Bluebelle Park	Playground, Local	1	2	2
Bob Artz Memorial Park	Playground, Local	1	1	1
Douglas Gardens Park	Playground, Local	1	1	1

Table 12: Example Scoring for the Playground Component Assessment



## Park Scoring

Park scoring measures how the parks and components serve residents and users. These scores often make the most sense when compared within the same classification, i.e., when comparing one neighborhood park to another neighborhood park. It may be reasonable that there are wide ranges of scores within a category. It may also be an opportunity to re-evaluate a park's particular classification based on the service to the community or neighborhood it serves. Park scores are made up of the collective component scores from the assessment.

In addition to locating components, the assessment includes quality, function, condition, and modifiers. Cumulative scores most directly reflect the number and quality of improvements, or components, within a park. The availability of modifiers, such as restrooms, drinking fountains, seating, parking, and shade, also affects park scores. Higher scores reflect more and better recreation opportunities than lower scores. There is no ultimate or perfect score.

To assist in prioritizing parks to improve level of service, each park has a neighborhood score and a community score. The biggest difference in these two scores is that the neighborhood score is focused on the diversity of experiences available at a park while community score considers the quantity of each experience and its ability to support a broader, community-wide use. An example of this might be a park that has several different improvements including a playground, a picnic shelter, a basketball court, and four tennis courts. The neighborhood score would reflect that users have access to four different components. The community score recognizes the four unique component types but also factors in the fact that there are multiple courts available. In this case, the park would have a higher community score than neighborhood score.

In Willamalane's park district, scores among the different classifications vary greatly (Tables 13-17). This likely means that some adjustments may need to be made to park categories (classifications) to closely match these park services and public expectations. The following park scores are grouped by classification and listed from high to low for both neighborhood and community scores.<sup>3</sup>

<sup>3</sup> Natural areas are not included in this park score analysis.

Community Park	Neighborhood Score	Community Score
Willamalane Park	58	82
Lively (Jack B.) Park	58	65
Island Park	55	60

Average Neighborhood Score: 57

Average Community Score: 69

Table 13: Community Park Scores

Neighborhood Park	Neighborhood Score	Community Score
Meadow Park	46	79
Fort (William S.) Memorial Park	29	38
Arrow Park	34	34
Thurston Park	24	29
Rob Adams Park	29	29
Jasper Meadows Park	29	29
Volunteer Park	24	24
Quartz Park	24	24
Bluebelle Park	24	24
Williamette Heights Park	22	22
Royal Delle Park	22	22
Jesse Maine Memorial Park	22	22
Gamebird Park	22	22
Pacific Park	22	22
Page Park	19	19
Menlo Park	18	18
Pride Park	14	14
Douglas Gardens Park	12	12
Tyson Park	9	9
James Park	6	6

Average Neighborhood Score: 22

Average Community Score: 25

Table 14: Neighborhood Park Scores

Pocket Park	Neighborhood Score	Community Score
Robin Park	22	22
Marylhurst Park	13	13

Average Neighborhood Score: 18

Average Community Score: 18

Table 15: Pocket Park Scores



Sports Park	Neighborhood Score	Community Score
Les Schwab Sports Park	50	82
Guy Lee Park	22	29
Bob Artz Memorial Park	14	41

Average Neighborhood Score: 29

Average Community Score: 50

Table 16: Sports Park Scores

Special-Use Park	Neighborhood Score	Community Score
Dorris Ranch	72	72
Clearwater Park	38	38
Ruff (Wallace M Jr.) Memorial Park	34	34
Mill Race Park	31	31
Island Park	15	15
Kelly Butte Park	15	15

Average Neighborhood Score: 38

Average Community Score: 38

Table 17: Special Use Facility Scores

## Walkable (½ mile) Access to Recreation

Walkability analysis measures how user-friendly an area is to walking and benefits a community in many ways related to public health, social equity, and the local economy. Many factors influence walkability, including the quality of footpaths, sidewalks or other pedestrian rights-of-way, traffic and road conditions, land-use patterns, and public safety considerations. One-half mile buffers have been placed around each park improvement and shaded according to their score. This ten-minute standard is consistent with other national initiatives by agencies, such as The Trust for Public Land and the National Recreation and Parks Association. In this analysis neighborhood access is equivalent to walkable access.



## Pedestrian Barriers

Pedestrian barriers such as highways, major streets, railroads, large holdings of private property and natural features like rivers significantly affect walkable access in the district. Figure 23 shows zones within the district that are created by such identified barriers. These are displayed as dark purple lines and serve as discrete areas,

accessible without crossing a major street or another obstacle. Green parcels represent park properties. Indoor facilities and schools are also identified on the map with a black “W” and black flag icons respectively. The yellow outline represents the urban growth boundary. See Figure 23.

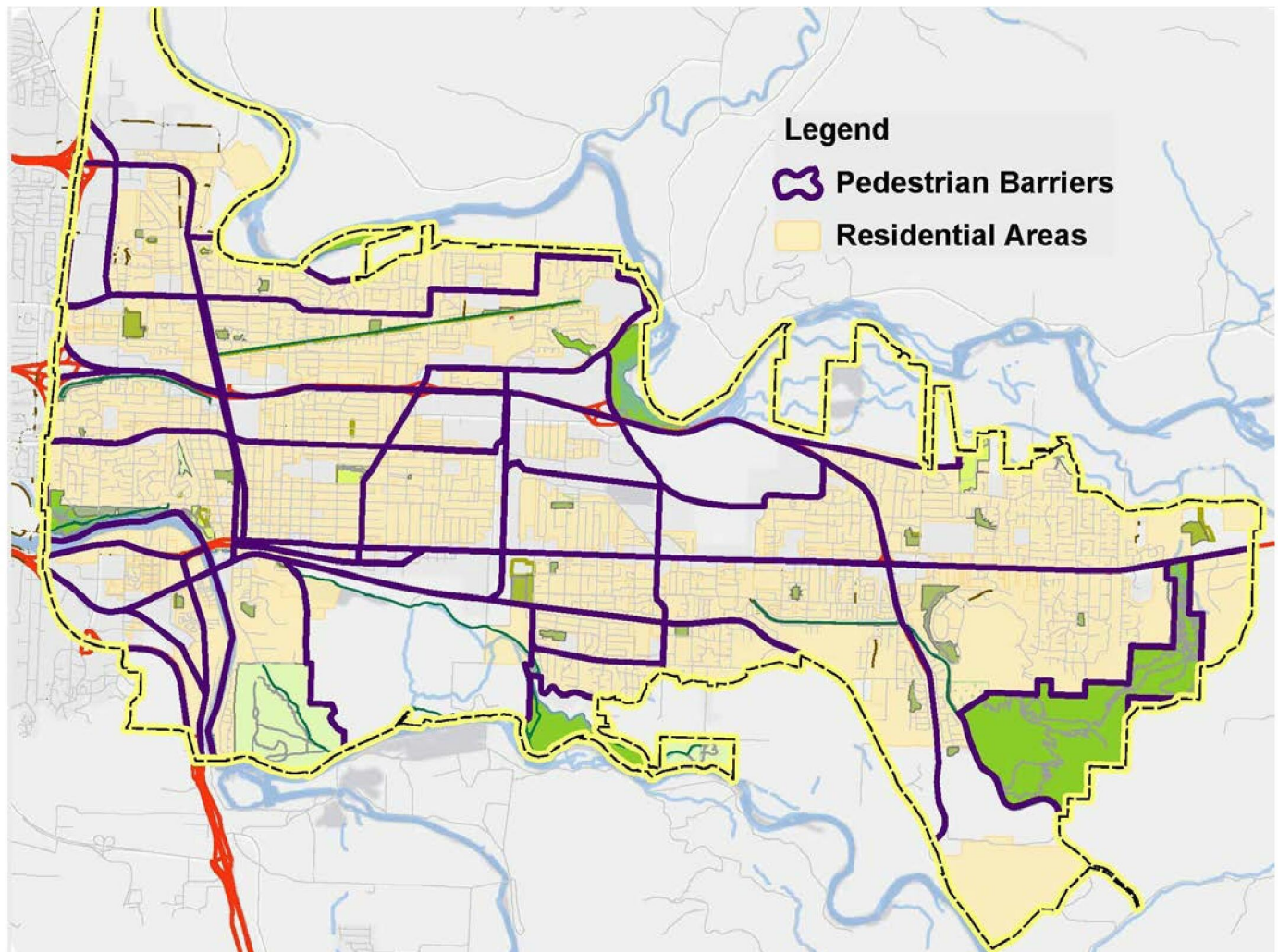


Figure 23: Walkability Barriers “Cut-Off” Service Areas Where Applicable

A series of maps represent the walkable LOS across the district based on a ten-minute walk. The darker orange gradient areas indicate more and higher quality recreation assets. Gray areas fall outside of a ten-minute walk. Environmental barriers can limit walkability, and

in this map, the LOS in the walkability analysis has been “cut-off” by identified barriers where applied. Larger versions of all of the maps included in this section can be found in Appendix 8.



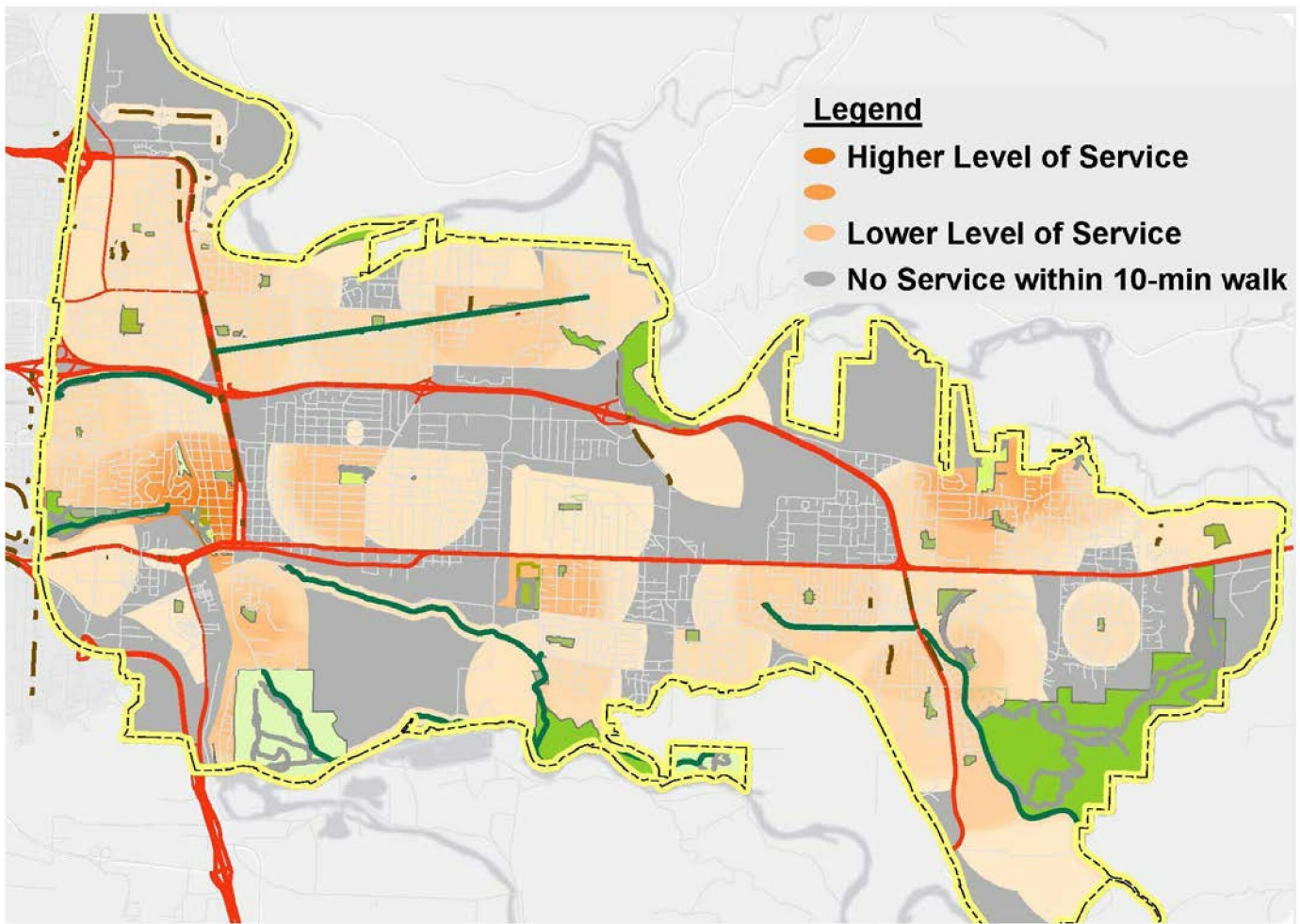


Figure 24: Walkable Access to Outdoor Recreation Opportunities

In general, this analysis shows a reasonable distribution of parks. The orange shading in the maps (Figures 24 and 25) allows for an understanding of LOS distribution and areas of concentration across the district. It should also be noted that while some of the gray areas in the map may be residential, many of the gray areas are industrial, commercial, or currently undeveloped and may not necessitate park access.

Figure 25 shows the high-value area near Island Park. Community members can access 41 components at seven parks, including the Willamalane Adult Activity Center, and a number of trails within the area defined by the dark red dashed-line.

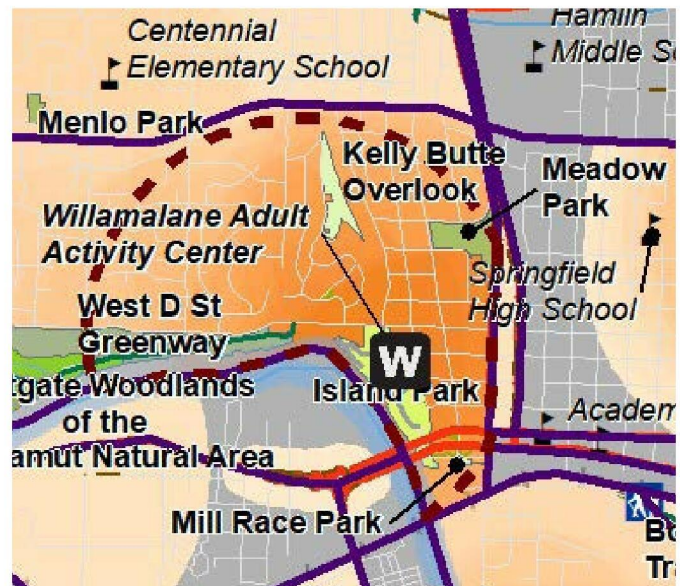


Figure 25: High-Value Walk Area



## Walkability Gap Analysis

The parks and their improvements will likely attract users from a walkable distance. The following map shows three levels of service in three separate colors. These levels, or colors, represent areas that provide an adequate or better level of service (purple), a low level of service (yellow), or no service (grey) within a walkable distance. Purple shaded areas indicate access to schools. Areas shown in yellow on the map can be considered areas of opportunity. Improving the service available in such areas may be possible by enhancing the quantity and quality of features in existing parks without acquiring new lands or developing new parks. Another option might be to mitigate pedestrian barriers in the immediate area to improve access to one or more park, trail, or natural area with additional user experiences available.

When combining the service levels with census data, the analysis indicates that parks are generally well placed and serve a large population of the land area. The district is well positioned, with over three-quarters (80%) of residents within walking distance to one or more outdoor recreation opportunities. One-quarter of residents live within a target score area. These are positive results and offer opportunities for improvement as well. The following chart displays the population percentages based on service levels. See Figure 26.

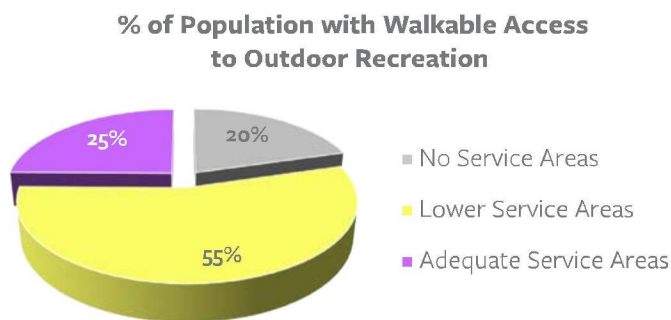


Figure 26: Percentage of Population with Walkable Access to Outdoor Recreation

## Neighborhood (One-mile) Access to Outdoor Recreation

Neighborhood, or one-mile, access to recreation opportunities was also examined. A heat map (Figure 28) shows the results of this analysis, where darker gradient areas indicate higher quality recreation assets based on a one-mile service area. In general, the district has an excellent distribution of parks and facilities in terms of one-mile access. It is assumed that for most park users, access to a neighborhood park one mile from their residents will involve driving and therefore, barriers are not considered.

## Neighborhood Gap Analysis

While 12% of the land area has limited one-mile access, nearly all residents (99%) have good access to outdoor recreation opportunities within one mile and meet the target score as discussed previously. These analyses are shown in the following charts. See Figure 27.

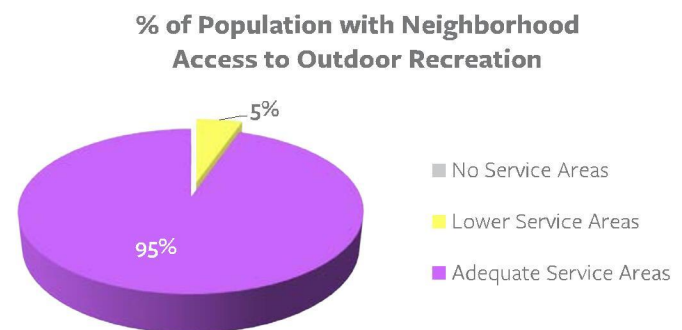
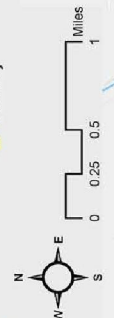


Figure 27: Percentage of Population with Neighborhood Access to Outdoor Recreation







**COMPREHENSIVE PLAN** Willamalane Park and Recreation District





## Overall Qualitative Observations

Qualitative observations based on park and facility visits include the following:

- A good standard of providing formal trailheads is evident.
- Park signage is standardized and displays consistent branding across the system.
- Playground replacement schedule is being implemented.
  - Newer playgrounds were recognized at Jasper Meadows, Bluebelle and Quartz Parks.
- Sport courts need updates to surfacing (basketball, tennis, etc.).
- More shelters seem appropriate to provide relief from weather.
- The system lacks a “signature park.”
- There seems to be a wide range of parks and offerings within the neighborhood park classification.

## Additional Analysis

### Similar-Size Agency Comparison

The district was compared to a national dataset consisting of 86 agencies, 5,632 parks, and over 31,000 components.



## 2 Parks

Top 100 of all  
Park Scores



## 4 Parks

Top 10% of all  
Park Scores

- Some parks, like Thurston Park, have nice settings with lots of mature trees.
- Some parks have several components while others have minimal recreation opportunities.



When comparing Willamalane to other agencies and parks in the dataset, four parks scored in the top 10% of all parks. Willamalane Park and Les Schwab Sports Park are in the top 430 parks out of more than 5,600 parks. Additional findings in these comparisons reveal

that the district is above the average of other similarly sized agencies in total number of parks. The district matches the average in components per capita and parks per capita.

**=48**

Total Locations

Frederick, MD – 85  
Encinitas, CA – 63  
Arlington Heights, IL – 57

Grand Junction, CO – 53  
Georgetown, TX – 52  
Tamarac, FL – 15

**=4**

Parks Per 1,000 People

Encinitas CA – 7  
Grand Junction, CO – 5  
Arlington Heights, IL – 5

Frederick, MD – 5  
Georgetown, TX – 4  
Tamarac, FL – 2

**=0.7**

Components Score  
Per 1,000 Population

Frederick, MD – 1.1  
Encinitas CA – 1.0  
Arlington Heights, IL – 0.8

Grand Junction, CO – 0.8  
Georgetown, TX – 0.7  
Tamarac, FL – 0.2

Categories where Willamalane falls short of the comparable average are “components per park” and “average score per park.” These two categories are directly related. In addition, only 25% of the

population lives in a walkable 10-minute service area. This is well below the average of other agencies across the nation.

**31**

Average Score Per Location

Tamarac, FL – 42  
Encinitas CA – 31  
Arlington Heights, IL – 36

Grand Junction, CO – 34  
Georgetown, TX – 31  
Frederick, MD – 21

**25%**

% Walkable - Target

Frederick, MD – 79%  
Arlington Heights, IL – 64%  
Encinitas CA – 63%

Grand Junction, CO – 35%  
Tamarac, FL – 27%  
Georgetown, TX – 23%

**5**

Components Per Location

Tamarac, FL – 7  
Encinitas CA – 7  
Arlington Heights, IL – 6

Grand Junction, CO – 6  
Georgetown, TX – 6  
Frederick, MD – 4



## Level of Service Assessment

**Oregon Agency Comparison**

Comparisons are also available for other agencies within Oregon (see Table 18 below). While populations are different among this group, when the following comparisons are adjusted for the population differences,

generally the district has fewer parks per capita, but more development (average number of components per site) in the parks than other agencies in Oregon.

City / Agency	Umatilla	Canby	Wilsonville	Corvallis	Willamalane	North Clackamas	Tualatin Hills	Average
Year	2020	2021	2017	2011	2020	2012	2018	-
Population	7,723	18,952	22,919	54,462	70,337	115,924	265,078	79,342
Population Density (Per Acre)	2.4	6.3	4.7	3.0	4.8	5.0	7.6	4.8
People per Park	644	824	1,091	1,009	1,465	1,246	982	1,037
Park per 1k People	1.6	1.2	0.9	1.0	0.7	0.8	1.0	1.0
Average # of Components per Site	6.4	3.0	8.4	5.7	5.2	3.2	3.3	5
Average Score/ Site	16.0	16.3	52.0	41.1	31.5	23.7	26.4	30
Components per Capita	10	4	8	6	4	3	3	5
GRASP® Index	24	20	48	41	21	19	27	28
% of Total Area w/ LOS > 0	74%	98%	95%	93%	100%	97%	100%	94%
Average LOS per Acre Served	112	265	388	289	148	183	489	268
Average LOS / Population Density per Acre	47	42	82	96	31	36	65	57
% of Population with Walkable Access	62%	87%	67%	NA	25%	40%	72%	60%

Better than average
  Below average
  Neutral

Table 18: GRASP® Comparative Data (Oregon Agencies)



## Capacity Analysis

Capacity analysis is a traditional tool for evaluating service levels. This analysis compares the ratio of components and the population. It projects future needs based on this ratio (e.g., as the population grows over time, components may need to be added to maintain the same proportion). Table 19 shows the current capacities and the projected need in 10 years. While there are no correct ratios, this table can be used in conjunction with input from focus groups, staff, and the public to determine if the current ratios are adequate. Based on growth projections, components highlighted as red should be added to maintain the same LOS.

The usefulness of this analysis depends on future residents' interests and behaviors and relies on the assumption that they will be the same as they are today. It also assumes that today's capacities are in line with needs. Table 19 (the capacities table) bases analysis on the number of assets without regard to distribution, quality, or functionality. Higher LOS is achieved only by adding components, regardless of the location, condition, or quality of those assets. In theory, the LOS combines location, quantity, and quality. This table should be used with discretion and in conjunction with the other analyses presented.



Table 20 illustrates agency performance benchmarks for many components. According to this NRPA Agency Performance Review, Willamalane meets or exceeds the median in all categories except tennis courts, youth diamond fields, and rectangular fields. It should be noted that the district does have eight half-court or practice basketball courts that likely fulfill the local need. The population would need to more than double to trigger development of another dog park or skate park based on these calculations.



## Level of Service Assessment

	2022 Count	2022 Ratio per 1k Population	2022 Ratio per Component	Total Needed Based on 2035 Population	Add
Basketball Court	16	0.2	4,396	17	1
Basketball, Practice	10	0.1	7,034	11	1
Bike Course	2	0.03	35,169	2	0
Diamond Field	7	0.1	10,048	7	0
Diamond Field, Practice	7	0.1	10,048	7	0
Disc Golf	1	0.01	70,337	1	0
Dog Park	1	0.01	70,337	1	0
Educational Experience	6	0.1	11,723	6	0
Event Space	4	0.1	17,584	4	0
Fitness Area	1	0.01	70,337	1	0
Game Court	2	0.03	35,169	2	0
Garden, Community	3	0.04	23,446	3	0
Garden, Display	3	0.04	23,446	3	0
Historic Feature	2	0.03	35,169	2	0
Horseshoe Court	3	0.04	23,446	3	0
Loop Walk	17	0.2	4,137	18	1
Open Turf	31	0.4	2,269	33	2
Passive Node	7	0.1	10,048	7	0
Pickleball Court	8	0.1	8,792	9	1
Playground, All Sizes	26	0.4	2,705	28	2
Public Art	7	0.1	10,048	7	0
Rectangular Field, Large	4	0.1	17,584	4	0
Shelter, All Sizes	9	0.1	7,815	10	1
Skate Park	1	0.01	70,337	1	0
Tennis Court	8	0.1	8,792	9	1
Trailhead	5	0.1	14,067	5	0
Volleyball Court	3	0.04	23,446	3	0
Water Access, Developed	3	0.04	23,446	3	0
Water Access, General	6	0.1	11,723	6	0
Water, Open	10	0.1	7,034	11	1

Table 19: District Component Capacities Ratios



2022 NRPA Agency Performance Review: Park and Recreation Agency Performance Benchmarks						
Outdoor Park and Recreation Facilities						
Outdoor Facility		Agencies Offering this Facility	Median Number of Residents per Facility	Willamalane Current Quantity	Willamalane Residents per Facility	Need To Add To Meet NRPA Median
Playgrounds	Playgrounds	95%	3,807	26	2,705	(8)
Courts	Basketball courts	86%	8,477	16	4,396	(8)
	Tennis courts	78%	6,413	8	8,792	3
	Pickleball courts	18%	11,999	8	8,792	(2)
Diamond Fields	Diamond fields: baseball – youth	79%	8,095	7	10,048	2
	Diamond fields: softball fields – adult	65%	17,228			(3)
	Diamond fields: softball fields – youth	62%	11,688			(1)
	Diamond fields: baseball – adult	54%	25,097			(4)
Rectangular Fields	Rectangular fields: multipurpose	68%	13,151	4	17,584	1
	Rectangular fields: soccer field – youth	50%	8,224			5
	Rectangular fields: soccer field – adult	44%	16,231			0
	Rectangular fields: football field	35%	30,599			(2)
Dog Parks	Dog parks	67%	56,084	1	70,337	0
Skate Parks	Skate parks	39%	65,000	1	70,337	0
Community Gardens	Community gardens	51%	49,351	3	23,446	(2)
Comparison based on median for less than 50,000 to 99,999 population comparison						

Better than average
  Below average

Table 20: Outdoor Park and Recreation Facilities – Median Population Served Per Facility



# 7



## Trails and Pathways Assessment

A key component of the planning effort is documenting the community's input on the existing and potential future trail network within Willamalane's boundaries and assessing existing access and user needs. Potential prioritization criteria for future trail improvements and a set of preliminary recommendations are included.



## Access

Willamalane’s trail network currently includes 38.1 miles of trails available to a range of users. Table 21 highlights low, median, and upper quartiles (in miles) for typical trail systems serving similarly sized communities as Springfield. The district provides miles of trails at a rate comparable to other agencies around the country and over double the median miles of trails for similar sized communities.

Willamalane is part of a regional network of parks and open spaces in adjacent Eugene and outlying areas of Lane County. The regional vision for trails and connectivity is defined in the Rivers to Ridges Vision shown on the map in [Figure 30](#). Willamalane has been an active partner in this effort since 2000.

Access to local amenities is generally evaluated within a quarter- or one-half mile radius of the resident’s home. [Figure 32](#) shows the accessibility of the existing trail network within a one-half mile of trail access points. It also shows that the trails in the network are

concentrated in the western and southern areas of the district, thus making access to the trail network disproportionate for Willamalane residents.

The quality of access to trails (e.g., length of consecutive trail available for recreation) is another important factor. [Figure 32](#) shows that many residential areas in the district have access to trails. Residents in the center and northwest areas have limited access to trails. [Figure 32](#) also indicates which trails are maintained by Willamalane as well as other accessible trails not managed by the district. The analysis shown in [Figure 32](#) shows accessibility of all trails in the district, regardless of whether they are managed by Willamalane. Trails shown in dark red are in areas with the best trail connectivity and continuity within the district, while areas in dark and light orange have relatively less access to the trail network. The map demonstrates a significant gap in trail access in the center of the district and lack of connectivity in northeast Springfield.

Willamalane Miles of Trail		National Recreation & Park Association (NRPA) Miles of Trails	
38.1		All Agencies	Population 50,000 – 99,000
	Median	14	14
	Lower Quartile	5	7
	Upper Quartile	39	29
Miles of trails in 2022 includes those from the following GIS data: Willamalane multi-use paths and foot paths, “formal trails,” Thurston Hills Natural Area Phase II, and non-Willamalane multi-use paths within the Springfield UGB.			

Table 21: Willamalane Miles of Trails





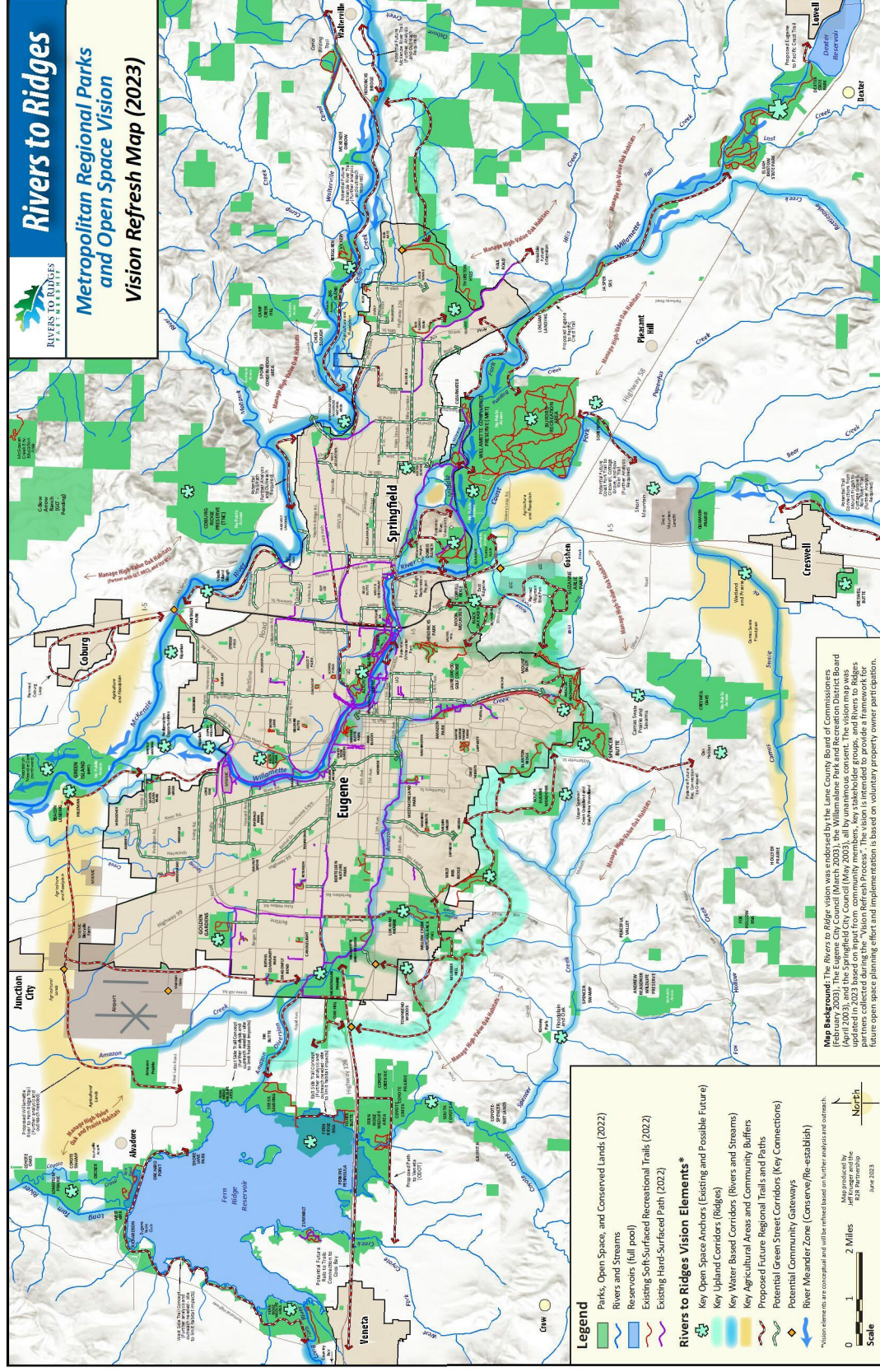


Figure 30: Regional Trails, Rivers to Ridges, 2023



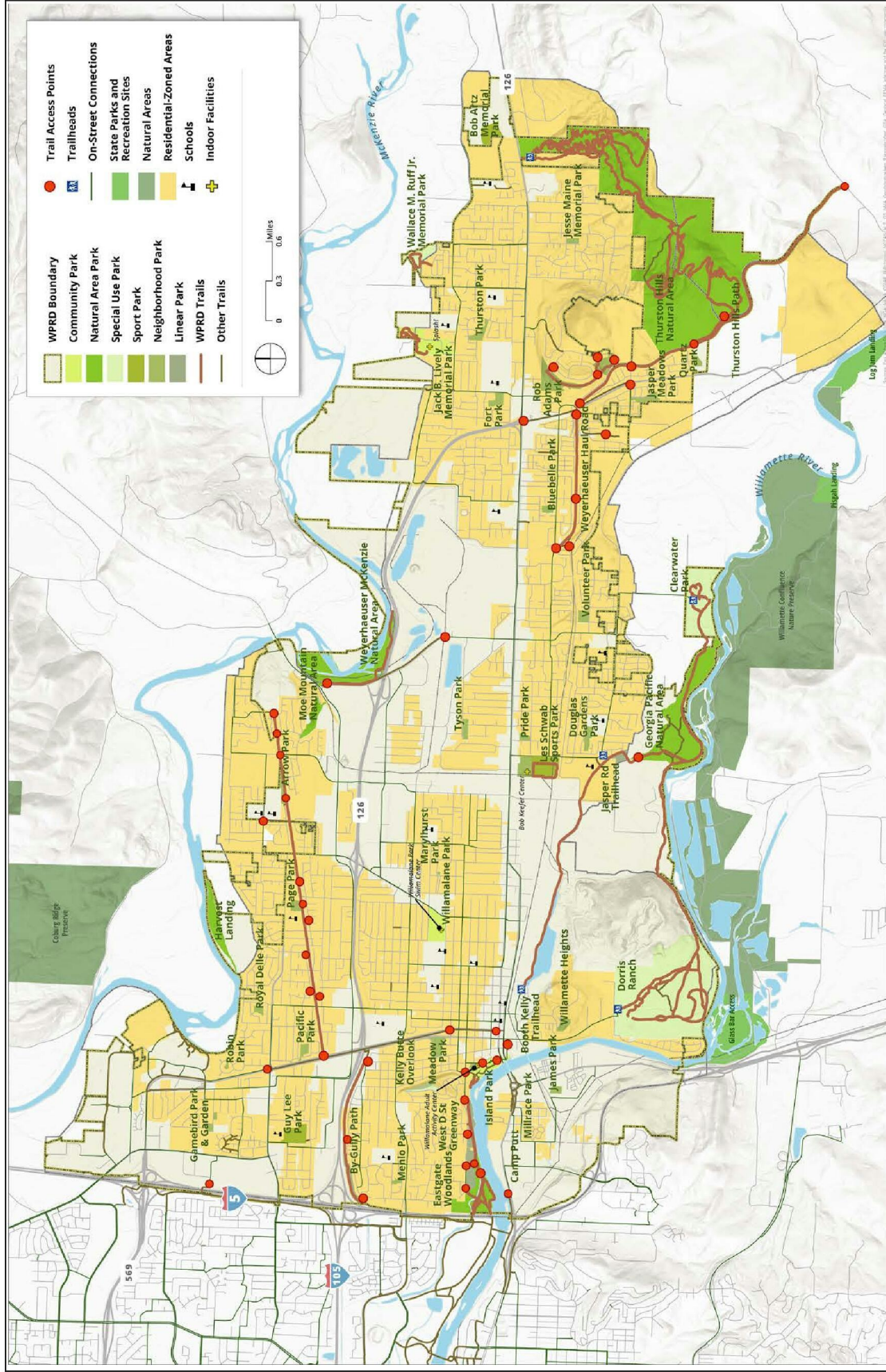
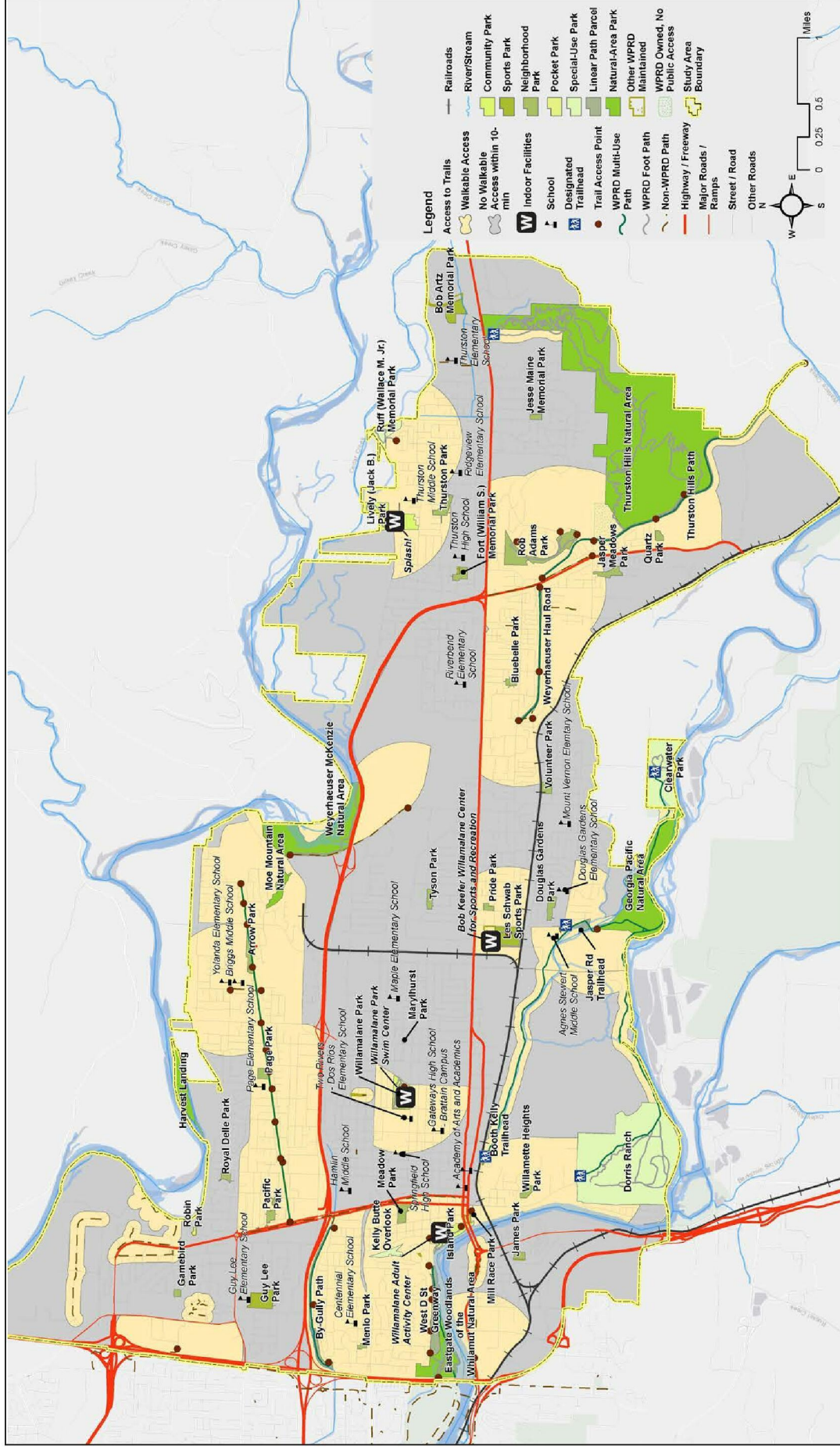


Figure 31: Willamalane Trail System







## Public Engagement—Trails Use and Desires

As part of the community engagement for the comprehensive planning effort, Willamalane hosted focus groups, distributed community surveys, and conducted stakeholder interviews. A priority for Willamalane throughout this process was to obtain input from a broad demographic across the entire district to better understand needs across the numerous communities. Input was gathered from the Springfield Bicycle and Pedestrian Committee (BPAC), City of Springfield staff, and a targeted focus group to further clarify trail needs. Participants included Rivers to Ridges and Lane County Transportation staff (to best understand the regional vision), members representing the Latinx and tribal communities, and those attending a targeted focus group specifically dedicated to accessibility and inclusion discussion. A targeted focus group to gather teen input suggested hiking opportunities were a top recreation interest for this group. Input was used to shape and define this and other sections of the plan.

While some nuances exist in terms of user desires among the various communities throughout the district, needs assessment survey results indicated that a majority feel that the most important needs within the district are more trails and bike paths.<sup>4</sup> This does not suggest that the trails network is not meeting the needs of the community. In fact, a substantial majority of survey respondents use recreation trails and paths at least once a month, while nearly half of respondents use them weekly or daily. Three top priorities that the community feels would help improve the existing network include:

- More soft-surface hiking trails in scenic settings
- Improved connectivity between existing trails
- More accessible walking trails

## Previous Trail Planning Efforts

This plan recognizes the various trail planning efforts that have occurred in the past as well as those currently ongoing. Goals, policies, strategies, and actions were analyzed to gain a broad perspective of district-wide efforts and to assist in developing goals and strategies for this plan. The intention is to help ensure consistency between plans and foster collaboration between the various jurisdictions involved in trail planning within and

adjacent to Willamalane's boundaries. The following plans were just a few of the documents reviewed:

- Rivers to Ridges Vision (2003 & 2023)
- Willamalane Park and Recreation Comprehensive Plan (2012)
- Lane County Sea to Summit Parks & Open Space Master Plan (2018)
- City of Springfield 2035 Transportation System Plan (2020)
- Lane County Bicycle Master Plan (2022)

Oregon's Statewide Comprehensive Outdoor Recreation Plan (SCORP) adds additional perspective on prioritizing trails both regionally and within the county.

Since the completion of Willamalane's last comprehensive plan in 2012, the district has prioritized trail improvements that met goals and strategies identified in the plan. These improvements include: a new soft-surface trail system at Thurston Hills Natural Area for hiking and mountain biking (10 miles), completion of the Middle Fork Path providing a paved multi-use corridor along the Willamette River to Dorris Ranch (final mile-long section of the four-mile path), and construction of the Mill Race Path which provides paved multi-use path connection from downtown Springfield to the center of the Middle Fork Path along the Willamette River (three-miles). In addition, the paved Weyerhaeuser Haul Road (four-miles) is now open to the public for use and portions of this trail have been improved. See [Section 9](#) for goals, strategies, and action items that include trails and pathways.

## Level of Service Comparisons

Using Bend, OR, Olympia, WA, and Missoula, MT as peer communities, the combined miles of trail provided per 1,000 residents averages to 0.374. A service level of 0.645 miles per 1,000 residents presents the highest ratio of miles of trails compared to residents among the three communities. Willamalane compares favorably by achieving a ratio of 0.545 miles per 1,000 residents. Willamalane is not proposing a LOS standard for trails to guide expansion in this plan. Future growth and expansion of the trail system will be determined based on the need for improved access, greater connectivity, and the community's desire for additional trail opportunities.

<sup>4</sup> When asked to assign a level of importance for future improvements, 69% of statistically valid survey respondents rated trails and bike paths either a "4" or "5" on a scale of 1 – 5; 5 being very important and 1 not important.

## Trails and Pathways Assessment

### Trail Users

Willamalane recognizes that there are a range of trail users, and the plan development process attempted to reach existing and potential user types for consideration in priorities for future trail projects. At a high level, and as identified during the public engagement process, potential trail users include walkers/runners, hikers, bicyclists, mountain bikers, and equestrians.

### Challenges

While Willamalane's trail network continues to evolve, understanding shortcomings will help to ensure that the community's needs are met. Public feedback throughout the plan development process provided a window into these challenges, which have been categorized under five themes: connectivity, access, safety and comfort, overcrowding, and trail variety.

### Connectivity

Through observing the trails map and quantifying the miles of trails throughout the district, the trails network presents many strengths and opportunities. However, one key challenge of the network is connectivity. Addressing gaps identified within the current system could improve user experiences through better interconnected trails throughout the area. Further, the same can be said for connectivity to the regional network and those trails that lie beyond Willamalane's boundaries, such as those that provide routes into Eugene or those between east Springfield and Thurston Hills, for example.

### Access

Access is a key issue that has a significant impact on usage, equity, and user experience. As described in the section above, accessibility to Willamalane trails varies across the district. Some neighborhoods contain greater levels of access due to proximity, trailheads, and other features that make using the trails easier for some than others.

In addition to proximity, access also includes consideration for a range of users with varying abilities. While the community is generally satisfied with the opportunities available, many are concerned that maintenance, upgrades, and additions should afford greater access for users of all ages and abilities, including those with needs identified in the Americans with Disabilities Act.



### Safety and Comfort

Another theme that emerged from community feedback involved the perceived safety and comfort of the trail network. The COVID-19 pandemic led many more people to get outside and explore the outdoors, particularly in their local environments. As such, the trail network saw an increase and greater diversity of users. One area of concern is the safety and comfort of bicyclists versus users on foot or other slower moving modes. Friction occurs when these higher-speed users interact with slower users in close proximity, causing some level of discomfort for each. Community members have suggested that more designated, separated facilities for different users are needed in high traffic areas. This includes both the open space trails network and the on-street walking and biking network.

Another area of concern involves the lack of amenities along Willamalane's trails network. The amenities mentioned each contribute to user experience and are intended to enhance the experience and attract a greater diversity of users. The requested amenities include:

- Designated bike parking
- Signage and wayfinding
- Path and trail lighting
- Additional shade
- Restrooms
- Regularly spaced benches
- E-bike/e-scooter charging stations





Finally, maintenance was a significant concern across the district. While it has an impact on user experience, maintenance also has implications on user safety. All demographics and age groups that participated in the needs assessment survey highlighted a desire for enhanced maintenance, making it a key priority in this planning effort.

### Overcrowding

Over the past few years and particularly during the height of the COVID-19 pandemic, hiking activities have risen in popularity, drawing more visitors to trails with scenic vistas, especially near populated areas. Willamalane is fortunate to have a rich natural environment for community members to enjoy; however, with limited accessible scenic vistas, concern has arisen regarding potential overcrowding at regional overlooks. Community members have suggested that providing access to additional scenic points could help to reduce these impacts. Within Willamalane's boundaries, Springfield Butte and Vitus Butte are two examples of locations that could offer alternatives and help to spread out users between regional overlooks in the future.

### Trails Variety

The access section discusses the desire for a wider demographic of user types to be able to utilize Willamalane's extensive trails network. A potential solution would be to provide a greater diversity of trails that provide a larger array of options for different users. The

mountain bike community, for example, cited a need for additional trails for beginners and those new to mountain biking who may find the existing network too advanced or technical. Another user group that expressed a need are equestrian users. Equestrian accessible trails largely exist beyond Willamalane's boundaries, and the key is to provide access points that offer connectivity from the district. While these two user groups are more niche, they speak to the popularity of Willamalane's trails network and the varying types of users.

### Project Prioritization

The criteria for prioritizing new trails (or extending connections for existing trails) within Willamalane's trail network is derived from both regional planning efforts and the community input referenced in the engagement section. The community engagement efforts completed for the comprehensive planning process revealed the following community priorities for trails: soft-surface hiking trails in scenic settings, connectivity between existing trails, and accessible walking trails. These were also among the overall top priorities for the plan (see [Section 9](#)). The recommendations listed below provide proposed criteria for evaluating progress in future development of the trail network according to these priorities. It also provides general recommendations for improvements to Willamalane's trail network in order to meet the comprehensive plan goals.

## Evaluative Criteria for Project Prioritization

Criteria can be helpful to prioritize future trail and pathway projects. The following provide options for such criteria:

- Soft-surface hiking trails in scenic settings
  - Identify scenic locations within district boundaries
  - Measure miles of soft-surface hiking trails (existing and planned)
- Connectivity between existing trails in areas where off-street connections are missing in the trail network
  - Priority connections should be in areas where users are less likely to own a car and where alternative routes via walking or biking are not available.
- Accessible walking trails
  - Define accessibility (if beyond requirements for ADA)
  - Track quantity (through miles of trails and consecutive trail mileage) of accessible trails available in the district.
- Miles of trails per 1,000 residents
- Apply equity criteria (population impacted, household income, diversity, and crime index). See Appendix 8.
- Identify highest use trails where friction exists between user types (e.g., bicyclists and pedestrians). Consider creating separated facilities along these segments.
- *Figure 32* identifies underserved areas in central Springfield and in the Thurston area. Potential solutions may be (1) an extension of the The By-Gully Path across Pioneer Parkway to central Springfield and (2) an extension of the Levee Path east along the McKenzie River, connecting to Game Farm Road. North Thurston (NE Springfield) has no connectivity into the western parts of Springfield.
- There is a gap in the network between Island Park and Booth Kelly Trailhead, between the EWEB Path and the Levee Path, between the Levee Path and Thurston, between the By-Gully Path and Eastgate Woodlands.
- There is a desire for additional access points to the Middle Fork Path trail network. Major barriers within the region limit bike and pedestrian connectivity. Willamalane should work with partners to reduce barriers by creating safe crossings to: Highway 126, railroads, Main Street, 29th St., and 42nd St. Industrial land in central Springfield also serves as a significant east/west barrier.
- There is a demand for trail access to and along the McKenzie River.
- Look for opportunities to connect to trails or other recreational opportunities outside of the district boundary (i.e., to Armitage Park, Coburg, over Hayden Bridge, to BLM land, to Howard Buford Recreation Area, to future Glenwood riverfront, and to Wallace Creek Road.)
- There is demand for additional trailhead and access points to Thurston Hills Natural Area.

## Key Findings

- Incorporate recommendations from the Rivers to Ridges Vision Update, particularly where it overlaps with Willamalane's key priorities.
- When developing new trails or repairing existing trails, try to include desired amenities, such as designated bike parking, signage and wayfinding, trail lighting, shade, restrooms, places for rest such as benches, and e-bike/e-scooter charging stations.



# 8



## Delivery of Services

This section includes key findings from assessments of Willamalane’s organizational and financial practices, its recreation delivery system, and park maintenance and operations practices, the full content of which can be found in Appendix 1. Also included in this section are assessments of external communication and Willamalane’s approach to DEI and facilitation of a sense of belonging. Key findings from each assessment are presented in this section.



## Key Findings: Organizational and Financial Analysis

The purpose of this analysis is to carefully review the district's investment in parks and recreation services by looking at staffing and finances. The analysis included review of financial records made available by Willamalane staff. COVID-19 was considered as the pandemic skewed the historical review of the district's staffing, finances, and program participation. As a result, data from pre-pandemic in 2019 was included (and sometimes prioritized) in the analysis.

The analysis is found in Appendix 9, the key findings are provided below:

- Intermittent facility closures and decreased service delivery have resulted from a lack of frontline staff and inability to recruit candidates. Some of this may persist from the COVID-19 pandemic.
- Willamalane invests an appropriate amount of tax support in delivering parks and recreation services in comparison to a typical parks and recreation agency serving a similarly sized population.
- Willamalane's cost recovery demonstrates a high functioning park and recreation agency. The application of its resource allocation philosophy drives budget and programming decisions.
- A significant number of Willamalane residents (69%) may support bond measures for specific projects.
- Many alternative methods of financing and efficiencies that reduce funding needs for park and recreation agencies are available to Willamalane.
- Willamalane's current System Development Charge (SDC) methodology needs to be updated.
- Willamalane's distribution of positions suggests that the district is understaffed in park maintenance and has above average staffing in recreation delivery.





## Key Findings: Recreation Assessment

The analysis of Willamalane’s recreation programming is intended to assess the effectiveness of the district’s provision of community recreation facilities and programs. The general overview considered programs and services based on staff interviews, community engagement findings, the needs assessment survey, and Willamalane’s Recreation Program Plan 2022 – 2024. This plan includes goals for each functional area of the Recreation Services Division (Appendix 9). To accurately assess the recreation program, pre-pandemic data (2018-19) was used in some instances. Current data was used for areas where the pandemic was less impactful. The full assessment is in Appendix 9. Key findings are as follows:

- Survey data demonstrates that the overall community recreation needs of district residents are being met. A variety of recreation activities were identified in the engagement process and needs assessment survey. Some examples of proposed activities include: community farmers markets, inclusive programs, enrichment classes, art programs, and martial arts, and special events.
- The community Willamalane serves is becoming more diverse. The district can understand and meet the community’s changing needs by partnering with agencies or community organizations, conducting continual and meaningful engagement, and implementing the district’s DEI Strategic Action Plan.
- Gaps exist in adult (20 – 54) and older adult (55 – 85+) programming. The adult population makes up 46% of district residents and older adults make up 30%, but only 23% of enrichment programs (combined) target these age groups that make up 35% of program registrations. As community members continue to age, an increasing need for additional programming to meet the needs of older adults is anticipated. Most programs take place at the Adult Activity Center, which is already near capacity in regard to programming space. Additional space to expand programming capacity will be needed.
- Adult athletic events are in high demand, and Willamalane does not currently offer this type of programming. An athletic field demand study could help clarify the possible need for additional artificial turf fields to support adult programming and other potential use.
- Hiring and retaining aquatics staff has become very challenging due to the job market. While Willamalane has done a very good job attempting to address this issue, staff shortages have nevertheless caused temporary facility closures—largely due to fluctuating availability and retention of lifeguards. Opportunities to partner with other local aquatic facilities (sharing staff that have limited hours by policy) may assist with this challenge.
- While Willamalane does a good job surveying program participants, additional performance measures reported on a quarterly basis may help the Recreation Services Division become more flexible in changing program opportunities as needed. Specific performance measure examples are in Appendix 9.
- Staff carefully monitor program lifecycles.
- As shown in the organizational and financial analysis sections of the plan ([section 8](#)), Willamalane’s financial and staffing investment in recreation is similar in comparison to other parks and recreation agencies serving similar populations across the United States.
- Willamalane currently offers programs and activities at all hours, but is not able to meet the full extent of the community’s needs during peak hours (evenings and weekends) due to lack of programmable space and staffing.
- Willamalane has many partnerships that add great value to the Springfield community.
- A significant amount of program registration comes from out-of-district residents (30%). A district “buy-in” membership may help ensure district residents are not subsidizing out-of-district residents. This is an opportunity afforded to out-of-district residents that would allow them in-district status and fees on an annual basis.



## Key Findings: Maintenance and Operations Assessment

The assessment of park maintenance and operation practices is intended to assist Willamalane with providing safe, clean, and vibrant parks, trails, and open spaces. The evaluation, analysis, and resulting recommendations identify efficiencies and opportunities to help Willamalane meet its current and future maintenance and operational objectives.

This evaluation of maintenance and operations practices recognizes many of the same topics identified in the public input process and needs assessment survey. Overall, the need for greater resources – particularly additional staffing – has been identified as a key priority area.

The full maintenance and operations assessment is located in Appendix 9. Key findings are presented below.

- Park maintenance is sufficient to meet community needs. However, while poor maintenance is not identified as impacting participation, there is a public desire for a higher level of standard and care.
- Space at the Park Services Center is limited and requires expansion of office space, storage, vehicle parking, and staging areas to accommodate current staffing and maintenance levels. The need for space will become even more essential to accommodate additional staff recommended in this assessment.
- Willamalane recognizes the importance of an asset management program related to maintenance workload planning and equipment replacement. A full equipment risk assessment may greatly assist the district to further prioritize equipment replacement.
- Seasonal staffing related to athletic field maintenance was reduced during the COVID-19 pandemic and has not been restored.
- Willamalane's investment in park maintenance is below the national median for typical agencies of similar size. Focus areas may include fully funding operations and maintenance for new park development when new parks are approved, and incrementally increasing funding and staffing levels closer to the typical national median.
- Willamalane could create neighborhood-based volunteer groups (e.g., Friends of Ruff Park) to assist with project work and to provide stewardship of the spaces.
- A pipeline to provide seasonal employees with opportunities for full-time positions may assist the district to fill seasonal vacancies.
- Additional park rangers may help to keep the parks safer, and also reduce maintenance and operations costs by deterring vandalism and nuisance behaviors.
- Willamalane's maintenance manual is an exceptional resource, clearly defining standards for maintenance of park components and amenities.





## Key Findings: Natural Resources

Natural resource parkland saw the largest increase in acreage of any of the park classification types since 2012. This growth was in response to public demand and was one of the biggest identified goals within the 2012 comprehensive plan update. To understand how the district is responding to this change, a focused effort was made to look at opportunities and constraints for the planning and management of district natural areas. Feedback relating to natural areas was gathered through the public survey, staff meetings, the maintenance and operation assessment, and a focused discussion with regional partners and technical experts. Key findings are as follows:

- With a significant inventory of 920 acres of natural areas to maintain and operate, two FTE appear insufficient to provide long-term sustainable maintenance practices.
- The natural areas management budget is insufficient to adequately maintain and manage natural areas in a long-term and sustainable manner.
- Natural resource staff could be further supported through cross-training maintenance staff, community partnerships, and continuing to expand use of volunteer work groups.
- The department is very effective at obtaining grant funds. These funding sources are limited in the types of work they support.
- The district has a broad range of active partnerships that have been an effective tool for implementing projects.
- Dramatic growth has made it hard for staff to proactively plan for and make continuous progress on restoration efforts.
- There is opportunity for more education and storytelling about work being done within the natural areas.
- There is a need for trail maintenance expertise to assist with monitoring, maintaining, and building additional trails within natural areas.
- There is an opportunity to increase the use of prescribed fire and other culturally appropriate management techniques.

- The Natural Areas Management Plan is outdated and needs to be updated to serve as a more useful guide for the Natural Resources department.
- Willamalane has the opportunity to influence a number of priority projects for the region, such as: urban stormwater/green infrastructure projects, protecting riparian & floodplain areas (including Island Park Slough and Cedar Creek), expanding urban forests, and oak and prairie habitat restoration.

## Key Findings: Communication

Willamalane places a high priority on effective communication within the responsibilities of the district's Community Engagement department. The department has seven focus areas as documented in Willamalane's Community Engagement Strategic Plan, completed in 2022. The plan identifies priority projects and illustrates key responsibilities and focus areas.

### The Community Engagement Department's Seven Focus Areas:

- » Serving as a strategic partner for the district
- » Facilitating community connection
- » Helping to ensure brand consistency
- » Advocating for an exceptional patron experience
- » Marketing
- » Public relations and communication
- » Legislative affairs

During the engagement process and from the needs assessment survey, communication with the public scored as excellent, but communication with residents who do not already use parks, facilities, or programs has room for improvement. The analysis is taken primarily from the survey and feedback from targeted public engagement efforts that should be considered in order to improve communication in particular with marginalized groups within the community. These included meetings with representatives from the Latinx and tribal communities, and advocates representing individuals with disabilities.

## Delivery of Services

### Communication Effectiveness

The needs assessment's random invitation survey demonstrated that 27% of residents did not feel communication was effective, although the open-link survey suggested only 15% thought communication was not effective. This is most likely because the open-link survey is more apt to capture program users. Overall, only 18% of survey respondents thought communication was not effective as shown in Figure 33 below.

There is some room for improvement regarding Willamalane's communication about parks and recreation opportunities. The average rating for the Invite sample is 3.3 on a scale of 1-5, with 5 being "very effective". The open-link rated effectiveness of communication slightly higher, with an average score of 3.6.

**How effective is Willamalane at communicating with you about parks, recreation facilities, and services?**

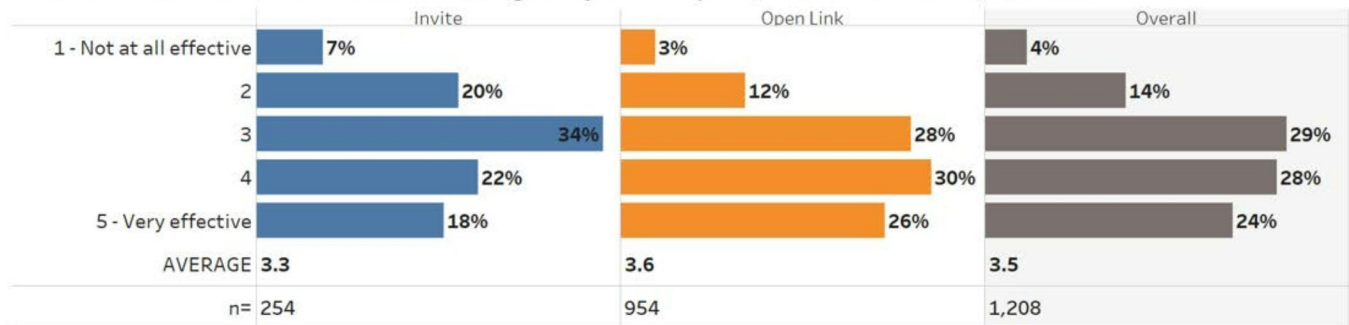


Figure 33: Communication Effectiveness

It is helpful to compare how residents currently receive information from the district with their preferences for methods of receiving information as shown in Table 22 below. Percentages sum to greater than 100% because respondents selected multiple communication opportunities.

	Current Communication Method	Preferred Communication Method
Direct Mail	63%	69%
Word of Mouth	38%	12%
Willamalane's Website	32%	31%
Email	31%	64%
Social Media	13%	26%

Table 22: Current and Preferred Communication Methods





It may also be helpful to look at age groups in the district and the manner different generations desire to receive information as shown in Figure 34.

### Preferred Communication Methods By Age of the Invite Sample

How respondents prefer to receive information was more varied across age categories, with younger respondents preferring email over direct mail.

How do you prefer to receive information about parks, recreation facilities, and services? (Select up to 3)

	Overall	Under 35	35-44	45-54	55-64	65-74	75 or over
Direct mail	69%	61%	70%	65%	88%	75%	69%
Email	64%	82%	79%	51%	48%	47%	42%
The Willamalane website	31%	26%	32%	45%	20%	44%	19%
Social media	26%	30%	24%	40%	24%	12%	5%
Local media (e.g., TV, radio, newspaper)	25%	21%	26%	18%	30%	23%	45%
Printed publications (guides, booklets, annual reports)	18%	12%	16%	19%	27%	21%	27%
Flyers/posters at businesses	14%	21%	11%	11%	12%	2%	21%
Word of mouth	12%	14%	1%	15%	2%	24%	21%
Marketing materials at parks	9%	18%	5%	2%	8%	7%	2%
From staff at Willamalane parks and/or facilities	8%	6%	7%	18%	4%	1%	17%
Marketing materials at recreation facilities	5%	6%	1%	3%	4%	10%	5%
School email/newsletter	5%	2%	14%	7%	4%		
n=	234	37	45	37	36	50	25

Figure 34: Preferred Communication Methods by Age of the Invite Sample



### Key Findings:

- The district does an excellent job communicating with community members, especially those who are current users.
- There is room to improve communication with non-users.
- Increased use of social media as a communication channel is an opportunity.
- “Word of mouth” is effective, but is not a preferred method of communication.

## Diversity, Equity, Inclusion, and a Sense of Belonging (DEI)

### DEI Initiatives and Priorities

Willamalane's population continues to become more diverse, is growing older, and includes a significant number of individuals with disabilities (5% more by population than the state of Oregon). To respond to this, Willamalane is making diversity, equity, inclusion and belonging a top priority for the district. In 2021, Willamalane adopted a DEI Strategic Action Plan that guides the district's approach to diversity, equity, and inclusion.

The district's plan identifies goals that represent a three-to-five-year, comprehensive approach to DEI. The approach is intended to go beyond completing lists of tasks, instead it attempts to foster a true sense of belonging for everyone Willamalane currently serves, including staff. The plan identified nine goals and included action items directly applicable to this planning effort. See Appendix 9 for the DEI Strategic Action Plan. The spirit of these initiatives came forward in both the engagement process and in the needs assessment survey.

- » **Develop a support system for DEI initiatives**
- » **Demonstrate leadership and staff commitment and accountability**
- » **Design a cohesive and inclusive work culture**
- » **Help ensure recruitment, hiring practices, selection, and promotion processes encouraging DEI**
- » **Create and implement policies and procedures that are socially responsible for staff, stakeholders, patrons, participants, and vendors**
- » **Engage marginalized communities**
- » **Support departmental DEI efforts**
- » **Provide reasonable accommodations in the workplace**

### Meeting The Needs of All Community Members

Community engagement efforts identified key issues Willamalane can address to increase and strengthen relationships with marginalized groups within the community.

- Encouraging DEI and a sense of belonging is of the utmost importance to the community (both internally within the agency and external facing to the community).
- There is a lack of equity in the LOS for parkland. GIS analysis showed a strong correlation between parks that scored better and higher household incomes, as well as lower crime rates and lower population diversity. This means that residential areas with low-income households, higher rates of diversity and that experience higher rates of crime are receiving lower levels of service in regard to parks and open space.
- The district is becoming more diverse. Latinx populations are trending upward from 11.3% in 2010 to ~17% in 2026.
- There is demand for bilingual (Spanish) classes and programs, especially relating to arts, culture, and fitness.
- A greater relationship, connection, and access to community space and programming is desired by the American Indian and Alaska Native communities.
- There is a need for bilingual staff at the customer service desks or answering phones to reduce communication barriers.
- As Springfield's Latinx population continues to grow, Willamalane may best meet their needs by continuing to utilize purposeful outreach methods and fully implement the district's DEI Strategic Action Plan.
- Providing more stipends/scholarships for programs can increase diverse communities' participation in programs and activities. Marketing these opportunities to diverse audiences can also increase awareness of these opportunities.
- There is a desire for more bilingual information in parks and facilities both to promote a sense of belonging and to increase awareness of Willamalane's offerings.





### Inclusion Services and Adaptive Recreation

One in five district residents report some form of disability. Willamalane currently responds to this need through accommodation requests, which can be completed online. Currently, the district does not provide staffed inclusion assistant or aide positions.

Willamalane has very few specialized recreation programs. The current approach is to make Willamalane's recreation programs as inclusive as possible and practical for a wide range of participants.

Members of the topic-specific focus group suggested the following areas of focus for inclusion services.

- Continue to provide accommodations to youth with disabilities.
- Continue to address mobility needs, including those individuals who are visually challenged.
- Continue to offer scholarships and other means to help ensure an equitable fee structure for individuals with disabilities.
- Inclusion services (program participation) should remain free to both participants and support workers.
- Continue to improve accessibility in parks (per ADA Transition Plan), specifically playgrounds and consider fencing inclusive playgrounds.
- Provide interpretive signage on trails or at trailheads and online to reflect the anticipated trail experience (easy, intermediate, difficult), and to indicate conditions such as rough, steep, and declining slopes and potential barriers.
- Consider the addition of hex boards in playgrounds with communication tools.



# 9



## Moving the District Forward

Based on the research in this plan, goals, strategies and prioritized action items are provided to guide the district for the next 10-20 years.



## Key Findings, Goals, Strategies, and Actions

This section of the plan describes key findings identified during the planning process and goals, strategies, and actions to both address the key issues and position the district for future growth over the next 20 years. The goals, strategies and actions are organized into nine categories that both reflect the 2012 comprehensive plan and the changing community.

This section is organized as follows:

- Key findings identified during the planning process
- Comprehensive plan goals
- Strategies and actions with implementation timeline
- Map of 2023 proposed park improvements
- 2023 comprehensive plan projects list with operating and capital costs

### Key Findings

Key findings were identified throughout the project and are reflected in a matrix document shown in Appendix 10. The document shows where the findings were identified, both in qualitative and quantitative data points.

The following key findings align with the goals identified in the plan:

#### CHANGES TO THE COMMUNITY

- Springfield's population is expected to experience modest population growth in the next 10 years and is growing older. The median age of district residents is projected to increase from 34.6 in 2010 to 38.6 in 2026.
- The percent of adults 55+ is projected to increase from 25% in 2010 to 31% by 2026.
- The number of younger community members (ages 0 – 14) is trending downward, but is projected to become stable within the next five years.
- A significant percentage of district residents (18%) lives below the poverty level.
- Almost one in five district residents have a disability, which is greater than the state of Oregon (See [section 3](#)).
- Obesity affects the lives and health of 29% of the community. Willamalane is in a unique position to make a positive impact on the community's health.

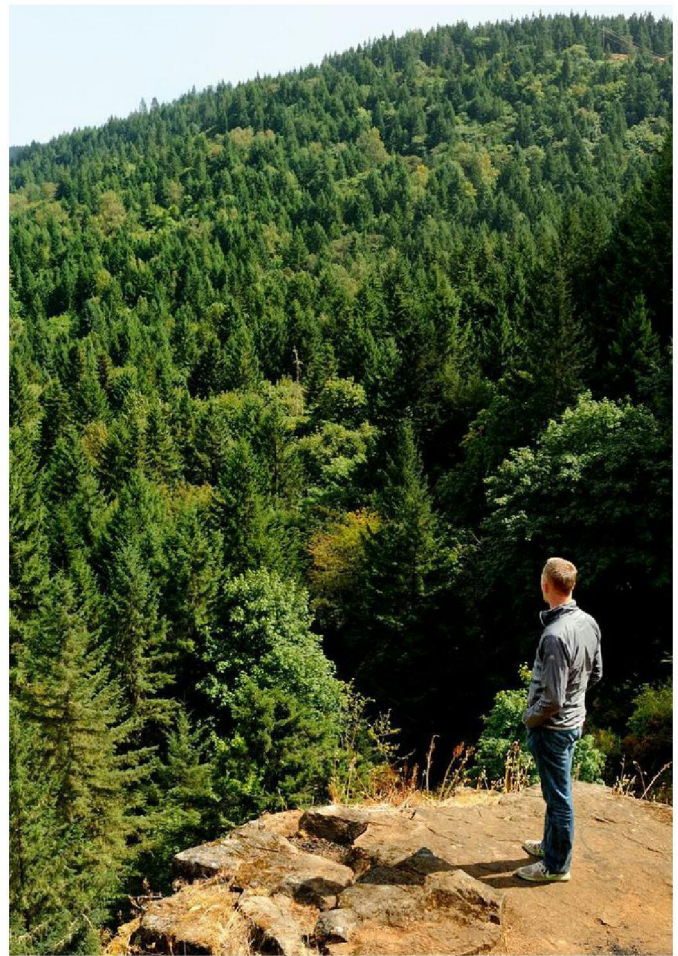




## Moving the District Forward

**Parks and Natural Areas**

- The district does not have an inventory of undeveloped land and should place a priority on future acquisition to not fall behind current service levels.
- There has been significant growth in natural areas, from 186 acres of natural area and no dedicated natural resource staff in 2012 to over 900 acres of natural areas and two full-time staff dedicated to planning and managing these areas.
- Thirty-two percent of community residents have walkable access to a park within a 10-minute walk; 45% have some access but not an adequate amount, and 23% lack access. Various perceived and actual barriers may be limiting walkable access.
- Overall, 289.70 acres will be needed to maintain current standard of LOS by 2035.
- The LOS can be greatly impacted by adding or improving additional components/amenities in parks—particularly restrooms, courts, shelters, shade, etc. Fewer than half of survey respondents feel their park amenity needs are met.
- Park maintenance is more frequently reactive than proactive at times due, in part, to staffing needs both in approved positions and ability to recruit qualified applicants.
- A majority of community members favor both taking care of existing assets and expanding the park system.
- Many playgrounds use engineered playground chips, which meet ADA requirements but provide limited inclusive opportunities in terms of accessibility.
- Athletic fields are well used. Expanded capacity could be gained with additional artificial turf fields.
- Natural areas are important to the community, and there are unique opportunities to acquire and preserve additional parkland for this purpose.
- Almost everyone lives within a one-mile drive to parks with outdoor recreation components.
- Restrooms at parks are a top priority—permanent restrooms rather than portable restrooms as well.
- Region-based park maintenance plans, generated by the maintenance team, may increase staff efficiency and effectiveness.
- Annually, the district invests \$1,932 per acre in park maintenance, far below the median of \$9,642 that a typical agency may invest. This is primarily due to the amount of open space/natural areas the district manages that are less expensive to operate and maintain than developed parks.
- The community desires new recreation improvements not currently available within the district, such as bicycle pump tracks and splash pads, as well as additional items like BBQ grills and more disc golf courses.
- The district should infill existing parks with additional amenities, where needed, to improve equity across the community.





- Taking care of existing assets should be a district priority, including dedicated budgeting for renovation and replacement of all major capital assets.
- Survey respondents from households with children desire trails and bike paths, better maintenance of existing parks and recreation facilities, and an outdoor swimming pool.
- Willamalane recognizes the importance of an asset management program related to equipment replacement. A full equipment risk assessment may greatly assist the district to prioritize equipment replacement.
- The natural areas management budget is insufficient to adequately maintain and manage natural areas in a long-term sustainable manner.
- Willamalane could create neighborhood-based volunteer “friends groups” for parks to assist with project work and to provide stewardship opportunities for park spaces.
- Natural resource staff could be further supported through cross-training maintenance staff, community partnerships, and continuing to expand use of volunteer work groups.
- The district is very effective at obtaining grant funds. These funding sources are limited in the types of work they support.
- The district has a broad range of active partnerships that have been an effective tool for implementing projects.
- There is a need for trail maintenance expertise to assist with monitoring, maintaining, and building additional trails within natural areas.
- There is an opportunity to increase the use of prescribed fire and other culturally appropriate management techniques.
- The Natural Areas Management Plan is outdated and needs to be updated to serve as a more useful guide for the Natural Resources department.
- Natural resource staff should prioritize projects relating to: urban stormwater/green infrastructure, protecting riparian & floodplain areas (including Island Park Slough and Cedar Creek), expanding urban forests, and oak and prairie habitat restoration.

## Trails and Pathways

- Soft-surface trails in scenic areas are the most desirable additions for the community, followed by increased connectivity and accessible walking trails.
- There is a lack of access to trails in central Springfield. East Springfield (north Thurston area) lacks connectivity to a multi-use path system.
- Desired amenities along paths and trails include designated bike parking, signage and wayfinding, trail lighting, shade, restrooms, places for rest such as benches, and e-bike/e-scooter charging stations.
- Consider creating separated facilities along segments where user friction exists.
- Gaps in the network exist between Island Park and Booth Kelly Trailhead, the EWEB Path and the Levee Path, Levee Path and Thurston, and between The By-Gully Path and Eastgate Woodlands.
- There is a desire for additional access points to the Middle Fork Path.
- Major barriers within the region limit bike and pedestrian connectivity. Willamalane should work with partners to reduce barriers. Consider safe crossings to: Highway 126, railroads, Main Street, 29th St., and 42nd St. Industrial land in central Springfield also serves as a significant east/west barrier.
- There is a demand for trail access to and along the McKenzie River.
- Look for opportunities to connect to trails or other recreational opportunities outside of the district. Consider providing equestrian access when appropriate.
- There is demand for additional trailhead and access points to Thurston Hills Natural Area.

## Community Recreation Facilities

- Outdoor pool and/or water play amenity were a high priority for community members, as expressed in both the statistically valid survey and at intercept opportunities.
- The Adult Activity Center requires an expansion or a second similar facility to meet the needs of older adults over the next 10 – 20 years.

## Community Recreation Programs and Services

- Programs for older adults are sometimes difficult to access because classes fill up quickly. The programs are very popular and parking can also be a barrier to participation. The Willamalane Adult Activity Center has limited space for both parking and building expansions to address these needs.
- Adult athletic events are in high demand, and Willamalane does not currently offer this type of programming. An athletic field demand study could help clarify the possible need for additional artificial turf fields to support adult programming and other field use needs.
- Walking and swimming are the two largest participatory fitness activities within the district and remain a priority for community members. Primary desires for recreation programs include community farmers markets, inclusive programs, enrichment classes, food access programs, and music and dancing events in the parks (Salsa, swing, and Bachata).
- Teens desire similar recreation activities to adults—walking, swimming, and hiking. They prefer activities that allow them to be social in their otherwise structured and busy lives and alternatives to competitive sports available through school, such as PE games and activities.

## Management, Finance, and Partnerships

- The district invests an appropriate amount of tax support in delivering parks and recreation services. The district's cost recovery model demonstrates a high functioning parks and recreation agency.
- Community members (69% of randomly selected survey respondents) support a future bond referendum for specific projects.
- Many alternative methods of financing and efficiencies that reduce funding needs for parks and recreation agencies are available to the district.
- The district's current System Development Charge methodology is out of date, and a methodology update needs to be completed.
- Recent increases in unhoused community members in parks, vandalism, theft and dumping of waste suggest a need for an expanded park ranger program.

## Communication

- A large majority of district residents feel communication is good—only 27% of randomly selected survey respondents suggested communication was not effective.
- A majority (86%) of community members are familiar with Willamalane parks, facilities, and services; however, there is room for improvement in communication and outreach to non-users of district parks and services. Over 65% of randomly selected survey respondents are unaware of available recreation programs.
- The community desires additional survey engagement, such as an annual or bi-annual survey.
- District residents receive information in many of the ways they prefer; however, survey results indicate that only 13% of district residents receive information by social media, although 26% would like to receive information by social media.
- Residents desire additional bilingual information in parks and facilities.
- While Willamalane does effectively survey program participants, additional performance measures reported quarterly may help the Recreation Services Division to become more flexible in altering program opportunities as needed.

## A High Functioning Team

- Willamalane has strong leadership and a very positive culture as was expressed during staff input opportunities, community leadership stakeholder meetings and during the general public input opportunities.
- The district's distribution of positions suggests that Willamalane is understaffed in park maintenance and overstaffed in recreation delivery. Collectively, the district is well staffed with full-time positions within what a typical agency would employ.
- A comparative pay-scale analysis may greatly assist with recruitment and retention, especially in the Aquatics program. Part-time seasonal wages may lag behind market rates, making recruitment and retention challenging.
- Seasonal staffing presents a challenge given the difficulty of attracting candidates for casual positions.



- There is increasing demand placed on park maintenance positions based on recent escalation of nuisance behavior in the park.
- Hiring and retaining staff has become very challenging due to the job market. While Willamalane has focused efforts to address this issue, staff shortages have nevertheless caused temporary aquatic facility closures, largely due to fluctuating availability and retention of lifeguards. Opportunities to partner with other local aquatic facilities may assist with this challenge.
- Historic seasonal staffing levels related to athletic field maintenance were reduced from five to two positions prior to the COVID-19 pandemic and those positions have not yet been restored.
- A pipeline to provide seasonal employees with opportunities for full-time positions may assist the district to fill seasonal vacancies.

### DEI and a Sense of Belonging

- Encouraging DEI and a sense of belonging is of the utmost importance to the community (both internally within the agency and external facing to the community).
- There is a lack of equity in level of park services. There is a strong correlation between better parks and higher household income, lower crime rates, and lower population diversity. This means that residential areas with low-income households, higher rates of diversity and that experience higher rates of crime are receiving lower levels of service in regard to parks and open space.
- The district is growing more diverse. Latinx/Hispanic populations are trending upward from 11.3% in 2010 to about 17% in 2026. There is demand for bilingual (Spanish) classes and programs of all sorts, but especially relating to arts, culture, and fitness.
- A greater relationship, connection, access to facility space, and programming is desired by American Indian/Alaska Native community members.
- Having bilingual staff at the customer service desks and/or available over the phone can greatly reduce communication barriers.
- Willamalane will best meet the needs of the Latinx community by continued, purposeful engagement and continuing to implement the district's DEI Strategic Action Plan.

### Comprehensive Plan Goals

The following seven goals reflect an increased emphasis on DEI and a sense of belonging, reinforce the community's desires for pathways and trails, and establish a focus on retaining the district's high-performing staff. Collectively, the goals serve as a foundation for meeting the district's mission and values, in line with its adopted core values.

- ☐ **Goal 1: Continue to operate the district at naturally accredited CAPRA standard.**
- ☐ **Goal 2: Provide a safe and equitable system of parks and natural areas.**
- ☐ **Goal 3: Provide an easily accessed and connected system of paths and trails.**
- ☐ **Goal 4: Provide access to high-quality and affordable recreation facilities.**
- ☐ **Goal 5: Strive for a high standard of care for the maintenance of parks, trails, and facilities across the district.**
- ☐ **Goal 6: Offer recreation programs and services that respond to district needs and encourage healthy lifestyles.**
- ☐ **Goal 7: Be a responsible steward of district resources and partnerships.**

## Strategies and Actions

This section describes strategies and actions for acquiring, developing, improving, and managing Willamalane Park and Recreation District over the next 20 years. Seven overarching comprehensive plan goals serve as the genesis for a series of strategies and actions, which provide a roadmap the district can employ to maintain and enhance efficiencies and service to the public.

Some of the strategies include actions that have been prioritized into ongoing, short-term (1-5 years), mid-term (6-10 years), and long-term (11+ years) projects. Higher priority actions include projects that address more pressing needs or provide a broader community

benefit, per the analysis of this plan. Willamalane should attempt to implement proposed projects in the most efficient means possible, using the prioritization as a guide while also allowing for opportunities as they present themselves. Current best practices should also be utilized during implementation of all of the proposed actions and the correlating projects listed in the Capital Project List (Appendix 11.)

Numbers included at the end of actions in parenthesis are references to similar actions included and carried forward from the Willamalane Park and Recreation Comprehensive Plan, 2012. More information on capital projects can be found in the project list, Appendix 11.

### GOAL 1. CONTINUE TO OPERATE THE DISTRICT AT A NATIONALLY ACCREDITED (CAPRA) STANDARD.

#### Strategy 1.1: Review and update plans, policies, and procedures to align with the changing needs of the community.

- a. Update Willamalane's Park and Recreation Comprehensive Plan per the district's administrative policies. Include an assessment of community needs and a review of the district's vision statement and core values as a part of this effort. (11.17)
- b. Review and update divisions and department guiding plans on a regular basis.
- c. Regularly assess policies and procedures to keep them current and useful for district staff and community members.
- d. Provide documentation for the CAPRA self-assessment annual reviews.
- e. Keep district technology current and up to date. (11.3)

#### Strategy 1.2: Strive for effective and transparent communication.

- a. Continue to build the district's brand.
- b. Prioritize internal communication.
- c. Enhance equity in communication and outreach.
- d. Continually evaluate and choose the most effective way to communicate with the public.
- e. Increase marketing to non-users of district parks, programs, and facilities.
- f. Increase direct community outreach efforts. (11.8)
- g. Partner with TEAM Springfield to expand communication to youth and teens.
- h. Provide more bilingual signage in parks and facilities to create a welcoming environment.
- i. Work with TEAM Springfield partners to expand wayfinding to district services and amenities throughout the district.



### Strategy 1.3: Prioritize Willamalane resources to best serve community members of all abilities.

- a. Ensure compliance with all ADA updates.
- b. Perform annual reviews and regular 5-year updates to the district's ADA Transition Plan (2021) to keep it current.
- c. Actively work towards making sure all aspects of Willamalane's parks, facilities, programs, and services are as inclusive as reasonably possible.
- d. Promote inclusive programming and employ strategies to help ensure that community members with disabilities are aware of how to access programs.
- e. Provide training and increase awareness of Willamalane's inclusion services among district staff.

### Strategy 1.4: Integrate diversity, equity, inclusion (DEI) in every facet of district services.

#### Ongoing Actions (Occurs continually)

- a. Implement the district's DEI Strategic Action Plan with the support of the DEI Committee, staff, partners, and consultants.
- b. Update the DEI Strategic Action Plan based on feedback from internal and external stakeholders on a 3-5 year basis.
- c. Actively partner with community groups that do work to support marginalized communities in the district.

#### Short-term Actions

- d. Broaden access to translation services so they are readily available for district staff.
- e. Explore forming steering committees to focus on communication and collaboration with marginalized community members.

### Strategy 1.5: Prioritize workplace culture.

- a. Enhance job effectiveness by providing ongoing staff development and training. (11.4)
- b. Continue to provide professional development opportunities for district staff.
- c. Continue exploring options to promote a more flexible work environment.
- d. Provide and encourage staff engagement opportunities that contribute to a positive workplace culture.

### Strategy 1.6: Strengthen employee recruitment and retention.

- a. Conduct a salary survey every 3-5 years. (11.6)
- b. Work with the DEI supervisor to incorporate recruitment and hiring practices that support diversifying Willamalane's workforce.
- c. Provide a district-wide orientation to new staff.
- d. Strengthen internship programs to create a pipeline for entry level positions; partner with local colleges/universities within certificate training programs and practical experience opportunities for students (Lane Community College, University of Oregon, & Springfield Public Schools).
- e. Work with regional partners to identify opportunities to address staffing constraints in aquatic facilities.
- f. Continue providing seasonal employees with opportunities for permanent positions to assist with filling vacancies.
- g. Increase bilingual staff at the customer service desks to reduce communication barriers.

**GOAL 2. PROVIDE A SAFE AND EQUITABLE SYSTEM OF PARKS AND NATURAL AREAS.****Strategy 2.1: Improve existing parks to enhance the district's current level of service.****Ongoing Actions** (Occurs continually)

- a.** Prioritize investments to increase overall equity in planning and delivering park improvements.
- b.** Increase levels of service in high priority areas by infilling amenities and recreation components where opportunities exist.
- c.** Address low-scoring components and amenities within existing parks by upgrading and replacing these where appropriate.
- d.** Replace/upgrade playground equipment needs based on the low-scoring amenities list, Willamalane's internal replacement schedule, and life expectancy. Replace with all-inclusive playground equipment and fall protection surfacing when possible.
- e.** Place a focus on accurately acknowledging the contributions of people of American Indian and Alaska Native heritage, especially in art, interpretation, and naming opportunities in parks and facilities.
- f.** Enhance habitat and provide natural area supporting amenities within developed parks. This could include, green infrastructure, expanding urban forest, short nature trails, nature play elements, and/or signage and interpretation.
- g.** Seek opportunities to provide additional high demand recreation improvements within the park system, including community gardens, water play, nature play, bike pump track, off-leash dog parks, river access, disc golf, and pickleball. (7.5, 7.6, 7.8, and 7.9)
- h.** Work with partners to include additional outdoor fitness parks in the district as opportunities arise. Consider locating them adjacent to schools and swim or fitness facilities.
- i.** Work with community partners to actively preserve and protect historic and cultural resources in the district.
- j.** Continually update the Historic and Cultural Resources Management Plan to integrate best practices into the management of historic and cultural resources within the district.



**Strategy 2.1 Continued: Improve existing parks to enhance the district's current level of service.**

**Short-term Actions (1-5 years)**

- k.** Proactively work with the community and partners to plan and design for future park and trail projects: Booth Kelly Trailhead to Middle Fork Path Connector, Dorris Ranch, Guy Lee Park, Island Park, Moe Mountain Natural Area Multi-use Path, Wallace M. Ruff Jr. Memorial Park, and West D St. Greenway Master Plan.
- l.** Update and expand existing parks in high priority areas to improve level of service, including: Gamebird Park & Garden, Menlo Park, Tyson Park, Willamalane Park, James Park, Georgia Pacific Natural Area.
- m.** Conduct minor updates within existing parks to address failing components: Meadow Park courts and Bob Artz Memorial Park playground.
- n.** Develop an outdoor water feature in the district.

**Mid-term Actions (6 – 10 years)**

- o.** Proactively work with the community and partners to plan and design for future park and trail projects: McKenzie River Boat Access, Jack B. Lively Memorial Park Design, Rob Adams Park, Weyerhaeuser McKenzie Natural Area.
- p.** Update and expand existing parks in high priority areas to improve level of service, including: Bob Artz Memorial Park, By-Gully Pocket Park, Dorris Ranch, Eastgate Woodlands of the Whilamut Natural Area, Guy Lee Park, Jesse Maine Memorial Park, Les Schwab Sports Park, Mill Race Park, Page Park, Wallace M. Ruff Jr. Memorial Park.
- q.** Conduct minor updates within existing parks to address failing components: Douglas Gardens Park court upgrades, Fort Park playground, Heron Park playground, Pride Park playground, Robin Park playground, Royal Delle Park playground, Thurston Park playground and courts.

**Long-term Actions (11+ years)**

- r.** Update existing parks and add new recreational experiences within existing parks to improve level of service in high priority areas, including: Clearwater Park, Douglas Gardens Park, Island Park, Jasper Meadows Park, Kelly Butte Overlook, Lively (Jack B.) Park, Marylhurst Park, Pacific Park, Rob Adams Park, Volunteer Park, Weyerhaeuser McKenzie Natural Area, Willamette Heights Park.

**Strategy 2.2: Expand acreage and recreation offerings to accommodate population growth and provide parks and recreation opportunities in under served areas.**

**Ongoing Actions** (Occurs continually)

- a.** Add park space to help ensure all district residents live within a 10-minute or one-half mile walk of an adequate or high performing park.
- b.** Increase park acreage to meet adopted standards for pocket, neighborhood, community, sports and other parkland.
- c.** When developing new parks consider unique or alternative types of park spaces to best meet the changing needs of the district.
- d.** When developing new parks consider including components that are in high demand including community gardens, water play, nature play, bike pump track, off-leash dog parks, river access, disc golf, and pickleball. (7.5, 7.6, 7.8, and 7.9)
- e.** Work with SPS to improve playgrounds and increase public access to school grounds to expand level of service in the community. Prioritize efforts in neighborhoods where there is the greatest need.
- f.** Look for opportunities to acquire land to support improved capacity and access to existing natural areas, including: Harvest Landing, Thurston Hills Natural Area, Willamette Heights, and Georgia Pacific Natural Area.
- g.** Work with the City to develop a natural area park at Booth-Kelly / Mill Pond site. (3.4)
- h.** Work with TEAM Springfield partners to explore feasibility of developing an urban plaza downtown per the City's Downtown District Urban Design Plan. (5.2)
- i.** Work with community partners and landowners to seek opportunities for land acquisition to support future planned park projects, including: Glenwood riverfront (N18), Jasper Meadows Wetland, Lo2, Lo4, L29/N26, No3, No7, N14, L11.
- j.** Work with partners to acquire land and easements to support future trail expansions.
- k.** Work with partners to acquire land along the McKenzie River as opportunities arise.

**Short-term Actions** (1-5 years)

- l.** Plan and develop new parks in areas under-served or experiencing significant growth: L10, No7.
- m.** Work with partners and private landowners to acquire land to expand recreation opportunities in no service and low service areas, including: L10, No6, N23.
- n.** Work with partners and private landowners to acquire land adjacent to existing parks in order to support expanded access and use: Bob Artz Memorial Park, Moe Mountain Natural Area, Thurston Hills Natural Area.
- o.** Work with regional partners and landowners to promote expansion of the Thurston Hills trail system onto adjacent properties.

**Mid-term Actions** (6 – 10 years)

- p.** Plan and develop new parks in areas under-served or experiencing significant growth: N27, N23
- q.** Work with partners and private landowners to acquire land to expand recreation opportunities in no service and low service areas.

**Long-term Actions** (11+ years)

- r.** Plan and develop new parks in areas under-served or experiencing significant growth: Lo4.



**Strategy 2.3: Improve and enhance the district's sustainability initiatives.**

- a.** Limit the district's carbon footprint. Create an internal sustainability plan with measurable goals and action items.
- b.** Consider design standards and horticultural practices that feature native and drought-resistant plants to conserve water.
- c.** Help ensure all current and future park and facility lighting is as energy efficient as possible (e.g. LED). Consider dark sky compliant lighting where possible.
- d.** Expand recycling program in district parks and facilities. (9.2)
- e.** Work with local partners to identify and address green infrastructure needs throughout the park system.
- f.** Prioritize environmentally conscious and energy efficient alternatives when replacing district's gas-powered vehicle fleet and maintenance equipment.

### GOAL 3. PROVIDE AN EASILY ACCESSED AND CONNECTED SYSTEM OF PATHS AND TRAILS.

#### Strategy 3.1: Improve connectivity and access to existing paths and trails.

##### Ongoing Actions (Occurs continually)

- a. Develop and expand trail system to minimize gaps, meet community desires, and provide mileage consistent with comparable communities.
- b. Improve trail access in areas of Springfield that have limited connectivity.
- c. Work with partners to improve on-street bike and pedestrian connections, especially when improving safe access to parks and riverfronts and formalizing on-street connections in the trail system.
- d. Support the Rivers to Ridges Vision as a regional trails framework; incorporate recommendations particularly where it overlaps with the key priorities for Willamalane.
- e. Expand opportunities for additional views, vistas, or viewpoints along the trail system as opportunities arise, consider Springfield Butte and Potato Hill.
- f. Coordinate with city and county partners to explore opportunities for additional on-and off-street connections from the Middle Fork Path to neighborhoods to the north. (4.20) Possible opportunities include Dorris Ranch, east of Quarry Butte, 26th, 39th, 42nd, and Clearwater Ln.
- g. Work with partners to design and provide additional safe crossings for pedestrians and bikes across significant barriers such as waterways, railroads, and busy roads. Specifically, to improve north/south access to rivers and existing trails, east/west access between Thurston and central Springfield, and to expand service to priority neighborhoods.
- h. Work with regional partners to assure Willamalane is planning for and accommodating opportunities for regional bike and pedestrian connections to land outside of the district boundary, including: BLM land, Armitage Park, Coburg.
- i. Seek opportunities to work with partners and landowners to expand the Lyle Hatfield Trail in either direction.
- j. Seek opportunities to expand access to Cedar Creek and the McKenzie River.
- k. Seek opportunities and work with partners to expand the Middle Fork Path eastwards utilizing on- and off-street connections as available.
- l. Work with partners and neighbors to develop a plan for improved access to Thurston Hills Natural Area from adjacent neighborhoods.

##### Short-term Actions (1-5 years)

- m. Work with partners to provide additional multi-use path connections to fill missing links in the existing trail network: McKenzie River Multi-use Path, South Weyerhaeuser Haul Road.
- n. Build soft-surface trails in scenic settings: Gary Walker Trail System at Dorris Ranch, Thurston Hills Natural Area Trail Expansion.
- o. Build new trailhead at south side of Thurston Hills Natural Area.



### Strategy 3.1 Continued: Improve connectivity and access to existing paths and trails.

#### Mid-term Actions (6 – 10 years)

- p.** Work with partners to provide additional multi-use path connections to fill missing links in the existing trail network: Booth Kelly trailhead to Island Park, Booth Kelly Trailhead to Middle Fork Path, By-Gully Path Extensions, Glenwood Riverfront Multi-use Path West, Moe Mountain Natural Area Multi-use Path.
- q.** Conduct feasibility studies with regional partners on the siting and design of two new pedestrian bridges across the Willamette, providing access from the Middle Fork Path to Howard Buford Recreation Area and Island Park to Glenwood. Include pedestrian, bike, and equestrian access as considerations in this process.
- r.** Build soft-surface trails in scenic settings at Clearwater Park.
- s.** Expand trailhead capacity at the existing trailhead on the north side of Thurston Hills Natural Area if/as use increases.

#### Long-term Actions (11+ years)

- t.** Work with partners to provide additional multi-use path connections to fill missing links in the existing trail network: Booth Kelly Road Multi-use Path, EWEB Path Extensions, Glenwood Riverfront Path.
- u.** Coordinate with regional partners to develop bridges over the Willamette River, connecting the Middle Fork Path to Howard Buford Recreation Area and Island Park to Glenwood.
- v.** Conduct feasibility studies with regional partners on the siting and design of a new pedestrian bridge across the Willamette, providing access from Glenwood to Dorris Ranch. Include pedestrian, bike, and equestrian access as considerations in this process.

### Strategy 3.2: Provide a desirable experience for trail users.

- a.** Make improvements to existing paths to enhance the user experience, such as benches, public art, and other amenities, especially for the By-Gully and EWEB Paths. (8.2)
- b.** Work with Community Engagement to implement a signage and wayfinding plan for trails that is inclusive and consistent.
- c.** Work with Community Engagement staff to provide as much trail user information as possible on district website so visitors can understand the user conditions.
- d.** Create and implement universal design principles in design and development of additional trails and paths.
- e.** Monitor, expand, and adapt the trail system at Thurston Hills Natural Area to meet user needs and increase sustainability of the trail system.
- f.** Provide secure bike parking at parks, with racks located near each use area.
- g.** Add self-service bike repair stations at community parks, near trails and at popular cycling destinations.
- h.** Identify potential locations for bike-share installations in partnership with local agencies.
- i.** Support development of a variety of trail types and trail experiences to meet the diverse needs and interests of the community.

## GOAL 4. PROVIDE ACCESS TO HIGH-QUALITY AND AFFORDABLE RECREATION FACILITIES.

### Strategy 4.1: Add or expand facilities to best meet user demand in the district.

#### Ongoing Actions (Occurs continually)

- a. Consider development of an additional community center in southeast Springfield to meet the growing demand of the community.

#### Short-term Actions (1-5 years)

- b. Conduct a district-wide space assessment to address programmatic and staffing needs and to develop a plan to maximize use of existing facilities. At a minimum consider the following as a part of this effort:
  - Assess space needs at the Park Services Center for storage, parking & office space needs
  - Evaluate opportunities for additional class and storage space at or near the Adult Activity Center
  - Identify best use for expansion of the Bob Keefer Center
  - Identify best use for future expansion of Splash! Swim Center
  - Assess highest and best use of rental properties
- c. Based on results of the feasibility study for an outdoor pool, create a plan for design, construction, and management of an outdoor water recreation feature in the district.
- d. Evaluate opportunities for additional class and storage space at or near the Adult Activity Center.
- e. Renovate the parking lot and consider opportunities for expanding parking at the Adult Activity Center.
- f. Explore opportunities to lease space to provide additional capacity for enrichment opportunities until new permanent community center facilities are available.

#### Mid-term Actions (6 – 10 years)

- g. Reassess plans for proposed building expansion at Splash! including additional multi-use programming space as a part of the Lively Park Master Plan update. Consider expansion of the lobby with any building improvements.
- h. Construct improvements identified in the Dorris Ranch Master Plan including additional community gathering/ event space at overlook on Allen Property.

#### Long Term Actions

- i. Design and construct a building expansion at Splash! to provide additional community space. (7.2)
- j. Incorporate recommendations from the Space Study into update to the Lively Park Master Plan. Consider expansion of the lobby with future improvements.



**GOAL 5. STRIVE FOR A HIGH STANDARD OF CARE FOR THE MAINTENANCE OF PARKS, NATURAL AREAS, TRAILS, AND FACILITIES ACROSS THE DISTRICT.**

**Strategy 5.1: Maintain a high standard of care for parks and open spaces.**

- a.** Create 5–7 additional positions to support parks and recreation service delivery as outlined in this plan:
  - Landscape and Grounds positions (3)
  - Park Rangers (2)
  - Positions to support natural areas (2)
- b.** Increase investment in park maintenance – phased over 10 years – to bring the district in line with typical park maintenance funding levels for comparable agencies.
- c.** Provide appropriate shop, office, and storage facilities to promote proactive maintenance of park spaces.
- d.** Develop and implement a plan for optimizing park restroom design and maintenance to reduce vandalism and other forms of misuse.
- e.** Work with interested partners to enhance habitat and public access to non-Willamalane properties, including: Maple Island Slough, Cedar Creek, Bureau of Land Management property, Lane County property, TEAM Springfield property, the McKenzie and Willamette Rivers.
- f.** Develop an asset management plan for equipment based on life cycle and risk of asset failure.
- g.** Address community safety concerns by increasing the availability of park rangers to seven days per week.
- h.** Review and update park maintenance standards for trash removal, graffiti and vandalism abatement, and restroom maintenance, and sustain excellent responsiveness rate for component and amenity repair or replacement.
- i.** Inventory trees in parks and create a long-term plan for tree maintenance and replacement. (9.7)
- j.** Restore athletic field maintenance staff positions that were reduced during the COVID-19 pandemic.
- k.** Work with partners to develop best practices and training opportunities for maintenance of green infrastructure facilities throughout the district.
- l.** Maintain a comprehensive playground safety program. (9.1)
- m.** Facilitate and encourage the formation of adopt-a-park groups for each park and facility. (9.5)
- n.** Maintain a GIS database as a part of the maintenance management program for the district. (9.5)
- o.** Explore expansion of the Dorris Ranch Historic District to include the Briggs House during implementation of the Dorris Ranch Master Plan improvements. (5.6)
- p.** Provide a dedicated budget for implementing the ADA Transition Plan.
- q.** Work with partners and local experts to incorporate environmentally sustainable and responsible orchard management practices at Dorris Ranch.

### Strategy 5.2: Proactively manage existing natural areas.

#### Ongoing Actions (Occurs continually)

- a.** Continue to collaborate with and foster positive relationships with community partners, local tribes, and American Indian and Alaska Native community members to manage and maintain Willamalane's natural areas.
- b.** Develop management plans for natural areas that currently do not have plans in place.
- c.** Develop annual work plans for effective management of natural areas.
- d.** Increase and sustain resources and staffing to account for prior and future natural area acquisitions, using comparable agencies as benchmarks.

#### Short-term Actions (1-5 years)

- e.** Update Willamalane's Natural Area Management Plan to incorporate natural areas acquired since the plan was created. This plan should identify priority habitats and opportunities for future expansion.

### Strategy 5.3: Proactively manage and update trails and pathways in the district.

- a.** Develop a management plan for repair and maintenance of existing soft-surface trails and multi-use paths.
- b.** Budget dedicated funds to maintain and resurface existing paths.
- c.** Create welcoming pedestrian and cyclist entrances to parks, with pedestrian and bike paths that are visually prominent, direct, and physically separated from parking lots.
- d.** Develop a plan to protect important sightlines and viewsheds to maximize trail user experience.

### Strategy 5.4: Manage facilities to create a safe and enjoyable user experience.

- a.** Attain a comprehensive understanding of deferred maintenance, liabilities, and facility upgrades needed to provide adequate level of service and meet community and programming needs.
- b.** Assess and plan for opportunities to improve the function of existing facilities, including renovations to locker rooms, parking lots, entrance lobbies, historic and cultural resources, etc.
- c.** Budget dedicated funds for implementing renovations, updates, and addressing maintenance needs for each facility to keep them current and minimize risk of deferred maintenance.



**GOAL 6. OFFER RECREATION PROGRAMS AND SERVICES THAT RESPOND TO THE COMMUNITY'S NEEDS AND ENCOURAGE HEALTHY LIFESTYLES.**

**Strategy 6.1: Maximize participation in recreation activities across the district.**

- a. Expand programs and activities for individuals with visible and invisible disabilities in partnership with Inclusion Services.
- b. Address inactivity and obesity rates among community members through low-cost programs and activities; consider offering free health and fitness programs in neighborhood parks during spring, summer, and fall.
- c. Add additional facility hours of operation, especially evening and weekend times as space is available.
- d. Promote active lifestyles by enhancing and increasing walking and running programs for adults and seniors.
- e. Provide programs using outdoor fitness and exercise equipment in neighborhood parks.
- f. Collaborate with Lane County Public Health and regional health providers to deliver programming that supports community health initiatives.
- g. Expand community partnerships to assist in the development of parks and programming.
- h. Improve usability of the online reservation and registration system. (11.2)
- i. Expand scholarships and opportunities to meet the needs of lower-income community members.

**Strategy 6.2: Expand and adapt programs in response to the changing needs and desires of the community.**

- a. Update Recreation Programming Plan on a 5-year basis. (10.1)
- b. Maintain existing and develop new relationships with community partners to expand recreation programming focusing on specific cultural groups or for potentially underserved members of the community.
- c. Expand programs and activities for adults and older adults (55+).
- d. Expand youth recreation and skill building programs.
- e. Develop more activities and events for high school youth based on feedback from students. (10.20)
- f. Expand adult (20+) recreation to include a variety of adult athletic leagues and programs.
- g. Provide a focused effort at offering new activities in facilities and parks: walking and swimming activities, enrichment classes, food access programs, and music and dancing events (Salsa, Swing, and Bachata)
- h. Expand and maintain relationships with community organizations to collaboratively plan and offer a minimum of three multi-cultural community events each year.
- i. Establish and consistently implement participant input opportunities after all programs ensuring feedback from all communities.

For a complete list of projects and a map, please refer to Appendix 11.

**Strategy 6.2 Continued: Expand and adapt programs in response to the changing needs and desires of the community.**

- j.** Develop and report performance measures as described in the plan to evaluate the quality of recreation programs and services.
- k.** As the Latinx population in the district continues to grow, work to meet the existing and future demand for bilingual (Spanish) classes and programs that prioritize arts, culture, and fitness.
- l.** Expand education programs that support community health, food security, and nature-based learning.
- m.** Develop water-related programming, such as boating and fishing classes and activities. (10.4)
- n.** Work with community partners to expand the district’s community garden program. (10.6)
- o.** Expand self- supporting athletics programs for youth. (10.7)

**GOAL 7. BE A RESPONSIBLE STEWARD OF DISTRICT RESOURCES AND PARTNERSHIPS.**

**Strategy 7.1: Develop a long-term funding strategy for capital improvements for new facilities and upgrades.**

**Ongoing Actions** (Occurs continually)

- a.** Conduct regular updates, every 5-10 years, to the district’s System Development Charge (SDC) methodology to provide an adequate level of service as the community grows.
- b.** Prioritize marginalized communities, encouraging access to free and low-cost programs for district families.
- c.** Consider implementation of a district “buy-in” membership to help ensure out-of-district residents are paying fees that cover the complete cost of their participation.
- d.** Incorporate new funding strategies as feasible to assist with implementation of the comprehensive plan.

**Short-term Actions** (1-5 years)

- e.** Consider a general obligation bond to fund projects identified in the plan.
- f.** Update the district’s System Development Charge (SDC) methodology to reflect projects identified in the current comprehensive plan.



## 2023 Comprehensive Plan Projects and Capital Costs

Criteria for setting priorities for capital investment is recommended to be based in part on walkable access to parks and spaces, considering the LOS in each of those parks and facilities, and opportunities to meet the needs of underserved areas of the community.

Using the values scored in the previous analysis and isolating the lower service areas identified in the plan, the following analysis suggests possible priorities for future years. Gap areas were identified where available services may not be fully meeting community needs and thus present an opportunity to increase the LOS to the community.

This means that community members have access to some opportunities, but perhaps not yet at a level that might be considered adequate. Additional analysis of each of these potential gap areas includes total

population, median household income, diversity index, and crime index. These are all critical factors when prioritizing future improvements or new parkland.

The following map (*Figure 35*) illustrates sections of the district that have the greatest need to create a higher level of walkable service to parks. Areas in red and peach have the greatest need and therefore could be considered the greatest priorities based on the four equity criteria – people impacted, diversity, household income and crime index scores. Applying equity criteria to trails and pathways, Table 23 demonstrates that areas that have walkable access to trails and pathways also have a higher median household income and lower crime index.

Willamalane Trails and Pathways					
Walkable Access	2022 Total Population	% of Population	2022 Median Household Income	2022 Diversity Index	2022 Total Crime Index
No	38236	54%	\$ 53,484.00	51.8	159
Yes	32654	46%	\$ 57,913.00	52.5	120

Table 23: Willamalane Trails and Pathways Walkable Access and Equity

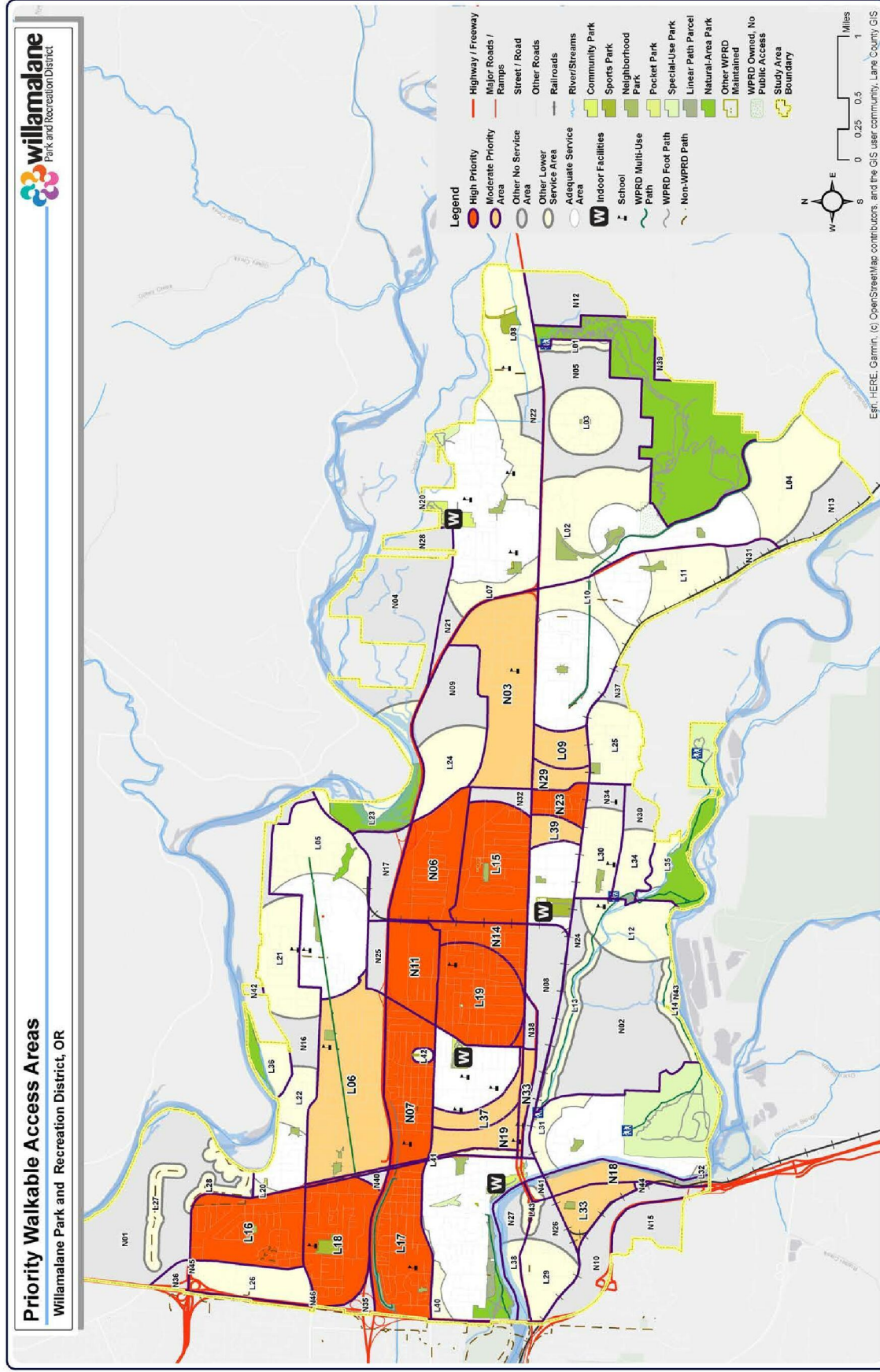


Figure 35: Priority Walkable Access Area Map



## Phase One Project Costs

The prioritized Phase One project list and associated project costs are provided below. Project cost estimates were made in 2023 dollars and a 30 percent contingency was added to capital construction projects to account for costs of inflation and potential unknowns during design and construction. These estimates will be refined

as projects move through the design process. They provide the district an understanding of the overall anticipated financial costs associated with implementing high priority projects identified in this plan.

Willamalane Park and Recreation District Project List for the Comprehensive Plan			
Project Number	Name/Location	Project Description	Project Cost
Planning and Design for Future Park and Trail Projects			
S1	Booth Kelly Trailhead to Middle Fork Path Connector	Work with partners and landowners to design an additional trail connector along Springfield Butte that connects the Middle Fork Path to the Booth Kelly Trailhead. Include consideration of a new viewpoint along Springfield Butte if feasible.	\$225,000
S2	Dorris Ranch	Plan and design for master plan improvements including parking lot, use of the Allen property, and nature play areas.	\$100,000
S3	Guy Lee Park/ Elementary	Work with SPS to create a master plan for the park that maximizes recreation opportunities and public access on the combined properties.	\$22,500
S4	Island Park Design	Work with partners to update the master plan for Island Park.	\$62,500
S5	Moe Mountain Natural Area Multi-use Path Design	Work with partners to design new multi-use path from northernmost point of Moe Mountain Natural Area, connecting to northernmost point of the Levee Path.	\$192,500
S6	Wallace M. Ruff Jr. Memorial Park	Update park master plan to incorporate acquired land since the last master planning effort.	\$20,000
S7	West D St. Greenway Master Plan	Work with partners and the public to create a master plan for the waterfront area.	\$75,000
Sub-Total			\$697,500

Expand Level of Service (LOS) in Existing Parks			
S8	Gamebird Park and Garden	Revisit design and conduct entire park upgrade. Look for opportunities to expand service on adjacent Springfield Public Schools land. Add path connection between Flamingo Ave. and N. Cloverleaf Loop.	\$1,150,000
S9	Georgia Pacific Natural Area	Implement Georgia Pacific Natural Area improvements per the park master plan.	\$1,700,000
S10	James Park	Prepare master plan and redevelop park.	\$1,225,000
S11	Menlo Park	Update and add to components in this park to provide better level of service to the neighborhood.	\$675,000
S12	Tyson Park	Prepare master plan and redevelop park.	\$1,100,000
S13	Willamalane Park	Complete master plan for this park and implement improvements.	\$4,600,000*
S14	Outdoor Water Play Feature	Determine ideal location(s) for development and then develop an outdoor water feature within the district.	\$712,500
Sub-Total			\$11,162,500*
*The outdoor pool at Willamalane Park (approximately \$19 million) is not included in Phase One estimates.			
Conduct Minor Updates in Existing Parks			
S15	Bob Artz Memorial Park	Update playgrounds.	\$550,000
S16	Meadow Park	Upgrade courts at this park.	\$700,000
Sub-Total			\$1,250,000
Develop New Parks in Growing and High Priority Areas			
S17	New Neighborhood Park	Develop a neighborhood park adjacent to new Woodland Ridge development in this region.	\$1,940,000
S18	New Pocket Park	Plan, design, and construct a new pocket park in the region.	\$1,000,000
Sub-Total			\$2,940,000
New Acquisitions			
S19	New Neighborhood Park	Acquire land for a new neighborhood park adjacent to new development happening at Woodland Ridge.	\$400,000
S20	New Neighborhood Park	Seek opportunities for acquisition for future neighborhood or pocket park in this high priority area.	\$270,000
S21	New Pocket Park	Acquire land in this high priority area for a new pocket park.	\$135,000
S22	Bob Artz Memorial Park	Acquire adjacent land to expand ballfields.	\$270,000
S23	Moe Mountain Natural Area and trail connection	Acquire land south of Moe Mountain Natural Area (i.e. abandoned railroad) to promote connectivity between the south end of Moe Mountain to the Levee Path.	\$270,000
S24	Thurston Hills Natural Area	Acquire land adjacent to park for improved access and an additional trailhead.	\$5,070,000
Sub-Total			\$6,415,000



Trail Projects			
S25	McKenzie River Multi-use Path	Design and construct a new multi-use path from the south end of the Levee Path, along McKenzie River (north of 126), connecting to High Banks Road at 52nd St.	\$2,675,000
S26	South Weyerhaeuser Haul Road (Thurston Hills Path)	Design and construct a 3-mile 10-foot wide paved multi-use path on existing Weyerhaeuser Haul Road.	\$2,350,000
S27	Gary Walker Trail System at Dorris Ranch	Build additional trails at Dorris Ranch per the master plan update.	\$575,000
S28	Thurston Hills Natural Area Trail Expansion	Develop 1.5 mile single track trails and 1 mile widened soft surface (graveled) accessible trail to accommodate beginner mountain bike riders and trails that consider principles of universal design within the Thurston Hills Natural Area.	\$275,000
S29	Thurston Hills Natural Area South Trailhead	New trailhead access to Thurston Hills Natural Area on the south side.	\$1,975,000
Sub-Total			\$7,850,000
Building Facilities			
S30	District Space Study	Conduct a district-wide space assessment to address needs and maximize use of existing facilities to meet programmatic and staffing capacity needs for the district.	\$80,000
S31	Willamalane Park Swim Center Feasibility Study	Complete a seasonal outdoor pool feasibility study to assess opportunities to co-locate an outdoor swimming pool at the Willamalane Park Swim Center.	\$70,000
S32	Park Services Center Facility	Design and build park services center facility improvements based on recommendations from the facility space study.	\$652,000
S33	Willamalane Adult Activity Center Parking Lot Renovation	Improve existing parking lot to minimize erosion and improve year-round usability. Design expansion of parking lot and an accessible walkway from the adjacent parcel to the west.	\$437,500
S34	Bob Keefer Center Expansion	Develop a master plan and construct an expansion to the Bob Keefer Center to provide additional programming and recreation space.	\$17,550,000
Sub-Total			\$18,789,500
Coordinate with Partners			
S35	Centennial Elementary	Work with SPS to improve playground and increase public access to this school to help meet the need for service in this neighborhood.	\$250,000
S36	Maple Elementary	Work with SPS to improve playground and increase public access to this school to help meet the need for service in this neighborhood. Work with the City and Safe Routes to Schools to assure safe connections to this play area from adjacent underserved areas.	\$250,000
S37	Riverbend Elementary	Work with SPS to improve playground and increase public access to this school to help meet the need for service in this neighborhood.	\$250,000
Sub-Total			\$750,000
TOTAL FOR PHASE 1 =			\$49,854,500

# Map of 2023 Proposed Park Improvements

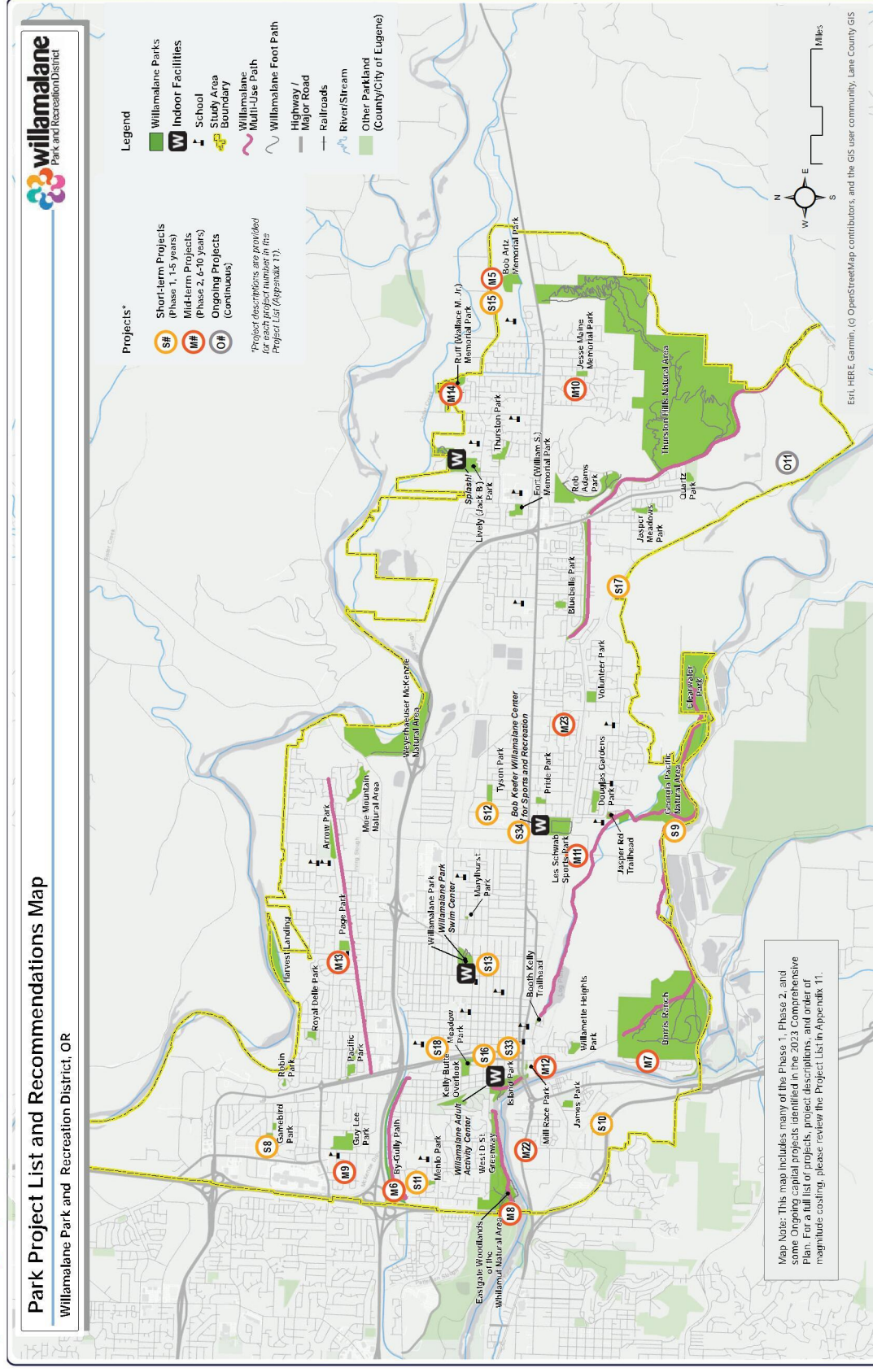


Figure 36: Map of 2023 Proposed Park Improvements



# Map of 2023 Proposed Path and Trail Improvements

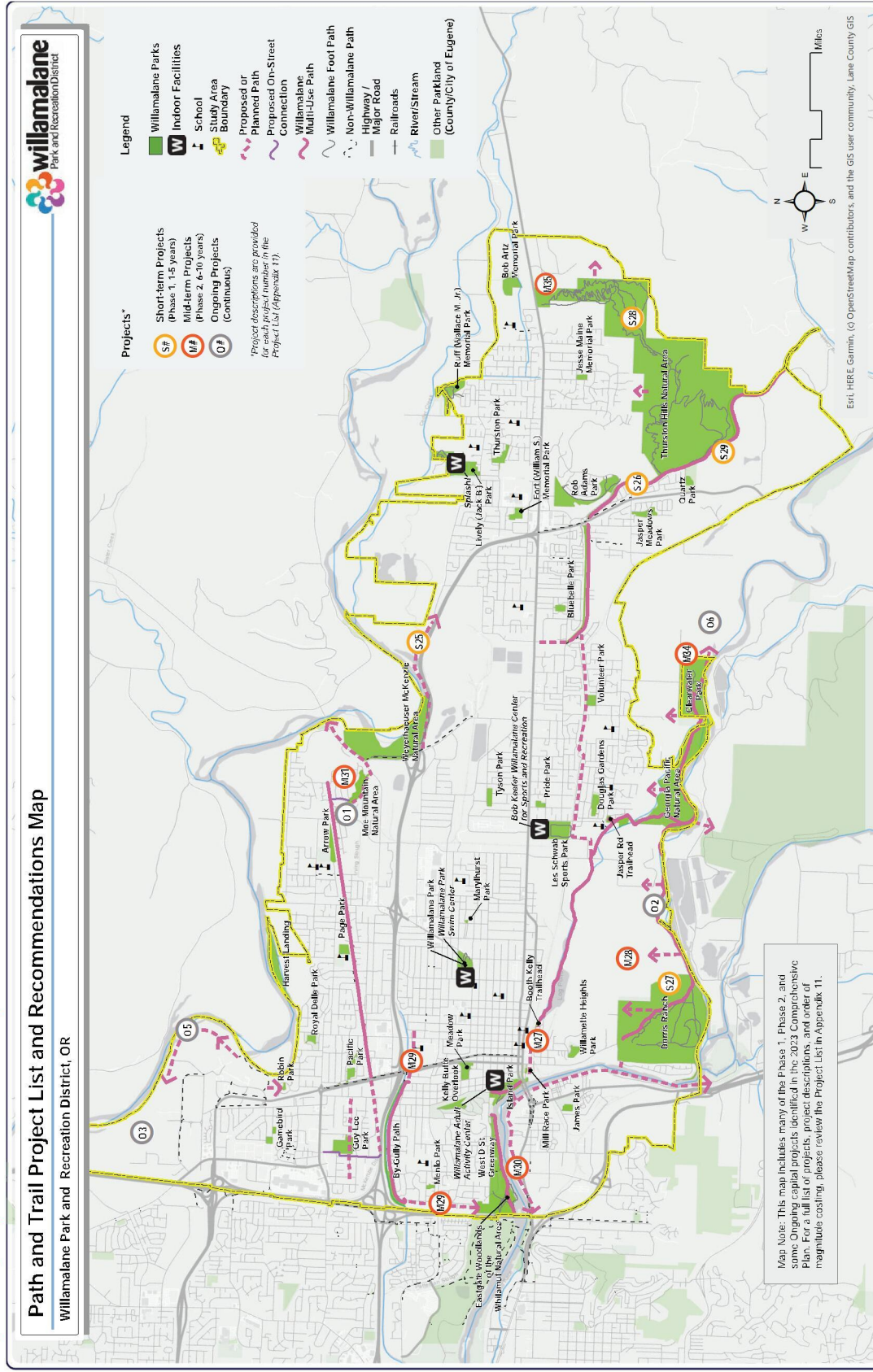


Figure 37: Map of 2023 Proposed Path and Trail Improvements

## Financial Strategy

The Project List and Phasing Plan provided in Appendix 11 identifies projects that support the implementation of strategies and actions discussed in this plan. Proposed projects are prioritized into three phases: Phase One (short-term, one to five years), Phase Two (mid-term, six to 10 years), and Phase Three (long-term, 11+ years). Ongoing projects are also identified as projects that have priority, but will be implemented as opportunities exist. Cost estimates are provided for Phase One projects. The total capital cost for the first phase of projects is estimated to be 49.85 million dollars. Phase Two costs were not analyzed in detail but are anticipated to be in the range of 42 - 49 million dollars. Cost estimates are not provided for Phase Three or Ongoing projects listed in the plan. Many of these projects' timelines are assumed to be further out or are unknown. If opportunity exists to implement one of these projects sooner, the district will need to adapt its approach to

funding, accordingly, making intentional decisions based on the priorities established in this plan.

A new outdoor pool and water play area was one of the biggest projects that received strong support during the public engagement process. A ballpark cost for a project of this scale is anticipated to be 17 to 19 million dollars. This plan proposes a feasibility study in Phase One to better understand costs for construction, maintenance, operation, and market demands for this project. Pending outcomes from this study, it is anticipated that a large project like this would happen in Phase Two. Future updates to the funding strategy will need to account for the anticipated large cost for implementing this project.

The following financial strategy builds from the Capital Improvement Plan created in 2012 to propose a current and strategic approach to funding the first phase of prioritized projects.





## Capital Project Funding

The district currently has four primary sources of revenue that support the district's capital project budgets. These funds include:

- **Building and Construction (B&C) Fund:** This fund is allocated to planning and capital development, and is most often used for rehabilitation projects. It comes from the district's General Fund and is funded through public tax dollars. Annual expenditures from this fund are currently projected at about \$473,000 for the next five years, which is an almost 50 percent increase from what was projected in 2012 (\$320,000).
- **System Development Charges (SDCs):** System Development Charges are fees imposed on new residential development to pay for growth-related impacts on the park and open space system. Park SDCs can only be used for park and facility acquisition and/or new development. The district's SDC methodology was last updated in 2006 and is scheduled for an update in FY 2024. The 2012 plan over-projected SDC revenues based on an overestimation of population growth. In 2012, population growth between 2010 and 2020 was anticipated to be 42 percent greater than the rates projected for the first 10 years of the 2023 comprehensive plan. Despite this disparity, the district has also seen that new housing development is currently out-pacing population growth and this fund has more recently increased closer to previous projections.
- **Grants and Donations:** There is a wide range of government sponsored grant programs available for different types of capital projects; however, funding availability fluctuates with each budget cycle. While the district has shown consistent success in its efforts to obtain grant funds, the proposed reliance on these funds for 28% of the overall project costs in 2012 was well above what Willamalane was able to obtain. Recently, the district created a resource development program to offset its reliance on public tax dollars and maximize success in securing donations and partnership contributions.

- **General Obligation Bond:** These voter-approved bonds are an assessment on real property. Funding can be used for capital improvements, but not maintenance. This property tax is levied for a specified period of time, usually 10-30 years. The district issued its last bond in 2012 upon completion of the comprehensive plan update in order to secure \$20 million in funding for development projects. The district generally considers bonds on a ten-year cycle; therefore, an additional bond may be a possible source of funding for the implementation of this plan. The proposed use of bond funds for the purpose of this funding strategy is hypothetical and additional due diligence is needed prior to actual issuance of a bond to the public for voter approval. Projects proposed through use of bond funds will be highly dependent on public support.

The financial strategy in the 2012 plan assumed the following percentage of investments from each of these funding sources:

<u>Funding Source</u>	<u>Percentage of Funding</u>
Building and construction funds	9.3%
System development charges (SDC)	18.6%
Grants and donations	28.0%
General obligation bonds	44.1%
Total	100.0%

To implement the 2023 updated comprehensive plan, project costs for the short-term projects (1-5 years) are estimated at \$49,854,500.

2023 Comprehensive Plan Capital Project Funding Strategy		
	Project Costs	Percentage of Funding
Building and Construction (B & C) funds	\$4,985,450	10%
System development charges	\$7,478,175	15%
Grants and donations	\$7,478,175	15%
General obligation bonds	\$29,912,700	60%
Total	\$49,854,500	100%

## Moving the District Forward

While the funding type percentages were intended to follow those in 2012, some shifts were made to account for recent trends and lessons learned since 2012. The following considerations were made during creation of the above strategy:

- Reliance on use of B & C funds was kept as minimal as possible to prioritize use of these funds for general operation of the district and implementation of strategies and actions noted in the plan that are not accounted for in the capital cost estimates. These additional costs may relate to administration, recreation, human resources, communication, maintenance and other services the district provides. This is the primary, currently available funding source that will need to absorb increases in operation and maintenance costs associated with each proposed project that are not quantified in this plan. This is discussed in more detail in the following section.
- SDC projections have been downsized to account for reductions to future population projections.<sup>5</sup> Funding from this source will likely fluctuate with development and with future SDC methodology adjustments planned for FY 2024. These adjustments will be reflected in future funding strategy updates.
- Reliance on grants and donations was greatly reduced in 2023 to more accurately reflect a realistic quantity based on recent experience. This reduction results in an assumption of \$1.5 million in grant funding per year, instead of \$2.8 million per year. The reduced reliance on grants and donations results in an increased reliance on general obligation bond funding. Increases in bond funds can be leveraged to provide the match requirement for many of the grants for which the district may be eligible.

## Operational Costs

The district currently has an approximate operational cost of \$162 per capita, which is lower than the Oregon average of \$190 and higher than the National Recreation and Park Association data for similar sized agencies nationwide (\$104). More information on existing operational costs is included in Appendix 9.

Willamalane's past comprehensive plans have not accounted for projected operational impacts for proposed projects and, in alignment with that approach, will not include these in this update. It is difficult to accurately forecast the costs of these impacts until a project is closer to implementation. The district is currently implementing an asset maintenance management software that will make these costs much easier to identify in the near future. This is an important exercise for the district to undertake prior to implementation of each project going forward.

In addition to increases in operational costs associated with proposed projects, this plan also identifies an existing deficiency in staffing to support parks, natural resources, and the ranger program. Additional staffing will need to be funded through the district's General Fund. To avoid future deficiencies, it is important for the district to assess operational costs for each project as it is planned, budgeted, and implemented going forward.

## Funding Opportunities

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

- **Special Serial Levy (local option levy):** This is a property tax assessment that can be used for the construction, operation, and/or maintenance of parks and facilities. This type of levy is established for a given rate or amount for a specific period of time, generally one to five years. The advantage of the serial levy is that there are no interest charges. The district should be aware of tax limitations that could influence use of this as a funding strategy.
- **Revenue Bonds:** These bonds are sold and paid from the revenue produced from the operation of a facility. While revenue bonds are a potential funding source they are not recommended for the projects in this plan.

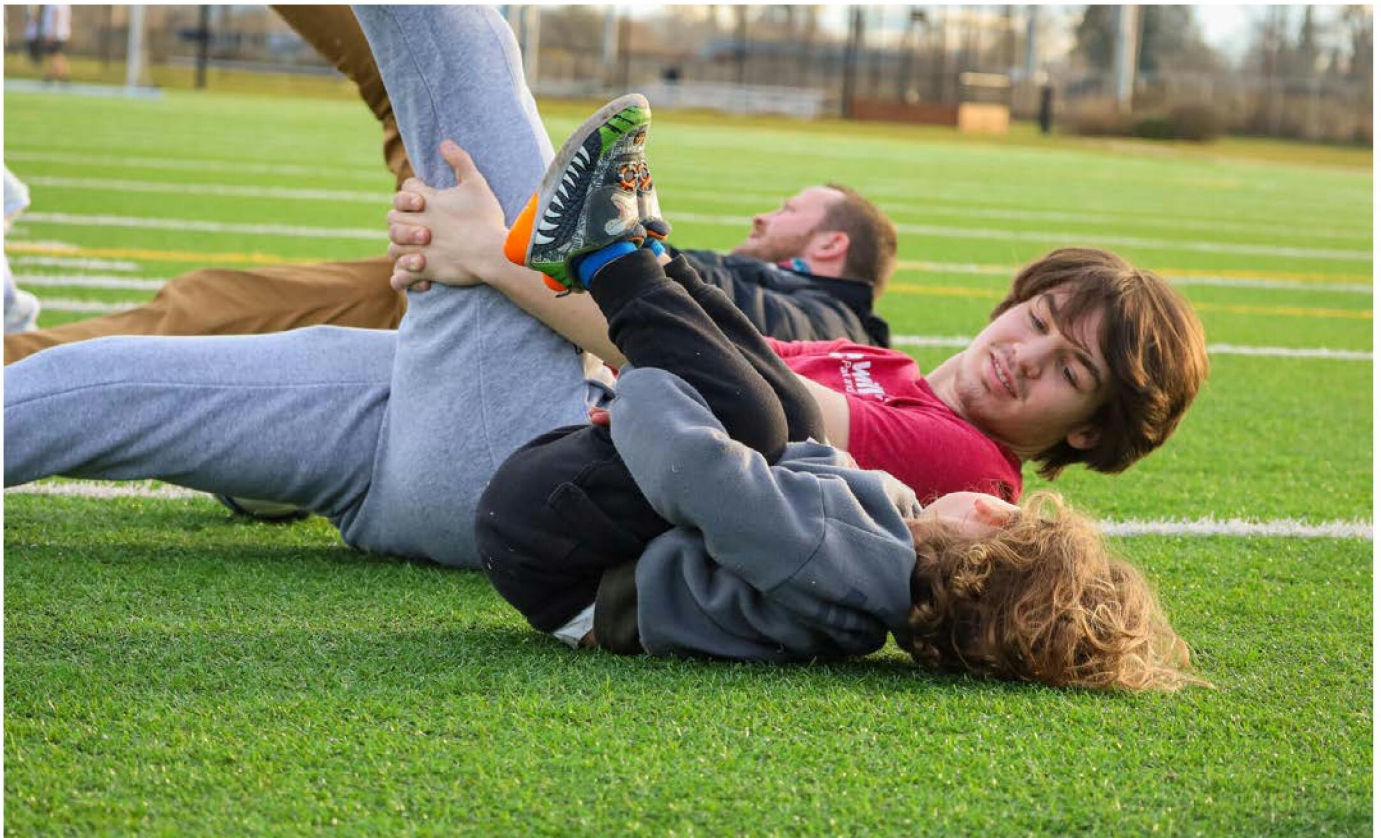
<sup>5</sup> Projected funding is based on current SDC balance and projected funding using the current district SDC methodology.



- **Full Faith and Credit Bonds:** Full faith and credit bonds may be used, payable from the district's general resources. They are not tied to a specific revenue source, but the payment of principal and interest comes from available operating funds.
- **Public/Government Grant Programs:** There are a wide range of government sponsored grant programs available for different types of capital projects; however funding availability changes with each budget cycle.

Below is a list of some of the programs available today:

- **Community Development Block Grant Programs (CDBG):** These grants from the U.S. Department of Housing and Urban Development are available for a variety of projects in lower income areas of the community. Currently, local grant dollars are minimal, but the district has received several small grants in the past.
- **Land and Water Conservation Fund:** This is a federal grant program that receives its money from offshore oil leases. The money is distributed through the National Park Service and is administered locally by the Oregon Parks and Recreation Department. In the past, this was one of the major sources of grant money for local agencies. The funds can be used for acquisition and development of outdoor park facilities and require a match.
- **Federal Transportation Funding:** The Oregon Community Paths (OCP) Program is a new grant program dedicated to helping communities maintain connections through multi-use paths. The Oregon Department of Transportation will use monies from the state Multimodal Active Transportation fund and federal Transportation Alternatives Program fund for this program. OCP will fund project including development, construction, reconstruction, major resurfacing or other improvements of multi-use paths that improve access and safety for people walking and bicycling.
- **Local Government Grant Program (LGGP):** This Oregon program uses Lottery dollars to



fund land acquisition, and development and rehabilitation of parks and outdoor recreation facilities. A 50 percent match is required. Willamalane has been very successful competing for LGGP funding.

- **Recreational Trails Program:** This is a grant program funded through the Oregon Parks and Recreation Department. Projects eligible under this program include: 1) construction of new trails, 2) major rehabilitation of existing trails, 3) development and rehabilitation of trailhead or other supporting facilities, 4) acquisition of land or easements for the purpose of trail development, and 5) safety and education projects. Grants are distributed on an annual basis and require a small percent match. The Clearwater Park restroom was funded with help from an RTP grant, because the park is on the Willamette Water Trail.
- **Oregon State Marine Board Grants (OSMB):** The Oregon State Marine Board manages Oregon's waterways. The agency also provides construction grants for waterfront improvements such as boat ramps, rest rooms, parking, and other related projects; and operations funds for maintenance and patrol. Funds are also available for maintenance of such facilities. It receives its revenue for grants from the licensing of pleasure boats and a portion of the automobile gas tax. The boat landing at Clearwater Park was funded with help from an OSMB grant.
- **Oregon Watershed Enhancement Board:** The Oregon Watershed Enhancement Board (OWEB) is a State agency led by a policy oversight board. Together, they promote and fund voluntary actions that strive to enhance Oregon's watersheds. OWEB's programs support Oregon's efforts to restore salmon runs, improve water quality and strengthen ecosystems that are critical to healthy watersheds and sustainable communities. OWEB administers a large and small

grant program that Willamalane has recently used for restoration projects.

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





## Moving Forward

The district proposes to update this financial strategy on a five-year basis, which will allow for more accurate cost estimates for Phase Two and Phase Three projects. The update will reflect the impacts of future market fluctuations and inflation rates that have increased dramatically over recent years. This timeline also correlates with the already anticipated five-year (minor) and 10-year (major) comprehensive plan updates outlined in the district's administrative policies.

The financial strategy is intended to serve as a roadmap to guide the district's Capital Improvement Program (CIP), which schedules projects for implementation. Through the CIP process, projects are selected and budgeted for on a five-year cycle that is annually reviewed and updated by a committee of Willamalane staff. Each update to the proposed projects and funding strategies is approved by the Willamalane Board of Directors.



# 10

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## Implementing the Park and Recreation Comprehensive Plan

This section provides tools and best practices to implement the action items in the plan.





## IMPLEMENTING THE PLAN

This plan outlines specific goals, strategies, and actions that can be fully implemented given appropriate community engagement, transparent decision-making, and sufficient resources. Some best practices for implementing this comprehensive plan include:



### Leading

Internal task force groups specific to individual objectives and action items (made up of frontline staff with one supervisor/manager).



### Measuring

See Appendix 12 for example performance measures that can be used to assess district progress toward meeting the comprehensive plan goals.

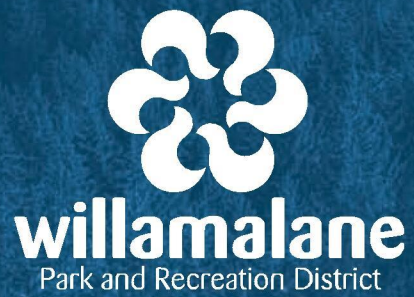


### Reporting

- Annual reporting on comprehensive plan progress.
- Quarterly implementation review and share status at all-staff meetings.
- Include implementation status in regular reports to the public, which showcase accomplishments and project status.
- Quarterly reporting on master plan status to the Willamalane Board of Directors.



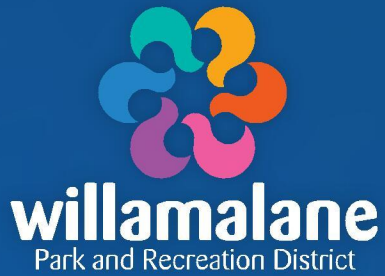




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# COMPREHENSIVE PLAN





# Appendices

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## **WILLAMALANE PARK AND RECREATION DISTRICT COMPREHENSIVE PLAN**





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# Appendix 1:

## Community Engagement Summary



## Appendix 1. Community Engagement Summary

Over the course of the planning process, more than 3,800 community members provided input, with a majority coming from the needs assessment survey and intercept events. Overall, 32,285 district residents either received targeted social media posts or email notifications (passive engagement) or provided some form of input (active engagement).

To help confirm the results from the public engagement process, two town hall meetings and discussions were held with the Springfield planning commission, the Springfield City Council, and the Lane County Board of Commissioners.

### 1.1 Community Engagement by the Numbers

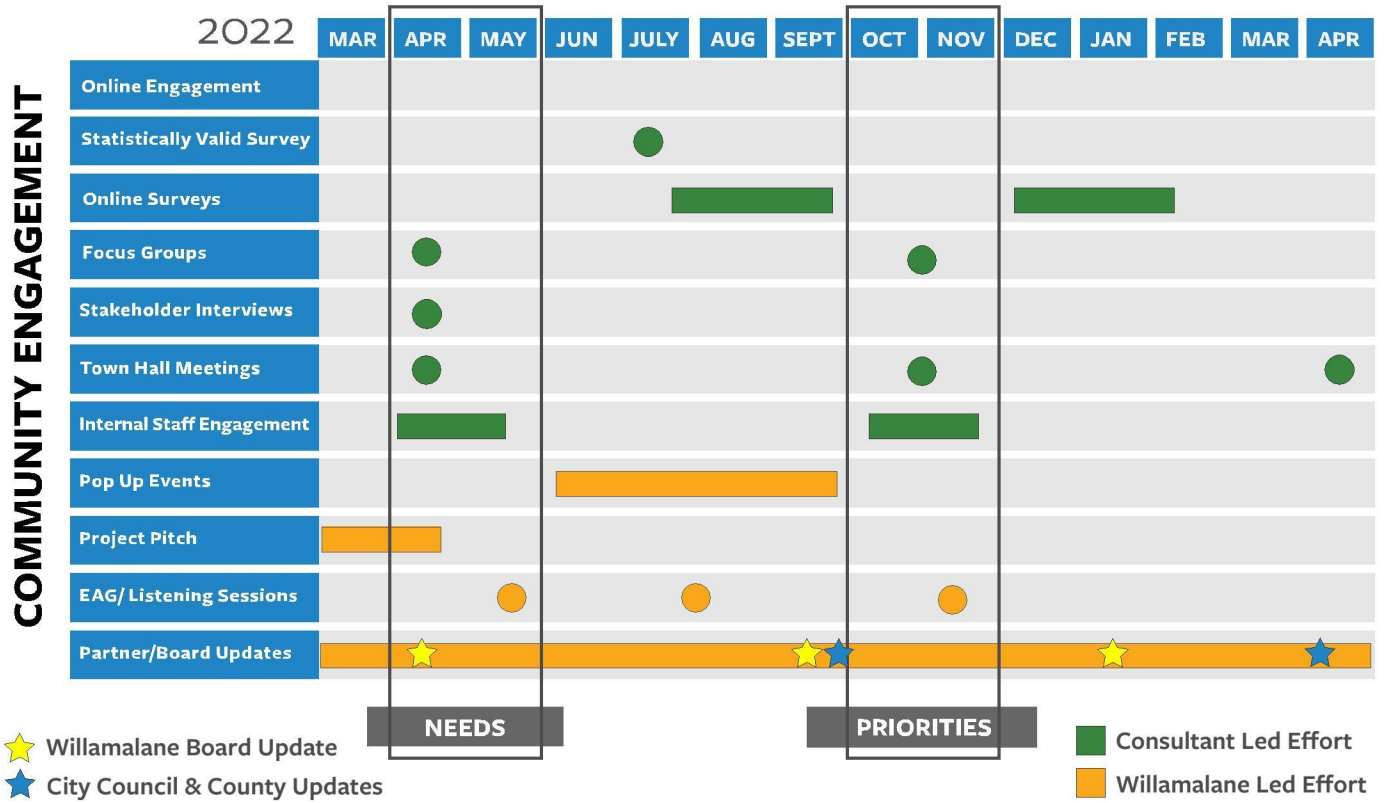
Five categories of engagement were completed:



### 1.2 Outreach Strategy – Identifying Needs and Desires

This comprehensive parks and recreation plan was built upon the foundation of active engagement with district community members, stakeholders and both users and non-users of parks and trails, programs, and facilities. An important goal was to complete a needs analysis incorporating the opinions, needs, and desires of district members that was transparent, credible, and inclusive of all residents needs and desires. Priorities were set to attract input from individuals and groups that may have been historically and disproportionately less involved in past engagement opportunities.

To meet this goal, the project team initiated a series of engagement opportunities along with a survey administered as both a random invitation and open-link survey. To help ensure compliance with the State of Oregon planning standards, a formal outreach strategy was presented to the City of Springfield near the outset of the project. The schedule presented in the engagement plan focused first on identifying needs and then on confirming those needs as priorities.





The community engagement strategies selected for his plan support the following five goals in order to inform the overall comprehensive planning process:

### **GOAL 1 Promote project awareness throughout the planning process**

- Find opportunities to engage early with various groups in the community
- Provide as many opportunities as possible for community members to engage
- Follow up and promote additional involvement with those that engage
- Build relationships with participants and provide information about programs, events, and services Willamalane offers

### **GOAL 2 Gain a deeper understanding of who Willamalane serves**

- Who does Willamalane currently serve? Who is not being served?
- What are the demographics of users/non-users (age, race/ethnicity, families, renters/homeowners, gender, and socioeconomic status)?
- What demographic groups use Willamalane's facilities the most/least?
- What programs, parks, trails, activities, and events are accessed the most/least?
- How does the community learn about programs, events and services offered by Willamalane?
- How satisfied is the community with Willamalane's offerings?
- What are common hardships that make accessing park and recreation services challenging (physical/cognitive limitations, socioeconomic limitations, language barrier, schedule, feeling of safety or belonging, etc.)?

### **GOAL 3 Learn about gaps, barriers, needs, and preferences within the park district**

- What does Willamalane do well? What can Willamalane do better?
- What improvements or changes would increase use of Willamalane parks, facilities, and programs?
- What new park opportunities should be considered?
- What new recreation opportunities should be considered?
- What is Springfield lacking?

### **GOAL 4 Understand the community's priorities for park and recreation for the future**

- What are the most desired park/facility improvements?
- What are the most desired recreational opportunities?
- What types of park & facility improvement projects would the community fund?

### **GOAL 5 Gain support of final plan recommendations**

## Appendix 1: Community Engagement Summary

### 1.3 Stakeholders and Focus Groups

The community engagement process included a variety of both internal stakeholders (staff, elected officials, and leadership) and external stakeholders (community members, tribal leadership, teens, sports leaders, educators, etc.). Stakeholder interviews were conducted with community leaders from the school district, utilities, Willamalane board members, and political leaders. The district provided many community engagement opportunities with a specific focus on DEI.

While many of the focus groups included community members with varying backgrounds and interests, some specific focus groups were held to help ensure participation was inclusive for groups that may not have participated in engagement opportunities in the past.

General focus groups with varied community members were held to gain a general perspective and to create discussion. Other topic-specific focus groups were hosted for teens, the Latinx community, individuals with disabilities advocates, natural areas advocates, trails advocates, and American Indians and Alaskan natives.

#### The effort resulted in:

- Community stakeholders and focus group participants – 41 participants
- Inclusion and individuals with disabilities advocates – 12 participants
- Teen focus groups – 111 participants
- Latinx specific focus group – 30 participants
- American Indians/Alaska Natives – 22 participants representing 13 tribal nations
- Natural areas specific focus group – 12 participants
- Trails – 6 participants

### 1.4 A Summary of Input Received During General Stakeholder and Focus Group Interviews and Meetings

#### Strengths of the district (in no particular order):

- Community support
- Partnership with Springfield School District
- District Funding
- 1Pass
- Skate Park at Willamalane Park Swim Center
- Growth (Improvements)
- Marketing and communication
- Youth programs
- Service district status
- Community First initiatives
- Leadership and board representation
- Combination of neighborhood and community parks
- Outdoor recreation equipment rental
- Trail system
- Affordability of services and facilities
- Parks maintenance
- River access
- Diversity of activities and programs
- Customer service

#### Areas of improvement (in no particular order):

- Safe routes to parks
- Activity guide (Discontinued)
- Cultural special events
- River access
- Fitness centers
- Trash cans in parks
- Sand pit at Volunteer Park
- Parking at the Adult Activity Center and aquatic facilities
- Alternative transportation
- Pool access
- Shaded park benches
- ADA accessibility at parks and facilities
- COVID-19 measures
- Lack of bilingual signage
- Restrooms in parks unavailable
- Dog stations in parks
- Class and activity times
- Connectivity of bike paths and trails
- Communication with non-users
- More volunteer opportunities



### Barriers that limit access (in no particular order)

- Pedestrian walking routes to parks
- District outreach to non-users
- Parking at Clearwater Park
- Accessibility (ADA)
- Facility availability

### Additional desired amenities (in no particular order):

- Outdoor basketball court
- Pump track
- Bilingual signage
- Skate Park
- Commissioned artwork in parks
- Splash pad
- Community gardens
- Dog stations in parks
- Long course swimming pool
- River access
- Dog park
- Fitness stations on trails
- Family friendly restrooms in parks
- Complete bike paths to promote connectivity and safety
- Pickleball courts
- All-inclusive playgrounds
- Disc golf course (18 Holes)

### Additional desired activities (in no particular order):

- Activities for adults (Ages: 21 – 50)
- Family activities
- Disc golf events and classes
- Volunteer programs
- Enrichment classes
- Pickleball classes
- Special events in Parks (movies, concerts, and cultural festivals)
- Swim lessons
- Outdoor yoga
- Environmental education/outdoor programs

### Key partners and stakeholders (in no particular order):

- Springfield Library
- Radio stations
- Historical Society
- International Paper
- Museum of Natural Cultural History
- Nature Conservancy
- Business community
- Friends of Buford Park and Mount Pisgah
- Civic organizations (Rotary Club)
- Lane Transportation District
- Indigenous community
- Team Eugene Aquatics
- Relief Nursery
- AARP Lane County
- Community members
- Lane Community College
- Warehouse Federal Credit Union
- Volunteers
- School district
- University of Oregon
- Springfield Education Foundation
- Senior adults

### Priorities (in no particular order):

- Increase footprint to help ensure accommodation of development and growth
- Generating more resources to bring more people into Springfield
- Expansion of trails
- District will see significant demographic changes that will need local government support to immigrants
- Connectivity of bike path systems (Master Trail Plan)
- Allow more immigrants into the states
- Plan to develop the Glenwood area
- Focus on community and inclusivity
- Concentrate on recruiting retirees for vacant positions
- Continue to focus on district branding and staying the course within mission
- Strategize with local partners to be strategic about funding levy and bond requests to the public
- Deciding on district branding
- Indoor activities for summer to combat climate change
- Must address all forms of inequity not just racial

## Appendix 1: Community Engagement Summary

- Market what is done with personal property money and SDC fees; Residents are starting to ask why they must pay them to add a home dwelling
- Bob Artz Park is under-utilized should be prioritized for future development
- Use of organic waste in parks (no pesticides near playgrounds and areas of use)
- Helping to ensure that district is abreast with programs, parks, and activities
- Access to nature
- Swim lessons for all kids

### Vision for District

- Decrease footprint to help ensure accommodation of development
- Continue to grow the district and offer great programs and facilities to youth while providing health awareness to increase inclusivity
- Continue to grow partnerships with Springfield School District
- Safety – Safety measures and park rangers are needed in plan
- Fiscal responsibility – Taxpayers should know their money is not being wasted
- Staying engaged with the public and serving underserved populations
- DEI is met on all levels

## 1.5 A Summary of Input Received During Topic-Specific Focus Groups

These important focus groups brought stakeholders into the process that may not have participated otherwise.

### Teen-Focused Input

During the Comprehensive Plan update scoping and planning process, the project Advisory Committee identified teens as a user group they felt may not be reached through typical forms of public engagement (surveys and focus groups). To respond to this need, a focused effort was made to engage teens in their classrooms during the Spring 2023 term (see Appendix 5 for a thorough summary of this important engagement effort).

### Process

A total of 111 students in four classes (two middle school and two high school) volunteered to participate in this effort. Students in each class were given a presentation on what Willamalane does in the community, what the comprehensive plan is and how it guides district work, and how the plan is updated. After the presentation, students were asked a series of questions in large or small groups facilitated by Willamalane staff. The session closed with a paper survey.

Two of the classes (one middle school and one high school) made this the subject of a final project for the class, and on June 7th, 2022, these students presented their research, recommendations, and ideas to Willamalane staff.



## Key Topics/Themes

### A FEW KEY THEMES EMERGED FROM THE FEEDBACK:

- Teens are generally familiar with Willamalane and satisfied with their experiences at Willamalane parks and programs
- Students are generally most familiar with bigger, destination-type recreation facilities in addition to the parks closest to their neighborhoods
- Students are busy, and many teens who play sports are reaching more competitive levels. Many students indicated they would like Willamalane to provide:
  - » Events that are geared toward teens. Some ideas suggested: movie nights, music gatherings, street fairs, and neighborhood parties/picnic days in parks. Music and food were two commonly requested things to include at events.
  - » Ways teens can gather more informally.
- Students rely on social media as a primary way of receiving information; another opportunity they recommended using to promote teen centered opportunities is school announcements (especially at the start of the year).
- Some teens are at or close to an age where they will start working. There was interest in opportunities to gain experience through leadership roles, training, volunteering, etc. to help prepare them for the work force. Some teens were interested in working for Willamalane.

### Results From the Teen Paper Survey (n = 111)

The students completed a needs assessment and satisfaction survey and their responses to some of the key questions are presented in Table 6.

## Latinx Community Input

Willamalane partnered with Latino Professionals Connect, a local network of approximately 300 business people, leaders, educators, community members, and professional activists to plan and host an event that would help inform needs, desires, and priorities of Latinx community members. A two-hour networking event was promoted to Latino Professionals Connect members and community partners, such as the Springfield Alliance for Equity and Respect (SAfER), Escudo, and Community Alliance of Lane County. The event included a brief presentation about Willamalane's mission and values, what they do, and how the information will be used. Willamalane also introduced the DEI Action Plan and DEI supervisor as a future point of contact for collaboration and questions.

Approximately 22 attendees were broken into three groups, each participated in an input session conducted bilingually. Each small group having a translator available as needed for discussions focusing on:

- Parks
- Recreation programs and events
- Communication

An activity asked participants to place three dots on their top priorities for improving services. The bilingual list of options included topics and ideas mentioned in previous meetings, discussions, and engagement events. Key outcomes, overarching themes, and other input can be found in Appendix 6. Four priorities were identified that speak to the most valued improvements Willamalane could make to better service the Latinx community:

- Hiring more bilingual staff
- Providing more stipends/scholarships for programs
- Providing more Latino/a focused programming

#### Most Used Parks, Trails, and Facilities

- Splash at Lively Park (wave pool)
- Bob Keefer Center for Sports and Recreation
- Dorris Ranch
- Thurston Hills Natural Area

#### Most Popular Teen Participatory Activities

- Hiking
- Swimming
- Weightlifting
- Video Games

#### Teen Desires for Additional Activities

- Roller skating in its own facility
- Movie nights
- PE games (Badminton, Spike ball, corn hole, etc.)

## Appendix 1: Community Engagement Summary

- Providing more bilingual information in parks and buildings.

### Natural Area Specific Focus Group

Including input specific to natural areas was important because by the 2012 update to the district comprehensive plan, Willamalane only managed 186 acres of natural area, and there were no dedicated natural resource staff. Ten years later, Willamalane manages more than 1,000 acres of natural area and two full-time staff dedicated to planning and managing these areas. The district regularly collaborates with partners to plan and implement projects across the region. Given the significant and rapid growth in natural resource area, a conversation with regional partners was hosted to evaluate Willamalane's approach to natural areas management and priorities for the coming years.

#### PARTICIPATING AGENCIES:

Willamalane invited partners from 19 different agencies in the region that have experience working with the district in various ways and/or doing similar work in the region to attend a discussion focusing on natural resource management. At least one representative from the agencies below were able to attend the meeting.

- Bureau of Land Management (BLM)

- Long Tom Watershed Council (LTWC)
- Upper Willamette Stewardship Network (UWSN)
- Middle Fork Willamette Watershed Council (MFWWC)
- Oregon Department of Fish and Wildlife (ODFW)
- Eugene Water and Electric Board (EWEB)
- Eugene Parks and Open Space
- McKenzie River Trust (MRT)
- Lane County Parks
- McKenzie Watershed Council
- Willamette Riverkeeper
- Springfield Utility Board (SUB)
- Rivers to Ridges Partner

The following is a synthesized list of key topics and themes identified during the natural areas focus group meeting.

EDUCATIONAL OPPORTUNITIES	PRIORITY PROJECTS	ACQUISITION OPPORTUNITIES
<ul style="list-style-type: none"> <li>» Nature hikes &amp; tours</li> <li>» Interpretive panels</li> <li>» Increase public awareness of efforts</li> <li>» Local flora/fauna, sensitive areas, and cultural aspects of natural resource work</li> </ul>	<ul style="list-style-type: none"> <li>» Focuses: Urban stormwater, riparian and floodplain areas, urban forest, oak habitat</li> <li>» More Viewpoints</li> <li>» Locations: Island Park Slough, Cedar Creek, Maple Slough</li> </ul>	<ul style="list-style-type: none"> <li>» Hayden Bridge boat ramp</li> <li>» McKenzie River Trust land</li> <li>» Land to promote trail/habitat connectivity (especially along rivers)</li> <li>» McKenzie River access</li> </ul>
PARTNERSHIPS	MANAGEMENT STRATEGIES	APPROACH
<ul style="list-style-type: none"> <li>» Maintain existing partnerships</li> <li>» Expand for: fuel reduction work, land acquisition, and floodplain restoration</li> </ul>	<ul style="list-style-type: none"> <li>» Cross-train staff</li> <li>» Implement prescribed burns</li> <li>» Be systematic and proactive</li> <li>» Prioritize heavy impact areas</li> </ul>	<ul style="list-style-type: none"> <li>» Increase staff and capacity</li> <li>» Incorporate social justice</li> <li>» Acquire strategically/be proactive</li> <li>» Hire grant writer</li> </ul>



### Trails Specific Focus Group

Walking for pleasure and for exercise and hiking on both paths and trails was a top issue identified during the initial engagement process and the needs assessment survey. As a result, a trails specific focus group was facilitated to best understand trail needs both in the district and in the region. Individuals attending had backgrounds and represented:

- Dorris Ranch and general horseback riders and dog walkers
- Back county equestrians

- Local hiking and climbing clubs
- City of Springfield, bike, and pedestrian group
- Rivers to Rivers group, working to update the regional vision
- Springfield transportation planners
- Lane County senior transportation planner

Key issues identified during the focus group meeting are shown in Table 7.

<p><b>TRAILS AND TRAILHEADS NEEDS</b></p> <ul style="list-style-type: none"> <li>• Thurston Hills leading to McKenzie area</li> <li>• Trails that highlight to views, vistas, or viewpoints. Connections from Doris Ranch to Springfield Butte</li> <li>• Maple Island Slough</li> <li>• North Bank needs lighting on path</li> <li>• Harvest landing and McKenzie Weyerhaeuser</li> <li>• Maple Island Slough – soft-surface trail opportunity</li> <li>• Coburg Hills (no public easement)</li> <li>• Connection Howard Buford recreation area near Dorris Ranch</li> </ul>	<p><b>PHYSICAL GAPS IN NETWORK</b></p> <ul style="list-style-type: none"> <li>• Connection to Howard Buford recreation area and covert loop area/hermitage park</li> <li>• River Bend hospital extension</li> <li>• River of high banks road</li> <li>• More regional connections outside of Springfield.</li> <li>• 42nd and Levee path</li> </ul>
<p><b>UNDERSERVED CURRENT TRAIL NETWORK AND SYSTEM</b></p> <ul style="list-style-type: none"> <li>• West of the express way north of main street and south of G street</li> <li>• The Obsidian Group sometimes uses Pisgah and Thurston Hills</li> <li>• Ridgeline</li> <li>• Equestrian trails in the Thurston trail system</li> </ul>	<p><b>DESIRED OR MISSING EXPERIENCES</b></p> <ul style="list-style-type: none"> <li>• Updated signage and consideration of multi-use trails</li> <li>• Universal access trails (flat)</li> <li>• Mountain bike trails</li> <li>• Need more benches – shaded</li> <li>• Safe routes to schools in Guy Lee Park</li> <li>• Poop loop for equestrian trails</li> </ul>

## Appendix 1: Community Engagement Summary

### Accessibility and Inclusion Specific Focus Group

Given the high percentage of individuals with disabilities in the Springfield UGB, a targeted focus group was held to add perspectives offered by individuals or advocates for individuals with disabilities. Table 8 illustrates the key comments made during the focus group meeting

### American Indian/Alaskan Native

Given the significant influence Willamalane and the City of Springfield have on land management in the area and the history of the Kalapuya forced removal from the area, Willamalane and the city of Springfield recognized a gap in public engagement with local Tribes and American Indian/Alaska Native (AI/AN) residents.

<p><b>DISTRICT STRENGTHS IN TERMS OF ACCESSIBILITY AND INCLUSION</b></p> <ul style="list-style-type: none"> <li>• Mobility needs (visual)</li> <li>• Equitable fee structure</li> <li>• Listening to input</li> <li>• Providing accommodations to youth with disabilities</li> </ul>	<p><b>AREAS THE DISTRICT NEEDS TO IMPROVE</b></p> <ul style="list-style-type: none"> <li>• Mobility needs (visual)</li> <li>• Equitable fee structure</li> <li>• Listening to input</li> <li>• Providing accommodations to youth with disabilities</li> <li>• Inclusion services are free to include support workers</li> </ul>
<p><b>OPPORTUNITIES FOR MARKETING INCLUSIVE RESOURCES</b></p> <ul style="list-style-type: none"> <li>• Need for external outreach and speaking to other providers</li> <li>• Update website to call out support services and availability</li> <li>• Lane County ARC and DDS will be a great partner</li> <li>• Update verbiage of services</li> <li>• Reminding agencies, such as Direction Services, Family Resource Coordinators at the school level, and using social media to share info</li> </ul>	<p><b>ACTIONS TO IMPROVE ACCESSIBILITY IN PARKS</b></p> <ul style="list-style-type: none"> <li>• Additional fencing for safety (playgrounds)</li> <li>• Assessable parking for an aging population</li> <li>• Interpretable signage on trails (easy, intermediate, and hard) – rough, steep, and declining, for example</li> <li>• Add hex boards to playgrounds with communication tools</li> </ul>

This led Willamalane and the city to host a Tribal Dialogue to understand and learn about awareness, values, and priorities of self-identified American Indian/Alaska Native residents living within Springfield and the surrounding area—especially individuals who interact with both agencies’ services and jurisdictions. Representatives from the Springfield School District were also invited and participated in the process.

#### PROCESS

Willamalane and the City collaborated with an Indigenous planning consultant to host a public dialogue for AI/AN residents to share feedback and perspectives around agency awareness, values, and priorities. The planning

consultant applied elder teachings while facilitating and aiming to eliminate power dynamics to provide a safe platform and space for residents to openly speak and be in community.

Co-facilitation was practiced by Indigenous community representatives leading round table discussions with agency representatives listening, learning, and taking notes on behalf of each table. Questions were prepared in advance by agency collaborators to help guide discussion. Example answers were provided for each question if there were not many responses to help trigger ideas. Community members were encouraged to share ideas and to engage in story telling of their personal experiences if they were comfortable.



Agency representatives were encouraged to not influence conversation or make statements/promises regarding next steps.

### TRIBAL OUTREACH

Agencies outreached via printed material, social media, email, and phone. Emailed invitations were distributed to the Confederated Tribes of Siletz Indians Eugene area office and Confederated Tribes of Grand Ronde. Phone outreach was conducted with the Confederated Tribes of Coos Lower Umpqua and Siuslaw Eugene area office. Additionally, a Facebook event was advertised on local AI/AN community Facebook groups and via the Springfield Chifin Indian Education Program page. Printed material was distributed at the Lane Community College Longhouse, University of Oregon Many Nations Longhouse, Ko-Kwel Wellness Center (Indian Health Clinic), and at the Springfield Chifin Indian Education Center.

### PARTICIPANT DEMOGRAPHICS

The event included 22 AI/AN participants that are affiliated with 13 Tribal nations. There were eight participants affiliated with one of the Nine federally recognized Tribal Nations in Oregon including The Klamath Tribes, Confederated Tribes of Grand Ronde, and Confederated Tribes of Siletz Indians. Additionally, four participants are affiliated with tribes that had traditional and customary tribal boundaries in parts of the land now formally recognized as the state of Oregon.<sup>1</sup> Two participants were non-Native but participated because they are raising Native children in the Springfield area.

Our agencies recognize this dialogue was not a form of Government-to-Government consultation between the City of Springfield and the tribes with ancestral ties to the area, the Confederated Tribes of Grand Ronde, and the Confederated Tribes of Siletz Indians.<sup>2</sup> The feedback received and included in this summary represents the perspectives of only the AI/AN residents that chose to participate and share perspective in our planning dialogue.

### KEY RECOMMENDATIONS/TAKEAWAYS

Dialogue participants shared several insights and suggestions based on their own experiences with the agencies and what opportunities exist for strengthening tribal relationships and services. Key themes emerged and were shared, and specific, applicable themes

are included here. Opportunities for the agencies to collaborate better with native people are in Table 9.

- Participating members voiced familiarity with the Springfield Library, swimming pools, and the Springfield City Council
- A dire need for community space or a community center
- A need for greater accurate representation that will raise awareness regarding accurate Kalapuya history and for current Indigenous people
- A desire for protecting and planting of native plant species
- A need for more communication/outreach specifically for Native programming
- A need for continued relationships between agencies and the community – town hall meetings, discussion forums, and regular community meetings
- Greater Indian Health Services in Springfield
- A need to prioritize Native language and signage in the public realm
- Greater access to space, water/rivers, harvesting of traditional plants, affordable services, leadership roles, and employment
- A desire for Intergenerational programming from babies to elders
- Cultural programming outwardly to the community and internally
- Space and time to interact across our AI/AN cultures
- Gathering -> Safely -> place (all inter-sectional)
- Powwow classes
- Prioritize Native people in the hiring process – high admin role, a board position, people from the culture, full-time positions inside agencies (not just consultants), not limited duration
- Liaison to work with Tribes and Native communities with a team to support staffing. Provide them with fiscal and decision-making – not just a representative and not just tokenism but understanding tribal protocols is important

<sup>1</sup> <https://admissions.uoregon.edu/residency/tribes>

<sup>2</sup> <https://www.grandronde.org/>, <https://www.ctsi.nsn.us/>

## Appendix 1: Community Engagement Summary

- Governance representation – tribal communities do not have relationships with governance bodies Planning Commission or other committees – no seat at the table
- Language/place names indigenizing – land acknowledgment and signage
- Town hall meeting, discussion forums, and regular community meetings (like this one)
- Protecting and planting more Native plants and opportunities to gather Native plants
- Invasive species removal
- Recreation boating – example of how Portland has inter-tribal canoeing for kids and elders and community
- Access to water – Nature, natural spaces, and fish/salmon
- Learn about Native plants in the landscape – keep them prominent
- Communication – lack of outreach to Native people presents a barrier
- Community events

- Tribal consultation practice with Grande Ronde and Siletz
- Native program at Springfield Schools – after school education/cultural classes for Native students
- Excitement for Native murals and art with Native scenery
- More Native representation in the public realm
- Opportunities for community space that might include space to gather, the use of Willamalane space, and community space for Powwows
- Keys discussion item were the reference to the people this land belongs to – Kalapuya Ilihi (homelands) and acknowledgment that the Chifin Center is not sufficient because it is prioritized for the school district
- Collaboration with the Springfield Museum – include and begin with Native history of this land, begin conversations around this work, redo maps in museums, map the seasonal rounds, and recognize talking stones and create more
- Native representation in parks & city – Signage and native plants including more Kalapuya language
- Springfield flag raising – include more flags and have them year round

### 1.6 Internal Staff Engagement

To best understand issues pertinent to the master plan, City leadership and staff were interviewed as part of a SWOT analysis. Results were used to craft questions for the needs assessment survey and gain a greater perspective on key issues affecting the district.

Two hundred and seven staff members provided input into the planning process:

- Staff Strength, weakness, opportunities, and threats process (SWOT) - 141
- Aquatics staff focus group - 38
- Operations and maintenance staff focus group - 28

#### District Staff and Leadership Input

The SWOT analysis identified strengths, weaknesses, threats, and opportunities in both a written survey form and in-person interviews. The following two sets of results were received:



<p><b>MOST REPORTED STRENGTHS</b></p> <ul style="list-style-type: none"> <li>• Dedicated and competent staff</li> <li>• Teamwork</li> <li>• Attentive leadership</li> <li>• Amenities and facilities</li> <li>• Resiliency (adaptability to change)</li> <li>• Staff communication</li> <li>• Parks</li> <li>• Staff retention rate</li> <li>• Seasonal community events (mega hunt)</li> <li>• Workplace culture</li> <li>• Dedication to DEI</li> <li>• Funding Base (property tax provided to District)</li> <li>• Community support</li> </ul>	<p><b>MOST REPORTED WEAKNESSES</b></p> <ul style="list-style-type: none"> <li>• Not enough staff for the workload</li> <li>• Insufficient programming space</li> <li>• Internal Communication</li> <li>• Programs (ages: 20-50)</li> <li>• Staff salaries</li> <li>• Vehicle replacement program</li> <li>• Staying within mission</li> <li>• Adding amenities without maintenance budget</li> <li>• Reactive maintenance (be more strategic)</li> <li>• Corrective action (patrons)</li> <li>• Fee structure (increasing of fees)</li> <li>• Visual appearance of parks</li> <li>• ADA updates to facilities and parks</li> </ul>
<p><b>MOST REPORTED THREATS</b></p> <ul style="list-style-type: none"> <li>• Funding (not sustainable)</li> <li>• Retaining employees</li> <li>• Covid-19 pandemic</li> <li>• Partnerships/Sponsorships</li> <li>• Grow volunteer programming</li> <li>• Utilization of friend's group</li> <li>• Extend river access</li> <li>• Prioritizing underserved populations</li> <li>• Hiring a procurement manager</li> <li>• Employee engagement</li> <li>• Outdoor tennis/pickleball courts</li> <li>• Disc Golf (will add value to parks)</li> </ul>	<p><b>OPPORTUNITIES</b></p> <ul style="list-style-type: none"> <li>• Park projects that increase capacity</li> <li>• Partnerships and cultural opportunities</li> <li>• A new community center and indoor aquatic facility</li> <li>• Lack of frontline staff</li> <li>• Mid management working outside of scope</li> <li>• Lack of police response (safety and security)</li> <li>• Need pay study to assist with recruitment</li> <li>• Maintaining assets with growth</li> <li>• Eugene fees being inexpensive</li> <li>• Inaccurate media</li> <li>• School district (need for updated MOU)</li> <li>• Climate change</li> </ul>

## Appendix 1: Community Engagement Summary

**Aquatics Staff Input**

Thirty-eight aquatics staff, (full and part-time) met in October and were asked a series of questions using the Menti digital platform. Menti allows real time input using cell phones. Results to questions were instantly projected on a screen in front of the group. A summary of the input received is provided in this Appendix. Staff identified higher wages, additional staff, lifeguard recruitment and retention efforts and more consistent operation hours as priorities for improvement.

**Operations and Maintenance Staff Input**

Twenty-five staff members were asked a series of questions in November, 2022 using the Menti platform to help understand maintenance challenges. The results were used in the maintenance assessment. Priorities identified are shown here:

- Active management, designed for both users and maintenance
- Additional dog parks
- Find a solution to maintain parks given homelessness and vandalism
- Get all parks and site amenities up to “standards” and be able to keep them there. Goal being to keep parks looking new. Be able to replace equipment more often.
- Have a playground replacement program built into the budget.
- Have funding in place to maintain new parks, trails
- Homeowners on park borders maintaining vegetation on their fence lines
- Increasing natural area maintenance and operations capacity
- Low maintenance landscapes, drought tolerant parks
- Lower maintenance design
- Make adjustments to outdated park practices. Eliminate trouble amenities such as sandbox’s and beds
- Planning and maintenance crew having more meetings. There’s a lot of maintenance tasks that could be made way easier if we just do simple small adjustments to the designs of the parks.
- More connecting trails.
- No more red osier dogwoods.
- Additional dog park.
- More natural resources resource
- Move ornamental beds 50 ft from playgrounds
- New Equipment, more staffing, bigger shop
- No chain link fence along pathways
- No invasive plants in parks / natural areas
- No new parks, maintain what we have until we get more staff
- NO porta potties as permanent restroom in parks!!
- Wider sidewalks. No sandboxes. Different style of restrooms



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# **Appendix 2:** Summary of Related Planning Documents

## Appendix 2. Summary of Related Planning Documents

Willamalane Park and Recreation District partnered with Berry Dunn McNeil & Parker, LLC (BerryDunn) to create this 2023 Comprehensive Plan for the Willamalane Park and Recreation District (WILLAMALANE). An integral part of the planning process was to help ensure both consistency with other planning documents and compliance with the State of Oregon's planning goals. The purpose of this summary review was to provide background, identify priorities and recommendations, and perspective to be used throughout the plan.

Many local, regional and district planning documents and some specific plans for parks and natural areas were reviewed to inform context. Some background document review was accomplished to support specific parts of the plan such as the recreation plan and materials related to the district's recent accreditation process that were used in this plan but not necessarily summarized in this review.

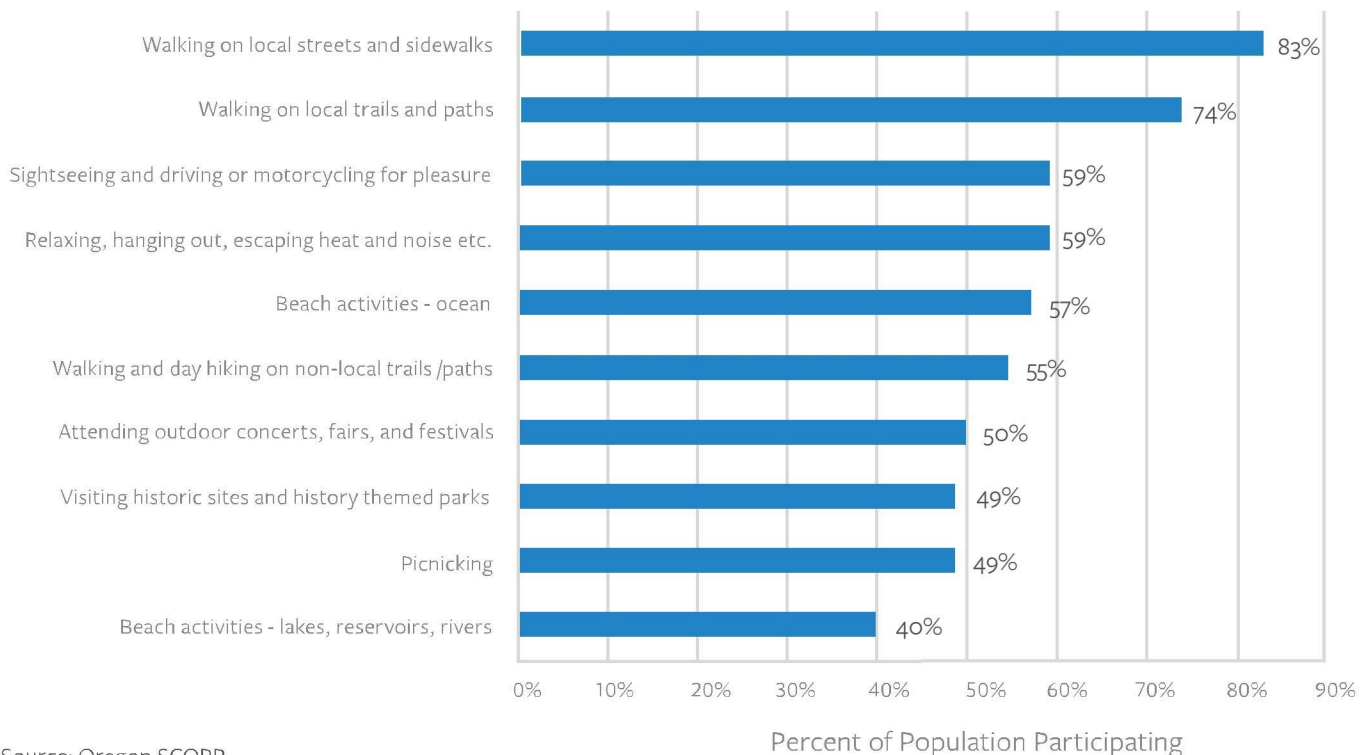
### 2.1 Applicable Planning Documents

#### Oregon Statewide Comprehensive Outdoor Recreation Plan (SCORP) 2019-2023

Careful attention was paid to the SCORP to help ensure that priorities in comprehensive plan align with those in the planning document. The SCORP is Oregon's five-year planning tool for outdoor recreation and guides the use of Land and Water Conservation Fund (LWCF) funds that come into the state of Oregon. The plan looks at participation across a series of state and County locations as well as numerous age, ethnic, economic, and other demographic groups. The plan is based on a statewide survey and helps to set priorities for local, regional, and statewide funding. The report identifies five statewide issues that apply to the district and this comprehensive plan:

1. An aging population
2. An increasingly diverse population
3. A lack of youth engagement in outdoor recreation
4. An underserved low-income population
5. The health benefits of physical activity

Below are figures that portray participation in outdoor recreation activities in Lane County and across Oregon, based on the 2019-2023 SCORP survey data.





The chart below shows the top ten outdoor recreation activities throughout Oregon, and the percentage of population engaged in each of them. SCORP data reported that 83% of the population walks on local streets and sidewalks as the top outdoor recreation activity, followed by 74% walking on local trails and paths.

Data in the Table below demonstrates that greater access to clean restrooms, and trails for walking are the highest future priorities for outdoor recreation participants in Oregon.

#### PRIORITIES FOR FUTURE PARKS AND RECREATION INVESTMENT IN OREGON

Item	Mean	Percent				
		1	2	3	4	5
Cleaner restrooms	3.94	5.3	6.4	19.9	25.3	43.0
Dirt / other soft surface walking trails and paths	3.71	5.9	8.7	22.3	34.5	28.6
More restrooms	3.62	6.8	10.9	24.4	28.9	28.9
Children's playgrounds and play areas made of natural materials (logs, water, sand, boulders, hills, trees)	3.54	11.6	9.4	22.5	26.3	30.1
Nature and wildlife viewing areas	3.52	8.1	10.8	26.5	30.0	24.6
Public access sites to waterways	3.52	10.1	10.0	24.9	27.5	27.5
Picnic areas and shelters for <u>small</u> visitor groups	3.48	6.3	12.3	28.5	32.6	20.2
More places and benches to observe nature and others	3.39	9.8	13.4	26.2	28.8	21.8
Security cameras in key places	3.33	16.1	12.7	20.6	23.7	26.9
Paved / hard surface walking trails and paths	3.32	12.6	14.9	24.0	25.1	23.4
Off-street bicycle trails and pathways	3.26	17.2	12.4	22.2	23.7	24.2
Children's playgrounds and play areas built with manufactured structures like swingsets, slides, and climbing apparatuses	3.25	13.8	14.2	25.9	25.0	21.1
More shaded areas	3.25	13.1	12.9	29.6	25.1	19.3
Picnic areas and shelters for <u>large</u> visitor groups	3.05	13.9	19.1	30.1	22.0	14.8
Additional lighting	3.02	19.6	15.9	25.2	21.2	18.0
Community gardens (where you can grow vegetables)	2.94	24.9	15.2	20.9	18.9	20.1
Off-leash dog areas	2.92	25.9	14.4	21.9	17.7	20.2
Multi-use sports fields	2.80	24.7	18.0	24.4	18.2	14.8
Designated paddling routes for canoes, kayaks, rafts, driftboats	2.79	25.3	17.1	24.5	19.5	13.6
Low-impact exercise equipment	2.48	34.1	18.8	22.7	13.8	10.6
Off-highway vehicle trails/ areas	2.44	36.9	19.3	19.3	12.2	12.4

Source: 2019-2023 Oregon SCORP

## Appendix 2: Summary of Related Planning Documents

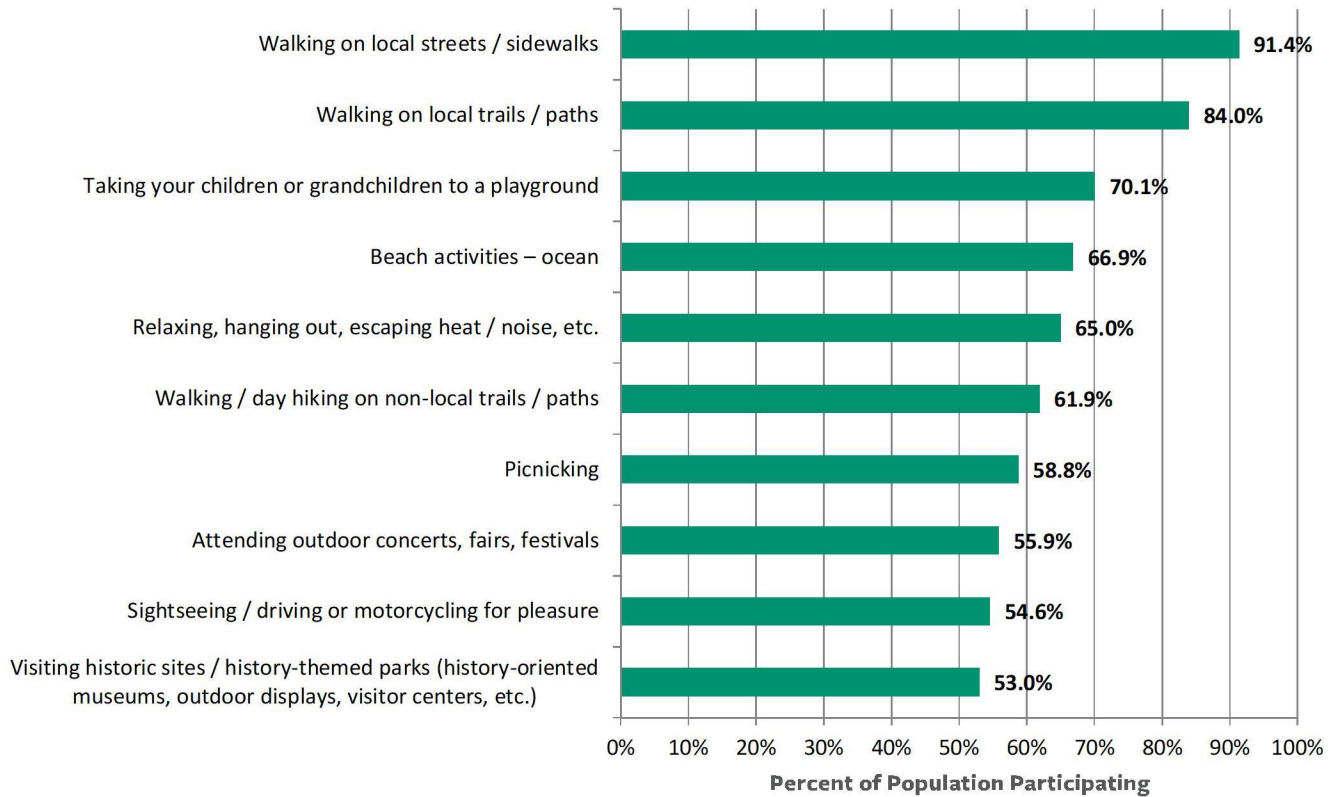
**COMMUNITY RECREATION PROGRAM NEED, OREGON GENERAL POPULATION IN 2017**

Type of program, class, or event	Do you have a need for this program, class, or event?		If yes, how well is your need being met? – Mean score*	Which programs are most important?			
	% Yes	% No		% 1st Choice	% 2nd Choice	% 3rd Choice	% 4th Choice
Farmer's market	68.6	31.4	3.83	40.8	16.6	10.3	7.1
Concert	56.3	43.7	3.29	9.9	18.1	14.0	9.1
Outdoor sports	48.5	51.5	3.43	13.8	8.2	9.0	9.4
Outdoor movies	46.2	53.8	2.63	3.2	7.5	9.5	11.9
Water exercise	41.0	59.0	3.00	5.8	6.8	6.5	7.5
Historical tours	40.2	59.8	2.75	2.9	5.6	8.7	8.9
Arts and crafts (ceramic, painting)	39.8	60.2	3.04	4.0	6.9	7.3	7.5
Quiet zone for reading or meditating	38.8	61.2	3.20	4.8	6.5	6.9	7.1
Environmental education	34.9	65.1	2.74	3.1	4.6	5.9	7.4
Yoga	34.4	65.6	3.12	3.0	4.5	4.8	4.5
Game area (e.g., chess, cards)	26.4	73.6	2.58	1.2	2.3	3.3	4.4
Walking club	26.3	73.7	2.73	0.7	1.1	1.2	0.5
Computer education	25.5	74.5	2.77	1.3	2.4	3.4	4.0
Social dancing	24.3	75.7	2.68	1.3	2.5	3.0	4.2
Aerobics	22.8	77.2	3.10	1.1	1.7	1.8	1.7
Tai Chi	20.8	79.2	2.73	1.5	2.2	2.0	2.1
Zumba	18.7	81.3	3.02	1.0	1.6	1.6	1.6
Pilates	18.4	81.6	2.84	0.5	0.8	0.8	1.2

Source: 2019-2023 Oregon SCORP



## TOP TEN ACTIVITIES FOR OREGON FAMILIES WITH CHILDREN



Source: 2019-2023 Oregon SCORP

## LANE COUNTY OUTDOOR RECREATION NEEDS

LANE COUNTY NEED			
Oregon Public Recreation Provider Survey			
Close-To-Home Priorities	Mean	Dispersed-Area Priorities	Mean
Trails connecting adjacent communities	4.50	Connecting trails into larger trail systems	4.71
Urban bike paths (separate from street traffic)	4.50	Day-use hiking trails	4.57
Community trail system	4.00	Off-highway vehicle trails/ areas	4.43

Source: 2019-2023 Oregon SCORP

## Appendix 2: Summary of Related Planning Documents

### Oregon Statewide Planning Goals - 2019

The state of Oregon updated mandatory planning goals in 2019; eight of these goals are applicable to this comprehensive plan. Because this plan is programmatic and does not directly lead to purchase

of property, construction of parks or facilities, or create environmental impacts, many of the planning guidelines from the 2019 statewide goals are not applicable. BerryDunn worked to help ensure Willamalane's plans follow the statewide planning goals.

Planning Goal #	Statewide Planning Goal	Applicable to Willamalane's Comprehensive Planning
1	Citizen Involvement	Yes
2	Land Use Planning	Yes
3	Agricultural Lands	Minimally
4	Forest Lands	Yes
5	Natural Resources, Scenic and Historic Areas, and Open Spaces	Yes
6	Air, Water, and Land Resources Planning	Yes
7	Areas Subject to Natural Hazards	Yes
8	Recreation Needs	Yes
9	Economic Development	No
10	Housing	No
11	Public Facilities and Services	Minimally
12	Transportation	Minimally
13	Energy Conservation	Minimally
14	Urbanization	No
15	Willamette River Greenway	Minimally
16	Estuarine Resources	No
17	Coastal Shorelands	No
18	Beaches and Dunes	No
19	Ocean Resources	No



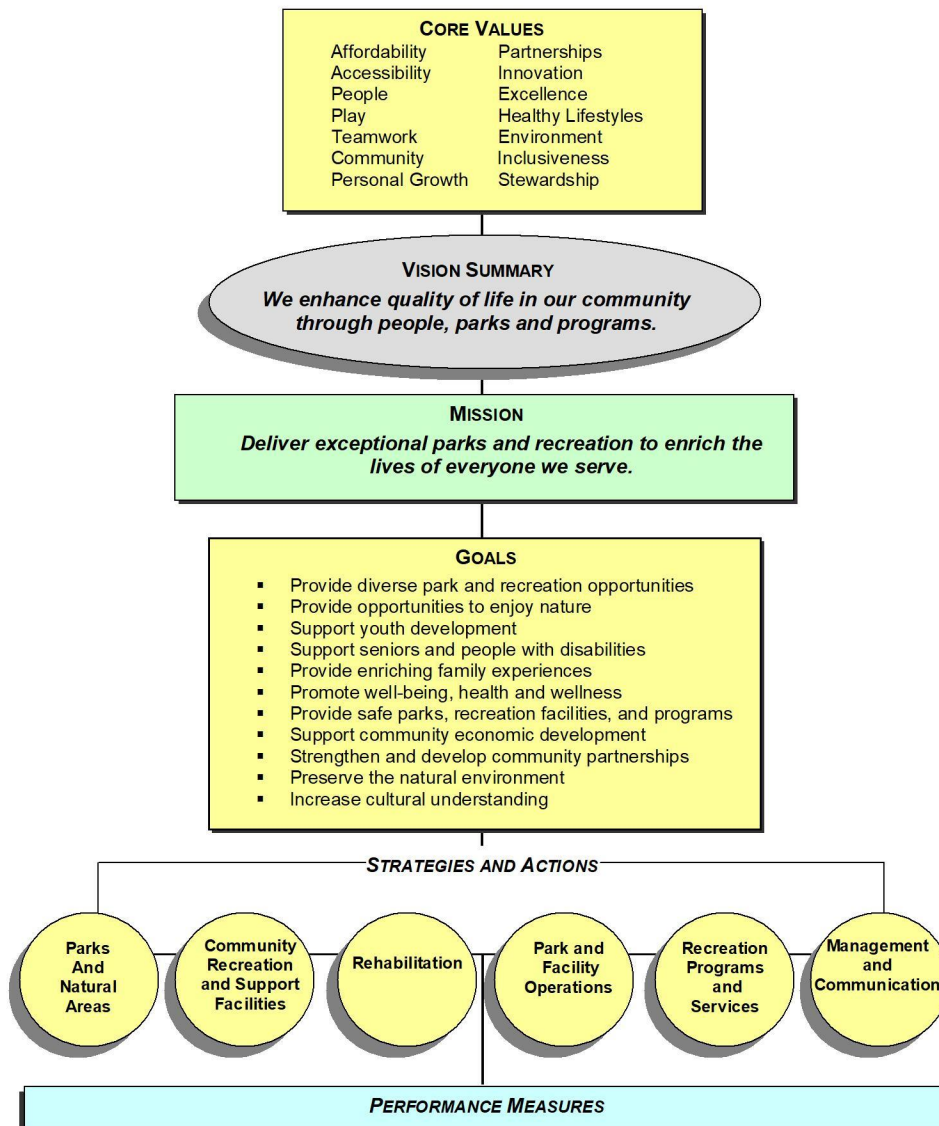
## Willamalane Park and Recreation District Comprehensive Plan - 2012

The 2012 WILLAMALANE comprehensive plan focused on the district's fourteen core values; development of eleven goals that led to six strategies regarding parks and natural areas; community recreation and support facilities; rehabilitation; park and facility operations; recreation programs and services; and department management and communication. The plan did an excellent job identifying performance measures. The plan resulted in a district capital improvement plan that identified \$39 million in capital projects from 2012 to 2021 and an additional \$29 million between 2022 and 2031. An additional \$34 million in unfunded projects was also documented. Capital project funding was identified from existing fund balances, system development charges, grants and donations, and a general obligation bond.

The plan also focused on the following areas of improvement:

- Collaboration
- Glenwood and Downtown areas
- Thurston Hills Ridgeline
- Connections to waterways
- Opportunities for active play
- Reinvestment
- Resource conservation
- Recreation programs

### 2012 WILLAMALANE COMPREHENSIVE PLAN MISSION, VALUES, GOALS, AND STRATEGIES



## Appendix 2: Summary of Related Planning Documents

## 2.2 Community Needs Assessment - 2017

The district published the results of their last community needs assessment in 2017, allowing comparisons to the 2012 assessment conducted during the last comprehensive plan update. The community was engaged with a 23-question survey that received 139 paper responses, 1,079 online responses, and 664 intercept surveys and targeted conversations with members of the Latinx community. The needs assessment analysis concluded:

- 90% of district residents are highly satisfied with facilities and services
- District programs and services provided great value
- Over 94% of district residents feel welcome, safe, and comfortable with district facilities and services

In addition to satisfaction, the assessment also evaluated participation, awareness of district facilities and programs, and communication.

Key findings led to the following areas of focus for Willamalane:

- Increase community outreach in general, but target underserved populations
- Diversify programs and services to serve the Latinx population
- Increase awareness of available inclusion and accessibility accommodations
- Adjust programming schedules, fees, and locations to meet the needs of the patrons
- Collect feedback on a more regular basis and utilize that data in future programming
- Consider data from this needs assessment as baseline information when collecting feedback in the future



## 2.3 Willamalane Strategic Priorities, Recommendations, and Findings - 2018

The district set strategic priorities, identified value statements, created a structure, and identified teams for implementing the five strategic priorities below. This was a significant undertaking that provided a baseline for many of the recommendations found in this comprehensive plan.

Strategic Priorities (SP)	Key Findings/Areas of Improvement
<b>Desirable place to work and job satisfaction</b>	<ul style="list-style-type: none"> <li>• Clear, transparent, and effective communication across the organization</li> <li>• Open and clear communication with diverse groups within the organization</li> <li>• Employee involvement in decision making</li> <li>• Trust in management or board decisions</li> <li>• Opportunities for equitable promotion and advancement</li> </ul>
<b>Reinvestment plan for physical assets</b>	<ul style="list-style-type: none"> <li>• A system to inventory assets to create an asset management plan</li> <li>• A system for asset maintenance and replacement funding plan</li> <li>• A schedule for maintenance and replacement of assets</li> <li>• An evaluation of district facilities</li> <li>• Creation of maintenance standards</li> <li>• Appropriate staffing and organizational structure to support maintenance</li> </ul>
<b>Complete current bond-funded capital projects and nurture public trust</b>	<ul style="list-style-type: none"> <li>• A summary of the use of the bond was presented with only seven projects outstanding.</li> </ul>
<b>Enhance diversity</b>	<ul style="list-style-type: none"> <li>• Increase employee awareness</li> <li>• Develop an understanding of how to reach and meet the needs of the Latinx community</li> <li>• Examine access opportunities for individuals and families experiencing homelessness</li> <li>• Develop signage standards that help meet the needs of diverse populations</li> <li>• Three objectives around the Latinx population, the Americans with Disabilities Act, inclusion, and socioeconomic factors were identified along with action items.</li> </ul>
<b>Generate operating efficiencies through integrated administrative systems</b>	<ul style="list-style-type: none"> <li>• Adopt software and practices that are consistent with Willamalane goals of efficiency and flexibility</li> <li>• Develop consistent district-wide training standards and professional development opportunities</li> <li>• Ensure the security of Willamalane's information and communication resources</li> </ul>

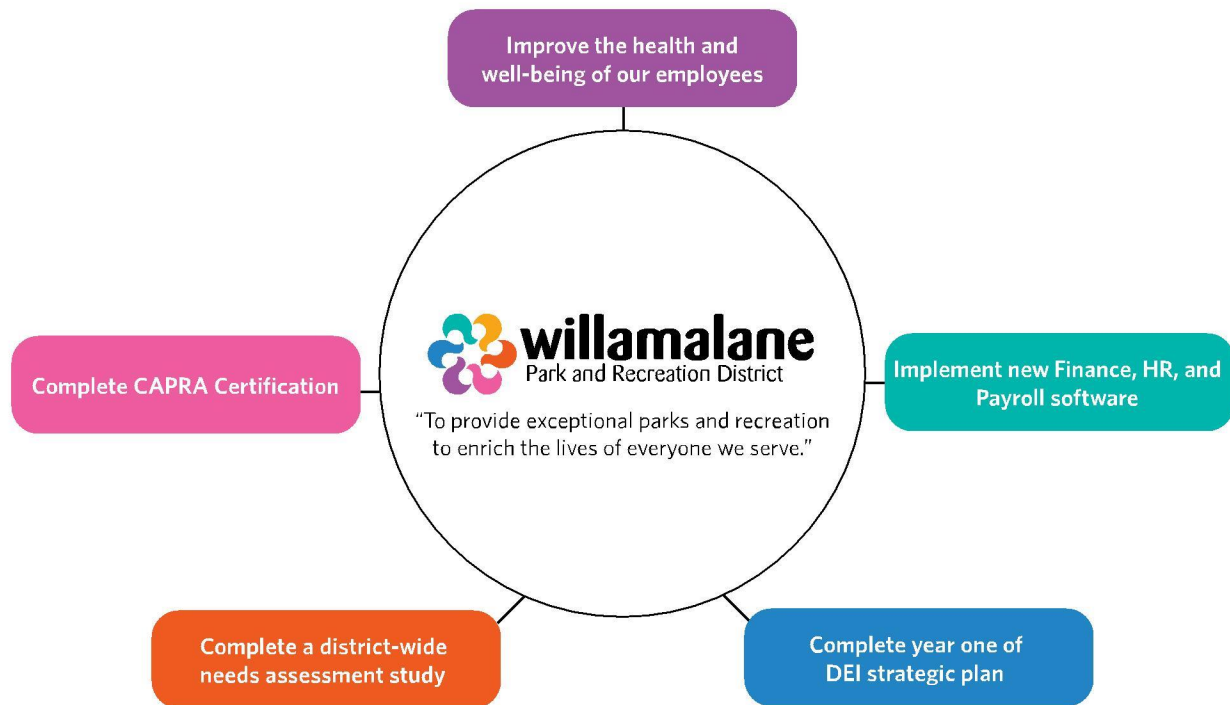
## 2.4 Willamalane Operational Objectives - 2022

The district identified five operational objectives to be completed by June 30, 2022. The district completed work on all five objectives in 2022.

# SUCCESS IN FISCAL YEAR 2022

SMART goals for Willamalane staff from July 1, 2021 - June 30, 2022

**S** - Specific  
**M** - Measurable  
**A** - Actionable  
**R** - Realistic  
**T** - Timely



## WILLAMALANE OPERATIONAL OBJECTIVES - 2022

## 2.5 Community Engagement Strategic Plan - 2022

The district's Community Engagement Division has eight focus areas as documented in the strategic plan, along with nine priority projects for FY 2022.

### COMMUNITY ENGAGEMENT FOCUS AREAS

- Serving as a strategic partner for the district
- Facilitating community connection
- Ensuring brand consistency
- Advocating for an exceptional patron experience
- Marketing
- Public relations and communication
- Legislative affairs
- Resource development



#### PRIORITY PROJECTS FOR FY22

- Lead district marketing, communication, and design that supports recreation, parks, district initiatives, and the Willamalane brand
- Develop and deploy a district-wide internal communication strategy
- Lead district public communication
- Obtain \$151,500 in sponsorships and donations
- Deploy and implement brand guidelines
- Develop and deploy an annual report
- Lead the district's legislative affairs efforts
- Lead the district in the production and execution of the 1PASS Program (programs for 2021 and 2022)
- Support and activate registration day campaigns

## 2.6 Diversity, Equity, and Inclusion (DEI) Strategic Action Plan - 2021

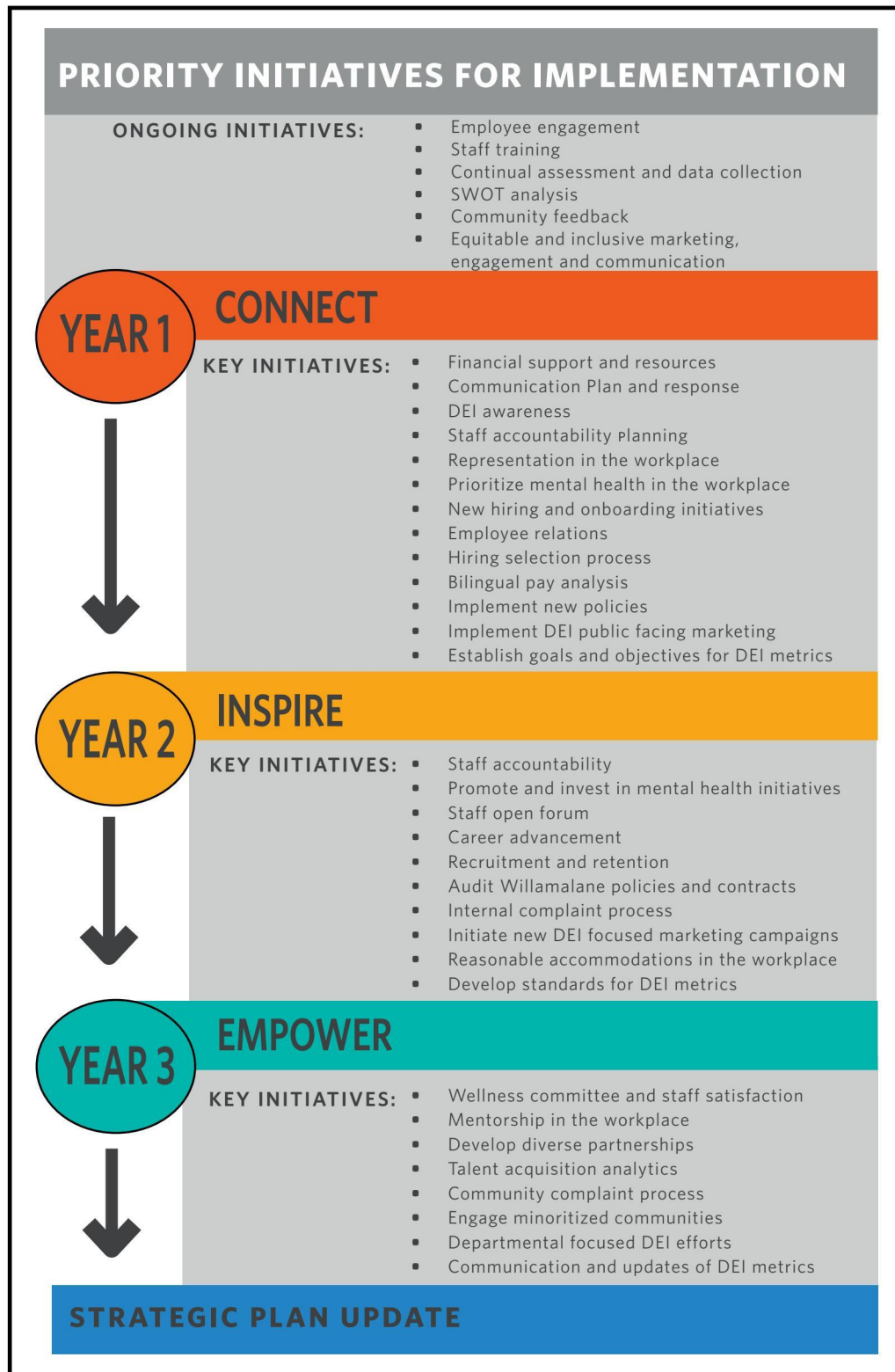
Willamalane's 2021 DEI Strategic Action Plan lays out goals that represent a three-year, comprehensive

approach to Diversity, Equity, Inclusion, and a sense of belonging for district residents and employees.

The plan identified the nine goals below and included action items directly applicable to this planning effort.

1. Develop a support system for DEI initiatives
2. Demonstrate leadership and staff commitment and accountability
3. Design a cohesive and inclusive work culture
4. Ensure recruitment, hiring practices, selection, and promotion processes encourage diversity, equity, and inclusion
5. Encourage Diversity, Equity, and Inclusion
6. Create and implement policies and procedures that are socially responsible for staff, stakeholders, patrons, participants, and vendors
7. Engage minoritized communities
8. Support departmental DEI efforts
9. Provide reasonable accommodations in the workplace

**DEI STRATEGIC PLAN PRIORITY INITIATIVES**





## 2.7 The City of Springfield, Oregon Comprehensive Plan - 2012



The City of Springfield Comprehensive Plan includes a recreation element, adopting the Willamalane Comprehensive

Plan by reference. Each update to the Willamalane comprehensive plan is to be reviewed and accepted by the City of Springfield after adoption by the district. To ensure consistency, a public engagement plan was presented to the City of Springfield at the onset of this planning process.

## 2.8 Lane County Parks and Open Space Plan – 2018



Lane County Parks span a large area that includes Florence to the West and the McKenzie and Willamette Rivers to the east. Willamalane is in the center of Lane County. Community priorities identified were to be accessible to water and nature-based recreation. Strategies include collaborating,

connecting, creating vibrance, building economic vitality, protecting resources, and creating a reflection of the county's values. Recommendations within this comprehensive plan will consider these strategies.

## 2.9 The Rivers to Ridges Metropolitan Regional Parks and Open Space Study - 2003

To create a regional vision for parks, recreation, and natural areas, the Eugene and Springfield City Councils, the Lane County Board of Commissioners, and the Willamalane Park and Recreation Board met jointly in 2000 and agreed to complete a Metropolitan Regional Parks and Open Space Study. The outcome was the Rivers to Ridges Metropolitan Regional Parks and Open Space Study that identified long- and short-term strategies for implementing the vision. While the Vision was first published in 2003, many of the elements continue to apply to current and future planning efforts.

- Variety
- Scenic Quality
- Connectivity
- Recreation and Education
- Habitat
- Rivers, Waterways, and Wetlands
- Community Buffers

## 2.10 Rivers to Ridges Metropolitan Regional Parks and Open Space Study, 2003

The 2003 study included nine vision strategies and a regional visioning map as described below.

### 1. Existing Open Space Anchors

These include existing regionally significant public parks and open space areas that form the foundation of the existing open space system. These include areas such as the Dorris Ranch Park, Buford Recreation Area, Spencer Butte Park, Island Park, Alton Baker Park, Delta Ponds, the west Eugene wetlands, the Willow Creek Natural Area, Elijah Bristow State Park, Armitage Park, and Fern Ridge Reservoir.

### 2. Potential Future Open Space Anchors

These are areas that have been identified as potential key additions to the regional parks and open space system based on ecological, scenic, recreational, or cultural values.

### 3. Key Future Upland Connections (Greenways)

These are primarily ridgeline corridors that could be used to connect major open space anchors and serve as recreational and wildlife corridors.

### 4. Key Water-Based Connections (Blueways)

These are linear corridors that follow major rivers and creeks. These corridors typically include the riparian zones and floodplains associated with creeks and rivers and are well suited for habitat protection and restoration.

### 5. Existing Recreational Trails

These include the existing major multi-use paths and trails within the study area and provide both recreational and transportation uses.

### 6. Potential Future Recreational Trails and Pathways (Opportunities)

These potential recreational trails and pathways could provide access to and between major open space anchors and would be sited to avoid impacts to sensitive habitat and private property.

### 7. Community Buffers

These are critical areas needed to provide separation between the metro area and nearby small cities. In most instances, these separators or buffers could take the form of agricultural or forest lands, riparian corridors, or other natural areas.



## Appendix 2: Summary of Related Planning Documents

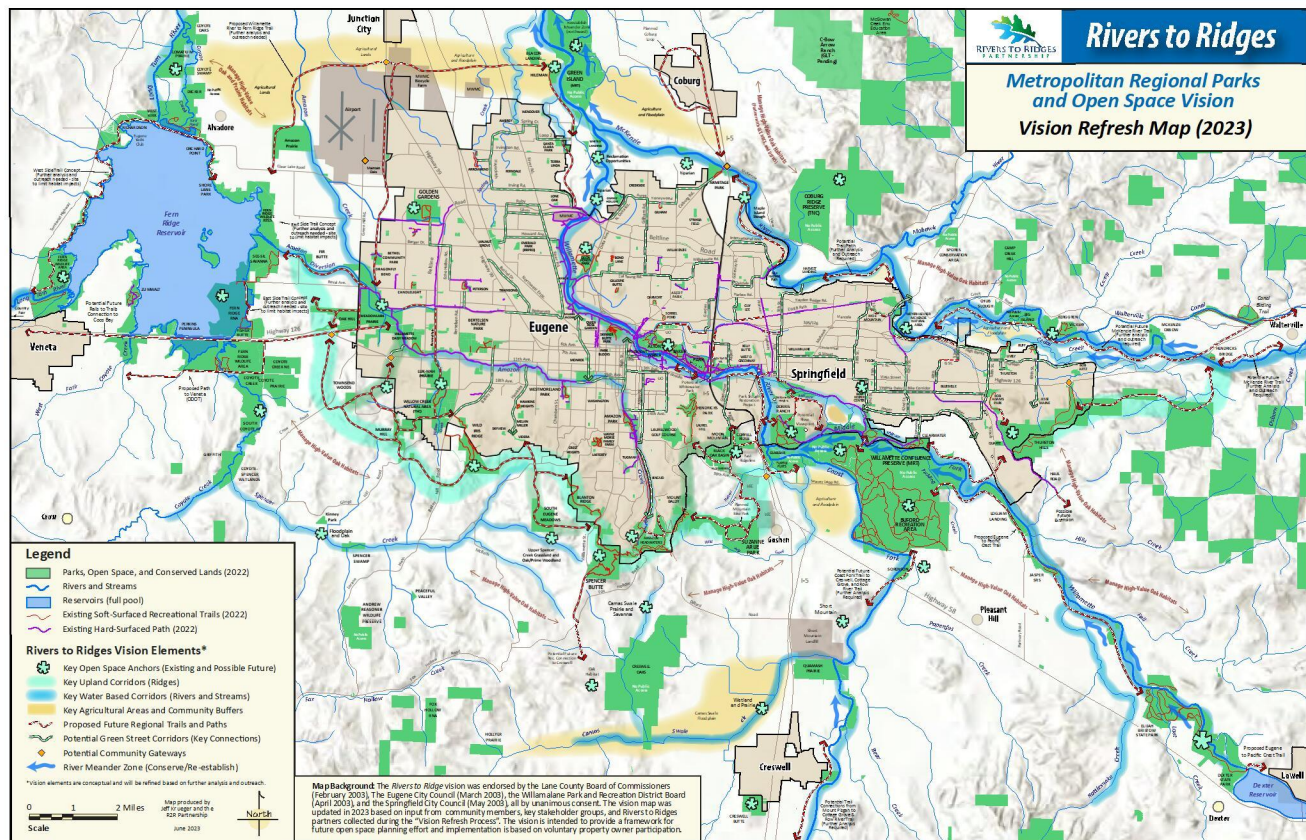
### 8. Community Gateways

These are major points of entry into the community and have the potential to provide a scenic gateway and a clear urban-rural transition.

### 9. Highly Visible Scenic Resources

These are generally forested hills, slopes, and buttes that are highly visible from population centers.

#### RIVERS TO RIDGES REGIONAL PARKS AND OPEN SPACE STUDY VISION MAP



### 2.11 The 2017 Community Needs Assessment (Summary)

The district published the results of their last community needs assessment in 2017, allowing comparisons to the 2012 assessment conducted during the last comprehensive plan update.

The community was engaged with a 23-question survey that received 139 paper responses, 1,079 online responses, and 664 intercept surveys and targeted conversations with members of the Latinx community. The needs assessment analysis concluded:

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- Collect feedback on a more regular basis and utilize that data in future programming



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# Appendix 3: Willamalane's Demographic Profile

## Appendix 3. Willamalane's Demographic Profile

The Willamalane Park and Recreation District demographic profile was developed to provide an analysis of household and economic data in the area, helping residents to understand the historical and projected changes that may impact the community. The demographics analysis provides insight into the potential market for community parks, trails, and recreation programs and services by highlighting where and how the community is likely to change.

### 3.1 Sources

Reference data was primarily sourced from Esri Business Analyst as of May 2022. According to its website, Esri Business Analyst is “a solution that applies Geographic Information Systems (GIS) to extensive demographic, consumer spending, and business data to deliver on-demand analysis.” At the time of this report, Esri’s primary source for demographic information is the 2020 U.S. Census.

This study also analyzed data from the Population Research Center (PRC) located within the College of

Urban Planning and Affairs at Portland State University, which tracks Oregon’s growth and demographic changes. Data available from the PRC was used as the basis of the population estimates and projections for this report.

While PRC and Esri both utilize the U.S. Census as their primary data source, the data represented here differs due to local and regional estimates. When compared, those differences in data have been noted and analyzed.

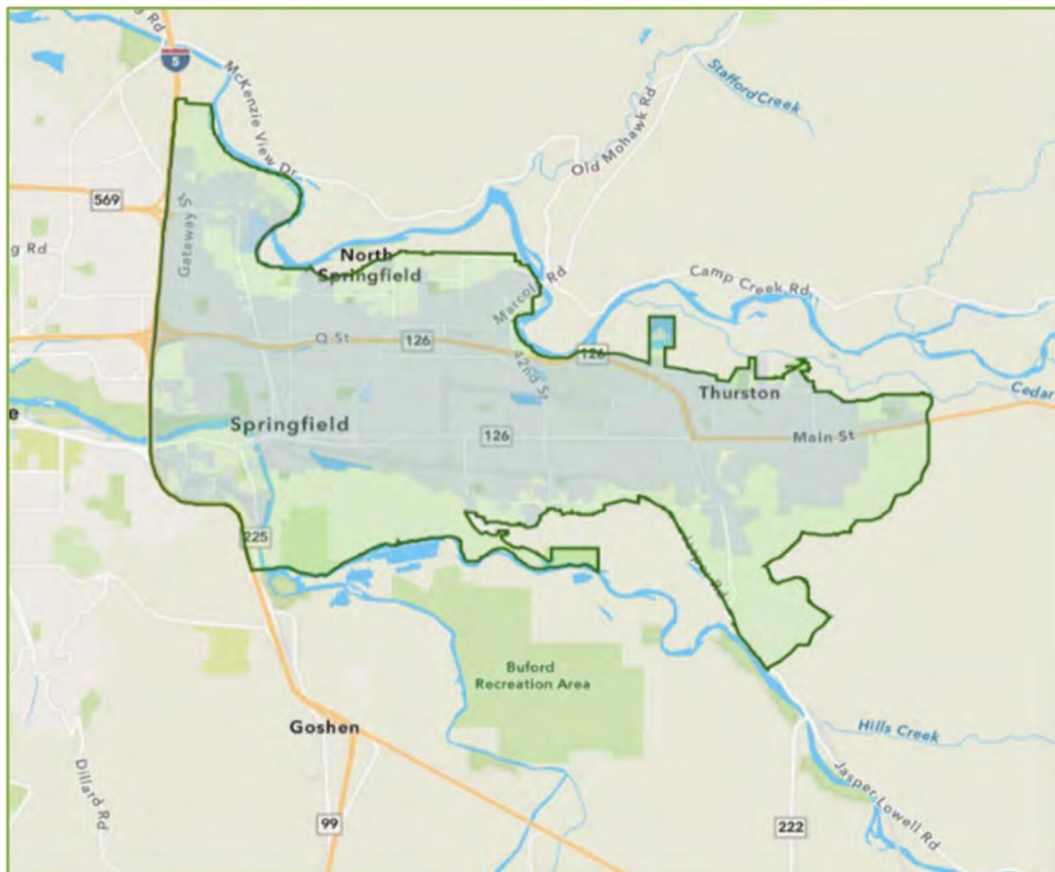
Finally, information about health, wellness, and disability status was sourced from the American Community Survey (ACS) and the Robert Wood Johnson Community Health Foundation.

### 3.2 Area of Study

Willamalane utilized Springfield’s urban growth boundary (UGB) as the geographic boundary for the demographic analysis. In addition, comparisons to the City of Springfield’s city limits were analyzed to provide additional context.

The boundary of the UGB is approximately 24.1 square miles. The City of Springfield’s city limits is an estimated 15.74 square miles.

#### CITY OF SPRINGFIELD AND SPRINGFIELD URBAN GROWTH BOUNDARIES





### 3.3 Community Profile

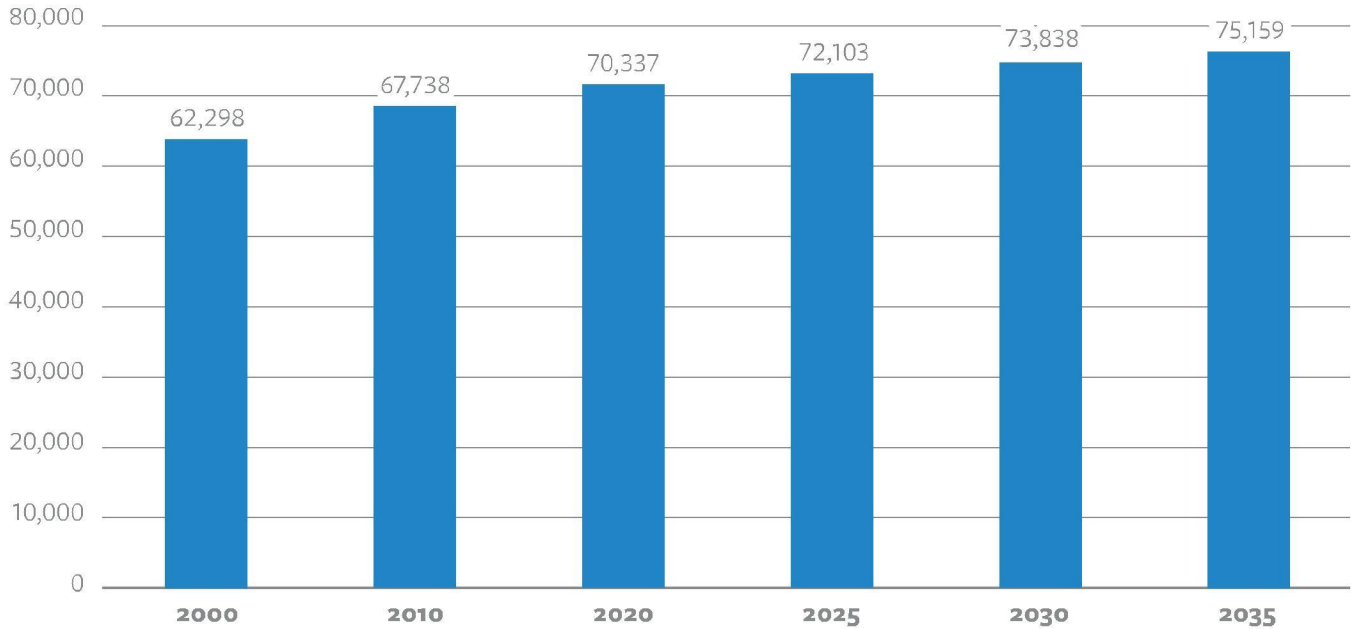
#### Population

From 62,298 in 2000, the population within the Springfield UGB has continued to grow steadily over the past two decades. In 2020, the population was estimated at 70,337. The PRC projects that the UGB population will grow to over 75,159 by 2035.

The UGB population was estimated at 70,337 in 2020.



**HISTORIC AND PROJECTED POPULATION GROWTH IN SPRINGFIELD UGB**



#### Household Information

Analysis of the household characteristics within the Springfield UGB indicates that the area has a lower median income and a lower average home value than the state of Oregon. The following facts demonstrate the key highlights regarding household information compared to the state:

- The median household income was \$50,481, which is over \$15,000 less than the median household income of \$65,472 for the state of Oregon (Esri, 2021).
- The average home value was \$311,024, which is less than the home value average of \$441,837 in the state of Oregon (Esri, 2021).
- Over 18.3% of households in the City of Springfield were below the poverty level in 2020 compared to 12.4% in the state of Oregon (ACS, 2020).
- The average household size in the Springfield UGB (2.48) was similar to the state of Oregon (2.47) (ACS, 2020).
- Children in the Springfield Public Schools System had a 61.5% participation rate in the free and reduced lunch program as reported in 2018, which is the third highest rate of the 12 school districts in Lane County.
- The average household size in the Springfield UGB (2.48) was similar to the household size in state of Oregon (2.47), (ACS, 2020).

## Appendix 3: Willamalane's Demographic Profile

### Age

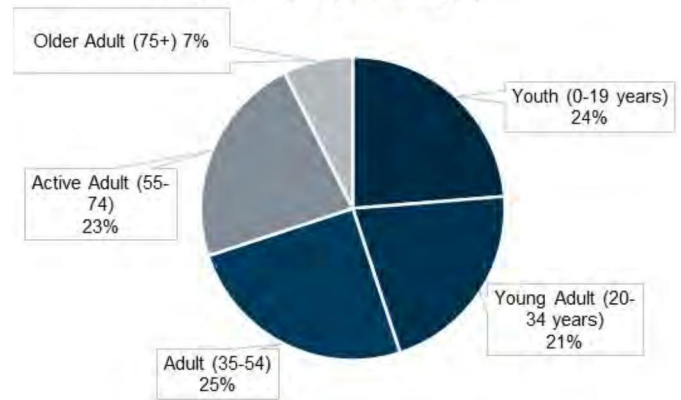
The median age in the Springfield UGB was 38.4 years old in 2021. This is slightly younger than the median ages in the state of Oregon (40.3) and the United States (38.8) (Esri, 2021).

The median age in 2022 was 48.4 years old.

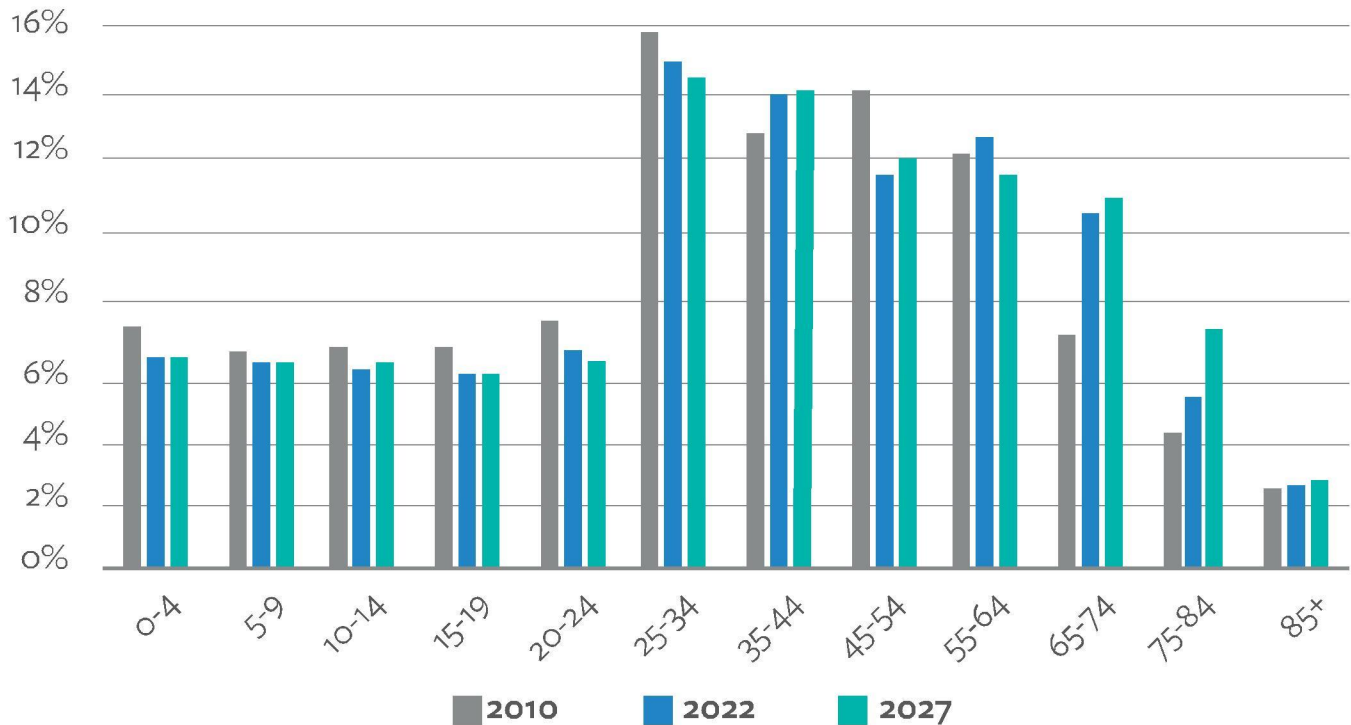


### AGE DISTRIBUTION CHARACTERISTICS IN SPRINGFIELD UGB (PROJECTED POPULATION IN 2026)

#### Population by Age Category



Age groups 0 – 4, 5 – 9, 10 – 14 and 15 – 19 all account for approximately one-fourth of the total youth population in each group. Age group projections are in the chart below.



Source: 2021 Esri Business Analyst



Race and Diversity

The UGB population is becoming more diverse over time. While still mostly white, the number of Latinx people (irrespective of race) has increased from 11.32% in 2010 to an estimated 16.95% in 2026.

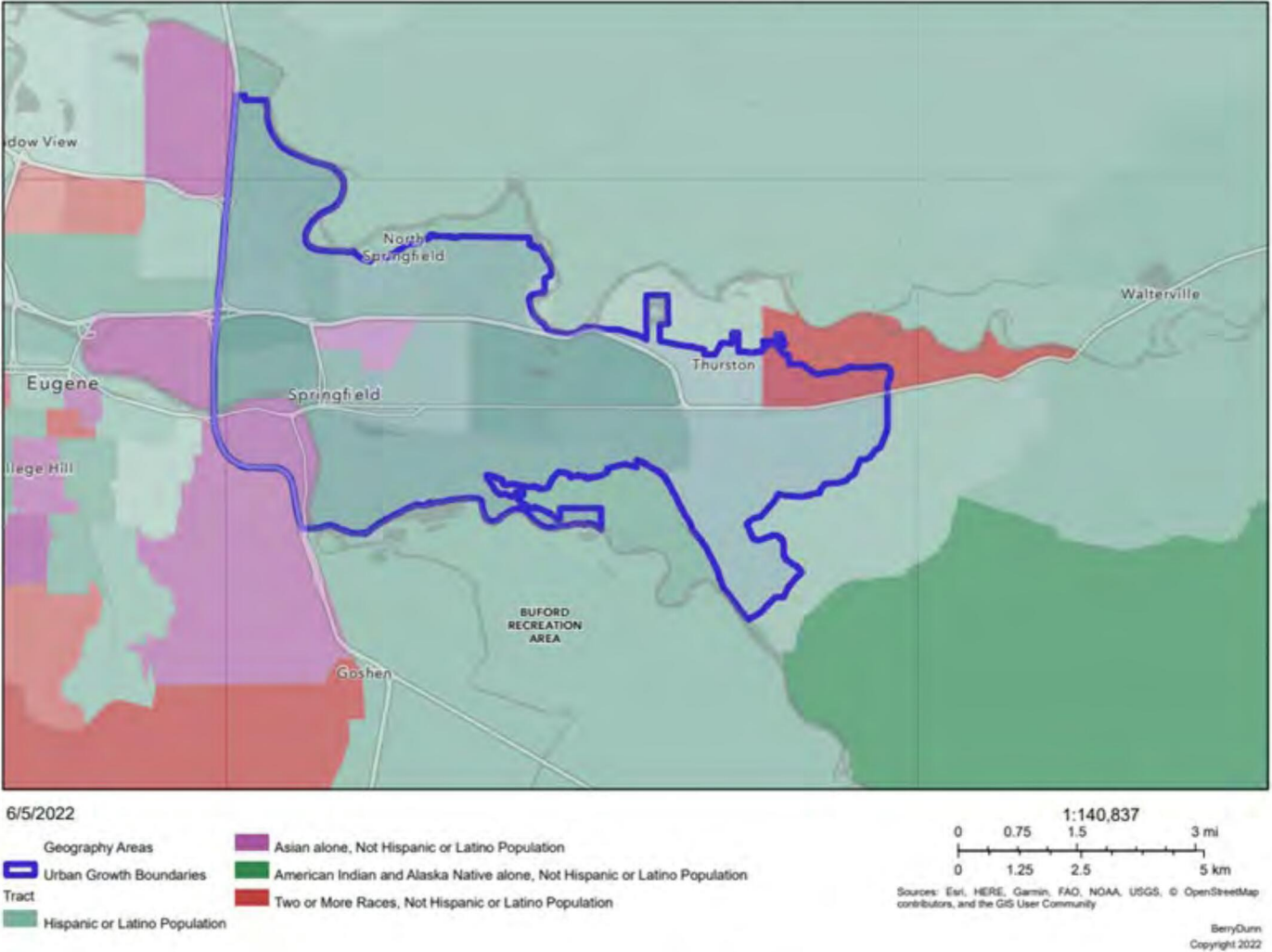
The population of people of color distribution is mapped in the figure below; purple represents the Asian population, and red represents a population of two or more races. The eastern side of Springfield has a higher percentage of those from two or more races (not Hispanic or Latinx), while most of the UGB population is primarily white. Parts of central Springfield and southwestern Springfield have a higher percentage of the Asian residents.

RACE AND ETHNICITY IN THE SPRINGFIELD UGB

Population Group	2010	2021	2026 Projection
White	86.55%	82.91%	81.04%
Black/African American	1.01%	1.29%	1.42%
Asian	1.26%	1.68%	1.87%
American Indian/ Alaska Native	1.39%	1.65%	1.76%
Pacific Islander	0.31%	0.34%	0.35%
Two or More Races	4.63%	5.78%	6.34%
Other Race	4.85%	6.36%	7.22%
Hispanic	11.32%	14.84%	16.95%

Source: Esri Business Analyst, 2021

MINORITY RACE DISTRIBUTION IN SPRINGFIELD UGB



## Appendix 3: Willamalane's Demographic Profile

### People with Disabilities

According to the ACS, 19.1% of Springfield's UGB population experienced living with some sort of hearing, vision, cognitive, ambulatory, self-care, and/or independent living difficulty in 2021. This is higher than the state of Oregon at 14.3% and reaffirms the importance of inclusive programming and Americans with Disabilities Act (ADA) transition plans for parks and facilities. See Table 5b below for a breakout of disability by percentage in the Springfield UGB. The highest percentage of individuals with disabilities in Lane County are American Indian/Alaska Natives (21.6%), white (17.6%), two or more races (15.6%), and Latinx (11.1%).<sup>3</sup>

### 3.4 Health and Wellness

Understanding the status of a community's health can help inform policies related to recreation and fitness. The Robert Wood Johnson Foundation's County Health Rankings and Roadmaps provide annual insight on the general health of national, state, and county populations. Lane County, home to the city of Springfield, ranked in the higher-middle range of counties in Oregon (higher 50% – 75%) in 2021. The following figure provides additional information regarding the county's health data as it may relate to parks, recreation, and community services (Robert Wood Johnson Foundation, 2021).

#### TYPES OF DISABILITIES IN THE CITY OF SPRINGFIELD UGB

Hearing difficulty	5.7%
Vision difficulty	3.4%
Cognitive difficulty	8.9%
Ambulatory difficulty	9.1%
Self-care difficulty	3.3%
Independent living difficulty	8.4%

19% of population in poor or fair health (Oregon = 17%)	Average # of mentally unhealthy days/month = 4.8 (Oregon = 4.6)
29% of population considered obese (Oregon = 29%)	89% have access to exercise opportunities (Oregon = 84%)
9% have no health insurance (Oregon = 9%)	25% considered physically inactive (Oregon = 24%)

Source: Robert Wood Johnson Foundation's County Health Rankings and Roadmaps

<sup>3</sup> Lane County Health Equity Report, 2020.



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# **Appendix 4:** Willamalane Park and Recreation District Comprehensive Plan Survey Report



## Appendix 4. Willamalane Park and Recreation District Comprehensive Plan Survey Report

May 23 | 1  RRC

### Willamalane Park and Recreation District Comprehensive Master Plan Survey Report



**RRC**





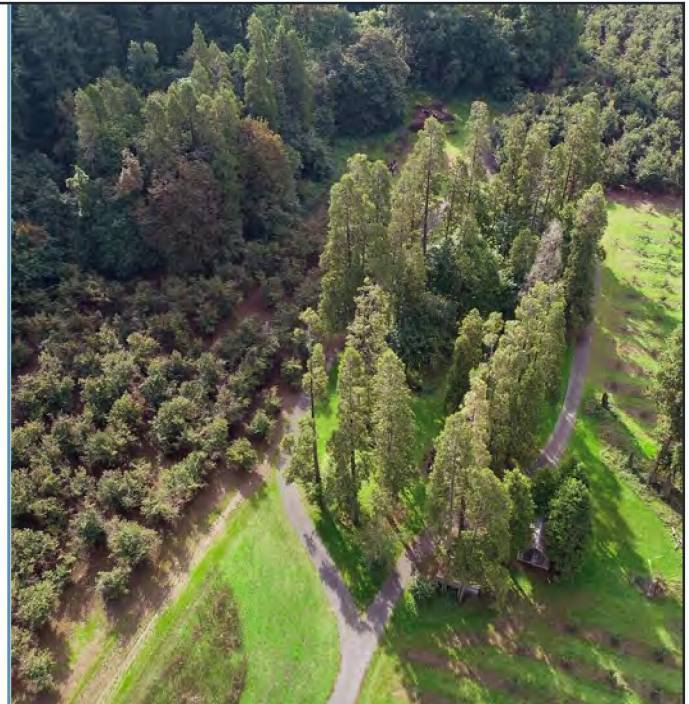


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- Introduction
- Methodology
- Key Findings
- Living in Willamalane
- Current Usage
- Current Conditions
- Future Facilities, Amenities and Services
- Communication
- Financial Choices/Fees
- Demographics

## Introduction

- The purpose of this study was to gather community feedback on the Willamalane PRD parks, recreation facilities, amenities, future planning, communication, and more.
- This survey research effort and subsequent analysis were designed to assist the Willamalane PRD in developing a plan to reflect the community's needs and desires.



## Research Methods

### 1 = Statistically Valid (Invitation Survey)

Paper surveys were mailed to a systematic random sample of addresses in Willamalane Park and Recreation District with the option to complete online through password protected website (1 response per household).



262 Invitation surveys completed  
+/- 6.0% Margin of Error

### 2 = Open Link Survey

Later, the online survey was made available to all Willamalane Park and Recreation District stakeholders, including non-county residents (e.g., commuters, residents of nearby communities)



1,336 Open Link surveys completed

4,502 Surveys Mailed  
(4,406 delivered)

1,598

Total  
Surveys  
Completed

## Weighting the Data

1

The underlying data from the survey were weighted by age and ethnicity to ensure appropriate representation of **Willamalane Park and Recreation District residents** across different demographic cohorts in the sample.



2

Using U.S. Census Data, the age and ethnicity distributions in the total sample were adjusted to more closely match the actual population profile of the **Willamalane Park and Recreation District**.



## Key Findings



Two samples were collected in the survey effort, the statistically-valid invite sample and the Open link sample, which had a strong response. Together they provide an excellent source of input on topics addressed through the survey. Survey results are presented in formats that compare responses from each sample, along with an overall response. **In general, responses from the Open link survey are similar to the invite, a positive finding that it indicates a more general consensus across the two samples.**



**Respondents show higher levels of familiarity of the parks, recreation facilities and services provided by Willamalane.** The average rating for the invite sample was 3.6 out of 5 with 5 being "very familiar" and an average of 4 out of 5 for the Open link. Trails/paths maintained by Willamalane, natural areas/open spaces and parks and playgrounds are the most frequently used amenities by both samples.



**Awareness of facilities and services provided by Willamalane are the top areas if addressed, would increase use;** including for those who identify as Latinx particularly for Areas A and F, and households with a disability.

## Key Findings



**Overall, respondents generally feel very welcome in Willamalane parks and facilities.** The average was 4.3 for the Invite sample and 4.4 for the Open link on a scale of 1 to 5, with 5 being "very welcome".



**The top future amenity and facility priority for both samples is park safety and maintenance.** Top priorities for the trail system include soft-surface hiking trails in scenic settings, connectivity between existing trails, and accessible walking trails.



**Natural areas/open spaces, community centers and basketball court needs are highly meeting the needs of the community.** Restrooms in parks, pickleball courts and outdoor fitness stations in parks needs are not being met as well.

## Key Findings



**Approximately 89% of invite respondents have children 12-17 at home.** Among those with 12–17-year-old children at home, 96% respond saying more trails and bike paths are needed.



**Among invite respondents, 69% prefer direct mail for communication, and 64% prefer email communication.** Currently, 63% of respondents use direct mail for communication. Effectiveness of communication about parks, recreation facilities, and services is rated to be at least a 3 out of 5 by 74% of invite respondents.



**About 69% of the Invite respondents responded they will probably or definitely support a bond referendum for specific projects.** In total for both samples, over half of respondents support fees for new development of parks and recreation facilities. 45% of invite respondents do not support increased property taxes.

## Living in Willamalane

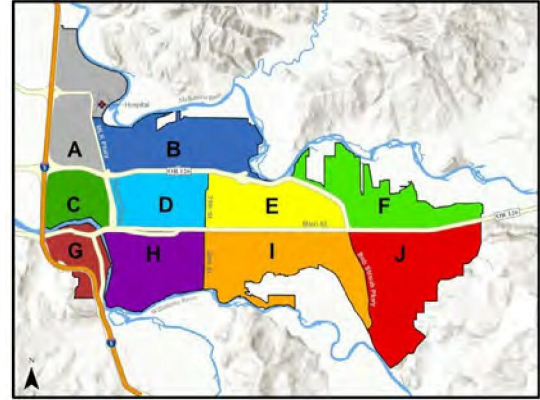
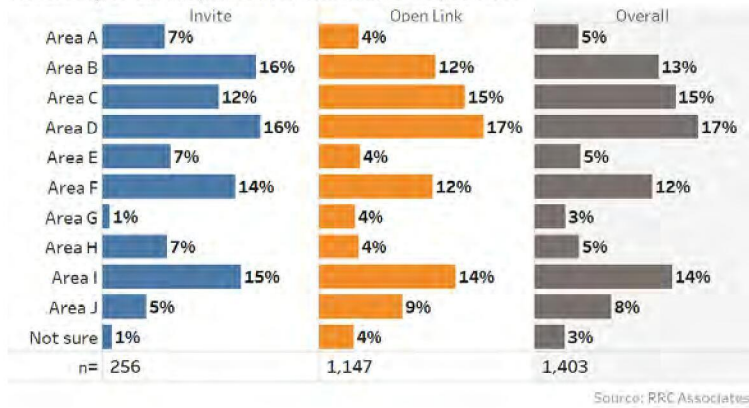




## Location in Willamalane

Respondents are well dispersed throughout the Willamalane Park and Recreation District, with fewer from Area G.

According to the map below, in which area do you live?

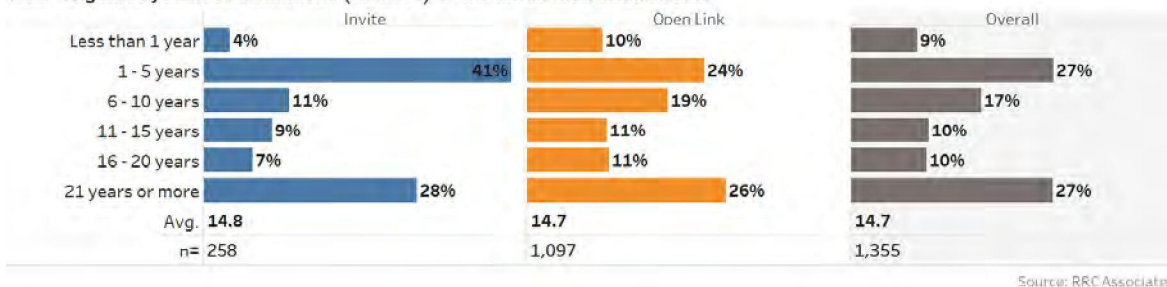


11 RRC

## Length of Time in Willamalane

There are both newer residents and older residents in the District. A total of 45% of the Invite sample has lived in the area for less than a year to five years, and 28% have lived in the area for 21 years or more. The average length of time in the community for both samples is about 15 years.

How long have you lived within one (or more) of the areas identified above?

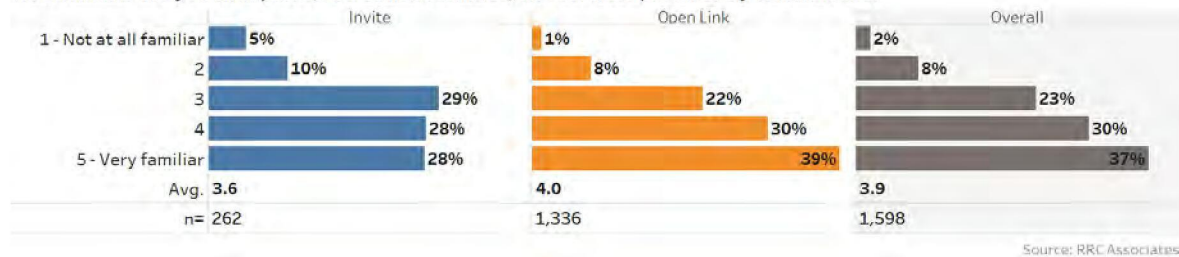


12 RRC

## Familiarity with Parks and Recreation Facilities

Respondents show higher levels of familiarity of the parks, recreation facilities and services provided by Willamalane. The average rating for the invite sample was 3.6 out of 5 with 5 being "very familiar" and an average of 4 out of 5 for the Open link.

How familiar are you with parks, recreation facilities, and services provided by Willamalane?



## Current Usage





## Frequency of Use

- Trails/paths maintained by Willamalane, natural areas/open spaces and parks and playgrounds are the most frequently used amenities by both samples.
- Les Schwab Sports Park was the least frequently used.

Q 4: How often do you or members of your household use Willamalane parks, recreation facilities, and services?

			Daily	Weekly	Percent Responding: Monthly	Yearly	Have not used
Trails/paths maintained by Willamalane	Invite	246	19%	25%	26%	13%	16%
	Open Link	1,200	17%	30%	27%	16%	10%
Natural Areas/Open Space	Invite	243	13%	29%	28%	14%	16%
	Open Link	1,186	16%	32%	29%	14%	9%
Parks and Playgrounds	Invite	247	10%	30%	27%	18%	15%
	Open Link	1,192	15%	36%	25%	16%	8%
River Access Points	Invite	243	8%	17%	24%	24%	26%
	Open Link	1,176	6%	20%	29%	25%	20%
Willamalane Park Swim Center	Invite	243	3%	11%	15%	26%	46%
	Open Link	1,191	7%	14%	16%	27%	36%
Bob Keefer Center	Invite	236	1%	5%	9%	47%	38%
	Open Link	1,186	4%	11%	12%	42%	31%
Splash! at Lively Park (swimming facility)	Invite	243	0%	6%	17%	36%	41%
	Open Link	1,182	1%	6%	20%	42%	32%
Willamalane Adult Activity Center	Invite	246	1%	4%	6%	18%	70%
	Open Link	1,183	2%	7%	9%	20%	62%
Seasonal Camps/Childcare	Invite	237	1%	1%	3%	15%	80%
	Open Link	1,131	5%	2%	4%	14%	75%
Les Schwab Sports Park	Invite	235		2%	6%	27%	65%
	Open Link	1,134	1%	4%	8%	23%	63%
Other (if specified)	Invite	43	3%	3%	4%	9%	81%
	Open Link	234	12%	15%	6%	7%	61%

Source: RRC Associates  
\*Responses are sorted by frequency of use.



## Reasons for Non-Use

About 45% of both samples say one of their main reasons for not using the District's facilities and services is lack of time. Over two-thirds (67%) of Invite respondents, and 52% of Open link respondents are unaware of programs and facilities offered and available.

If you haven't used some of Willamalane's parks, recreation facilities, or services, why not? (Select all that apply)

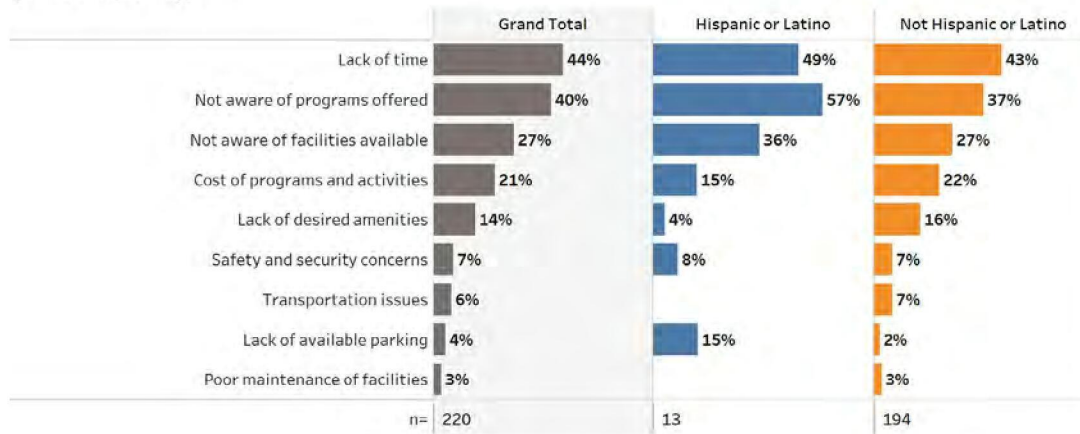
	Invite	Open Link	Overall
Lack of time	44%	45%	45%
Not aware of programs offered	40%	28%	30%
Not aware of facilities available	27%	24%	25%
Cost of programs and activities	21%	17%	18%
Lack of desired amenities	14%	18%	18%
Safety and security concerns	7%	8%	7%
Transportation issues	6%	5%	5%
Lack of available parking	4%	2%	2%
Poor maintenance of facilities	3%	3%	3%
n=	220	1,035	1,255

Source: RRC Associates

## Reasons for Non-Use By Ethnicity of the Invite Sample

The sample size of Hispanic or Latino respondents for this question was low, so results may not be representative of the entire community; however, among the Hispanic or Latino respondents, 57% are unaware of programs offered, 20% more than those who are not Hispanic or Latino. Additionally, 36% of respondents who are Hispanic or Latino are not aware of facilities available compared to 27% of those that are not.

If you haven't used some of Willamalane's parks, recreation facilities, or services, why not? (Select all that apply)  
(Invite Sample only)

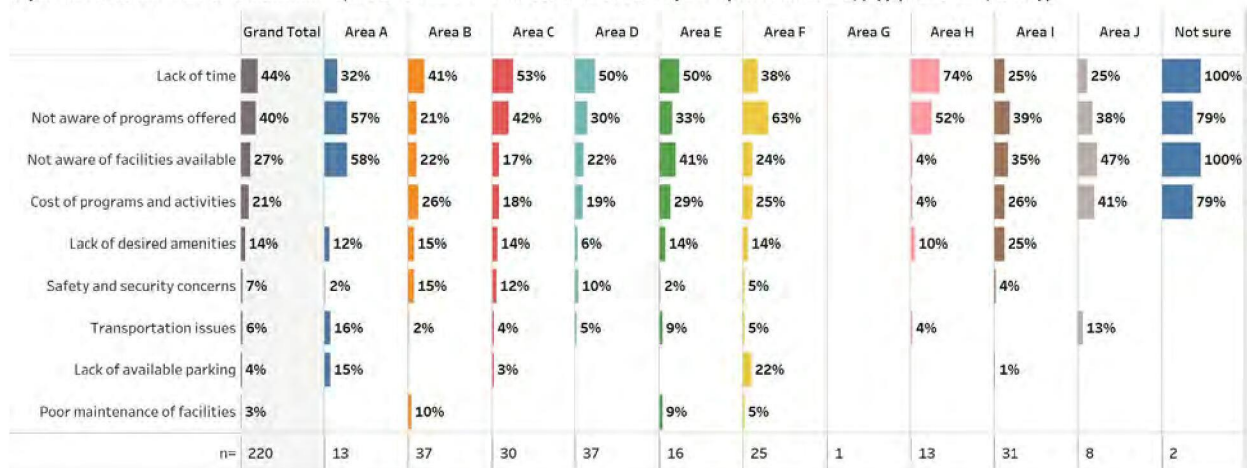


Source: RRC Associates

## Reasons for Non-Use By Location of the Invite Sample

By area, reasons for non-use varied, but are generally concentrated on a lack of time, awareness and cost. Individual sample sizes for this question are low for many areas after segmenting and may not represent the full community. Caution should be used for any results with a sample size less than 30.

If you haven't used some of Willamalane's parks, recreation facilities, or services, why not? (Select all that apply) (Invite Sample only)



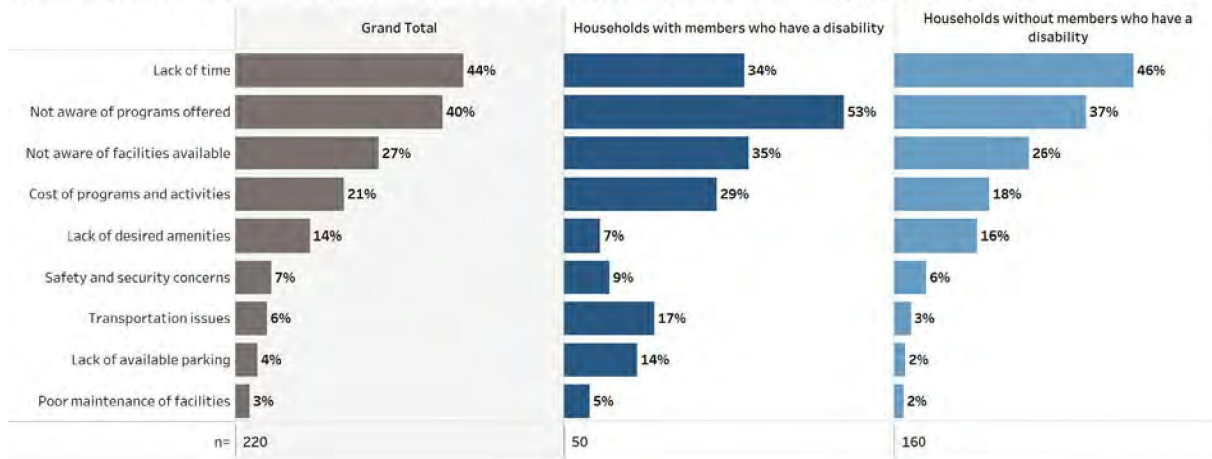
Source: RRC Associates



## Reasons for Non-Use By Households with a Disability (Invite Sample)

Over half of households with members who have a disability (53%) are unaware of programs and 35% are unaware of facilities available by Willamalane Park and Recreation District.

If you haven't used some of Willamalane's parks, recreation facilities, or services, why not? (Select all that apply) (Invite Sample only)

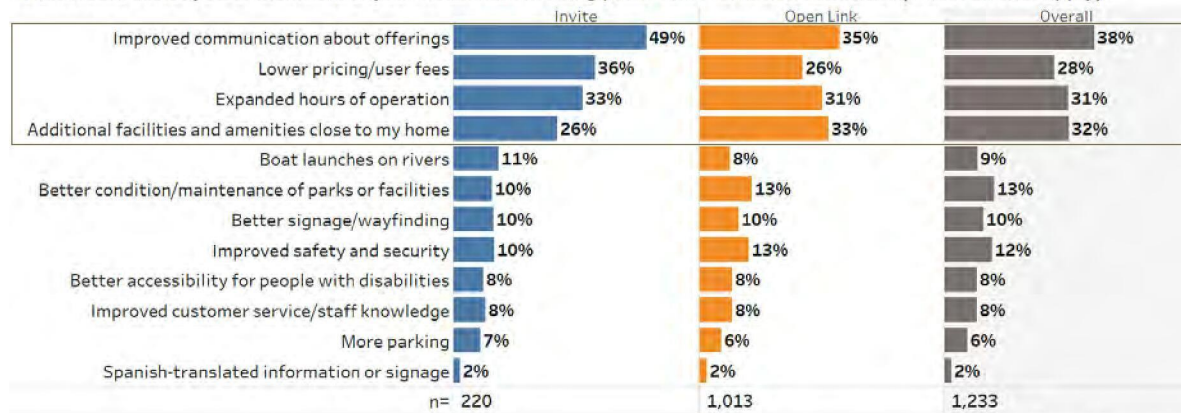


Source: RRC Associates

## Assistance to Use Parks or Recreation Facilities

The highlighted responses show the top methods of assisting members of the area in using the Willamalane's parks and recreation facilities. At least a quarter of both samples feel that including improved communication, lower pricing/fees, Expanded hours and additional facilities would increase their use of parks and recreation facilities.

What would assist you or members of your household in using parks and recreation facilities? (Select all that apply)

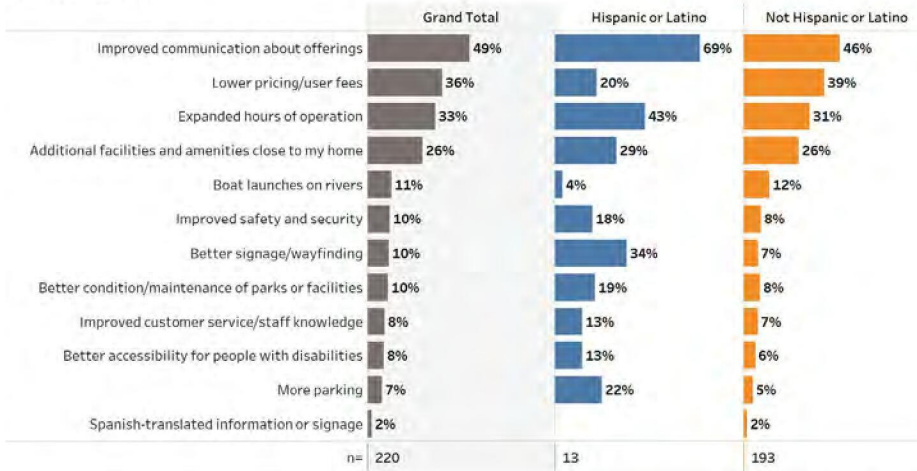


Source: RRC Associates

## Assistance to Use Parks or Recreation Facilities By Ethnicity of the Invite Sample

While the sample size is too low to generalize to the community, 69% of Hispanic or Latino respondents indicate that improved communication about offerings would assist households in using parks and recreation facilities.

What would assist you or members of your household in using parks and recreation facilities? (Select all that apply)  
(Invite Sample only)



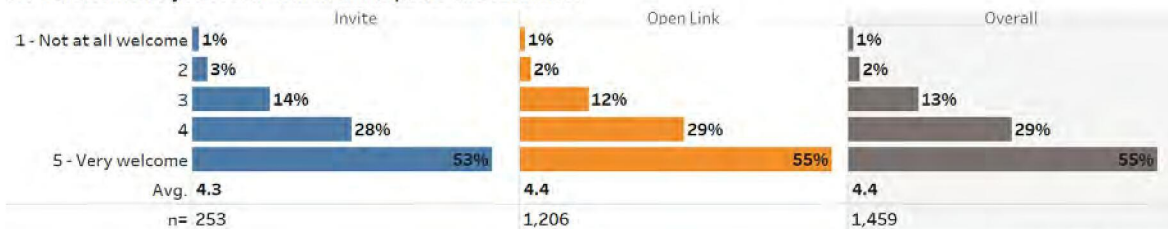
Source: RRC Associates

21 RRC

## Sense of Welcomeness at Parks and Facilities

Overall, respondents generally feel very welcome in Willamalane parks and facilities. The average was 4.3 for the Invite sample and 4.4 for the Open link on a scale of 1 to 5, with 5 being "very welcome".

How welcome do you feel in Willamalane parks and facilities?



Source: RRC Associates

22 RRC



Respondents who rated a 1 (not at all welcome) or 2 in the prior question were asked to provide more details as to why they do not feel welcome in Willamalane PRD. Out of 44 comments made, common themes include parks feeling dangerous at times or are not advertised enough for support.

"I have had several experiences where persons were unhelpful and put up barriers to me obtaining services."

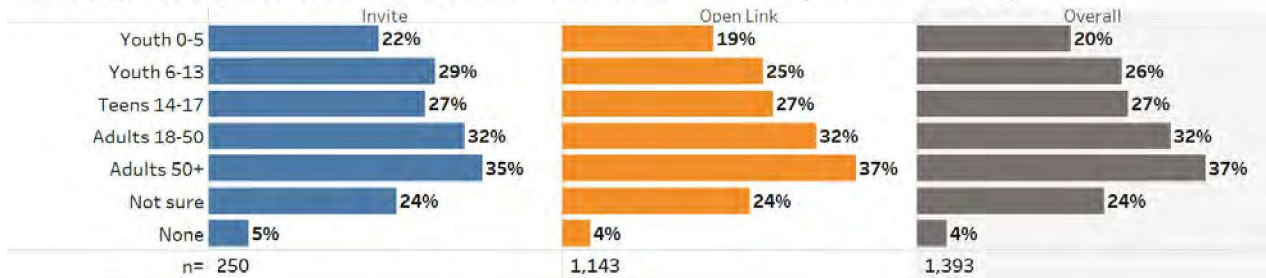


## A photograph of a gym interior. In the foreground, a row of black dumbbells is neatly arranged on a rack, receding into the distance. In the background, a woman with long brown hair, wearing a black tank top and grey leggings, is bent over, working on a piece of gym equipment. The gym has large windows in the background, letting in bright light. Other gym equipment and a few other people are visible in the far background.

## Age Groups and Additional Programing

All ages groups showed some level of support for additional programming; however, the majority of respondents expressing a desire for additional programs and services focused on adults. For the invite sample, 32% believe adults 18-50, and 35% believe adults over 50, should have additional programs and services.

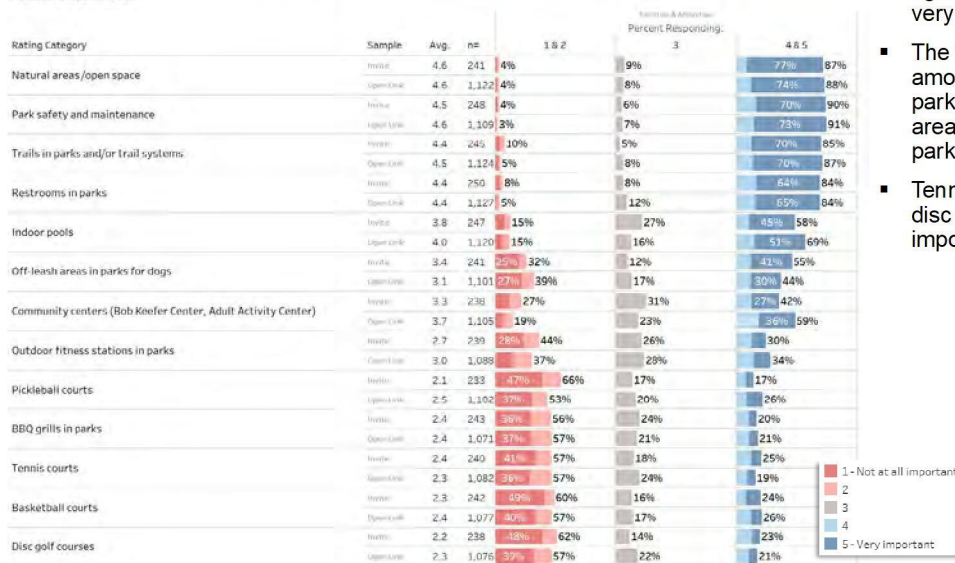
What age groups do you believe should have additional programs or services? (Select all that apply)



Source: RRC Associates

## Facilities and Amenities- Importance

Q 10: Please rate how important the following facilities and services are to your household. Please provide an answer regardless of whether you have used the facility or service.  
Facilities & Amenities



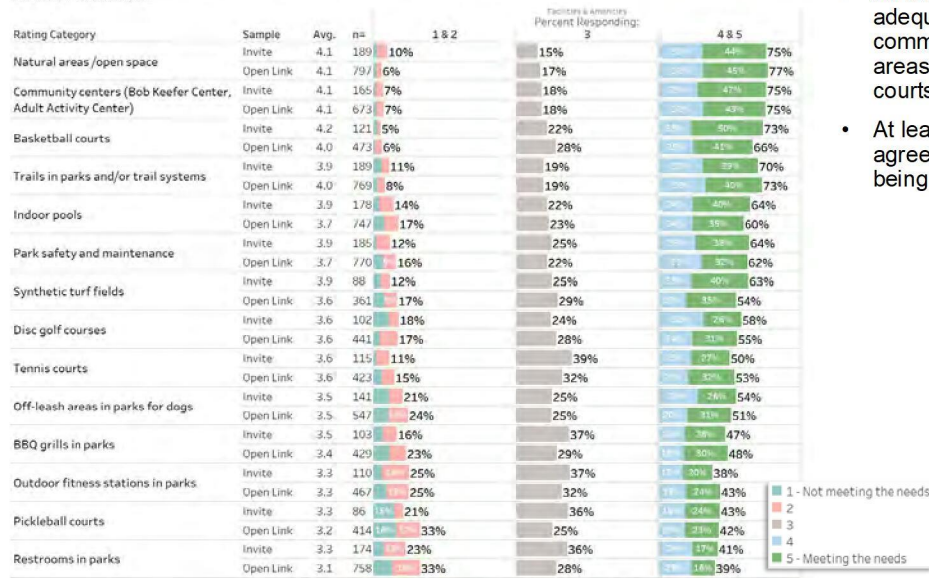
\*Ratings categories are sorted in descending order by the average rating.  
Source: RRC Associates



## Facilities and Amenities- Needs Met

Q 10: Please rate how well you think the following facilities and services are currently meeting the needs of the community. Please provide an answer regardless of whether you have used the facility or service.

### Facilities & Amenities



\*Ratings categories are sorted in descending order by the average rating.  
Source: RRC Associates

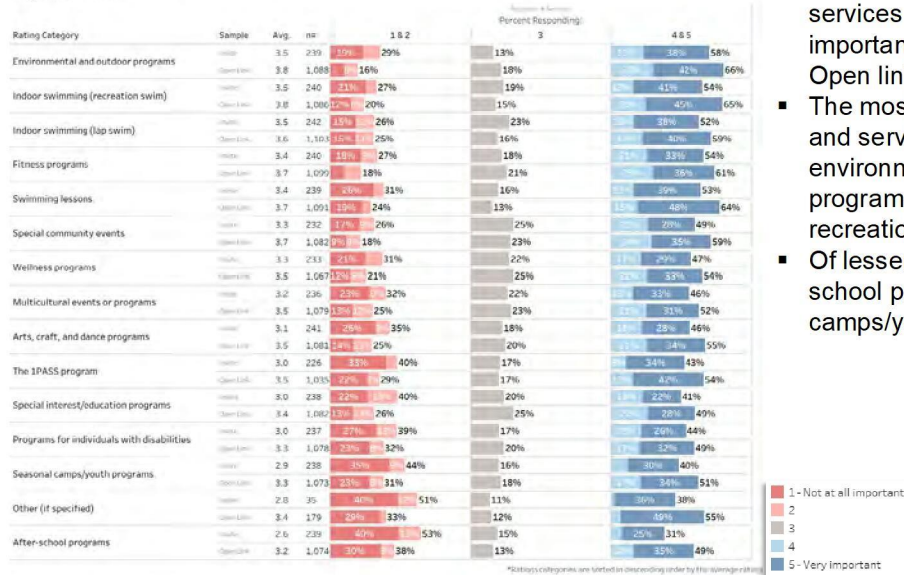
27 RRC

- All facilities and amenities are adequately meeting the needs of the community (3.1 and above), with the areas of most concern being pickleball courts and restrooms in parks.
- At least 41% of Invite respondents agree that all 14 amenity needs are being met at a 4-5 rating level.

## Programs & Services- Importance

Q 10: Please rate how important the following facilities and services are to your household. Please provide an answer regardless of whether you have used the facility or service.

### Programs & Services



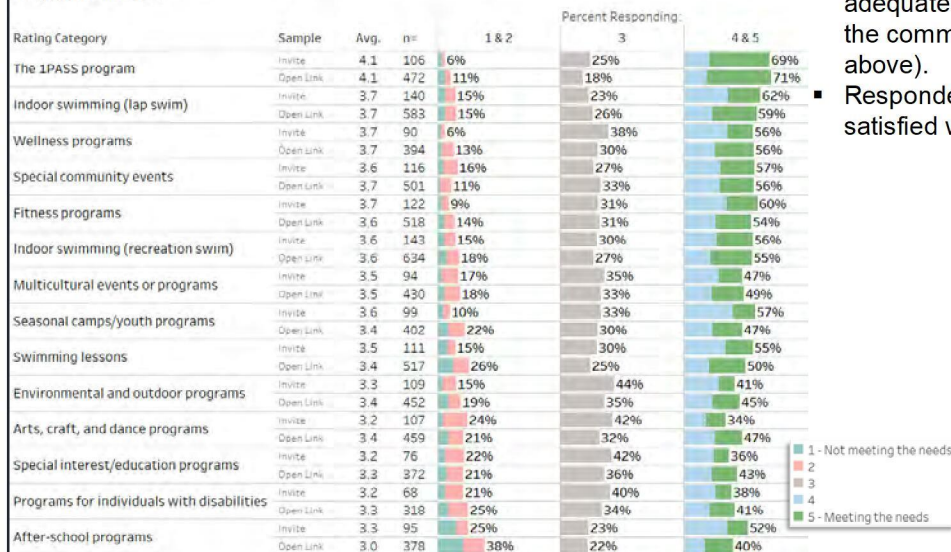
\*Ratings categories are sorted in descending order by the average rating.  
Source: RRC Associates

28 RRC

- Almost all programs and services showed higher levels of importance, particularly for the Open link sample.
- The most important programs and services include environmental and outdoor programs and swimming (both recreational and lap)
- Of lesser importance are after-school programs and seasonal camps/youth programs.

## Programs and Services - Needs Met

Q 10: Please rate how well you think the following facilities and services are currently meeting the needs of the community. Please provide an answer regardless of whether you have used the facility or service.  
Programs & Services

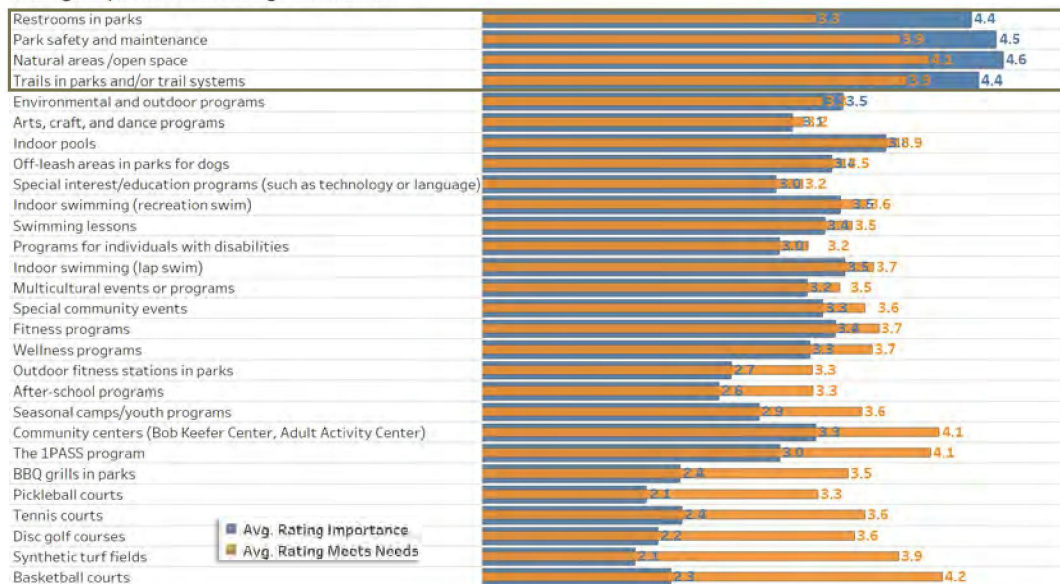


- All programs and services are adequately meeting the needs of the community (scoring 3.0 and above).
- Respondents are most highly satisfied with the 1PASS program.

29 RRC

## Facilities and Amenities- Importance & Satisfaction By Invite Sample

Average Importance vs. Average Satisfaction



This chart shows the difference between the average importance rating and the average needs met rating.

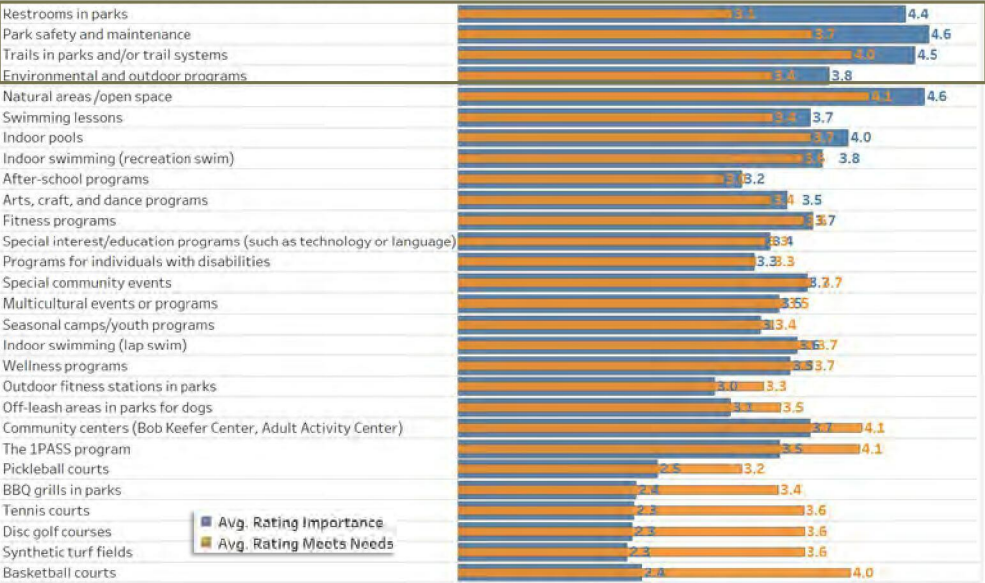
The highlighted areas show the greatest differences between importance and needs met and could be considered priorities for future planning.

30 RRC



## Facilities and Amenities- Importance & Satisfaction By Open Link Sample

Average Importance vs. Average Satisfaction



The greatest differences between importance and needs met are similar for the Open link sample with a greater difference for environmental and outdoor programs.

Categories sorted by difference between average importance and average needs met rating.  
Source: RRC Associates

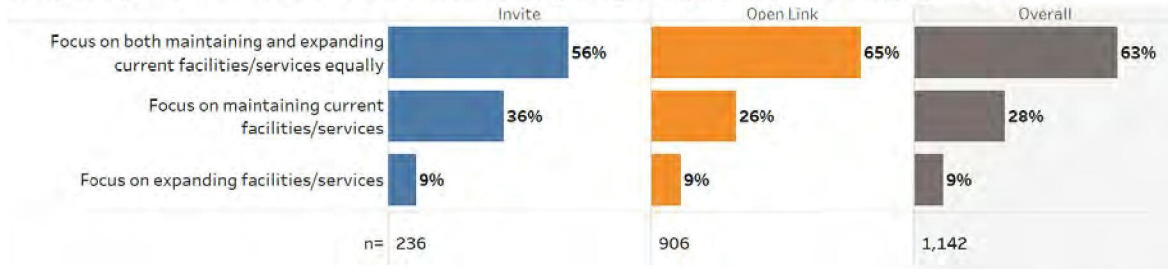
## Future Facilities, Amenities and Services



## Maintaining vs. Expanding Facilities/Services

A majority of Invite respondents (56%) agree that focusing on both maintaining and expanding the current facilities and services equally is important. More than a third (36%) of Invite respondents say focusing on maintaining the current facilities is most important.

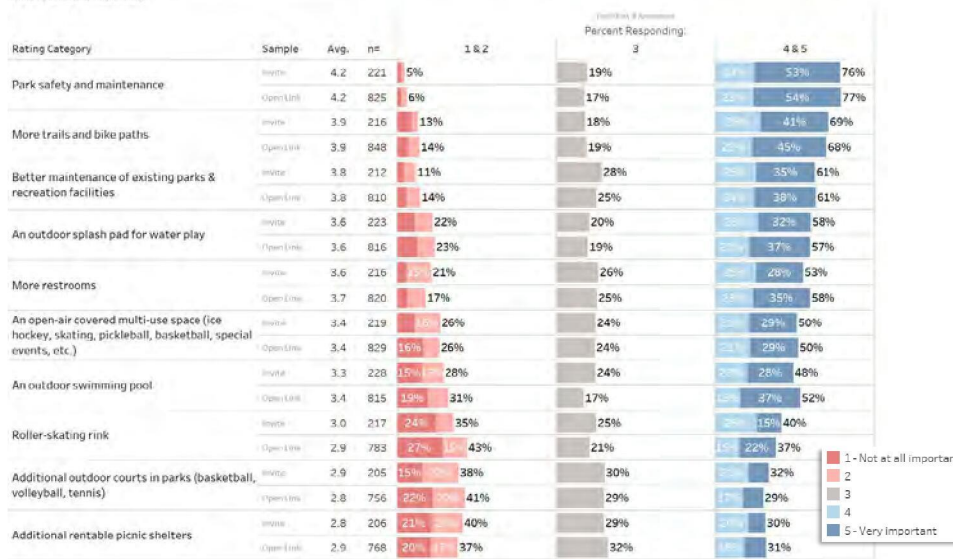
Given Willamalane has limited resources, should they be focusing more on taking care of the amenities they currently have or expanding their facilities and services to support the region's growing population and changing interests?



Source: RRC Associates

## Future Priorities Facilities & Amenities

Q 13: What are the most important needs regarding parks, recreation facilities, and/or services to be addressed by Willamalane over the next 5 to 10 years?  
Facilities & Amenities



\*Ratings categories are sorted in descending order by the average rating.  
Source: RRC Associates

- The top future priorities for facilities and amenities for both samples are park safety and maintenance, more trails and bike paths and better maintenance of existing parks & recreation facilities.



## Future Priorities Programs & Services

Q 13: What are the most important needs regarding parks, recreation facilities, and/or services to be addressed by Willamalane over the next 5 to 10 years?  
Programs & Services

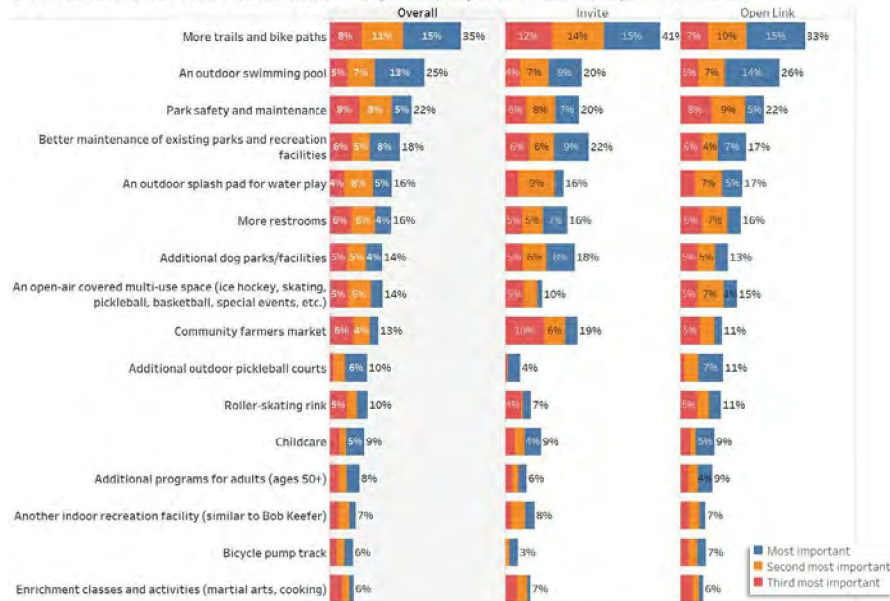


- Programs and services show higher ratings overall, with the top-rated categories being a community farmers market, inclusive programs for individuals with disabilities and enrichment classes and activities

35 RRC

## Top 3 Future Needs Slide 1 of 2

Q 14: Which 3 future needs would be MOST important to you or members of your household?



- Among Invite respondents, the most important future needs are the addition of more trails and bike paths, betterment of maintenance of existing parks and recreation facilities, an outdoor swimming pool and park safety and maintenance

36 RRC

## Top 3 Future Needs Slide 2 of 2

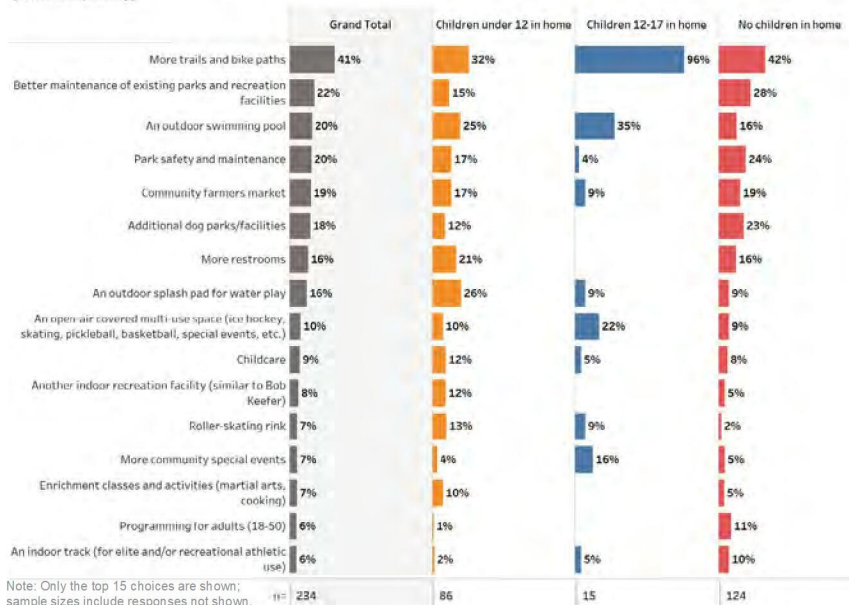
Q 14: Which 3 future needs would be MOST important to you or members of your household?



- Additional skate park, food access programs and synthetic turf fields are the lowest priorities for both samples.
- The Open link sample feels slightly stronger towards more community special events.

## Top 3 Future Needs By Households with Children of the Invite Sample (Top 16)

Which 3 future needs would be MOST important to you or members of your household?  
(Invite Sample only)

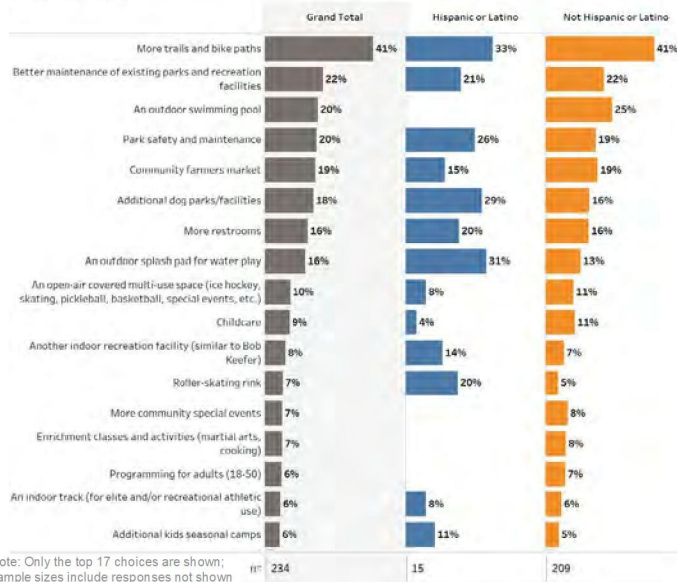


- Among households with children at home, as well as those without children at home, the most important future need is more trails and bike paths.
- An outdoor swimming pool is also important among households with children 12-17 at home; however, the overall sample size for this group is low and may not be representative of the whole community.



## Top 3 Future Needs By Ethnicity of the Invite Sample (Top 17)

Which 3 future needs would be MOST important to you or members of your household?  
(Invite Sample only)



- While the sample size is too low to generalize to the community for Hispanic or Latino respondents, more trails and bike paths are most important for future needs for both groups
- Other top future needs for Hispanic or Latino respondents include better maintenance of existing parks and recreation facilities, an outdoor swimming pool and park safety and maintenance

## Top 3 Future Needs By Location of the Invite Sample (Top 16)

- Below the top 3 future needs are shown by resident location; however, many locations have very low sample sizes so caution should be used when interpreting these results.

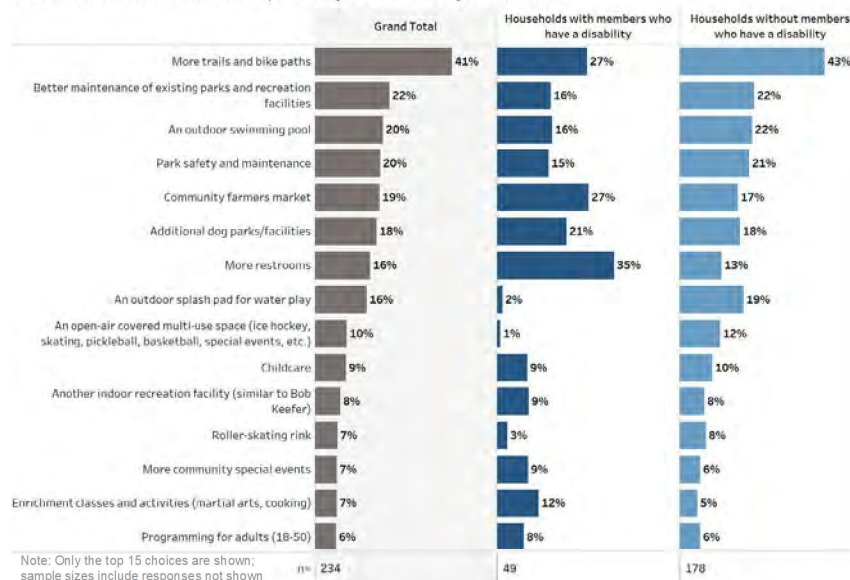
Which 3 future needs would be MOST important to you or members of your household?  
(Invite Sample only)



## Top 3 Future Needs By Households with a Disability – Invite Sample (Top 15)

- Among Invite respondents, 35% of households with members who have a disability say more restrooms are needed. The least important future needs are an outdoor splash pad and an open-air covered multi-use space.

Which 3 future needs would be MOST important to you or members of your household?

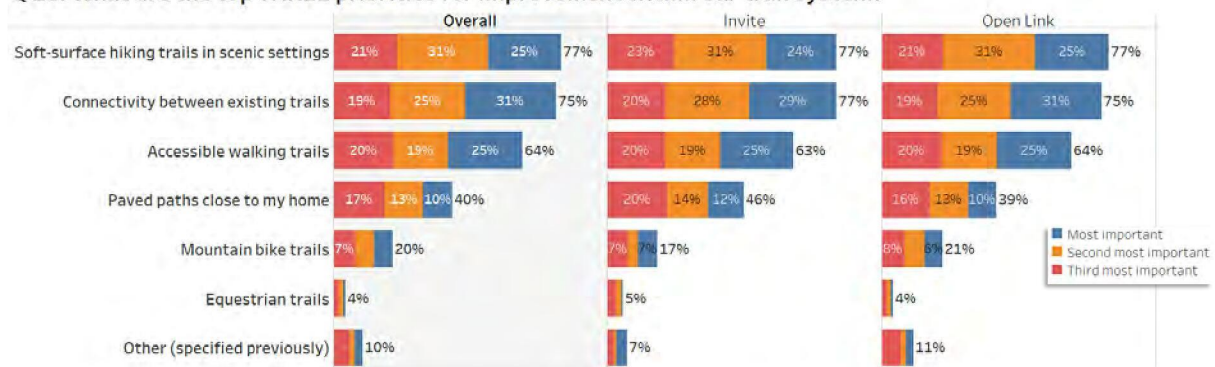


41 RRC

## Top 3 Priorities

Both samples felt similarly regarding priorities for improvement within the trail system with soft-surface hiking trails in scenic settings and connectivity between existing trails showing similar importance. Equestrian trails showed little to no support.

Q 15: What are the top THREE priorities for improvement within our trail system?

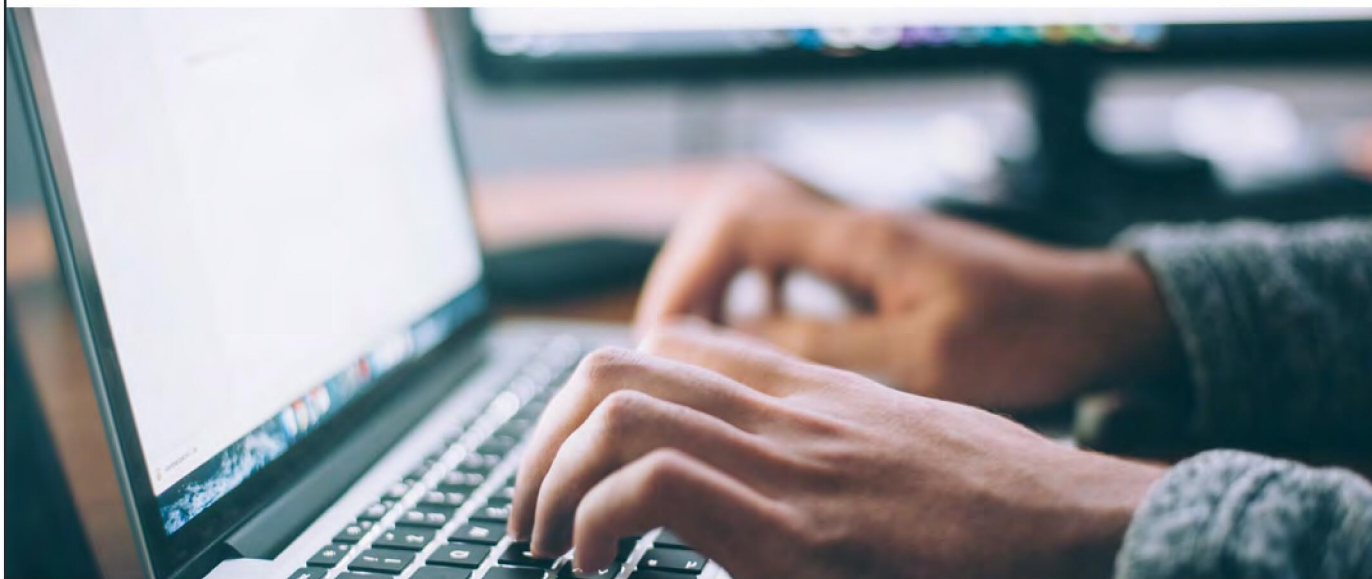


Source: RRC Associates  
\*Responses are sorted in descending order by the Invite sample

42 RRC

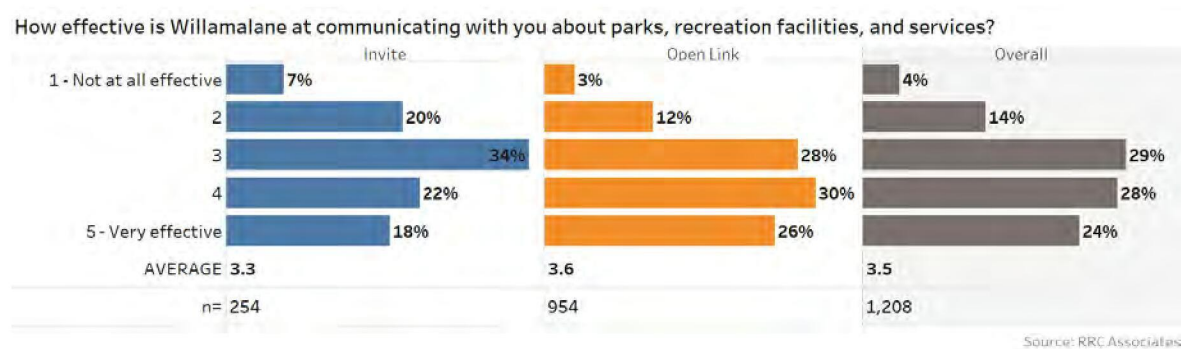


# Communication



## Effectiveness of Communication

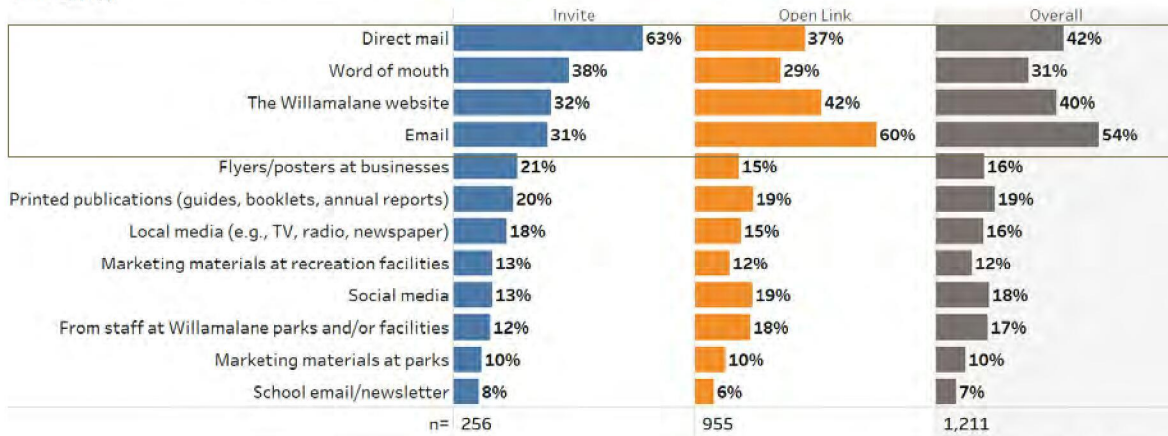
There is some room for improvement regarding Willamalane’s communication about parks and recreation opportunities. The average rating for the Invite sample is 3.3 on a scale of 1-5, with 5 being “very effective”. The Open link rated effectiveness of communication slightly higher, with an average score of 3.6.



## Current Communication Methods

A majority (63%) of Invite respondents said direct mail is how they currently receive information about parks, recreation facilities and services while 60% of the Open link sample said their currently receive information via email. The top four categories for each sample is highlighted below.

How do you currently receive information about parks, recreation facilities, and services offered by Willamalane? (Select all that apply)

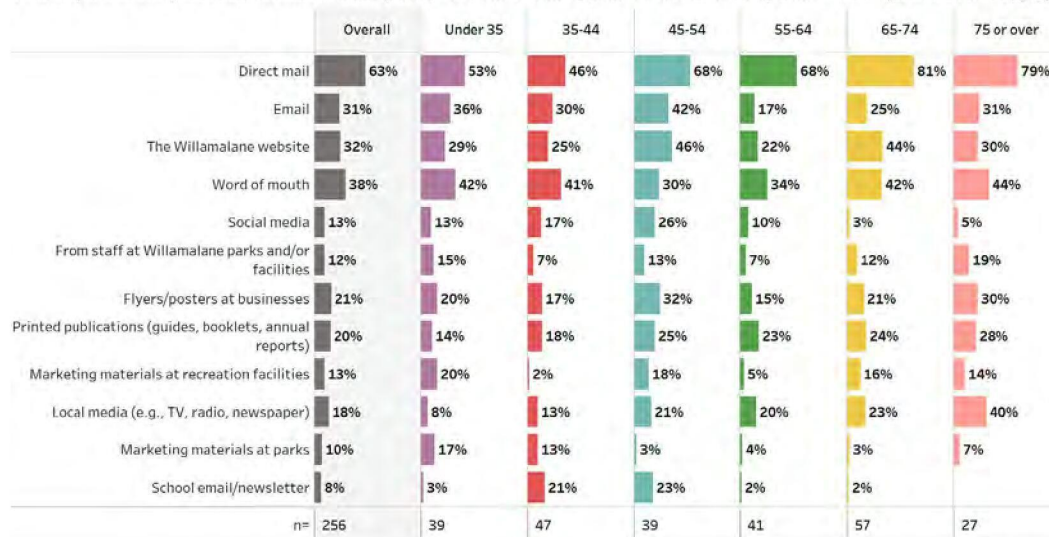


Source: RRC Associates

## Current Communication Methods By Age of the Invite Sample

How respondents currently receive information was similar across all age categories, with direct mail being the highest form of communication for all groups. Younger age groups were more likely to receive information through other methods.

How do you currently receive information about parks, recreation facilities, and services offered by Willamalane? (Select all that apply)



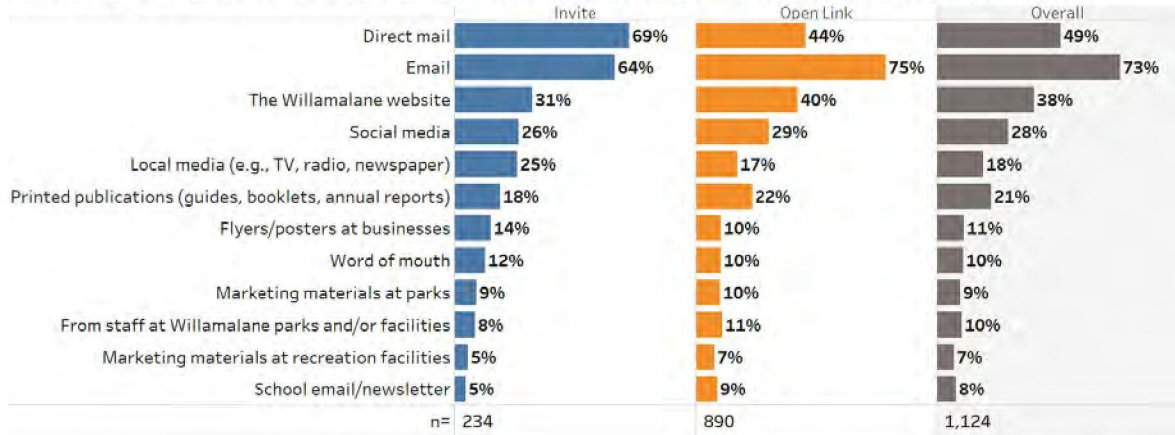
Source: RRC Associates



## Preferred Communication Methods

The methods respondents most preferred to receive information about parks, recreation facilities and services are by direct mail and email. Three-quarters of the Open link sample said they prefer email as the main form of communication.

How do you prefer to receive information about parks, recreation facilities, and services? (Select up to 3)

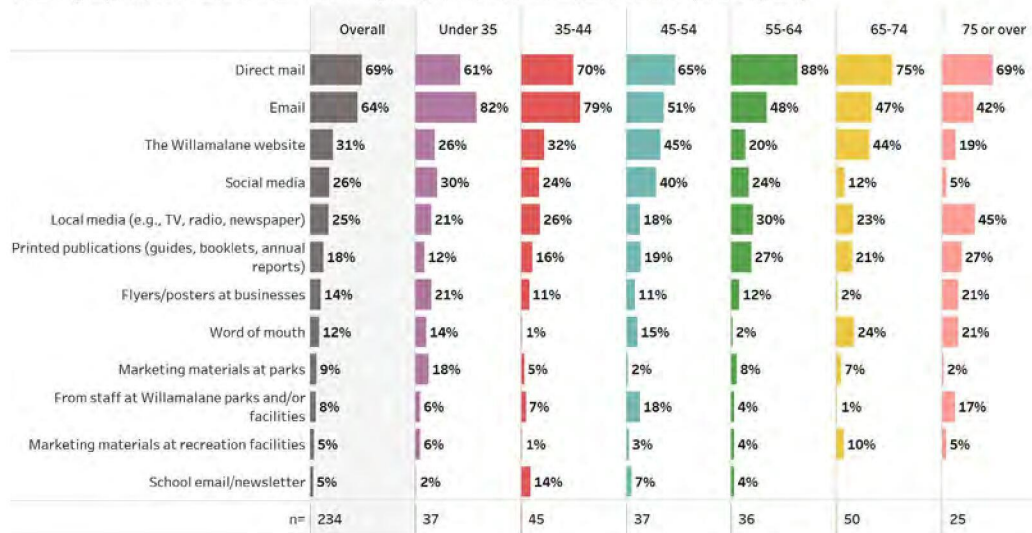


Source: RRC Associates

## Preferred Communication Methods By Age of the Invite Sample

How respondents *prefer* to receive information was more varied across age categories, with younger respondents preferring email over direct mail.

How do you prefer to receive information about parks, recreation facilities, and services? (Select up to 3)



Source: RRC Associates

## Financial Choices

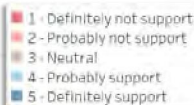


### Support for Different Types of Funding Support

Among Invite respondents, 69% support/highly support a bond referendum for specific projects for potential funding sources for Willamalane, and over half (55%) support fees for new development. Taxes and user fees received less support.

Q 19: Please indicate how strongly you support each of the following potential funding sources for Willamalane: Financial Choices/Fees

Rating Category	Sample	Avg.	n=	1 & 2	Percent Responding:	3	4 & 5
Bond referendum for specific projects	Invite	3.8	230	14%	17%	34%	69%
	Open Link	4.1	882	9%	13%	46%	78%
Fees for new development	Invite	3.4	225	20%	25%	15%	55%
	Open Link	3.7	881	15%	23%	28%	61%
Increased property tax	Invite	2.7	242	19% 26% 45%	22%	22%	33%
	Open Link	3.1	905	20% 34%	20%	20%	45%
User fees	Invite	3.2	243	16% 29%	25%	17%	45%
	Open Link	3.3	914	15% 26%	25%	19%	50%



\*Ratings categories are sorted in descending order by the average rating  
Source: RRC Associates



Based on 595 additional comments and suggestions, survey respondents are supportive of the parks and recreation department. Common themes of comments made by respondents include additional amenities and programs with extended hours within the parks and recreation facilities as well as stricter safety guidelines. Reference the full comment document for more details and direct quotes from residents.

"Thank you for all you do!  
What a wonderful  
community system we  
have. Willamalane does a  
great job!!"

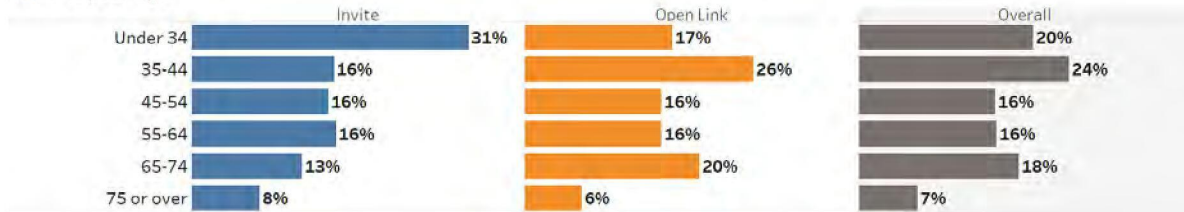


## A man in a vibrant, multi-colored patterned shirt and gold-rimmed sunglasses is the central figure. He is smiling broadly, holding a black smartphone in his left hand to capture a photo or video. His right arm is raised with a clenched fist in a celebratory gesture. He wears several bracelets on both wrists. The background is a bright, sunny outdoor setting with a blurred crowd of people, suggesting a music festival or a large public gathering. The lighting is warm and golden, indicating late afternoon or early morning.

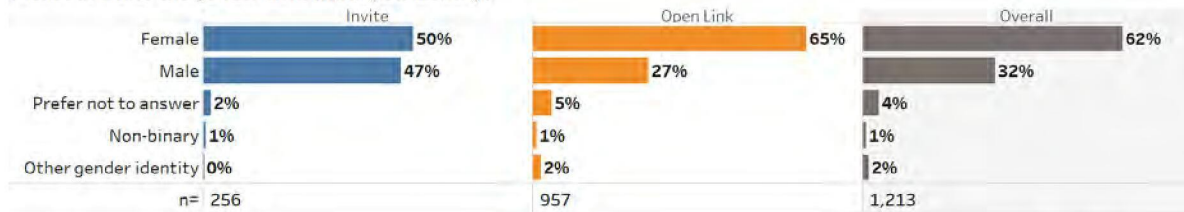
## Gender & Age

The Invite sample was weighted by age to better reflect the demographics of the community.

What is your age?



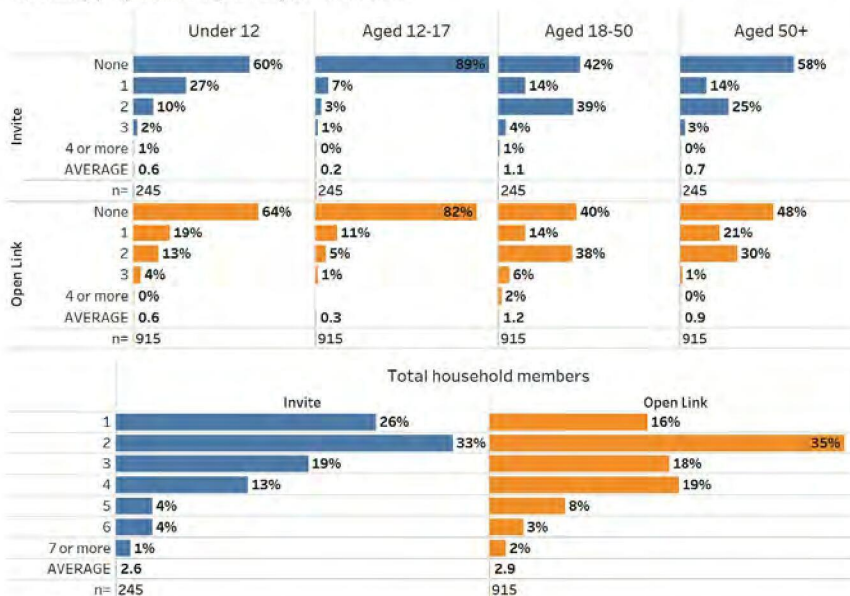
Please indicate the gender with which you identify:



Source: RRC Associates

## Household Makeup

How many people currently live in your household?



- A total of 27% of the Invite sample report having one child under the age of 12 at home.
- The average number of household members for the Invite sample is 2.6 and for the Open link is 2.9 people.



## Disabilities, Dog Ownership & Residence Ownership

A total of 21% of the Invite sample and 23% of the Open link sample report that someone in their household has a disability. More than half of all respondents own a dog, and most (about 85% of both samples) of respondents own their residence.

Do you or someone in your household have a disability?



Do you or a member of your household have a dog?



Do you own or rent your residence?

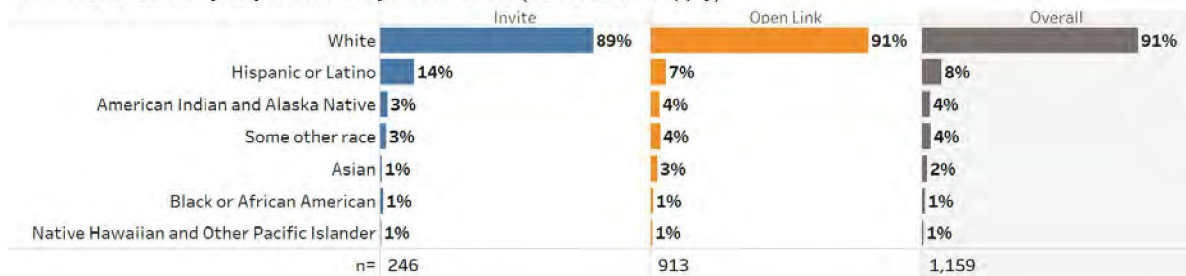


Source: RRC Associates

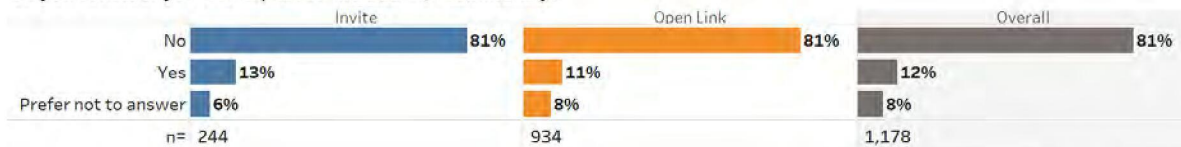
## Ethnicity and Race & LGBTQ+ Community

Invite responses were weighted by ethnicity to better reflect the community profile of Willamalane.

What race or ethnicity do you consider yourself to be? (Select all that apply)



Do you consider yourself a part of the LGBTQ+ community?

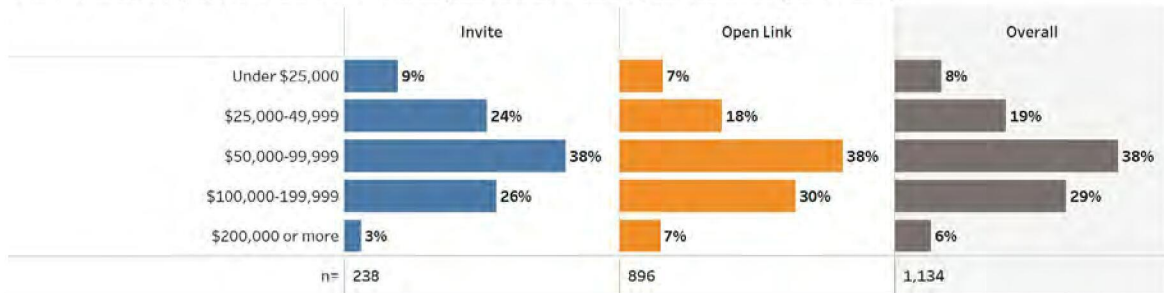


Source: RRC Associates

## Income

Most respondents have an annual household income between \$50,000-\$99,999 (38%). Levels of income are similar across sample types.

Which of these categories best describes the total gross annual income of your household (before taxes)?



Source: RRC Associates



RRCAssociates.com  
303-449-6558

RRC Associates  
4770 Baseline Road, Suite 355  
Boulder, CO 80303





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# **Appendix 5:**

## Relevant Trends in the Willamalane Park and Recreation District

## Appendix 5: Relevant Trends in the Willamalane Park and Recreation District

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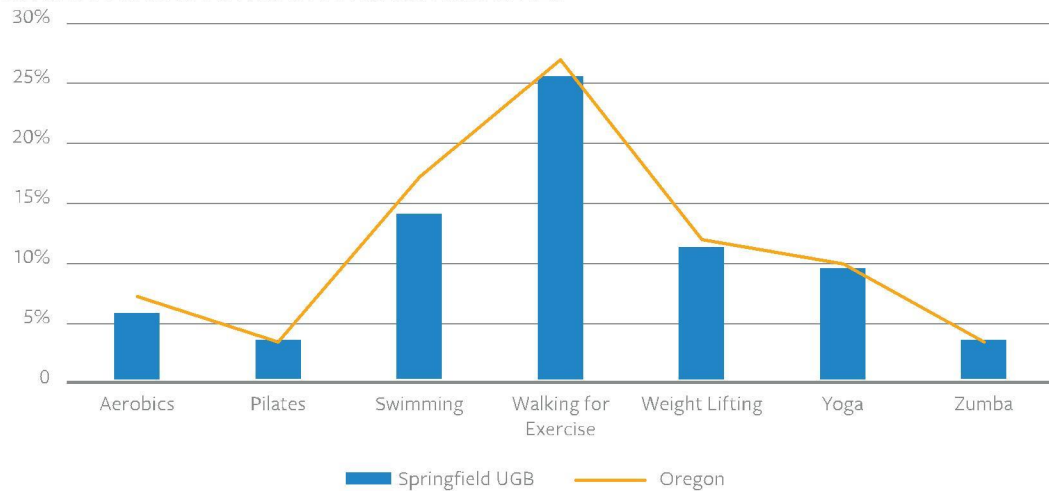
This report details the trends and interests that were identified within the public engagement process – and references various sources from both regional and national research. The following sections summarize an overview of participation within the Springfield Urban Growth Boundary (UGB).

#### 5.1 Estimated Recreation Participation

This section showcases participation in fitness activities, outdoor recreation, and sports teams for adults 25 and older in the Springfield UGB, compared to the State of Oregon. Activity participation and consumer behavior is based on a specific methodology and survey data to make up what Esri terms “Market Potential Index.”

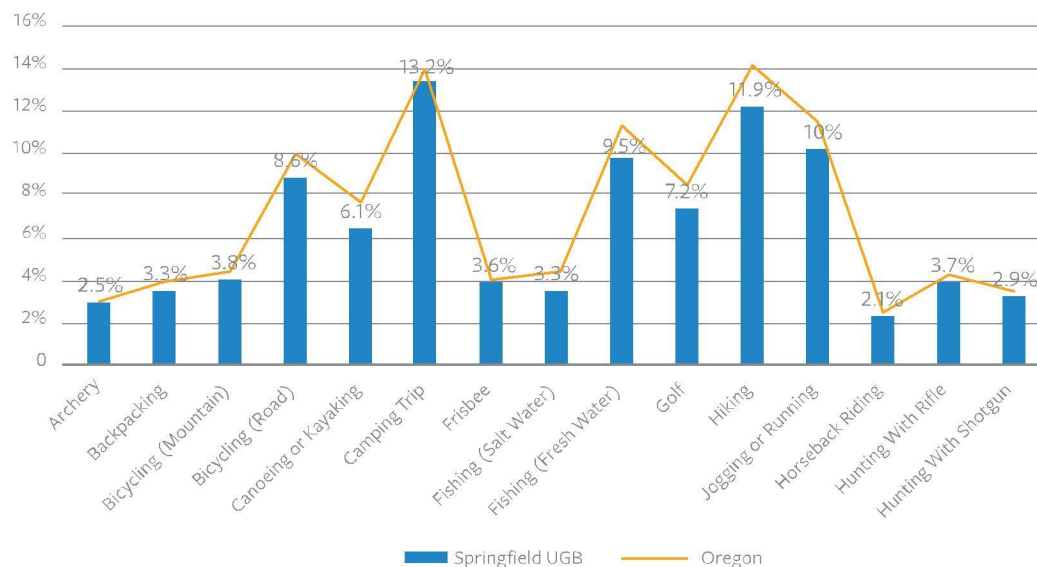
In regard to fitness activities, walking for exercise was the most popular, with over 26.5% of Springfield adults participating. Swimming followed next, with almost 18% of adults participating. Finally, weightlifting was another popular activity with 12.3% participation.

#### ADULT PARTICIPATION IN FITNESS ACTIVITIES



Source: Esri Business Analyst

#### ADULT PARTICIPATION IN OUTDOOR RECREATION ACTIVITIES



Source: Esri Business Analyst

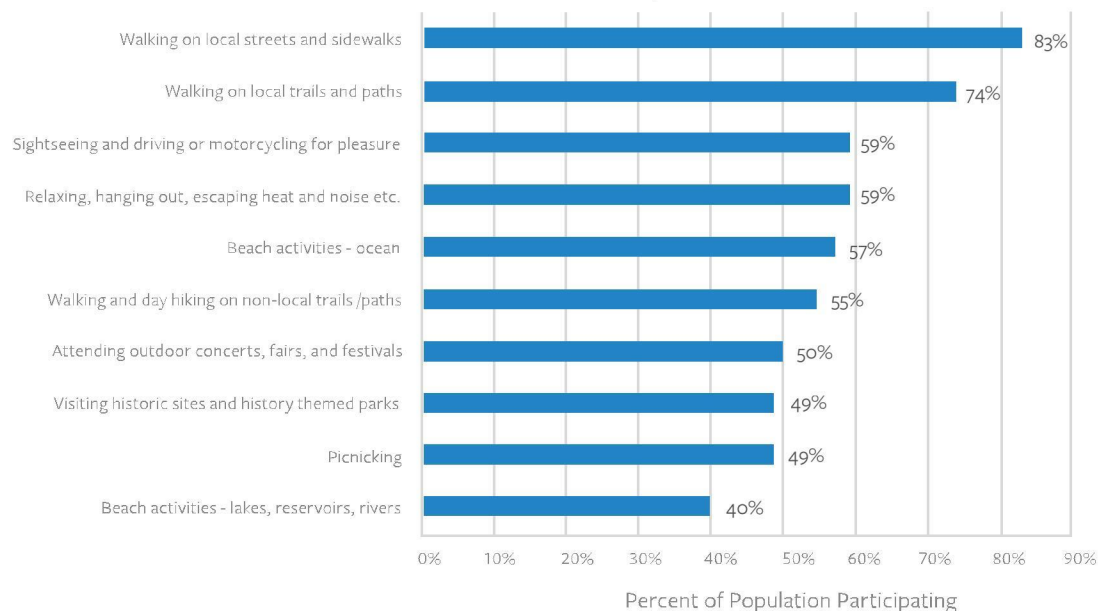


## Appendix 5: Relevant Trends in the Willamalane Park and Recreation District

The most popular outdoor recreation activity in 2021 was overnight camping, followed by hiking/jogging, and freshwater fishing. The Oregon Statewide Comprehensive Outdoor Recreation Plan (SCORP) (2019

– 2023) reflected similar participation trends, as noted in the figure below. Walking on local streets, sidewalks, and trails was the top activity. Following this was sightseeing, relaxing, beach activities, day hiking, and outdoor concerts.

### TOP TEN ACTIVITIES FOR OREGON RESIDENTS IN 2017



Source: Oregon SCORP

## 5.2 ADA Compliance

On July 26, 1990, the federal government officially recognized the needs of people with disabilities through the Americans with Disabilities Act (ADA). This civil right law and the subsequent 2011 update expanded rights for activities and services offered by both state and local governmental entities (Title II) and non-profit/for-profit entities (Title III). Parks and Recreation agencies are expected to comply by the legal mandate, which means eliminating physical barriers to provide access

to facilities, and providing reasonable accommodations in regard to recreational programs through inclusive policies and procedures.<sup>1</sup>

It is a Department of Justice (DOJ) requirement that agencies develop an ADA Transition Plan, which details how physical and structural barriers will be removed to facilitate access to programs and services. The transition plan also acts as a planning tool for budgeting and accountability.<sup>2</sup>

<sup>1</sup> "Changes Are Coming to ADA -- New Regulation Standards Expected for Campgrounds, Parks & Beaches." Recmanagement.com, 2012, [recmanagement.com/feature\\_print.php?fid=201211fe03](https://www.recmanagement.com/feature_print.php?fid=201211fe03). Accessed 30 Sept. 2021.

<sup>2</sup> Parks and Recreation: The Leaders in Before and Afterschool Care, National Recreation and Parks Association. Accessed December 2019. <https://www.nrpa.org/publications-research/park-pulse/parks-and-recreation-the-leaders-in-before-and-after-school-care/>

<sup>3</sup> 2018 Out-of-School Time Report, National Recreation and Parks Association Accessed February 2020: <https://www.nrpa.org/contentassets/c76ea3d5bcee4595a17aac298a5f2b7a/out-of-school-time-survey-results-report-2018.pdf>

## Appendix 5: Relevant Trends in the Willamalane Park and Recreation District

## 5.3 Before and After-School Care Programs

### OVERVIEW OF NRPA PARK PULSE REPORT ON BEFORE- AND AFTER-SCHOOL CARE



Source: NRPA Park Pulse Report

Many Park and recreation agencies offer before and after-school care programs. These programs may include fitness/play opportunities, healthy snack, and tutoring/homework services. According to a National Recreation and Park Association (NRPA) poll, 90 percent of U.S. adults believe that before-and after-school programs offered by local park and recreation agencies are important. According to the NRPA's 2018 Out-of-School Time Report, approximately 55 percent of local parks and recreation agencies offer after-school programming. Parks and recreation professionals consider the top five benefits of afterschool programs provided to youth are:<sup>3</sup>

- Safe spaces to play outside of school

- Free or affordable places for health and wellness opportunities
- Opportunities to network and socialize with others
- Experience nature and outdoors
- Educational support and learning opportunities

## 5.4 Community and Special Events

Community-wide events and festivals often act as essential place-making activities for residents, economic drivers, and urban brand builders. Chad Kaydo describes the phenomenon in *Governing Magazine*: “Municipal officials and entrepreneurs see the power of cultural festivals, innovation-focused business conferences and the like as a way to spur short-term tourism while shaping an image of the host city as a cool, dynamic location where companies and citizens in modern, creative industries can thrive.”<sup>4</sup> According to the 2020 Event Trends Report by EventBrite, the following trends are expected to impact event planners and community builders in the coming years:<sup>5</sup>

- Focus on sustainability: Zero-waste events are quickly becoming an expectation. Some of the primary ways of prioritizing environmental sustainability include e-tickets, reusable or biodegradable items, offering vegan/vegetarian options, encouraging public transport and carpooling, and working with venues that recycle
- Diversity, Equity, and Inclusion (DEI): Ensuring that the venue is inclusive to not only all abilities by offering ADA facilities, but also welcoming to all races, ethnicities, and backgrounds through signage, messaging, and the lineup of speakers. Ways to incorporate a focus on inclusivity include planning for diversity through speakers, talent, and subject matter, enacting a code of conduct that promotes equity, and possibly providing scholarships to attendees
- Engaging Experiences: Being able to customize and cater the facility to create immersive events that bring together culture, art, music, and elements of a company's brand will be critical in creating a more authentic experience

4 Kaydo, Chad. “Cities Create Music, Cultural Festivals to Make Money.” *Governing*, 18 Dec. 2013, [www.governing.com/archive/gov-cities-create-music-festivals.html](http://www.governing.com/archive/gov-cities-create-music-festivals.html). Accessed 30 Sept. 2021.

5 “The 2020 Event Trends Report- Eventbrite.” Eventbrite US Blog, 2020, [www.eventbrite.com/blog/academy/2020-event-trends-report/](http://www.eventbrite.com/blog/academy/2020-event-trends-report/). Accessed 30 Sept. 2021.

6 Joe Bush, “Tour-Legged-Friendly Parks, Recreation Management, February 2, 2016.

7 “State of the Industry Report, Trends in Parks and Recreation,” *Recreation Management*, June 2021.



## 5.5 Dog Parks

Dog parks continue to see high popularity and have remained among the top planned addition to parks and recreational facilities over the past three years. They help build a sense of community and can draw potential new community members and tourists traveling with pets.<sup>6</sup>

Recreation Magazine suggests that dog parks can represent a relatively low-cost way to provide an often-visited popular community amenity.<sup>7</sup> Dog parks can be as simple as a gated area, or more elaborate with “designed-for-dogs” amenities like water fountains, agility equipment, and pet wash stations, to name a few. Even “spraygrounds” are being designed just for dogs. Dog parks are also places for people to meet new friends and enjoy the outdoors.

<b>Generation Alpha</b>	Born 2010-Present
<b>Generation Z</b>	Born 1997 - 2010
<b>Millennials</b>	Born 1981 - 1996
<b>Generation X</b>	Born 1965 - 1980
<b>Baby Boomers</b>	Born 1946 - 1964
<b>Silent Generation</b>	Born 1928 - 1945

The best dog parks cater to people with design features for their comfort and pleasure, but also with creative programming.<sup>8</sup> Amenities in an ideal dog park might include the following:

- Benches, shade and water – for dogs and people
- At least one acre of space with adequate drainage
- Double gated entry
- Ample waste stations well-stocked with bags
- Sandy beaches/sand bunker digging areas
- Custom designed splash pads for large and small dogs
- People-pleasing amenities such as walking trails, water fountains, restroom facilities, picnic tables, and dog wash stations

## 5.6 Generational Changes

Activity participation varies based on age, but it also varies based on generational preferences. The Sports and Fitness Industry Association (SFIA) issues a yearly report on generational activity. In the 2020 SFIA report, millennials<sup>9</sup> had the highest percentage of those who were “active to a healthy level,” but a quarter also remained sedentary. Nearly 28 percent of Generation X were inactive, with Baby Boomers at 33 percent inactive. Baby Boomers prefer low impact fitness activities such as swimming, cycling aquatic exercise, and walking for fitness.

A condensed list of generational trends which may impact recreational services are below:

- Baby Boomers are staying in the workforce longer than generations before them<sup>9</sup>
- Almost a third of millennials are not affiliated with religion, and half of them describe themselves as political independents<sup>10</sup>
- Approximately 13 percent of teens (Generation Z) said they’ve had a major depressive episode in the last year<sup>11</sup>

8 Dawn Klingensmith “Gone to the Dogs: Design and Manage an Effective Off-Leash Area”, Recreation Management, March 2014. ([http://recmanagement.com/feature\\_print.php?id=201403fe02](http://recmanagement.com/feature_print.php?id=201403fe02)).

9 <https://www.pewresearch.org/fact-tank/2019/07/24/baby-boomers-us-labor-force/>

10 <https://www.pewresearch.org/fact-tank/2014/03/07/6-new-findings-about-millennials/>

11 <https://www.pewresearch.org/fact-tank/2019/07/12/a-growing-number-of-american-teenagers-particularly-girls-are-facing-depression/>

12 <https://www.pewresearch.org/fact-tank/2019/06/18/americans-60-and-older-are-spending-more-time-in-front-of-their-screens-than-a-decade-ago/>

13 <https://www.pewsocialtrends.org/2018/11/15/early-benchmarks-show-post-millennials-on-track-to-be-most-diverse-best-educated-generation-yet/>

14 <https://www.pewresearch.org/fact-tank/2014/03/07/6-new-findings-about-millennials/>

## Appendix 5: Relevant Trends in the Willamalane Park and Recreation District

- Those 60 and older (Baby Boomers) spend more than of their leisure time (about 4 hours) a day in front of a screen<sup>12</sup>
- Generation Z is the most racially and ethnically diverse generation, with only 52 percent identifying as non-Hispanic whites.<sup>13</sup>
- Millennials have more financial hardships, such as student loan debt, poverty and unemployment, and lower levels of wealth, but are optimistic about their future<sup>14</sup>

## 5.7 Outdoor Fitness Trails

A popular trend in urban parks for health, wellness, and fitness activities is to install outdoor fitness equipment along trails and in parks. The intent of the outdoor equipment is to provide an accessible form of exercise for all community members, focusing on strength, balance, flexibility, and cardio exercise. These fitness stations – also known as “outdoor gyms” -- are generally meant for adults but can be grouped together near a playground or kid-friendly amenity so that adults can exercise and socialize while supervising their children. The fitness equipment can also be dispersed along a nature trail or walking path to provide a unique experience to exercise in nature. Educational and safety signage should be placed next to equipment to guide the user in understanding and utilizing the outdoor gyms.

## 5.8 Nature Programming & Nature-Deficit Disorder

Playing in nature is an educational opportunity that has numerous benefits, from increasing active and healthy lifestyles, to developing a conservation mindset, to understanding the ecosystems and wildlife that depend on them.<sup>15</sup> According to the report, “Nature Play & Learning Places: Creating and Managing Places where Children Engage with Nature” there is a genuine need in today’s society for learning spaces that spark creative

play with natural materials, such as plants, vines, shrubs, rocks, water, logs, and other elements.

Richard Louv introduced the term, “Nature-Deficit Disorder” in 2005, which describes the effects of urbanization, technological advances, and social changes. Scientific evidence suggests that this disorder contributes to emotional and physical illnesses, including attention difficulties, obesity, nature illiteracy, and an “epidemic of inactivity.”<sup>16</sup> Environmental education, provided by non-profits and parks and recreation agencies, can help combat nature-deficit disorder by sparking curiosity in the outdoors either through structured nature programming or through unstructured nature play. Nature Play is defined as “A designated, managed area in an existing or modified outdoor environment where children of all ages and abilities play and learn by engaging with and manipulating diverse natural elements, materials, organisms, and habitats, through sensory, fine motor and gross motor experiences.”

Nature play spaces can provide valuable lessons for children, not only in regard to learning their natural environment and appreciation for nature, but also for personal development. These spaces, similar to playgrounds, provide safe spaces to take risks and understand behavioral outcomes. One of the most essential elements in planning nature play spaces is to conduct a risk assessment to reduce the unnecessary potential of injury. For instance, natural objects such as logs and boulders may be placed strategically for climbing but consider where the child might land if he or she were to fall or jump off. Similarly, trees can be used as natural climbing features, with consideration to removing shrubs and nearby smaller trees below. Nature play can happen in forest-based schools, play zoos, gardens, and summer camps. The American Camp Association reported that there are approximately 5,000 nature day camps that currently operate in the U.S.<sup>17</sup>

<sup>15</sup> Moore, R. (2014). Nature Play & Learning Places. Creating and managing places where children engage with nature. Raleigh, NC: Natural Learning Initiative and Reston, VA: National Wildlife Federation

<sup>16</sup> Children and Nature Network, “Nature Deficit Disorder” Accessed January 2020: <https://www.childrenandnature.org/about/nature-deficit-disorder/>

<sup>17</sup> Moore, R. (2014). Nature Play & Learning Places. Creating and managing places where children engage with nature. Raleigh, NC: Natural Learning Initiative and Reston, VA: National Wildlife Federation

<sup>18</sup> “2021 Outdoor Participation Trends Report.” Outdoor Industry Association, 2021, [outdoorindustry.org/resource/2021-outdoor-participation-trends-report/](https://outdoorindustry.org/resource/2021-outdoor-participation-trends-report/). Accessed 6 Oct. 2021



## 5.9 Outdoor Recreation

Outdoor recreation has become a thriving economic driver, even in the midst of a global pandemic. In 2020, 53% of Americans over six years of age participated at least once in outdoor recreation – an increase of 7.1 million Americans over the previous year. However, a number of challenges continue to impact the industry, including retention of new COVID participants, lack of diversity, fewer outings, and stagnant female participation.<sup>18</sup>

The Outdoor Recreation economy in Oregon generates nearly:

- 88,000 direct jobs
- \$4.0 billion in wages and salaries
- \$7.2 billion in total outdoor recreation value added
- 2.9% share of Oregon’s Gross Domestic Product (GDP)

### TOP FIVE RATED ACTIONS TO INCREASE OUTDOOR RECREATION ENGAGEMENT IN COMMUNITIES BY AGE/DEMOGRAPHIC GROUP

Action	General Population	Young Old Population	Middle Old Population	Latino Population	Asian Population	Families with Children	Low Income Population
Providing more free-of-charge recreation opportunities	1	2	3	1	3	1	1
Ensuring clean and well-maintained parks & facilities	2	1	1	2	1	2	2
Developing walking/hiking trails closer to home	3	4		4	4	3	3
Making parks safer from crime	4	3	2	3	2	5	4
Developing parks closer to home	5			5	5	4	5
Expanding park facilities		5	4				
Placing more benches & restroom facilities along trails			5				

Source: Oregon SCORP

Data provided by the Oregon Statewide Outdoor Recreation Plan (SCORP) indicates that the top ways to increase outdoor recreation engagement in local communities is primarily to provide more free-of-charge recreation opportunities, ensure clean and well-maintained parks and facilities, and develop walking/

hiking trails closer to home. The top five priorities varied based on age, income, and the presence of children – as seen below.

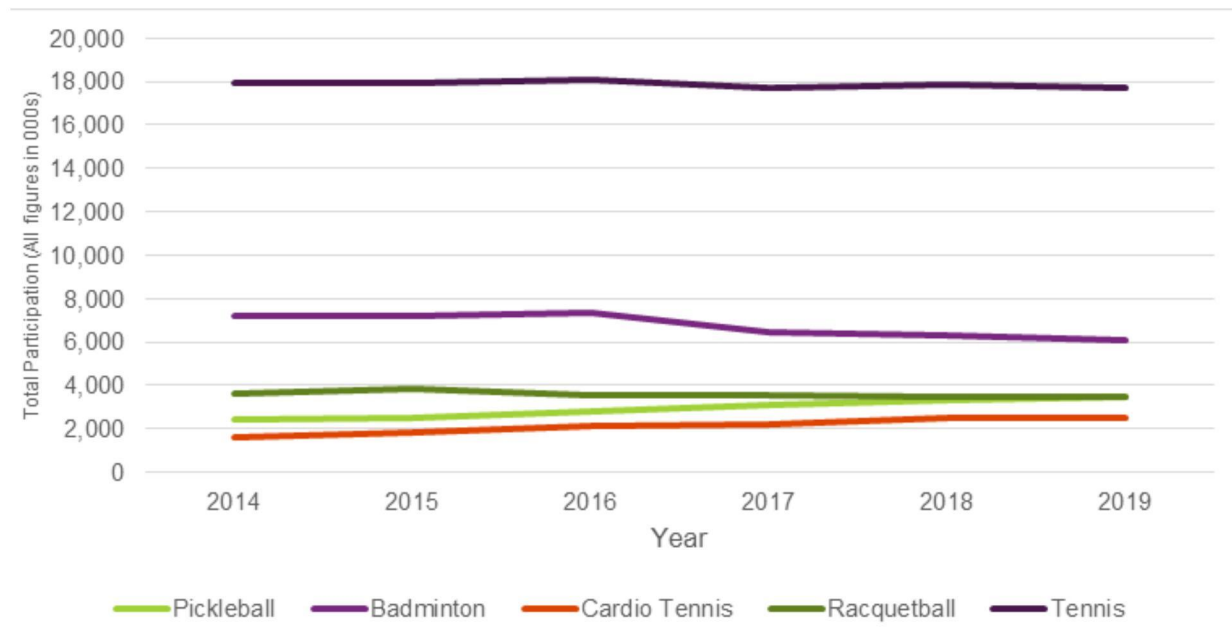
Note: Young Old represents 60-74 years of age, and Middle Old represents 75-84 years of age

19 Green, Daniel, August 2018. “ACE-Sponsored Research: Can Pickleball Help Middle-aged and Older Adults Get Fit?” American Council on Exercise. Accessed 2020. <https://www.acefitness.org/education-and-resources/professional/certified/august-2018/7053/ace-sponsored-research-can-pickleball-help-middle-aged-and-older-adults-get-fit/>

20 “SFIA Sports, Fitness and Leisure Activities Topline Participation Report” February 2020. Sports & Fitness Industry Association. Accessed 2020.

## Appendix 5: Relevant Trends in the Willamalane Park and Recreation District

### RACQUET SPORT PARTICIPATION FROM 2014 - 2019



Source: 2020 SFIA Topline Report

### 5.10 Pickleball

Pickleball continues to be a fast-growing sport throughout America. Considered a mix between tennis, ping pong, and badminton, the sport initially grew in popularity with older adults but is now expanding to other age groups. According to the American Council on Exercise (ACE), regular participation in Pickleball satisfied daily exercise intensity guidelines for cardio fitness for middle-aged and older adults.<sup>21</sup> The sport can be temporarily played on existing indoor or outdoor tennis courts with removable equipment and taped or painted lining. This lining, if painted on tennis surfaces, may interfere with requirements for competitive tennis programs or tournaments. Agencies will need to look at their community's tennis and pickleball participation to determine the benefits and costs of constructing

new pickleball courts versus utilizing existing tennis courts. Best practices regarding pickleball setup and programming can be found on [usapa.com](https://usapa.com), the official website for the United States Pickleball Association.

According to the 2020 SFIA Topline Report, over the past five years, from 2014 to 2019, total participation in Pickleball increased 7.1 percent on average each year. From 2018 to 2019, the sport grew 4.8 percent. Out of the most common racquet sports, pickleball and cardio tennis are the only sports that have seen positive growth on average over the past five years. Tennis is still the most popular racquet sport by far, although participation growth has slowed over the past five years.<sup>20</sup>

<sup>21</sup> <https://udisc.com/disc-golf-growth-report/2021bid>.

<sup>23</sup> <https://www.wilddiscs.com/2021/03/20/playing-disc-golf-the-mental-and-physical-benefits/>



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# Appendix 6:

## Community Outreach Strategy

## Appendix 6. Community Outreach Strategy

Willamalane Park and Recreation District (Willamalane) recently initiated a project to update its 2012 Park and Recreation Comprehensive Plan (“Comprehensive Plan,” “Plan”). To incorporate Willamalane’s updated Plan as the Recreation Element of the overall Springfield Comprehensive Plan, the City Council and Lane County Board of Commissioners must co-adopt the Plan as a legislative Plan Amendment—a process that involves public hearings and adoption of an ordinance. The process for developing the plan must comply with Oregon’s Statewide Planning Goals, including Goal 1 - Citizen Involvement. This document provides the context, scope, and timing of the community engagement strategies that will be incorporated into the planning process for this Plan update.

### 6.1 Project Background

Willamalane operates five recreation facilities and 46 parks and natural areas totaling nearly 1,600 acres. Highlights include 10 waterfront areas, 29 miles of hiking and biking trails, 13 sports fields, and 27 playgrounds. A portion of the 29 miles of trails also serve the City’s transportation system in the form of paved paths. With these parks, natural areas, and recreation sites, Willamalane offers recreation programs to people of all ages and abilities to serve their mission of delivering “exceptional parks and recreation to enrich the lives of everyone” they serve.

Willamalane strategically plans to meet its service needs by exploring opportunities for future growth, improvements, and priorities for land. Updates to its Comprehensive Plan will provide a 20-year vision and a prioritized project list to guide Willamalane’s fiscal planning and future work. Willamalane’s administrative policies call for major updates to its Comprehensive Plan every 10 years.

Willamalane has contracted with BerryDunn (“Consultants”, previously known as “GreenPlay”), to assist with the Plan update. The process for the update is heavily founded on public engagement. In addition to

engagement, the Consultants will do a thorough analysis of all parks and facilities, management & operations, and finances to identify gaps, barriers and opportunities for Willamalane to prioritize moving forward. The final Plan will include visions for the future, a capital improvement plan, and a financial strategy along with metrics to assist with implementation.

The community engagement strategies incorporated in this plan include some that will be facilitated by Consultants and some facilitated by Willamalane staff. The intention is to reach as many community members as possible and incorporate the values identified in the recently adopted Willamalane Diversity, Equity, & Inclusion Strategic Action Plan.

### 6.2 Community Engagement Goals

The community engagement strategies selected for his plan support the following goals in order to inform the overall comprehensive planning process:

#### 1. Promote project awareness throughout the planning process.

- a.** Promote project awareness throughout the planning process.
- b.** Find opportunities to engage early with various groups in the community.
- c.** Provide as many opportunities for community members to engage as possible.
- d.** Follow up with those that engage:

Provide opportunities for patrons to see they were “heard” and how feedback was integrated.

Promote ongoing involvement.

- e.** Build relationships with participants and provide information about programs, events & services Willamalane offers.



## **2. Gain a Deeper Understanding of who Willamalane Serves.**

- a.** Who does Willamalane currently serve? Who is not being served?
- b.** What are the demographics of users/non-users (age, race/ethnicity, families, renters/homeowners, gender, socioeconomic status)?
- c.** What demographics use Willamalane's facilities the most/least?
- d.** What programs, parks, trails, activities, and events are accessed the most/least?
- e.** How does the community learn about programs, events and services offered by Willamalane?
- f.** How satisfied is the community with Willamalane's offerings?
- g.** What are common hardships that make accessing park and recreation services challenging (physical/cognitive limitations, socioeconomic limitations, language barrier, schedule, feeling of safety or belonging, etc.)

## **3. Learn about gaps, barriers, needs, and preferences within the park district.**

- a.** What does Willamalane do well? What can Willamalane do better?
- b.** What improvements or changes would increase use of Willamalane parks, facilities, and programs?
- c.** What new park opportunities should be considered?
- d.** What new recreation opportunities should be considered?
- e.** What is Springfield lacking?

## **4. Understand the community's priorities for park and recreation for the coming future.**

- a.** What does Willamalane do well? What can Willamalane do better?
- b.** What improvements or changes would increase use of Willamalane parks, facilities, and programs?
- c.** What new park opportunities should be considered?
- d.** What new recreation opportunities should be considered?
- e.** What is Springfield lacking?

## **5. Gain support of final plan recommendations.**

## 6.3 Target Audience

- General public - current users and non-users
- Target user groups and demographics as stated in the Oregon's Statewide Comprehensive Outdoor Recreation Plan. These groups include: older adults (and those with limited abilities), diverse populations, youth, and those with low income. Willamalane would like to work with partners to engage Latinx and Indigenous residents living in the district.
- Community partners in Springfield. This includes the City of Springfield, Lane County, Springfield School District, Springfield Utility Board, local nonprofits that provide community services and many other agencies that contribute towards furthering Willamalane's mission.
- Willamalane Staff

## 6.4 Process Overview and Timeline

Understanding community priorities for park and recreation programs and facilities forms the basis for any parks and recreation plan, and community collaboration and support is essential to the Plan's implementation. Community members and key stakeholders need to be intimately involved during the project in order to create a fully implementable Plan. Exhibit A shows the tasks identified in the Consultant's contract for the overall project and how community engagement is embedded within the overall planning effort.

Willamalane intends to engage with the community early and often throughout the planning process through a diverse set of strategies. Exhibit B showcases all of the engagement strategies and their associated timelines. There are two benchmarks in the engagement process where efforts will be amplified. The first benchmark will focus on goals 2, to better understand the community, and 3, to understand gaps, barriers, needs, and preferences of the community. The second benchmark will occur later in the process after results from the statistically valid survey have been analyzed. The focus of this effort will be goals 4, to understand future priorities, and 5, to gauge support for the draft recommendations in the plan.

## INVOLVED PARTIES & OVERSIGHT

Willamalane staff and the Consultants will work collaboratively to ensure maximum participation in the engagement process. The Consultants have worked on over 600 comparable plans for other communities and their knowledge and expertise will be a critical asset to the planning process. During the engagement process they will serve as a neutral third party to facilitate interviews, focus groups, and public meetings. They will also facilitate two rounds of surveys, including one statistically valid survey. Willamalane staff will provide support for these and take leadership of engagement strategies that amplify awareness of the project and promote participation. Willamalane will also implement strategies that support the inclusion of groups that may not otherwise participate through typical forms of engagement or that Willamalane has a special interest in hearing from.

Willamalane's Community Engagement team will be taking a strong leadership role in reviewing final plans for engagement activities and any and all content prior to it going public. The Planning and Development Department at Willamalane will manage the overall project, the contract with the Consultants, and assist with the implementation of the strategies included in this plan.

Willamalane's staff will be actively engaged through the entire planning process. The overall project is being vetted through a Project Team that includes management representation from all Divisions, and a project Advisory Group that includes staff from various departments across the agency. A Communication Plan diagram is included to showcase the meeting frequency for key players of the project. Staff not actively engaged through these teams will have opportunities to contribute through staff surveys and staff meetings facilitated by the Consultants. There will also be many opportunities for staff to assist with the implementation of engagement strategies such as the Project Pitch and/or Pop Up Events (described in the next section).

The following figure shows the cycle of communication between Consultants and Willamalane to oversee the planning process and outcomes.



COMMUNICATION STRATEGY				
	WEEK 1	WEEK 2	WEEK 3	WEEK 4
PM Meeting	●	●	●	●
P&D Check In	●		●	
PM meets with CoS		●		
Superintendent Report	●			
Board Update (Quarterly)		Q		
BD Agenda Outline			●	
Advisory Group Meeting				●
Project Team Meeting				●

**BD:** BerryDunn, Project Consultant (aka GreenPlay)

**PROJECT MANAGER (PM):** Kristina Boe (WPRD), Jeff Milkes (BD)

**CoS:** City of Springfield, Monica Sather & Sandy Belson

**PROJECT TEAM:** Eric Adams, Michael Wargo, Kenny Weigandt, Jase Newton, Kristina Boe, BerryDunn Project Team

**ADVISORY GROUP:** Project Team + Denise Bean, Simon Daws, Tracy Kribs, Brandon Lemcke, Fraser MacDonald, Skylar Shane

## CITY INVOLVEMENT

The Consultants, Willamalane, and City staff will ensure the update to Willamalane's 2012 Plan meets requirements for legislative land use decisions. The City, Willamalane, and Consultants will also work together to maximize areas of potential collaboration, including transportation, economic development, operations, and natural resources. Springfield's Planning Commission and City Council will play a key role in the process to adopt the Plan as a land use decision.

There will be one or more Work Sessions with the Springfield Planning Commission and the Springfield City Council before the public hearings.

## Appendix 6: Community Outreach Strategy

## 6.5 Engagement Strategies

Feedback from the community, along with additional research will strongly inform the recommendations and priorities identified in the final Plan. The strategies presented below were proposed in a work plan approved by the City's Committee for Citizen Engagement and aim to reach a diverse audience in as many ways as possible.

**1. ONLINE ENGAGEMENT:** [willamalane.org/future](http://willamalane.org/future)

**Target Audience:** General public

**Lead Agency:** Willamalane

**Timeframe:** Ongoing

**Measure of Success:** Willamalane will be able to monitor web page analytics to assess activity and engagement levels. A goal of 4,000 page views to [willamalane.org/future](http://willamalane.org/future) has been established. This is based on previous outreach and engagement campaigns Willamalane has completed in the last 12 months.

**Incentives:** N/A

**Summary:** Willamalane will host a landing page ([www.willamalane.org/future](http://www.willamalane.org/future)) for this project. The page will include: a project description, project contacts, a timeline of upcoming milestones and events, promotion of engagement strategies, an opportunity to submit comments, an opportunity to sign up for future email updates, and potentially other interactive tools for providing feedback (e.g., maps, polls, etc.).

**Diversity, Equity & Inclusion**

**Considerations:** The landing page will be able to be translated into over 100 languages using Google Chrome's translation tool.

**2. SURVEYS**

**Target Audience:** General public

**Lead Agency:** RRC Associates (sub-consultant) in coordination with Consultants and Willamalane.

**Timeframe:** (i) Mid-summer (both paper and online) and (i) late fall-winter (online only)

**Measures of Success:** Success will be determined by achieving a 95% confidence for the statistically valid survey. For online/non-statistically valid surveys there is a target of 1,000 responses.

**Incentives:** RRC Associates will provide incentives for participating in the survey.

**Summary:** Two rounds of surveys will occur during this project. The first survey will be a statistically valid survey that will launch early summer after the first round of engagement. Questions for this survey will be formed based on information learned through the first set of focus groups, stakeholder interviews, the public meeting, and staff survey/engagement. It will be mailed to a random invitation sample of approximately 2,000 to 3,000 people living within the district boundary. Appropriate outreach will be completed to target statistically valid results with a margin of error +/- 5 at a 95% confidence level. This will allow both district users and non-users to provide input.

Following closure of the random invitation survey, an open link version of the same survey will be published, and the remaining district residents will be encouraged to complete the survey online. Those participating in the open-link survey will be able to be differentiated from those participating in the statistically valid survey as to not skew or duplicate results.



## 2. SURVEYS

**Summary:** A second online survey will be pushed out at the end of the second round of engagement (late fall-winter) to validate what was heard and gauge support of the draft recommendations being prepared for the plan. Willamalane plans for this to be an online survey, however if deemed valuable as the project progresses this may transition to a second statistically valid survey following the same process noted above.

### Diversity, Equity & Inclusion

**Considerations:** The survey will be produced in both English and Spanish, the two most common languages spoken in the Springfield community. Reasonable accommodations will be made for residents who cannot complete the survey as it is posted by contacting Willamalane's Inclusion Coordinator.

## 3. FOCUS GROUP

**Target Audience:** Community partners and representatives of target demographics

**Lead Agency:** Consultants will facilitate, Willamalane will recruit and host.

**Timeframe:** (3-4) April 2022, (2-3) Fall 2022

**Measures of Success:** Minimum of 6 participants in at least 5 Focus Group discussions including representation from each demographic identified by the district (see below).

**Incentives:** \$50 gift card, snacks and drinks for those participating in person.

**Summary:** Willamalane will invite project stakeholders such as community leaders, organizers, user group representatives, and/or affiliates of local community groups to participate in these focus groups.

## 3. FOCUS GROUP

**Summary:** These small group discussions will be facilitated by Consultants in order to build an initial assessment of park and recreation opportunities, challenges, existing conditions, needs, trends, and goals. Lessons learned through this process will help inform the questions used for the creation of the statistically valid survey that will launch directly after these efforts.

Based on best practices and recommendations from Consultants, the focus groups should be representative of the Springfield community. The groups should include both currently served and historically underrepresented community members. To facilitate this, Willamalane developed a roster of demographics they will seek when recruiting for this project, some examples include: older adults, teens, racial and ethnic diversity, those with limited abilities, current users of parks and facilities, special interest groups, etc. Willamalane will aim to include representation from at least 5 of these demographics in each meeting.

The focus groups will be hosted at a Willamalane facility with virtual/hybrid options for those who choose it. Food and snacks will be provided and participants will be reimbursed with a gift card for their time and participation. Willamalane staff will be available to answer questions about the district through this process; however, will not participate in the conversations otherwise.

### Diversity, Equity & Inclusion

**Considerations:** Focus groups participants will receive a small stipend for their time and contributions. Through the registration process participants will be asked if they will require translation or any other reasonable accommodations in order to participate so Willamalane can make accommodations in advance of the event. Participants will be strongly encouraged to attend in person; however, virtual attendance will be available for those who request it.

#### 4. STAKEHOLDER INTERVIEWS

**Target Audience:** Community leaders and decision makers

**Lead Agency:** Consultants will host these conversations, Willamalane will schedule

**Timeframe:** (3-4) in April 2022

**Measures of Success:** Completion of 3-4 interviews by the consultant team

**Incentives:** N/A

**Summary:** These interviews will cover similar topics as those addressed in the Focus Group Discussion, however will be conversational in nature and will have the overall intention of providing the consultant team any additional context or information needed to understand the needs of the district and the priorities of those who influence it. Participants in each interview will hopefully include:

1. Willamalane Board members and Superintendent,
2. Representatives and decision makers from the City of Springfield,
3. Representatives and decision makers from the School District.

#### **Diversity, Equity & Inclusion**

**Considerations:** Reasonable accommodations will be made for accessibility, scheduling, language or any other considerations that may limit a stakeholder's ability to participate.

#### 5. TOWN HALL MEETINGS

**Target Audience:** General public

**Lead Agency:** Consultants will facilitate, Willamalane will help coordinate

**Timeframe:** (1) April 2022, (1) Fall 2022, (1) Spring 2023

**Measures of Success:** Attendance of 100 people from the community

**Incentives:** N/A

**Summary:** These meetings are intended to share progress to date and ask community members to confirm that what the consultants heard is correct and complete.

1. Public Forum #1 Information Gathering (present input received at initial engagement)
2. Public Forum #2 Findings (Survey results, demographics, trends, and Level of Service)
3. Public Forum #3 Draft Report

#### **Diversity, Equity & Inclusion**

**Considerations:** A Spanish language and ASL translator will be available during the presentations.



## 6. INTERNAL WILLAMALANE STAFF ENGAGEMENT

**Target Audience:** Willamalane staff at all levels in all departments

**Lead Agency:** Consultants

**Timeframe:** (1) April 2022, (2) Fall 2022

**Measures of Success:** 40% response rate on survey, meetings/interviews with staff from each division.

**Incentives:** N/A

**Summary:** Staff will be engaged via an online survey and through in person meetings. Meetings will occur during both rounds of engagement (Spring/Fall). Consultants will use these to understand specifics about how Willamalane is operated and ways operations could be more efficient.

### **Diversity, Equity & Inclusion**

**Considerations:** All staff will be able to attend during their paid work hours. Those who are not able to attend will be able to respond to the virtual survey during work hours.

## 7. POP-UP EVENTS

**Target Audience:** General public, target user groups, community partners

**Lead Agency:** Willamalane

**Timeframe:** Ongoing

**Measures of Success:** 6 pop up events at locations outside of Willamalane events/facilities + 6 events within Willamalane events/facilities

**Incentives:** Willamalane will provide small, fun giveaways at events

**Summary:** These events will occur at both Willamalane and non-Willamalane programs/sites and high traffic locations. The main objective is to let people know about the project and encourage community members to participate in the survey or other engagement strategies. These events will include fun, interactive ways that people can provide feedback as well.

### **Diversity, Equity & Inclusion**

**Considerations:** By creating a mobile promotional event Willamalane can target groups that may not already be engaging with the agency. Willamalane will provide bilingual material (English/Spanish) and include a Spanish speaking staff member or partner to the extent possible.

## 8. PROJECT PITCH

**Target Audience:** Target demographics and community partners

**Lead Agency:** Willamalane

**Timeframe:** March-May 2022, or as needed

**Measures of Success:** Complete a minimum of 4 pitches to public groups

**Incentives:** N/A

**Summary:** Willamalane staff will attend community meetings and give a pitch about the Comprehensive Plan project to spread awareness and let stakeholders know how to engage throughout the process. Some possible groups may include: the Springfield Area Chamber of Commerce, Rotary Club of Springfield, Springfield Bike and Pedestrian Committee, Friends of the Springfield Library, Huerto de la Familia, Community Alliance of Lane County, etc.

### Diversity, Equity & Inclusion

**Considerations:** Willamalane will work with groups prior to attending the meeting to determine whether Spanish speaking staff or translation services will be beneficial.

## 9. EXTERNAL ADVISORY GROUPS / LISTENING SESSIONS

**Target Audience:** Target demographics and community partners

**Lead Agency:** Willamalane

**Timeframe:** At least (1) meeting in May, with the rest of the meetings occurring as possible throughout the project.

**Measures of Success:** Minimum of 5 participants representing different perspectives per meeting. The number and focus of overall groups/sessions will be determined based on feedback received in the first round of engagement.

**Incentives:** \$50 gift card, snacks and drinks for those participating in person.

**Summary:** These meetings will include groups of people invited based on their professional or lived experiences in order to inform specific content in the plan. These exact topics and groups will become more apparent as the planning process moves forward, however some key subject areas already being considered as focuses for these meetings include: natural resources, accessibility in parks/facilities, culturally responsive design for parks and programs, establishing relationships with native people, and understanding barriers for Latinx and other Black, Indigenous, People of Color (BIPOC).

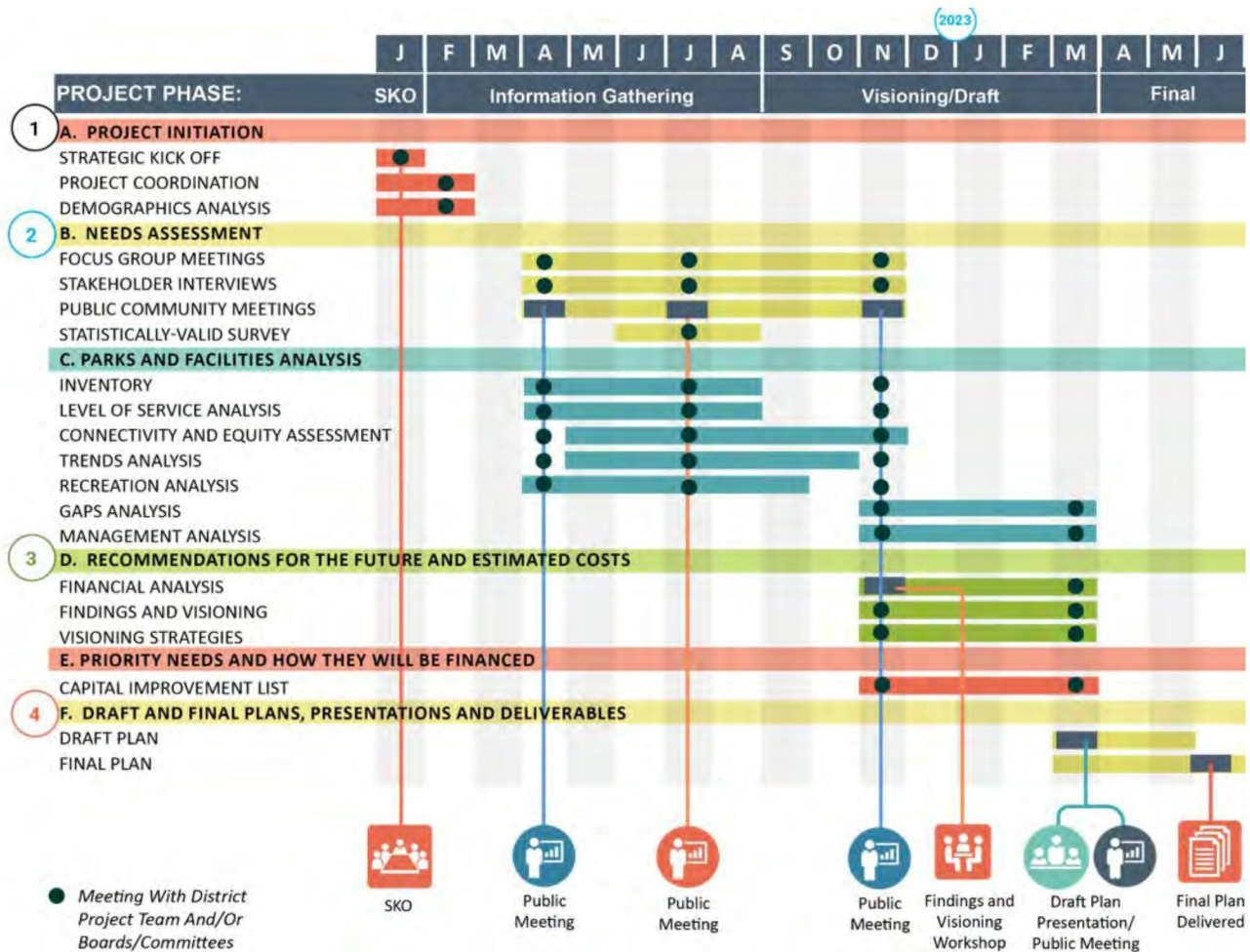
Each group will meet at least one time during the planning process. Meetings will be facilitated by key Willamalane staff with support from Willamalane's DEI Committee and external partners and groups with expertise in the subject matter as appropriate. Settings and structure for these conversations will be informal and will occur in a neutral/non-threatening environment.

### Diversity, Equity & Inclusion

**Considerations:** Willamalane will work with groups prior to attending the meeting to determine whether Spanish speaking staff or translation services will be beneficial.



## EXHIBIT A: OVERALL PROJECT SCOPE AND WORK PLAN



## EXHIBIT B: SEQUENCING AND LAYOUT OF PROPOSED COMMUNITY ENGAGEMENT STRATEGIES.

Green Tasks will be led by Consultants and orange tasks will be led by Willamalane staff; however, both groups will be working collaboratively to support all aspects of public engagement. Within the timeline there are two consolidated engagement efforts: (1) in the spring to determine needs and (2) one in the fall to assess priorities for the district.

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# Appendix 7: Pop-Up Intercept Events and Digital Outreach



## Appendix 7. Pop-Up Intercept Events & Digital Outreach

### 7.1 Pop-Up Intercept Events

Twenty-two community intercept events were held that created significant input to be used in the comprehensive plan.

A key part of this campaign was the event activation and survey promotion. Willamalane created staffed pop-up event tables and attended community events over the summer. Staff invited event attendees to play a voting game where each community member received five tokens and placed them in their choice of nine voting boxes (categories listed below). The voting game helped people understand the types of projects Willamalane is considering and collected feedback from various demographics about the community's broad priorities for park, facility, and recreation improvements.

Willamalane staffed the pop-up event table at 22 events between June 11 and Sept. 21. Some events were hosted by Willamalane and others were hosted by partner organizations. The target audiences for these events included families with children, older adults, people with Latinx heritage, people with AAPI heritage, and people in the LGBTQ+ community.

In total, 1,766 people cast their votes at these events. The vote breakdown is as follows:

- Outdoor Pool and/or Water Play: 27.5%
- Expand Trail System: 13.9%
- Improve Existing Playgrounds: 13%
- Childcare Opportunities: 11.3%
- Field/Court Options in Parks: 7.5%
- Outdoor Recreation Equipment Rentals: 7.3%
- Fitness Classes: 7.1%
- Recreation Classes: 7%
- Other: 5%



Those who voted for “Other” shared their ideas with a staff member who recorded them. Some ideas that were shared multiple times included:

- Dog parks
- Indoor or shaded playgrounds
- Disc golf courses
- Additional summer camp opportunities
- Splash pads
- Video game programs
- Therapeutic saltwater pool

### 7.2 Digital Outreach

Digital outreach included communication and outreach to district residents through the Willamalane.org/future website, email blasts and use of social media. The outreach effort impacted the whole of the engagement process.

- 3,723 visited the Willamalane Project specific webpage Willamalane.org/future
- 23,493 people were reached on social media add campaigns
- 1,052 people were reached by email blasts
- 213 people responded to advertised QR Codes

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# Appendix 8: Level of Service Assessment



## Appendix 8. Level of Service Assessment

### 8.1 Level of Service Assessment

#### What is Level of Service, and why do we use it?

LOS measures how a system provides residents access to parks, open spaces, trails, and facilities. It indicates the ability of people to connect with the outdoors and nature and pursue active lifestyles with implications for health and wellness, the local economy, and quality of life. LOS for a park and recreation system tends to mirror community values reflective of personal connections to communities. It is also useful in benchmarking current conditions and directing future planning efforts. The service offered by a park or a component is a function of two main variables: location and ease of access.

#### What is GRASP®?

GRASP® (Geo-referenced Amenities Standards Process) has been applied in many communities across the country as a measure of LOS. With GRASP®, information from the park and facilities inventory is combined with GIS software produces analytic maps and data called Perspectives that show the distribution and quality of these services.

#### What do Perspectives do for us?

Perspectives can be maps or other analyses incorporating statistics, diagrams, tables, and charts that provide benchmarks or insights useful in determining community success in delivering services. The park and facility inventory provides details of what is available at any given location, and GIS analysis measures user access. People use various ways of reaching a recreation destination: on foot, on a bike, in a car, via public transportation, or some combination. There are two distinct types of service areas for examining the park system to account for this variability:

- 1) Walkable Access– uses a travel distance of one-half mile, a suitable distance for a ten-minute walk.
- 2) Neighborhood Access– uses a travel distance of one mile to each component and gives a premium for areas within a ten-minute walk. It is intended to account for users traveling from home or elsewhere to a park or facility, most likely by bike, bus, or automobile.

#### A Brief History of Level of Service Analysis

To help standardize parks and recreation planning, many parks & recreation professionals look for ways to benchmark and provide “national standards.” These standards might include how many acres, how many ballfields, pools, playgrounds a community should have. In 1906 the fledgling “Playground Association of America” called for playground space equal to 30 square feet per child. In the 1970s and early 1980s, the first detailed published works on these topics began emerging (Gold, 1973; Lancaster, 1983). In time “rule of thumb” ratios emerged with 10 acres of parkland per thousand, becoming the most widely accepted norm. Other normative guides also have been cited as traditional standards but have been less widely accepted. In 1983, Roger Lancaster compiled a book called “Recreation, Park and Open Space Standards and Guidelines,” published by the National Park and Recreation Association (NRPA). In this publication, Mr. Lancaster centered on a recommendation “that a park system, at minimum, be composed of a core system of parkland, with a total of 6.25 to 10.5 acres of developed open space per 1,000 population (Lancaster, 1983, p. 56). The guidelines went further to recommend an appropriate mix of park types, sizes, service areas, acreages, and standards regarding the number of available recreational facilities per thousand population. While published by NRPA, the table became widely known as “the NRPA standards,” but these were never formally adopted for use by NRPA.

Since that time, various publications have updated and expanded upon possible “standards,” several of which have been published by NRPA. Many of these publications did a benchmark and other normative research to determine what an “average LOS” should be. Organizations such as NRPA and the American Academy for Park and Recreation Administration have focused on accreditation standards for agencies. These standards have been less directed towards outcomes and performance and more on planning, organizational structure, and management processes. The popularly referred to as “NRPA standards” for LOS, as such, do not exist.

## Appendix 8: Level of Service Assessment

It is critical to realize that the above standards can be valuable when referenced as “norms” for capacity but not necessarily as the target standards for which a community should strive. Each agency is different, and the criteria above do not address many factors. For example:

- Does “developed acreage” include golf courses”? What about indoor and passive facilities?
- What are the standards for skateparks? Ice Arenas? Public Art? Etc.?
- What if it’s an urban land-locked community? What if it’s a small town surrounded by open Federal lands?
- What about quality and condition? What if there are many ballfields, but they are not maintained?
- And many other questions.

### 8.2 The GRASP® Process – a greater tool for completing level of service analysis

Parks, trails, recreation, and open space are part of an overall infrastructure for a community made up of various components, such as playgrounds, multi-purpose fields, passive areas. A methodology for determining the LOS is appropriate to address these and other relevant questions. Composite-values methods are applied to measure better and portray the service provided by parks and recreation systems. The trademarked name for the composite-values methodology process is called GRASP® (Geo-Referenced Amenities Standards Program). For this methodology, capacity is only part of the LOS equation. Consider other factors, including quality, condition, location, comfort, convenience, and ambiance.

This methodology records each park component’s geographic location, quantity, and capacity. Also, it uses comfort, convenience, and ambiance as characteristics that are part of the context and setting of a component. They are not characteristics of the element itself, but they enhance the value when they exist. Combining and analyzing each component’s composite value makes it possible to measure the service provided by a parks and recreation system from various perspectives and for any given location. Typically, this begins with deciding on “relevant components,” collecting an accurate inventory of those components, and analysis. Maps and tables represent the results of the GRASP® study.

### Utilizing GRASP® Perspectives

GRASP® perspectives evaluate the LOS throughout an area. Their purpose is to reveal possible gaps in service; however, it is not necessarily beneficial for all community parts to score equally in the analyses. The desired LOS for a location should depend on the type of service, the site’s characteristics, and other factors, such as community need, population growth forecasts, and land-use issues. For example, commercial, institutional, and industrial areas might reasonably have lower service levels for parks and recreation opportunities than residential areas. GRASP® perspectives focus attention on gap areas for further scrutiny. Perspectives can determine if current levels of service are appropriate if used in conjunction with other assessment tools, such as needs assessment surveys and a public input process.

Table 33 lists those components that although present and available in the park system, scored a “1” suggesting that they perform poorly and need to be upgraded, repaired or replaced. These components directly impact the GRASP® scores and thus the overall level of service provided.

### A GRASP® Glossary

**Buffer:** see catchment area

**Catchment area:** a circular map overlay that radiates outward in all directions from a component and represents a reasonable travel distance from the edge of the circle to the asset. Used to indicate access to an asset in a level of service assessment

**Component:** an amenity such as a playground, picnic shelter, basketball court, or athletic field that allows people to exercise, socialize, and maintain a healthy physical, mental, and social wellbeing

**Geo-Referenced Amenities Standards Process® (GRASP®):** a proprietary composite-values methodology that takes quality and functionality of assets and amenities into account in a level of service assessment

**GRASP® Level of service (LOS):** the extent to which a recreation system provides community access to recreational assets and amenities

**GRASP®-IT audit tool:** an instrument developed for assessing the quality and other characteristics of parks, trails, and other public lands and facilities. The tested, reliable, and valid tool has been used nationwide in more than 125 park systems inventories.



**Low-score component:** a component given a GRASP® score of “1” or “0” as it fails to meet expectations

**Low-service or Lower-service area:** an area that has some GRASP® LOS but falls below the minimum standard threshold for the overall LOS

**Modifier:** a basic site amenity that supports users during a visit to a park or recreation site, to include elements such as restrooms, shade, parking, drinking fountains, seating, BBQ grills, security lighting, and bicycle racks, among others

**No-service area:** an area with no GRASP® LOS

**Perspective:** a perspective is a map or data quantification, such as a table or chart, produced using the GRASP® methodology that helps illustrate how recreational assets serve a community

**Radius:** see catchment area

**Recreational trail:** a recreation trail can be a soft or hard-surfaced off-street path that promotes active or passive movement through parkland or natural areas. Recreational trails are typically planned and managed by parks and recreation professionals or departments.

**Service area:** all or part of a catchment area ascribed a particular GRASP® score that reflects the LOS provided by a specific recreational asset, a set of assets, or an entire recreation system

**Target or Threshold:** a minimum LOS standard typically determined based on community expectations

**Trail:** any off-street or on-street connection dedicated to pedestrian, bicycle, or other non-motorized users

**Trail network:** a trail network is a functional and connected part of a trail system. Different networks are separated from other trail networks by missing trail connections or barriers such as roadways, rivers, or railroad tracks.

**Trail system:** all trails in a community that serve pedestrian, bicycle, and alternative transportation users for purposes of both recreation and transportation

**Transportation trail:** a hard-surface trail, such as a sidewalk, intended for traveling from one place to another in a community or region. These trails typically run outside of parkland and are managed by Public Works or another City utility department.

## GRASP® COMPONENTS AND DEFINITIONS

GRASP® Outdoor Component List	
Component	Definition
<b>Adventure Course</b>	An area designated for activities such as ropes courses, zip-lines, challenge courses. Type is specified in the comments.
<b>Amusement Ride</b>	Carousel, train, go-carts, bumper cars, or other ride-upon features. The ride has an operator and controlled access.
<b>Aquatics, Complex</b>	An aquatic complex has at least one immersion pool and other features intended for aquatic recreation.
<b>Aquatics, Lap Pool</b>	A swimming pool intended for swimming laps.
<b>Aquatics, Leisure Pool</b>	A swimming pool intended for leisure water activities. May include zero-depth entry, slides, play and spray features.
<b>Aquatics, Spray Pad</b>	A play feature without immersion intended for interaction with moving water.
<b>Aquatics, Therapy Pool</b>	A temperature-controlled pool intended for rehabilitation and therapy.
<b>Basketball Court</b>	A dedicated full-sized outdoor court with two goals.
<b>Basketball, Practice</b>	A basketball goal for half-court play or practice, including goals in spaces associated with other uses like parking lots.
<b>Batting Cage</b>	A stand-alone facility with pitching machines and restricted entry.
<b>Bike Complex</b>	A bike complex accommodates various bike skills activities with multiple features or skill areas.
<b>Bike Course</b>	A designated area for non-motorized bicycle use may be constructed of concrete, wood, or compacted earth. Includes pump tracks, velodrome, and skills courses.
<b>Camping, Defined</b>	Defined campsites may include a variety of facilities such as restrooms, picnic tables, water supply. Use the official agency count for quantity if available.

## Appendix 8: Level of Service Assessment

Component	Definition
<b>Camping, Undefined</b>	Allows users to stay overnight outdoors in undefined sites and receives a quantity of one for each park or location.
<b>Climbing, Designated</b>	A designated natural or human-made facility provided or managed by an agency for recreation climbing but is not limited to play.
<b>Climbing, General</b>	Allows users to participate in a climbing activity. Use a quantity of one for each park or other location.
<b>Concession</b>	A facility used for the selling, rental, or other provision of food, drinks, goods, and services to the public.
<b>Diamond Field</b>	Softball and baseball fields, suitable for organized diamond sports games. Not specific to size or age-appropriateness.
<b>Diamond Field, Complex</b>	Many ballfields at a single location that are suitable for tournaments.
<b>Diamond Field, Practice</b>	An open or grassy area is used to practice diamond sports and is distinguished from a ballfield. Does not lend itself to organized diamond sports games and from open turf by the presence of a backstop.
<b>Disc Golf</b>	A designated area for disc golf.  Quantities: 18 hole course = 1; 9 hole course =.5
<b>Dog Park</b>	An area explicitly designated as an off-leash area for dogs and their guardians.
<b>Educational Experience</b>	Signs, structures, or features provide an educational, cultural, or historical experience. They are distinguished from public art by the presence of interpretive signs or other information. Assign a quantity of one for each contiguous site.
<b>Equestrian Facility</b>	An area designated for equestrian use and typically applied to facilities other than trails.

Component	Definition
<b>Event Space</b>	A designated area or facility for an outdoor class, performance, or special event, including an amphitheater, bandshell, stage.
<b>Fitness Area</b>	Features intended for personal fitness activities. Fitness areas are groupings of equipment in immediate proximity.
<b>Fitness Course</b>	Features intended for personal fitness activities are typically located along a path or trail. A course receives a quantity of one for each complete grouping of fitness equipment.
<b>Game Court</b>	Outdoor court designed for a game other than tennis, basketball, and volleyball distinguished from a multi-use pad, including bocce, shuffleboard, and lawn bowling. The type specified in the comments. Quantity counted per court.
<b>Garden, Community</b>	A garden area that provides community members a place to have a personal vegetable or flower garden.
<b>Garden, Display</b>	An area designed and maintained to provide a focal point or destination, including a rose garden, fern garden, native plant garden, wildlife/habitat garden, and an arboretum.
<b>Golf</b>	A course designed and intended for the sport of golf counted per 18 holes.  Quantities: 18 hole course = 1; 9 hole course =.5
<b>Golf, Miniature</b>	A course designed and intended as a multi-hole golf putting game.
<b>Golf, Practice</b>	An area designated for golf practice or lessons, including driving ranges and putting greens.
<b>Historic Feature</b>	A site designated to commemorate an event, person, or place of local, statewide or national significance.



Component	Definition
<b>Horseshoe Court</b>	A designated area for the game of horseshoes, including permanent pits of regulation length. Quantity counted per court.
<b>Horseshoes Complex</b>	Several regulation horseshoe courts in a single location. They are suitable for tournaments.
<b>Ice Hockey</b>	Regulation size outdoor rink explicitly built for ice hockey games and practice. General ice skating included in "Winter Sport."
<b>In-line Hockey</b>	Regulation size outdoor rink built specifically for in-line hockey games and practice.
<b>Loop Walk</b>	Opportunity to complete a circuit on foot or by non-motorized travel mode. Suitable for use as an exercise circuit or leisure walking. Quantity of one for each park or other location unless more than one particular course is present.
<b>Multi-Use Pad</b>	A painted area with games such as hopscotch, four square, tetherball found in schoolyards. As distinguished from "Games Court," which is typically single-use.
<b>Natural Area</b>	Describes an area in a park that contains plants and landforms that are remnants of or replicate undisturbed native regions of the local ecology. It can include grasslands, woodlands, and wetlands.
<b>Open Turf</b>	A grassy area that is not suitable for programmed field sports due to size, slope, location, or physical obstructions. It may be used for games of catch, tag, or other informal play and uses that require an open grassy area.

Component	Definition
<b>Other</b>	An active or passive component that does not fall under another definition. Specified in comments.
<b>Passive Node</b>	A place designed to create a pause or particular focus within a park includes seating areas, plazas, overlooks, and not intended for programmed use.
<b>Pickleball Court</b>	A designated court designed primarily for pickleball play.
<b>Picnic Ground</b>	A designated area with a grouping of picnic tables suitable for organized picnic activities. Account for individual picnic tables as Comfort and Convenience modifiers.
<b>Playground, Destination</b>	A destination playground attracts families from the entire community. Typically has restrooms and parking on-site. May include special features like a climbing wall, spray feature, or adventure play.
<b>Playground, Local</b>	A local playground serves the needs of the surrounding neighborhood. Includes developed playgrounds and designated nature play areas. These parks generally do not have restrooms or on-site parking.
<b>Public Art</b>	Any art installation on public property. Art receives a quantity of one for each contiguous site.
<b>Rectangular Field Complex</b>	Several rectangular fields in a single location. A complex is suitable for tournament use.

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Component	Definition
<b>Rectangular Field, Large</b>	Describes a specific field large enough to host one adult rectangular field sports game such as soccer, football, lacrosse, rugby, and field hockey. The approximate field size is 180' x 300' (60 x 100 yards). The field may have goals and lines specific to an individual sport that may change with the permitted use.
<b>Rectangular Field, Multiple</b>	Describes an area large enough to host one adult rectangular field sports game and a minimum of one other event/game, but with an undetermined number of actual fields. This category describes a large open grassy area arranged in configurations for any number of rectangular field sports. Sports may include but are not limited to: soccer, football, lacrosse, rugby, and field hockey. The field may have goals and lines specific to an individual sport that may change with the permitted use.
<b>Rectangular Field, Small</b>	Describes a specific field too small to host a regulation adult rectangular field sports game but accommodates at least one youth field sports game. Sports may include but are not limited to: soccer, football, lacrosse, rugby, and field hockey. A field may have goals and lines specific to a particular sport that may change with a permitted use.
<b>Shelter, Large</b>	A ramada, shade shelter, or pavilion large enough to accommodate a group picnic or other event for a minimum of 16 seated. Address lack of seating in scoring.
<b>Shelter, Small</b>	A ramada, shade shelter, or pavilion large enough to accommodate a family picnic or other event for approximately 4-16 persons with seating for a minimum of four. Covered benches are included in comfort and convenience scoring and should not be included here.

Component	Definition
<b>Skate Feature</b>	A small or single feature primarily for wheel sports such as skateboarding, in-line skating. The component may or may not allow freestyle biking. Categorize dedicated bike facilities as Bike Course.
<b>Skate Park</b>	An area set aside primarily for wheel sports such as skateboarding and in-line skating. The park may allow freestyle biking. It may be specific to one user group or allow for several user types and accommodate various abilities. Typically has a variety of concrete or modular features.
<b>Target Range</b>	A designated area for practice or competitive target activities. The type specified, such as archery or firearms, in comments.
<b>Tennis Complex</b>	Multiple regulation courts in a single location with amenities suitable for tournament use.
<b>Tennis Court</b>	A court that is suitable for recreation or competitive play. Quick-start or other non-standard types specified in comments.
<b>Tennis, Practice Wall</b>	A wall intended for practicing tennis.
<b>Track, Athletic</b>	A multi-lane, regulation-sized running track appropriate for track and field events.
<b>Trail Access Point</b>	A point of connection to a trail or trail system, without amenities
<b>Trail, Multi-Use</b>	A trail, paved or unpaved, is separated from the road and provides recreational opportunities or connections to walkers, bikers, rollerbladers, and equestrian users. Paths that make a circuit within a single site are Loop Walks.
<b>Trail, Primitive</b>	An unpaved path is located within a park or natural area that provides recreational opportunities or connections to users. Minimal surface improvements that may or may not meet accessibility standards.



Component	Definition
<b>Trail, Water</b>	A river, stream, canal, or other waterway trails for floating, paddling, or other watercraft.
<b>Trailhead</b>	A designated staging area at a trail access point may include restrooms, an information kiosk, parking, drinking water, trash receptacles, and seating.
<b>Volleyball Court</b>	One full-sized court. It may be a hard or soft surface, including grass and sand. May have permanent or portable posts and nets.
<b>Wall Ball Court</b>	Walled courts are associated with handball and racquetball—the type specified in the comments.
<b>Water Access, Developed</b>	A developed water access point includes docks, piers, kayak courses, boat ramps, fishing facilities. It is specified in comments, including the quantity for each unique type.
<b>Water Access, General</b>	Measures a user's general ability to access the edge of open water. May include undeveloped shoreline. Typically receives a quantity of one for each contiguous site.
<b>Water Feature</b>	This passive water-based amenity provides a visual focal point of fountains and waterfalls.
<b>Water, Open</b>	A body of water such as a pond, stream, river, wetland with open water, lake, or reservoir.
<b>Winter Sport</b>	An area designated for a winter sport or activity. For example, a downhill ski area, nordic ski area, sledding hill, tobacco run, and recreational ice. The type specified in the comments.

## 8.3 Inventory Methods and Process

The planning team's detailed GIS inventory first prepared a preliminary list of existing components using aerial photography and GIS data. Components identified in aerial photos were located and labeled.

Next, the consulting team conducted field visits to confirm or revise preliminary component data, make notes regarding sites or assets, and understand the system. The inventory for this study focused primarily on components at public parks. Each element's evaluation ensures it serves its intended function, noting any parts needing refurbishment, replacement, or removal.

Collection of the following information during site visits:

- Component type and geo-location
- Component functionality
- Assessment scoring is based on the condition, size, site capacity, and overall quality. The inventory team used the following three-tier rating system to evaluate these:
  - 1** = Below Expectations
  - 2** = Meets Expectations
  - 3** = Exceeds Expectations
- Components were evaluated from two perspectives: first, the value of the component in serving the immediate neighborhood (N Score), and second, its value to the greater community (C Score). The score is on a scale of 0-3, with zero meaning non-functioning, one being below expectations, two meeting expectations, and three exceeding expectations.
- Neighborhood Score:
  - » Each component was evaluated from the perspective of a resident that lives nearby.
  - » High scoring components are easily accessible to pedestrians in the neighborhood, are attractive for short and frequent visits, and are unobtrusive to the surrounding neighborhood.
  - » Low-scoring components may have limited access to residents such as locked gates, have nuisance features such as sports lighting, or draw large crowds for which parking is not provided.

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- Community Score:
  - » Components were evaluated from residents' perspective in the greater community.
  - » High scoring components in this category may be unique components within the parks and recreation system, have a broad draw from throughout the community, have the capacity and associated facilities for community-wide events, or are in areas that are accessible only by car.
  - » An example of low-scoring components may be when a park's components are limited to only Homeowners' Association (HOA) residents
- Site modifiers
  - » In addition to standard components, the inventory also evaluates features that provide comfort and convenience to the users.
  - » These are things that a user might not go to the parks specifically to use but are things that enhance the users' experience by making it a nicer place to be.
  - » Modifiers encourage people to stay longer and enjoy the components more fully.
  - » The presence of features such as drinking water, shade, seating, and restrooms in proximity to a component increases the component's value.
  - » These features are scored as described above with the 0-3 system.
  - » Scoring focuses on service to the user rather than the quantity
- Site design and ambiance
- Site photos
- General comments

## 8.4 Asset Scoring

All components were scored based on condition, size, site capacity, and overall quality, reflecting the user's expectations of recreational features. Beyond the quality and functionality of components, however, GRASP® LOS analysis considers other essential aspects of a park or recreation site. Not all parks are created equal, and their surroundings may determine the quality of a user's experience. For example, the GRASP® system acknowledges the essential differences between identical playground structures as displayed in the following example figures:

### GRASP® EXAMPLES



In addition to scoring components, GRASP®-IT assesses each park site or indoor facility for comfort, convenience, and ambient qualities. These qualities include the availability of restrooms, drinking water, shade, scenery. These modifier values then enhance or amplify component scores at any given location.

This inventory atlas consists of the Geographic Information System (GIS) data displayed by location on an aerial photograph. Compiled GIS information collected during the site visit, including all GIS data and staff input. An accompanying data sheet for each site lists modifier and component scores and observations and comments.

Analyzing the existing parks, open space, trails, and recreation systems determines how they serve the public. LOS defines the capacity of various components and facilities to meet the public's needs regarding the size or quantity of a given facility.

**DESIGN AND AMBIANCE** – Simple observation proves that places that “feel” right attract people. A sense of safety and security, pleasant surroundings, attractive views, and a sense of place impact ambiance. A well-designed park is preferable to a poorly designed one, enhancing its components' degree of service.

**COMFORT AND CONVENIENCE** – The service provided by a component, such as a playground, is increased by having amenities such as shade, seating, and a restroom nearby. Comfort enhances the experience of using a component. Convenience encourages people to use



an element, which increases the amount of service that it offers. Easy access and the availability of trash receptacles, bike racks, or nearby parking are examples of conveniences that enhance the service provided by a component.

**LOCATION** – To be served by something, you need to be able to get to it. The typical park playground is more service to people who live within easy reach than someone living across town. Therefore, service is dependent upon proximity and access.

**QUALITY** – The service provided by anything, whether a playground, soccer field, or swimming pool, is determined in part by its quality. A playground with various features, such as climbers, slides, and swings, provides a higher degree of service than one with nothing but an old teeter-totter and some “monkey-bars.”

**CONDITION** – The condition of a component within the park system also affects the service it provides. A playground in disrepair with unsafe equipment does not offer the same function as one in good condition. Similarly, a soccer field with a smooth surface of well-maintained grass certainly provides more service than one full of weeds, ruts, and other hazards.

## 8.5 GRASP® Score

Each park or recreation location and all on-site components have been assigned a GRASP® Score. The resulting scores reflect the overall value of that site. A basic algorithm calculates scoring totals, accounting for components and modifiers, every park and facility in the inventory. Scores for each inventory site and its components may be found in the GRASP® Inventory Atlas provided to the district as a staff document.

### GRASP® SCORE CALCULATION

**Component Assessment Score: 1, 2, or 3**

**The sum of site modifiers determine a multiplier:  
1.1, 1.3, or 1.3**

**Design & Ambiance as a stand alone modifier: 1,  
2, or 3**

**Component GRASP Score: 4.8**

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### Catchment Areas

Catchment areas also called buffers, or service areas, are drawn around each component. The GRASP® Score for that component is then applied to that buffer and overlapped with all other component catchment areas. This process yields the data used to create perspective maps and analytical charts.

### Perspectives

Maps and data produced using the GRASP® methodology are known as perspectives—each perspective models service across the study area. The system can be further analyzed to derive statistical information about service in various ways. Maps, tables, and charts provide benchmarks or insights a community may use to determine its success in delivering services.

Mapping service areas for multiple components on a map produces a heat map representing the cumulative LOS provided by that set of elements in a geographic area. On a map, darker orange shades result from the overlap of multiple service areas. They indicate areas served by more or higher quality components. For any given spot, there is a GRASP® Value that reflects cumulative scoring for nearby assets. The figure below provides an example.

### 8.6 Component Scoring

To assess quality of service within existing parks, each park improvement, or component, was given a score of 1-3 based on condition, size, site capacity, and overall quality that impacts the experience provided to the user.

1 = Below Expectations

2 = Meets Expectations

3 = Exceeds Expectations

Typically, a rating of 1 suggests a need for improvement or replacement, 2 suggests the component meets the need but is not ideal and 3 is newer and excellent. Willamalane components are more likely to be scored a “2” (over 80% of components), and less likely to be scored a “3” (less than 5% of components) when compared to averages from the national dataset. This could signify fewer signature or special improvements across the system. The table below illustrates district component scores compared to the national dataset.

### DISTRICT COMPONENT SCORE BREAKDOWN VS NATIONAL DATASET

Willamalane		Willamalane Community Park		National Dataset		National Dataset Community Park	
Scores	Percent %	Scores	Percent %	Scores	Percent %	Scores	Percent %
0	1%	0	0%	0	3%	0	3%
1	11%	1	11%	1	10%	1	11%
2	84%	2	85%	2	78%	2	77%
3	4%	3	4%	3	8%	3	9%

### PLAYGROUNDS EXAMPLE PHOTOS





An example of a scorecard is shown below as is an example of a component assessment (for playgrounds).

### EXAMPLES SCORECARD

Quartz Park

Address: 6001 Quartz Ave.

GIS Acres 2.68

Classification: Neighborhood Park

Inventory Date: 4/22/2022

Park Overview:

Newer development with large play set. Portable restroom. Next to trail but no trail access.

Park Cumulative Scores:

24

GRASP®  
Community  
Score

24

GRASP®  
Neighborhood  
Score

Comfort and Convenience Scores:

2

-Design and Ambiance

2

-Park Access

2

-Parking

1

-Restrooms

2

-Seating

2

-Picnic Tables

0

-BBQ Grills

0

-Trail Connection

0

-Seasonal Plantings

0

-Shade

1

-Ornamental Plantings

2

-Dog Pick-Up Station

2

-Bike Parking

2

-Drinking Fountains

2

-Security Lighting

Components:

	MAP ID	N Score	C Score	Qty	Lights	Observations
Basketball Court	C298	2	2	1		
Loop Walk	C296	2	2	1		D
Open Turf	C297	2	2	1		
PARCEL	L105	2	2	1		
Playground, Local	C299	2	2	1		

N Score = Neighborhood Score / C Score = Community Score / Qty = Quantity

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Map ID	Park / Location	Component	Qty	Neighborhood Score	Community Score	Comments / Observations
C381	Arrow Park	Playground, Local	1	2	2	
C182	Bluebelle Park	Playground, Local	1	2	2	
C187	Bob Artz Memorial Park	Playground, Local	1	1	1	Minimal
C204	Douglas Gardens Park	Playground, Local	1	1	1	Minimal and older
C212	Fort (William S.) Memorial Park	Playground, Local	1	2	2	
C218	Gamebird Park	Playground, Local	1	1	1	Minimal
C235	Island Park	Playground, Local	1	2	2	
C244	Lively Park	Playground, Destination	1	2	2	
C248	James Park	Playground, Local	1	1	1	Minimal, old equipment
C250	Jasper Meadows Park	Playground, Local	1	2	2	Newer climber
C257	Jesse Maine Memorial Park	Playground, Local	1	2	2	
C265	Les Schwab Sports Park	Playground, Local	1	2	2	Minimal set but with climbing structure
C267	Marylhurst Park	Playground, Local	1	2	2	Minimal, but suits pocket park
C270	Meadow Park	Playground, Local	1	2	2	Nicer than other sets
C276	Menlo Park	Playground, Local	1	2	2	
C284	Pacific Park	Playground, Local	1	2	2	
C295	Pride Park	Playground, Local	1	1	1	Older set
C299	Quartz Park	Playground, Local	1	2	2	
C301	Rob Adams Park	Playground, Local	1	2	2	
C306	Robin Park	Playground, Local	1	2	2	Small but suiting pocket park
C310	Royal Delle Park	Playground, Local	1	2	2	
C318	Thurston Park	Playground, Local	1	2	2	
C321	Tyson Park	Playground, Local	1	1	1	Old and battered
C327	Volunteer Park	Playground, Local	1	2	2	
C333	West D St Greenway	Playground, Local	1	1	1	Small
C346	Willamalane Park	Playground, Local	1	2	2	

The table includes the park name, playground type, quantity, neighborhood score, community score, and site visit notes.



## 8.7 Park Scoring

Park scoring measures how the parks and components serve residents and users. These scores often make the most sense when compared within the same classification, i.e., when comparing one neighborhood park to another neighborhood park. It may be reasonable that there are wide ranges of scores within a category. It may also be an opportunity to re-evaluate a park's particular classification based on the service to the community or neighborhood it serves. Park scores are made up of the collective component scores from the assessment.

In addition to locating components, the assessment includes quality, function, condition, and modifiers. Cumulative scores most directly reflect the number and quality of improvements, or components, within a park. The availability of modifiers, such as restrooms, drinking fountains, seating, parking, and shade, also affects park scores. Higher scores reflect more and better recreation opportunities than lower scores. There is no ultimate or perfect score.

To assist in prioritizing parks to improve level of service, each park has a neighborhood score and a community score. The biggest difference in these two scores is that the neighborhood score is focused on the diversity of experiences available at a park while community score considers the quantity of each experience and its ability to support a broader, community-wide use. An example of this might be a park that has several different improvements including a playground, a picnic shelter, a basketball court, and four tennis courts. The neighborhood score would reflect that users have access to four different components. The community score recognizes the four unique component types but also factors in the fact that there are multiple courts available. In this case, the park would have a higher community score than neighborhood score.

In Willamalane's park district, scores among the different classifications vary greatly (tables 21-26). This likely means that some adjustments may need to be made to park categories (classifications) to closely match these park services and public expectations. The follow park scores are grouped by classification and listed from high to low for both neighborhood and community score.

### COMMUNITY PARK SCORES

	Neighborhood Score	Community Score
<b>Community Park</b>		
Willamalane Park	58	82
Lively (Jack B.) Park	58	65
Island Park	55	60

Average Neighborhood Score: 57

Average Community Score: 69

### NEIGHBORHOOD PARK SCORES

	Neighborhood Score	Community Score
<b>Neighborhood Park</b>		
Meadow Park	46	79
Fort (William S.) Memorial Park	29	38
Arrow Park	34	34
Thurston Park	24	29
Rob Adams Park	29	29
Jasper Meadows Park	29	29
Volunteer Park	24	24
Quartz Park	24	24
Bluebelle Park	24	24
Willamette Heights Park	22	22
Royal Delle Park	22	22
Jesse Maine Memorial Park	22	22
Gamebird Park	22	22
Pacific Park	19	19
Page Park	18	18
Menlo Park	18	18
Pride Park	14	14
Douglas Gardens Park	12	12
Tyson Park	9	9
James Park	6	6

Average Neighborhood Score: 57

Average Community Score: 69

### POCKET PARK SCORES

	Neighborhood Score	Community Score
<b>Pocket Park</b>		
Robin Park	22	22
Marylthurst Park	13	13

Average Neighborhood Score: 18

Average Community Score: 18

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### SPORTS PARK SCORES

	Neighborhood Score	Community Score
<b>Sports Park</b>		
Les Schwab Sports Park	50	82
Guy Lee Park	22	29
Bob Artz Memorial Park	14	41

Average Neighborhood Score: 29

Average Community Score: 50

### SPECIAL USE FACILITY SCORES

	Neighborhood Score	Community Score
<b>Special-Use Park</b>		
Dorris Ranch	72	72
Clearwater Park	38	38
Ruff (Wallace M. Jr.) Memorial Park	34	34
Mill Race Park	31	31
Kelly Butte Overlook	15	15

Average Neighborhood Score: 38

Average Community Score: 38



## 8.8 Target Score Calculation

The ability to show where LOS is adequate or inadequate is an advantage of GIS analysis. First, an appropriate LOS for District residents is determined. The target value would be comparable to a typical neighborhood park, such as Bluebelle Park, Quartz Park, Thurston Park, or Volunteer Park. Higher-scoring parks also exceed the target score as well. The diversity within these parks represents the critical finding that parks vary greatly yet score similarly in the GRASP® system and are presented in the table below.

### TARGET SCORE CALCULATION

Park Classification	Service Area Radius	Current Range	Proposed average size for new parks	Examples of components and amenities
<b>Pocket Parks</b>	1/4 to 1/2 mile	0.3 to 0.8 acres	less than 1 acre	<ul style="list-style-type: none"> <li>» Small playground</li> <li>» Water fountain</li> <li>» Plantings</li> <li>» Monuments or art installations</li> <li>» Sport court</li> <li>» Limited seating</li> </ul>
<b>Neighborhood Parks</b>	1/4 to 1/2 mile	1 to 32 acres	3 acres to 20 acres	<ul style="list-style-type: none"> <li>» Children's play areas</li> <li>» Court sports facilities</li> <li>» Picnic tables and benches</li> <li>» Paths</li> <li>» Lighting</li> <li>» Drinking fountains</li> <li>» Informal play areas</li> <li>» Neighborhood gardens</li> <li>» Portable restrooms, when needed</li> <li>» Natural areas</li> <li>» Recreational facilities intended for large groups</li> <li>» Off-street parking</li> <li>» Permanent rest rooms</li> </ul>

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<b>Community Parks</b>	2 miles	16 to 31 acres	15 to 30 acres	<ul style="list-style-type: none"> <li>» Children's play areas</li> <li>» Competitive sports fields</li> <li>» Community recreation facilities</li> <li>» Court sports facilities</li> <li>» Skateboarding facilities</li> <li>» Off-street parking</li> <li>» Rest rooms</li> <li>» Public art/Fountains</li> <li>» Single and group picnic areas</li> <li>» Paths</li> <li>» Lighting</li> <li>» Natural areas</li> <li>» Interpretive facilities</li> <li>» Water access</li> <li>» Amphitheaters</li> <li>» Festival space</li> <li>» Community garden</li> <li>» Unprogrammed open space</li> </ul>
<b>Natural Area Parks</b>	2 to 5 miles	11 to 666 acres	Varies	<ul style="list-style-type: none"> <li>» Trailhead amenities</li> <li>» Multi-purpose paved trails</li> <li>» Soft-surface trails</li> <li>» Boardwalks</li> <li>» Benches</li> <li>» Overlooks</li> <li>» Interpretive facilities</li> <li>» Wildlife blinds</li> <li>» Water access</li> <li>» Should not include facilities that conflict with nature-and trail oriented recreation, or ornamental plants</li> </ul>



<b>Linear Parks (Trails and Pathways)</b>	Varies	Varies	Varies	<ul style="list-style-type: none"> <li>» Multiple access points</li> <li>» Benches</li> <li>» Limited recreation facilities</li> <li>» Soft-surface trails</li> <li>» Water access</li> <li>» Picnic facilities</li> </ul>
<b>Special-Use Parks</b>	Varies	0.4 to 300 acres	Varies	<ul style="list-style-type: none"> <li>» Water access</li> <li>» Arboretum</li> <li>» Viewpoints</li> <li>» Neighborhood park facilities</li> <li>» Natural areas</li> <li>» Picnic facilities</li> </ul>
<b>Sports Parks</b>	2 miles	11 to 19 acres	5 to 30 acres or sufficient to place rectangle and diamond fields on the site	<ul style="list-style-type: none"> <li>» Diamond ballfields</li> <li>» Rectangle ballfields</li> <li>» Lights</li> <li>» Parking</li> <li>» Restrooms</li> <li>» Irrigated turf</li> <li>» Playground</li> <li>» Storage facility</li> </ul>
<b>Pocket Parks</b>	1/4 to 1/2 mile	0.3 to 0.8 acres	less than 1 acre	<ul style="list-style-type: none"> <li>» Small playground</li> <li>» Water fountain</li> <li>» Plantings</li> <li>» Monuments or art installations</li> <li>» Sport court</li> <li>» Limited seating</li> </ul>

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<b>Neighborhood Parks</b>	1/4 to 1/2 mile	1 to 32 acres	3 acres to 20 acres	<ul style="list-style-type: none"> <li>» Children's play areas</li> <li>» Court sports facilities</li> <li>» Picnic tables and benches</li> <li>» Paths</li> <li>» Lighting</li> <li>» Drinking fountains</li> <li>» Informal play areas</li> <li>» Neighborhood gardens</li> <li>» Portable restrooms, when needed</li> <li>» Natural areas</li> <li>» Recreational facilities intended for large groups</li> <li>» Off-street parking</li> <li>» Permanent rest rooms</li> </ul>
<b>Community Parks</b>	2 miles	16 to 31 acres	15 to 30 acres	<ul style="list-style-type: none"> <li>» Children's play areas</li> <li>» Competitive sports fields</li> <li>» Community recreation facilities</li> <li>» Court sports facilities</li> <li>» Skateboarding facilities</li> <li>» Off-street parking</li> <li>» Rest rooms</li> <li>» Public art/Fountains</li> <li>» Single and group picnic areas</li> <li>» Paths</li> <li>» Lighting</li> <li>» Natural areas</li> <li>» Interpretive facilities</li> <li>» Water access</li> <li>» Amphitheaters</li> <li>» Festival space</li> <li>» Community garden</li> <li>» Unprogrammed open space</li> </ul>



<b>Natural Area Parks</b>	2 to 5 miles	11 to 666 acres	Varies	<ul style="list-style-type: none"> <li>» Trailhead amenities</li> <li>» Multi-purpose paved trails</li> <li>» Soft-surface trails</li> <li>» Boardwalks</li> <li>» Benches</li> <li>» Overlooks</li> <li>» Interpretive facilities</li> <li>» Wildlife blinds</li> <li>» Water access</li> <li>» Should not include facilities that conflict with nature-and trail oriented recreation, or ornamental plants</li> </ul>
<b>Linear Parks (Trails and Pathways)</b>	Varies	Varies	Varies	<ul style="list-style-type: none"> <li>» Multi-purpose paved trails</li> <li>» Multiple access points</li> <li>» Benches</li> <li>» Limited recreation facilities</li> <li>» Soft-surface trails</li> <li>» Water access</li> <li>» Picnic facilities</li> </ul>
<b>Special-Use Parks</b>	Varies	.4 to 300 acres	Varies	<ul style="list-style-type: none"> <li>» Interpretive facilities</li> <li>» Water access</li> <li>» Arboretum</li> <li>» Viewpoints</li> <li>» Neighborhood park facilities</li> <li>» Natural areas</li> <li>» Picnic facilities</li> </ul>
<b>Sports Parks</b>	2 miles	11 to 19 acres	15 to 30 acres or sufficient to place rectangle and diamond fields on the site	<ul style="list-style-type: none"> <li>» Diamond ballfields</li> <li>» Rectangle ballfields</li> <li>» Lights</li> <li>» Parking</li> <li>» Restrooms</li> <li>» Irrigated turf</li> <li>» Playground</li> <li>» Storage facility</li> </ul>

## Appendix 8: Level of Service Assessment

Presented here is additional comparative data from other communities of similar populations to the District across the United States. As every community is unique, there are no standards or “correct” numbers, but the analysis offers interesting comparisons.

**GRASP® COMPARATIVE DATA (SIMILAR-SIZE AGENCY)**

City / Agency	Encinitas, CA	Tamarac, FL	Grand Junction, CO	Willamalane PRD, OR	Arlington Heights PD, IL	Georgetown, TX	Frederick, MD	Average
Year	2016	2020	2020	2022	2015	2021	2021	
Population	61,518	66,138	66,764	70,337	72,465	74,198	75,281	67,444
Study Area Size (Acres of City or County Limits)	13,339	7,662	34,741	14,610	9,883	38,151	15,366	16,047
Population Density (Per Acre)	4.6	8.6	1.9	4.8	7.3	1.9	4.9	5
# Of Sites (Parks, Facilities, Etc.)	63	15	53	48	57	52	85	47
Total Number of Components	439	110	312	249	348	302	366	292
Average # of Components per Site	7	7	6	5	6	6	4	6
Total GRASP® Value (Entire System)	1,931	624	1,824	1,511	2,078	1,609	1,766	1,594
GRASP® Index	31	9	27	21	29	22	23	19
Average Score/Site	31	42	34	31	36	31	21	35
% of Total Area w/LOS >0	97%	93%	90%	1	100%	71%	99%	96%
Average LOS per Acre Served	252	110	163	148	353	101	241	205
Components per Capita	7	2	5	4	5	4	5	4
Average LOS / Population Density per Acre	55	13	85	31	48	52	49	46
% of Population with Walkable Target Access	63%	27%	35%	32%	64%	23%	79%	44%
People per Park	976	4,409	1,260	1,465	1,271	1,427	886	1,876
Park per 1k People	1.0	0.2	0.8	0.7	0.8	0.7	1.1	0.7
Better Than The Average								
Below The Average								
Neutral								

**Park Acreage Analysis**

Comparison of and projection for park acres and number of parks is also a traditional analysis. Table 31 shows the need for 36 acres of developed parkland and two new parks based on projected growth. The district currently exceeds the NRPA median for park acres per capita and has fewer people per park than other agencies.

**8.9 Making Justifiable Decisions**

GRASP® stores all data generated from the evaluation in an electronic database available and owned by the agency for use in various ways. The database tracks facilities and programs and can schedule services, maintenance, and components' replacement. In addition to determining LOS, it can be used to project long-term capital and life-cycle costing needs. All portions of the information are in available standard software and can be produced in various ways for future planning or sharing with the public.



The methods provide accurate LOS and facility inventory information and integrates with other tools to help agencies decide. It is relatively easy to maintain, updatable, and creates easily understood graphic depictions of issues. Combined with a needs assessment, public and staff involvement, program, and financial assessment, GRASP® allows an agency to defensibly make recommendations on priorities for ongoing resource allocations along with capital and operational funding.

## 8.10 Addressing Low-scoring Components

Components whose functionality ranks below expectations are identified and scored with a “one.” Find a list of these as extracted from the inventory dataset below. When raising the score of a component through improvement or replacement, the LOS is increased. The following is an outline strategy for addressing the repair/refurbishment/replacement or repurposing of low-functioning components.

Determine why the component is functioning below expectations.

- a.** Was it poorly conceived in the first place?
- b.** Is it something that was not needed?
- c.** Is it the wrong size, type, or configuration?
- d.** Is it poorly placed or located in a way that conflicts with other activities or detracts from its use?
- e.** Have the needs changed so that the component is now outdated, obsolete, or no longer needed?
- f.** Has it been damaged?
- g.** Has the component’s maintenance been deferred or neglected to the point where it no longer functions as intended?
- h.** Does the component score low because it is not available to the public in a way that meets expectations?

Is the component old, outdated, or otherwise dysfunctional but has historical or sentimental value? An example would be an archaic structure in a park such as a stone barbecue grill that is not restorable to its original purpose but has historical significance.

Depending on the answers from the first step, select a strategy for addressing the low-functioning component:

Suppose the need for that type of element in its current location still exists. In that case, the feature should be repaired or replaced to match its original condition as much as possible.

- a.** If the need for that type of component has changed to where the original one is no longer suitable, replace it with a new one that fits the current requirements.
- b.** If a component is poorly located or poorly designed to start with, consider relocating, redesigning, or otherwise modifying it.
- a.** Remove a component because of changing demands unless it can be maintained in good condition without excessive expense or has historical or sentimental value. In-line hockey rinks may fall into this category. If it has been allowed to deteriorate because the community has no desire for in-line hockey, repurpose it into some other use.

Through ongoing public input and as needs and trends evolve, there may be the identification of new demands for existing parks. Suppose there is no room in an existing location for unique needs. In that case, the decision may include removal or repurposing a current component, even if it is functional.

- a.** As tennis’s popularity declined and demand for courts dropped off in some communities over recent decades, functional courts became skate parks or in-line rinks. In most cases, this was an interim use, intended to satisfy a short-term need until a decision to either construct a permanent facility or let the fad fade. The need for in-line rinks now seems to have diminished. In contrast, temporary skate parks on tennis courts have now had permanent locations of their own. They become more elaborate facilities as skateboarding, and other wheel sports have grown in popularity and permanence.
- b.** One community repurposed a ball diamond into a dog park. The diamond is well-suited because it is already fenced. Combining the skinned infield where the dogs enter and natural grass in the outfield where traffic disperses. In time this facility either becomes a permanent facility or is constructed elsewhere. It could also turn out that dog parks fade in popularity and dog owners have other preferences. Meanwhile, the use of the diamond for this purpose is an excellent interim solution.

**Willamalane Level of Service Analysis Using GRASP®**  
**PARKS SUMMARY MATRIX**

Classification	Park / Location	Basketball Court	Basketball, Practice	Bike Course	Concessions	Diamond Field	Diamond Field, Complex	Diamond Field, Practice	Disc Golf	Dog Park	Educational Experience	Event Space	Fitness Area	Game Court	Garden, Community	Garden, Display	Golf, Miniature	Historic Feature	Horseshoe Court	Loop Walk	Natural Area	Open Turf	Passive Node	Pickleball Court	Playground, Destination	Playground, Local	Public Art	Rectangular Field, Complex	Rectangular Field, Large	Shelter, Large	Shelter, Small	Skate Park	Tennis Court	Trail Access Point	Trail, Primitive	Trailhead	Volleyball Court	Water Access, Developed	Water Access, General	Water, Open	Total Components	Component Diversity %	Acres		
Community Park	Island Park										1	1							1	1	1					1	1		2								1	1	1	12	92	16			
	Lively (Jack B.) Park	1							1			1			1					1	1				1				2												11	91	31		
	Willamalane Park	2				1					1	1					1	3	1		1						1	1				1	4									18	67	17	
Sports Park	Bob Artz Memorial Park							1	3	1															1																		6	67	11
	Guy Lee Park					2														1	1											2									6	67	14		
	Les Schwab Sports Park						2					1							1	1					1	1	1	1	4													11	64	19	
Neighborhood Park	Arrow Park	1		1																1	1				1																	6	100	6	
	Bluebelle Park																			1	1																						4	100	3
	Douglas Gardens Park	1																			1					1				1												6	100	6	
	Fort (William S.) Memorial Park	2																	1	1					1									2							7	71	5		
	Gamebird Park	1					1								1						1																					5	100	3	
	James Park		1			1																				1																	3	100	3



Classification	Park / Location	Basketball Court	Basketball, Practice	Bike Course	Concessions	Diamond Field	Diamond Field, Complex	Diamond Field, Practice	Disc Golf	Dog Park	Educational Experience	Event Space	Fitness Area	Game Court	Garden, Community	Garden, Display	Golf, Miniature	Horseshoe Court	Loop Walk	Natural Area	Open Turf	Passive Node	Pickleball Court	Playground, Destination	Playground, Local	Public Art	Rectangular Field, Complex	Rectangular Field, Large	Shelter, Large	Shelter, Small	Skate Park	Tennis Court	Trail Access Point	Trail, Primitive	Trailhead	Volleyball Court	Water Access, Developed	Water Access, General	Water, Open	Total Components	Component Diversity %	Acres				
		1																		1	1			1	1	1													5	100	6					
Mainland Parks	Jasper Meadows Park		1																	1	1				1																					
	Jesse Maine Memorial Park		1																		1	1		1																		4	100	2		
	Meadow Park	2						1							1			1		1	1	8		1					1													16	50	8		
	Menlo Park		1																1	1	1		1																		3	100	1.4			
	Pacific Park	1																		1	1			1																	3	100	5			
	Page Park							1												1	1										1										3	100	4			
	Pride Park	1																		1	1			1																	3	100	2			
	Quartz Park	1																1	1		1			1																	4	100	3			
	Rob Adams Park	1																	1	1													1									5	100	32		
	Royal Delle Park		1																1	1	1		1																			4	100	3		
	Thurston Park																			1	1			1																		5	80	6		
	Tyson Park	1						1												1	1			1					1													5	100	4		
	Volunteer Park	1																	1	1	1				1																	4	100	5		
	Willamette Heights Park																			1	1	1				1																4	100	4		
	Marylhurst Park																				1																							2	100	0.3
	Pocket Park	Robin Park		1				1													1				1																		4	100	0.8	

Classification	Park / Location	Basketball Court	Basketball, Practice	Bike Course	Concessions	Diamond Field	Diamond Field, Complex	Diamond Field, Practice	Disc Golf	Dog Park	Educational Experience	Event Space	Fitness Area	Game Court	Garden, Community	Garden, Display	Golf, Miniature	Historic Feature	Horseshoe Court	Loop Walk	Natural Area	Open Turf	Passive Node	Pickleball Court	Playground, Destination	Playground, Local	Public Art	Rectangular Field, Complex	Rectangular Field, Large	Shelter, Large	Shelter, Small	Skate Park	Tennis Court	Trail Access Point	Trail, Primitive	Trailhead	Volleyball Court	Water Access, Developed	Water Access, General	Water, Open	Total Components	Component Diversity %	Acres	
	Mill Race Park										1											1	1							1				1				6	100	0.4				
	Ruff (Wallace M. Jr.) Memorial Park										1				1					1		1	1															1			6	100	17	
	Eastgate Woodlands of the Whilamut Natural Area										1										1						1							1	1						8	100	41	
Natural Area Park	Georgia Pacific Natural Area																			1			1											2				1				7	86	120
	Harvest Landing																			1			1																		2	100	23	
	Moe Mountain Natural Area																			1																						1	100	11
	Thurston Hills Natural Area																				1																					4	100	666
	Weyerhaeuser McKenzie Natural Area																				1																					4	100	99
	System Totals	16	10	2	1	7	1	7	1	1	6	4	1	0	3	1	0	2	3	17	14	28	7	8	1	24	5	1	4	6	3	1	8	8	1	3	3	3	5	9	225		1,571.64	



### INDOOR FACILITIES SUMMARY MATRIX

LOCATION	Aquatics, Lap Pool	Aquatics, Leisure Pool	Aquatics, Therapy Pool	Arts and Crafts	Auditorium/Theater	Childcare/Preschool	Climbing, Designated	Concessions	Fitness/Dance	Food - Vending	Gallery/Exhibits	Gymnasium	Kitchen - Commercial	Kitchen - Kitchenette	Lobby/Entryway	Multi-purpose Room	Patio/Outdoor Seating	Retail/Pro-shop	Weight/Cardio Equipment	Total Indoor Components
Bob Keefer Willamalane Center for Sports and Recreation						1	1	1	2	1	1	2		4	1	4	1		1	20
Splash!	1	1	1					1		1					1	1	1	1		9
Willamalane Adult Activity Center				2	1					1	1		1	3	1	5	1	1		17
Willamalane Park Swim Center	1	1	1							1					1			1	1	7
<b>SYSTEM TOTALS</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>2</b>	<b>2</b>	<b>4</b>	<b>2</b>	<b>2</b>	<b>1</b>	<b>7</b>	<b>4</b>	<b>10</b>	<b>3</b>	<b>3</b>	<b>2</b>	<b>53</b>

^Includes indoor components only. For outdoor components see Les Schwab Sports Park in the Outdoor Summary Table.

## 8.11 LOS Improvements

### Addressing Lower and No-Service Areas

One way of using GRASP® Perspectives is to prioritize gap areas. For example, the walkable access analysis identified several regions with low or no service.

Future growth or subdivision development may significantly impact future gap areas. Further investigations of these areas can help prioritize improvements and opportunities. Willamalane District may consider multiple factors, including providing maximum impact to the highest number of residents. Social equity factors, such as average household income, could also influence priorities.

### Component Inventory and Assessment

Maintaining and improving existing facilities typically ranks very high in public input. Existing features that fall short of expectations should be enhanced to address this concern. Elements have been assessed based on condition and functionality in the inventory phase of this plan. Identify and treat those with low scores, as explained below. The assessment should be updated regularly to assure the upgrade or improvements of components affected by wear and tear over time.

### Addressing Low-Scoring Components

Low-scoring components are found in the following table:

## Appendix 8: Level of Service Assessment

**LIST OF PARK COMPONENTS THAT WERE SCORED A “1”**

Map ID	Park / Location	Component	Qty	Neighborhood Score	Community Score	Comments / Observations
C202	Douglas Gardens Park	Basketball Court	1	1	1	Rough
C219	Gamebird Park	Basketball Court	1	1	1	Old
C269	Meadow Park	Basketball Court	1	1	1	Rough surface and graffiti
C293	Pride Park	Basketball Court	1	1	1	Older goals, rough surface, no access path
C320	Tyson Park	Basketball Court	1	1	1	Malfunctioning goals
C358	James Park	Basketball, Practice	1	1	1	Eroded surface, no net
C365	Douglas Gardens Park	Basketball, Practice	1	1	1	Behind tennis court, rough
C226	Guy Lee Park	Diamond Field	2	1	1	Deferred maintenance
C249	James Park	Diamond Field	1	1	1	
C348	Willamalane Park	Diamond Field	1	1	1	Less maintained
C370	Tyson Park	Diamond Field, Practice	1	1	1	Minimal
C237	Island Park	Event Space	1	1	1	Small stage area
C343	Willamalane Park	Horseshoe Court	3	1	1	Old deferred maintenance
C187	Bob Artz Memorial Park	Playground, Local	1	1	1	Minimal
C204	Douglas Gardens Park	Playground, Local	1	1	1	Minimal and older
C218	Gamebird Park	Playground, Local	1	1	1	Minimal
C248	James Park	Playground, Local	1	1	1	Minimal, old equipment
C295	Pride Park	Playground, Local	1	1	1	Older set
C321	Tyson Park	Playground, Local	1	1	1	Old and battered
C333	West D St Greenway	Playground, Local	1	1	1	Small
C323	Tyson Park	Shelter, Small	1	1	1	No tables or bbq, deferred maintenance
C203	Douglas Gardens Park	Tennis Court	1	1	1	Rough
C227	Guy Lee Park	Tennis Court	2	1	1	Rough surface

### Booster Components

Another way to enhance service is by adding booster components at specific park sites or recreation facilities. These are most effective in low-service areas where parks exist that have space for additional features.

### High-Demand Components

The statistically valid survey asks respondents to rank facilities by importance based on those they felt needed to add or improve. Many of these needs may be addressed by upgrading facilities, retrofitting lesser used assets, and adding components that could serve as future program opportunities. Consider these high-demand components when adding new elements to the system.

- Trails and Paths
- Outdoor Swimming Pool



- Splash Pad / Sprayground
- Dog Park Trends in Parks and Recreation

Trends to consider when deciding what to do with low-functioning facilities, or improving existing parks to serve the needs of residents, include things like:

- Dog parks continue to grow in popularity and may be related to an aging demographic in America. It is also a basic form of socializing for people who may have once socialized with other parents in their child's soccer league. Now that the kids are grown, they enjoy the company of other dog owners at the dog park. And for singles, a dog park is an excellent place to meet people.
  - » Willamalane has a dog park at Lively Park.
- Skateboarding and other wheel sports continue to grow in popularity. Distributing skating features throughout the community provides greater access to this activity for younger people who cannot drive to a more extensive centralized skate park. Add skate features to neighborhood parks in place of larger skate parks.
  - » There is a skate park at Willamalane Park.
- A desire for locally-grown food and concerns about health, sustainability, and other issues leads to community food gardens in parks and other public spaces.
  - » Community Gardens are located at Meadow Park, Gamebird Park, and Lively Park.
- Events in parks, from a neighborhood "movie in the park" to large festivals in regional parks, are growing in popularity to build a sense of community and

generate revenues. Providing spaces for these could become a trend.

- » Event spaces were identified at Island Park, Dorris Ranch, Willamalane Park, and Lively Park.
- Spray grounds are growing in popularity, even in colder climates. An extensive and growing selection of products raises the bar on expectations and offers new possibilities for creative facilities.
  - » The District does not currently offer an outdoor Sprayground.
- Pickleball, as a sport is growing in popularity. Many agencies are facing demand for new courts or conversion of existing sport courts such as tennis or basketball to pickleball courts. Often overlays of court lines and portable nets can add multi-functionality to these existing and underutilized courts. In other cases, larger, multi-court facilities have been added to address demand.
  - » Meadow Park features eight pickleball courts.
- New playgrounds are emerging, including discovery, nature, adventure, and even inter-generational play. Some of these rely upon movable parts, supervised play areas, and other variations from the standard fixed "post and platform" playgrounds found in the typical park across America. These types of nature-based opportunities help connect children and families to the outdoors.
- Integrating nature into parks by creating natural areas is a trend for many reasons. These include a desire to make parks more sustainable and introduce people of all ages to the natural environment.

## Appendix 8: Level of Service Assessment

## Capacity Analysis

## LIST OF PARK COMPONENTS THAT WERE SCORED A “1”

Map ID	Park / Location	Component	Qty	Neighborhood Score	Community Score	Comments/ Observations
C202	Douglas Gardens Park	Basketball Court	1	1	1	Rough
C219	Gamebird Park and Garden	Basketball Court	1	1	1	Old
C269	Meadow Park	Basketball Court	1	1	1	Rough surface and graffiti
C293	Pride Park	Basketball Court	1	1	1	Older goals, rough surface, no access path
C320	Tyson Park	Basketball Court	1	1	1	Malfunctioning goals
C358	James Park	Basketball, Practice	1	1	1	Eroded surface, no net
C365	Douglas Gardens Park	Basketball, Practice	1	1	1	Behind tennis court, rough
C226	Guy Lee Park	Diamond Field	2	1	1	Deferred maintenance
C249	James Park	Diamond Field	1	1	1	
C348	Willamalane Park	Diamond Field	1	1	1	Less maintained
C370	Tyson Park	Diamond Field, Practice	1	1	1	Minimal
C237	Island Park	Event Space	1	1	1	Small stage area
C343	Willamalane Park	Horseshoe Court	3	1	1	Old deferred maintenance
C187	Bob Artz Memorial Park	Playground, Local	1	1	1	Minimal
C204	Douglas Gardens Park	Playground, Local	1	1	1	Minimal and older
C218	Gamebird Park and Garden	Playground, Local	1	1	1	Minimal
C248	James Park	Playground, Local	1	1	1	Minimal, old equipment
C295	Pride Park	Playground, Local	1	1	1	Older set
C321	Tyson Park	Playground, Local	1	1	1	Old and battered
C333	West D St Greenway	Playground, Local	1	1	1	Small
C203	Douglas Gardens Park	Tennis Court	1	1	1	Rough
C227	Guy Lee Park	Tennis Court	2	1	1	Rough surface



#### TARGET PARK CALCULATION

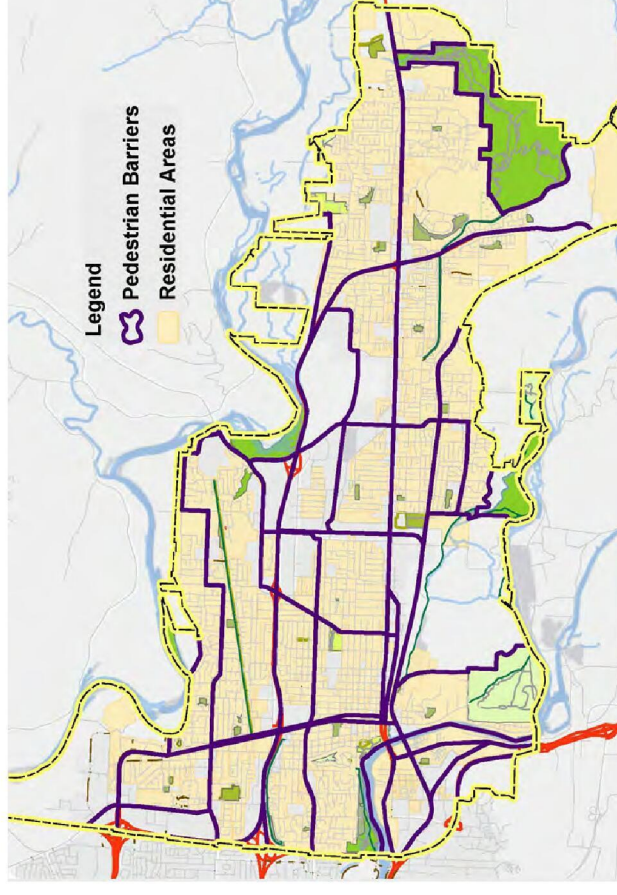
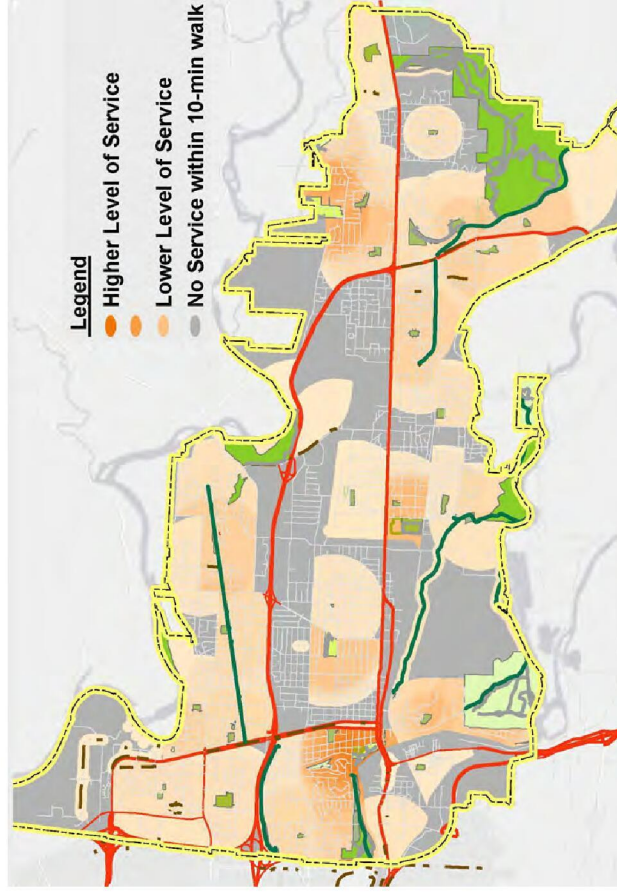
LOCATION	Basketball Court	Basketball, Practice	Diamond Field, Practice	Garden, Community	Loop Walk	Natural Area	Open Turf	Passive Node	Playground, Local	Public Art	Total Components	Component Diversity	Neighborhood Score	Community Score	GIS Acres
Bluebelle Park		1			1		1		1		4	100%	24	24	2.9
Quartz Park	1				1		1		1		4	100%	24	24	2.7
Thurston Park		2			1		1		1		5	80%	24	29	5.6
Volunteer Park	1				1		1		1		4	100%	24	24	4.5
Gamebird Park	1		1	1			1		1		5	100%	22	22	2.9
Jesse Maine Memorial Park		1					1	1	1		4	100%	22	22	2.3
Robin Park		1	1				1		1		4	100%	22	22	0.8
Royal Delle Park		1			1		1		1		4	100%	22	22	2.6
Willamette Heights Park						1	1	1		1	4	100%	22	22	4.2

A review of the scores suggests that a reasonable target score for a park is four components and access to a trail (trailhead or trail access point) or five elements where trail access is more limited. Translating this score to an orange gradient on the map is equal to a value of 56.

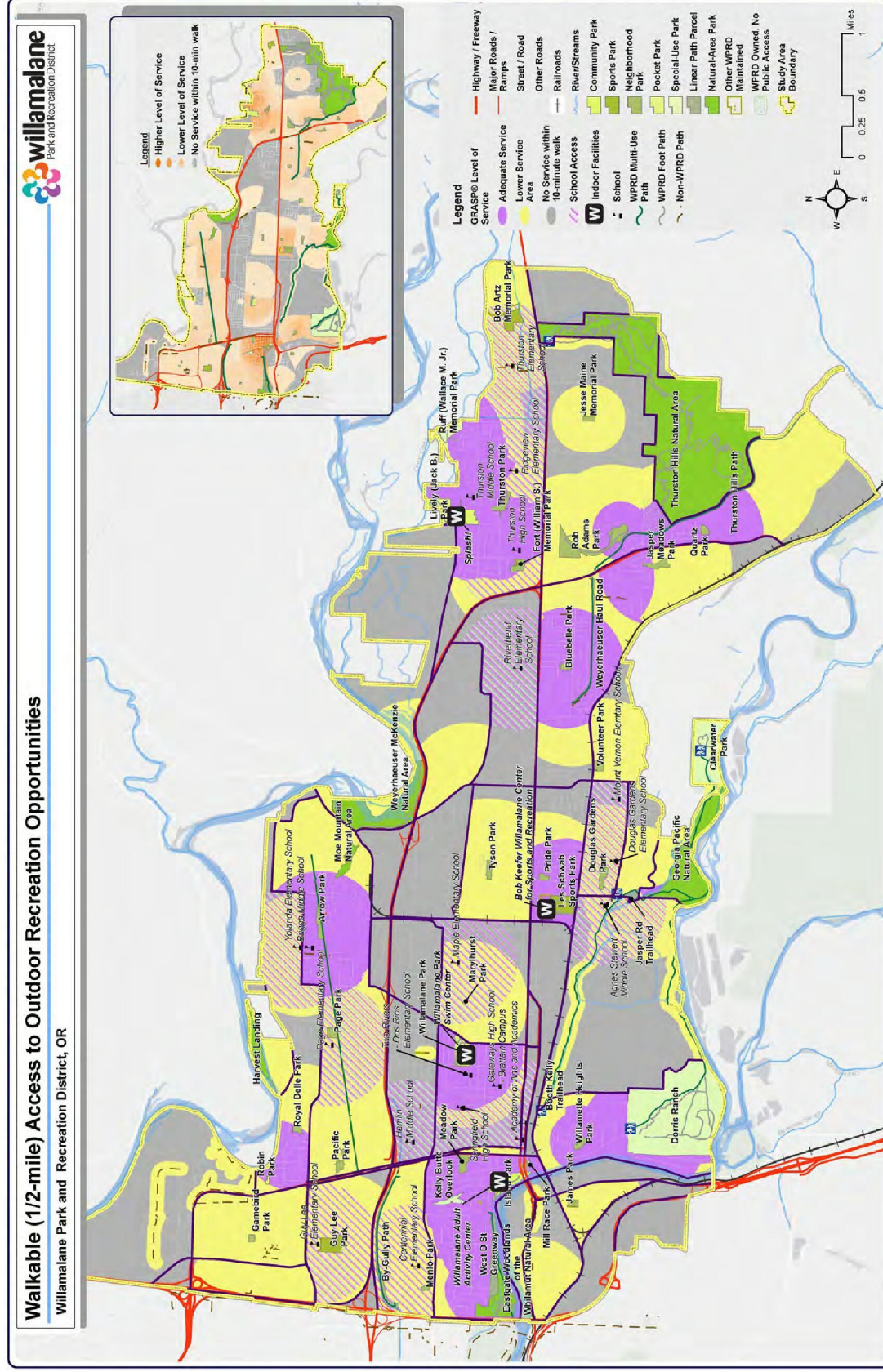
#### TARGET SCORE CALCULATION

Design & Ambiance	Comfort & Convenience	Diverse Components	Parcel	Average Component Quality	Trail Access	Walkability Premium
2	1.2	4	1	2	4	2
$2 * (((2 * (1.2 * (2 * (4 + 1)))))) + 4) = 56$						

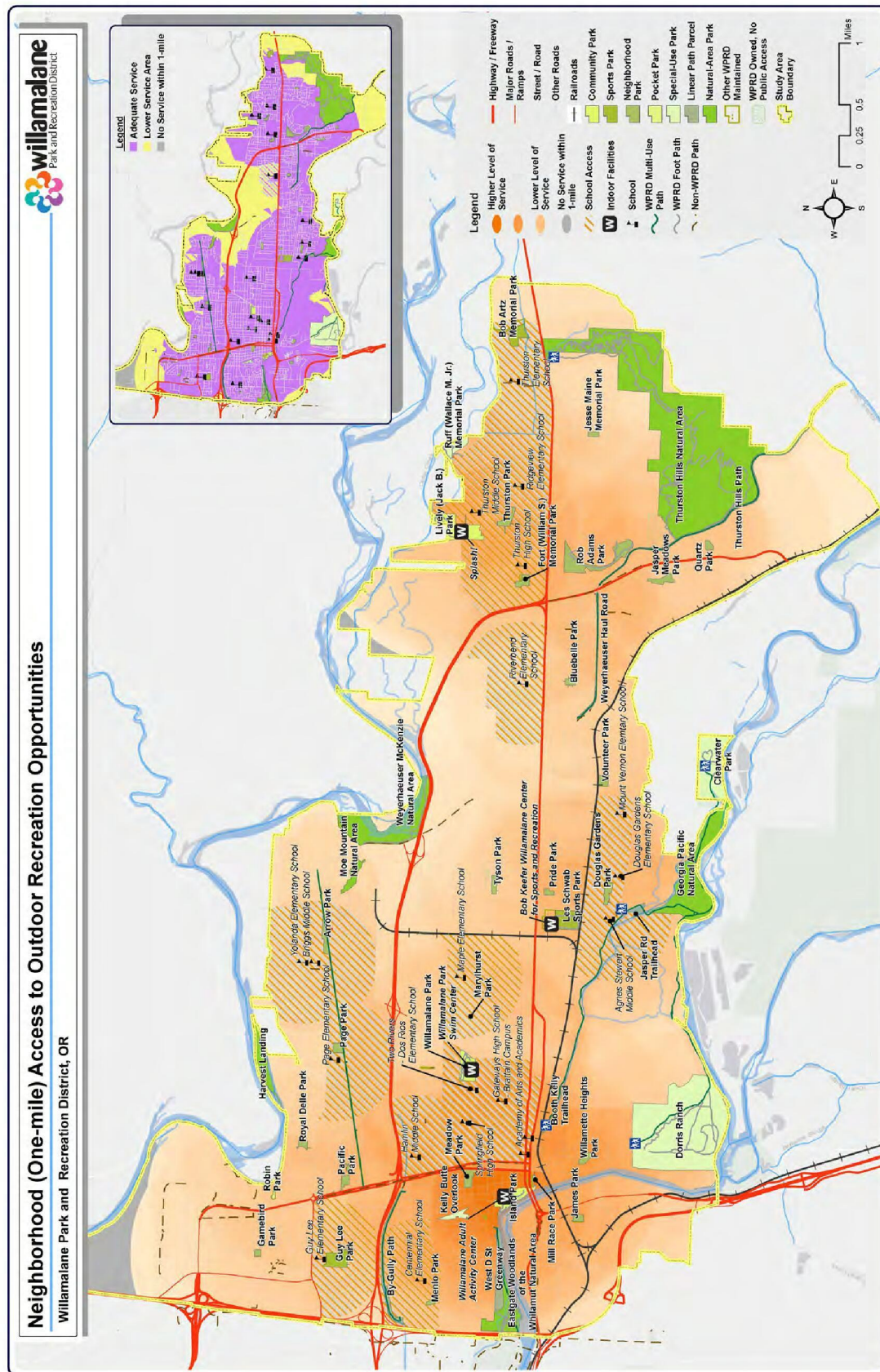
## 8.12 Large Scale Maps



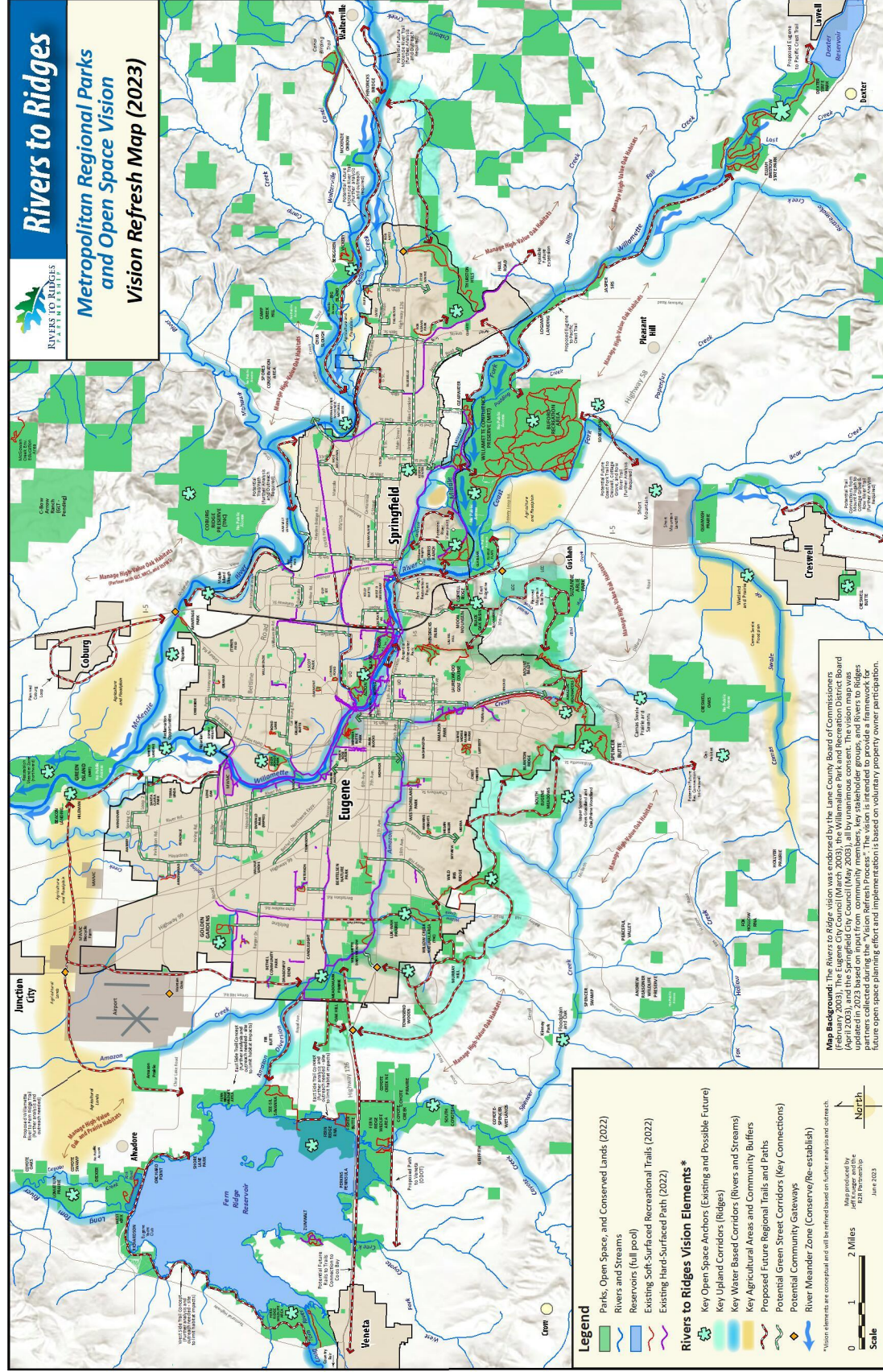




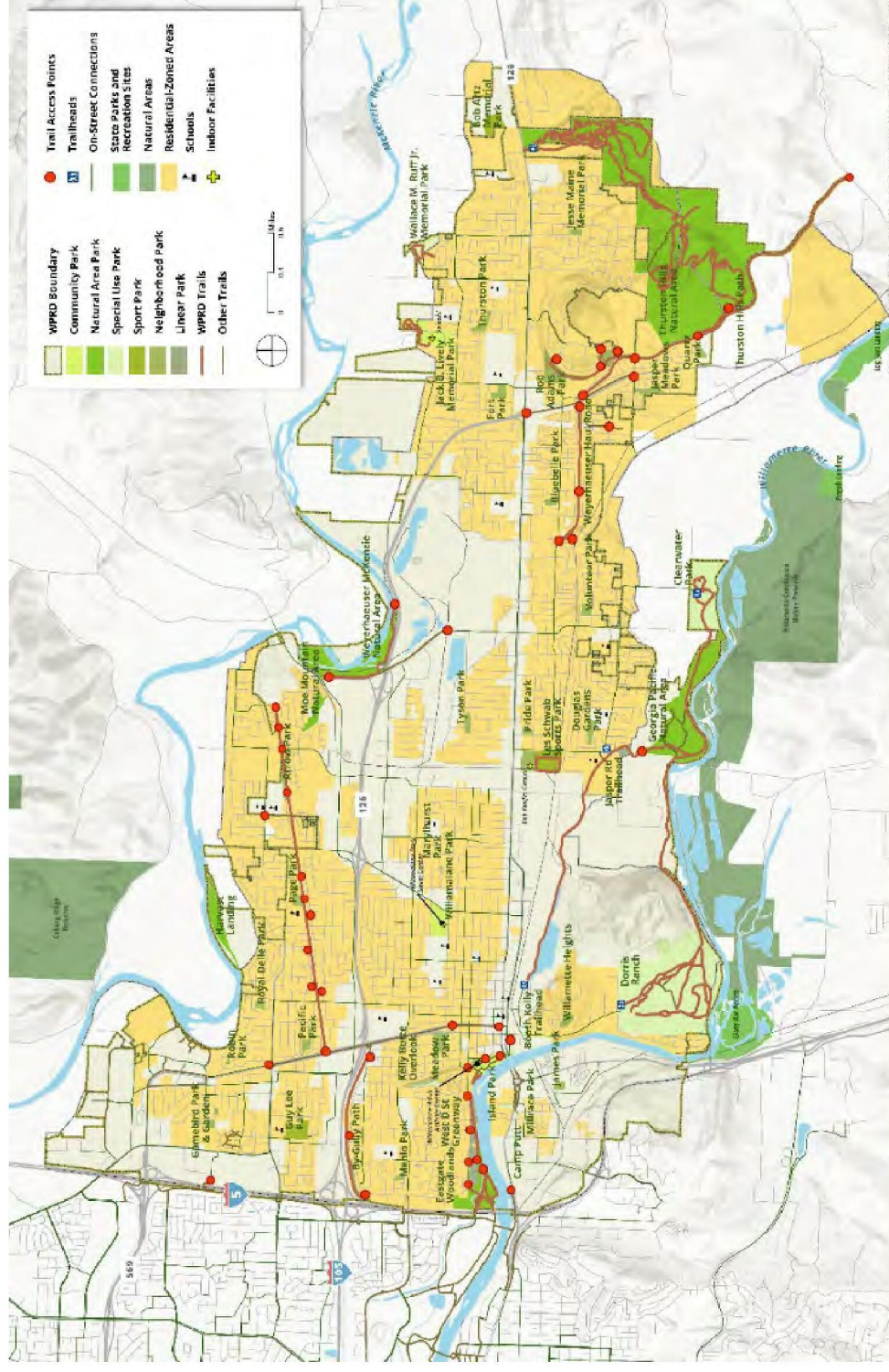








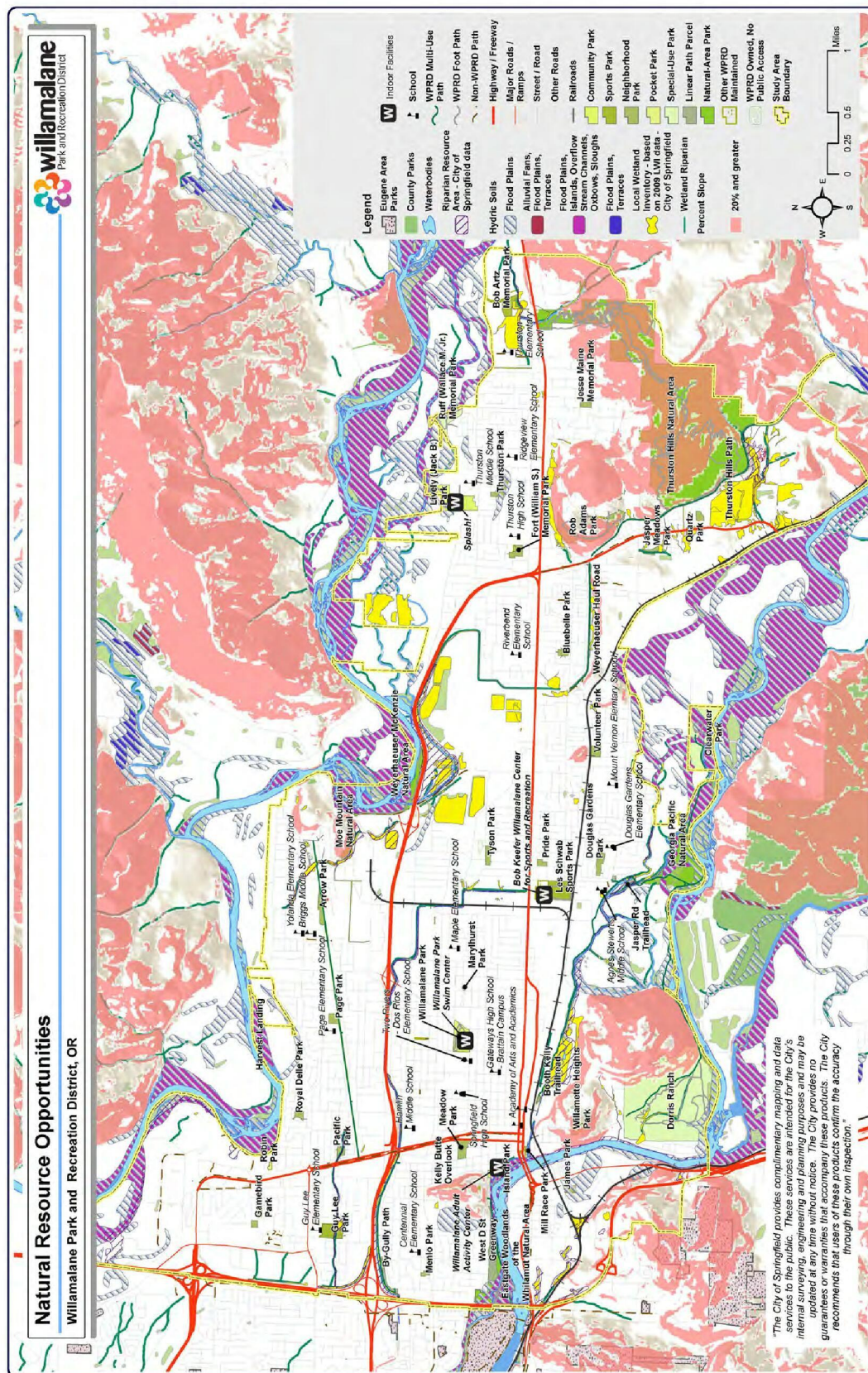






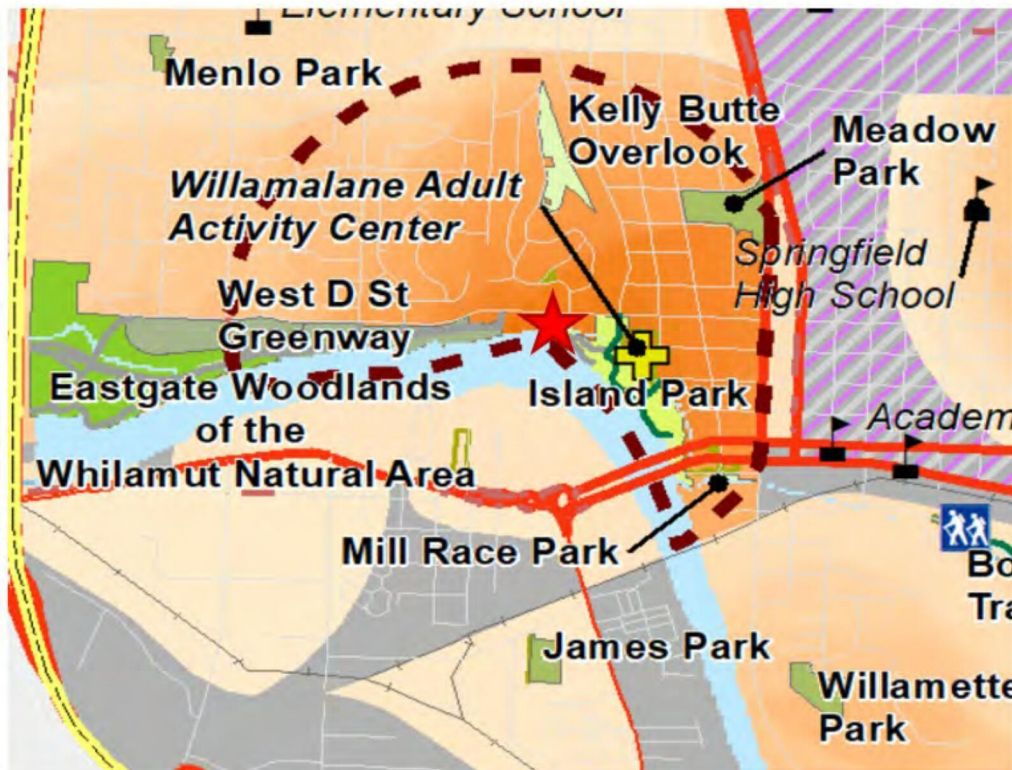








The figure shows the high-value area near Island Park. The red star indicates the highest scoring area in the district. Community members can access 41 components at seven parks, including the Willamalane Adult Activity Center, and a number of trails within the area defined by the dark red dashed-line.



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# Appendix 9: Service Assessments



## Appendix 9. Service Assessments

### 9.1 Organizational and Financial Analysis

BerryDunn broadly assessed the organizational and management structure and staffing of Willamalane with respect to effectiveness and efficiency.

Under the guidance of the Willamalane Board of Directors, the Executive Director autonomously oversees daily operations including the budget, personnel, policy development, parks, facilities, special events, inter-governmental relationships, and recreation programs and facilities. Supporting the Director is the management team including the Recreation Services Director, the Chief Financial Officer, the Community Engagement Director, the Parks, Planning and Facilities Director, the Information Technology Manager, the Human Resources Director, and an Operations Analyst. A number of additional project managers and lead employees assist the Executive Director as part of a Leadership team.

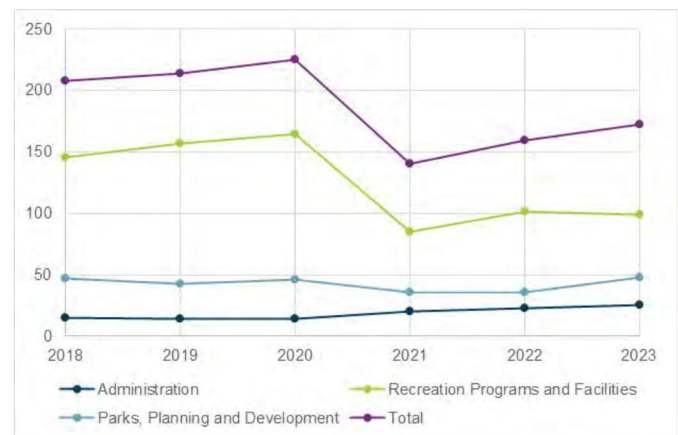
### 9.2 Willamalane Staffing

Willamalane is organized into six functional areas that employ 82.92 full-time positions supported by an additional 73.5 part-time/casual positions. In total, the district had 156.42 full-time equivalent (FTE) positions as

of June 30, 2022. Non-supervisory full-time department employees are represented by the American Federation of State, County, and Municipal Employees (AFSCME) under a collective bargaining agreement.

Willamalane staffing, as was the case across the United States, was greatly impacted by the COVID-19 pandemic. Staffing in 2021 fell by 35 percent, fueled by reductions in recreation programs and facility operations. Parks, Planning and Development division staffing remained stable (except for the elimination of all seasonal positions due to budget cuts), although use of district parks was very high during 2020 and 2021 when residents sought safe recreation spaces in parks, trails, and natural areas.

**WILLAMALANE STAFFING FY 2018-2023**



### WILLAMALANE FUNCTIONAL AREAS

Administration	Planning, Parks and Facilities	Recreation Services
<ul style="list-style-type: none"> <li>» Executive Director</li> <li>» Finance</li> </ul>	<ul style="list-style-type: none"> <li>» Parks and Open Space Management</li> <li>» Trails Management</li> <li>» Natural Areas</li> <li>» Park Rangers</li> <li>» Planning and Development</li> <li>» Capital Improvement Plan</li> <li>» Facilities Operations and Maintenance</li> </ul>	<ul style="list-style-type: none"> <li>» Enrichment and leisure programs</li> <li>» Special Events</li> <li>» Program Operations</li> <li>» Early Childhood and Youth Enrichment</li> <li>» Senior Services and Programs</li> <li>» Sports</li> <li>» Aquatics</li> </ul>
COMMUNITY ENGAGEMENT	INFORMATION TECHNOLOGY	HUMAN RESOURCES
<ul style="list-style-type: none"> <li>» Community Engagement</li> <li>» Communication</li> <li>» Marketing</li> <li>» Resource Development</li> <li>» Print and Social Media</li> </ul>	<ul style="list-style-type: none"> <li>» Desktop Technology</li> <li>» Software</li> <li>» Network Performance</li> <li>» Information Security</li> </ul>	<ul style="list-style-type: none"> <li>» Personnel</li> <li>» Risk and Safety</li> <li>» Benefits</li> <li>» Diversity, Equity and Inclusion</li> </ul>

## Appendix 9: Service Assessments

In 2022, Willamalane funded 156.42 FTE or 22.15 FTE per 10,000 residents. Comparing the district to other similar agencies in the 2022 NRPA Agency Performance Review, this is outside the range a typical agency might employ from 5.3 (low) to 14.4 (high) and above the median of 9.6 FTE per 10,000 residents.

Population density can help explain the staffing levels. Agencies that serve communities with greater population density typically have more FTEs per resident. Agencies serving communities with more than 2,500 people per square mile may have up to double the staffing compared to those agencies with only 500 people per square mile. The Springfield Urban Growth Boundary (study area) has a population density of 4,458 people per square mile.

Another consideration is the distribution of positions. Typically, operations and maintenance may have 45 percent of positions compared to 31 percent in recreation, 17 percent in administration, three percent in capital development, and an additional four percent in other categories. Willamalane supports recreation with 64 percent off staffing (primarily from part-time and seasonal positions) and 21 percent for maintenance and operations.

Note: Budgeted positions included all full-time, part-time and seasonal positions but not contracted individuals. Administration includes the Executive Director's Office, Community Engagement, Human Resources, and information Technology. Parks and Facilities Operation/Maintenance includes Parks, Planning and Facilities.

The number of recreation positions is directly related to the size of the program and, more particularly, the number of facilities. Again, comparing typical

communities, one would expect one community center, one adult center, and one aquatic facility. The 2022 NRPA Agency Performance Review suggests that the median number of residents per aquatic facility is 60,944. Willamalane's district population is 70,621 and currently provides a very high level of aquatic service, sufficient to support a population of over 120,000. This helps to explain the high level of recreation programs and facilities staffing. This evaluation suggests that operations and maintenance with only 21 percent of district FTE (compared to a typical distribution of 45 percent) appear to be under-staffed for the number of parks, acres, trails, and particularly the amount of natural area acreage the district manages. As discussed in the maintenance and operations assessment, the investment per acre of developed park space is \$1,572 compared to other parks and recreation agencies across the United States (\$9,642). Given the amount of natural areas and open space, a more accurate investment per acre (only developed parks) may be closer to \$3,368.

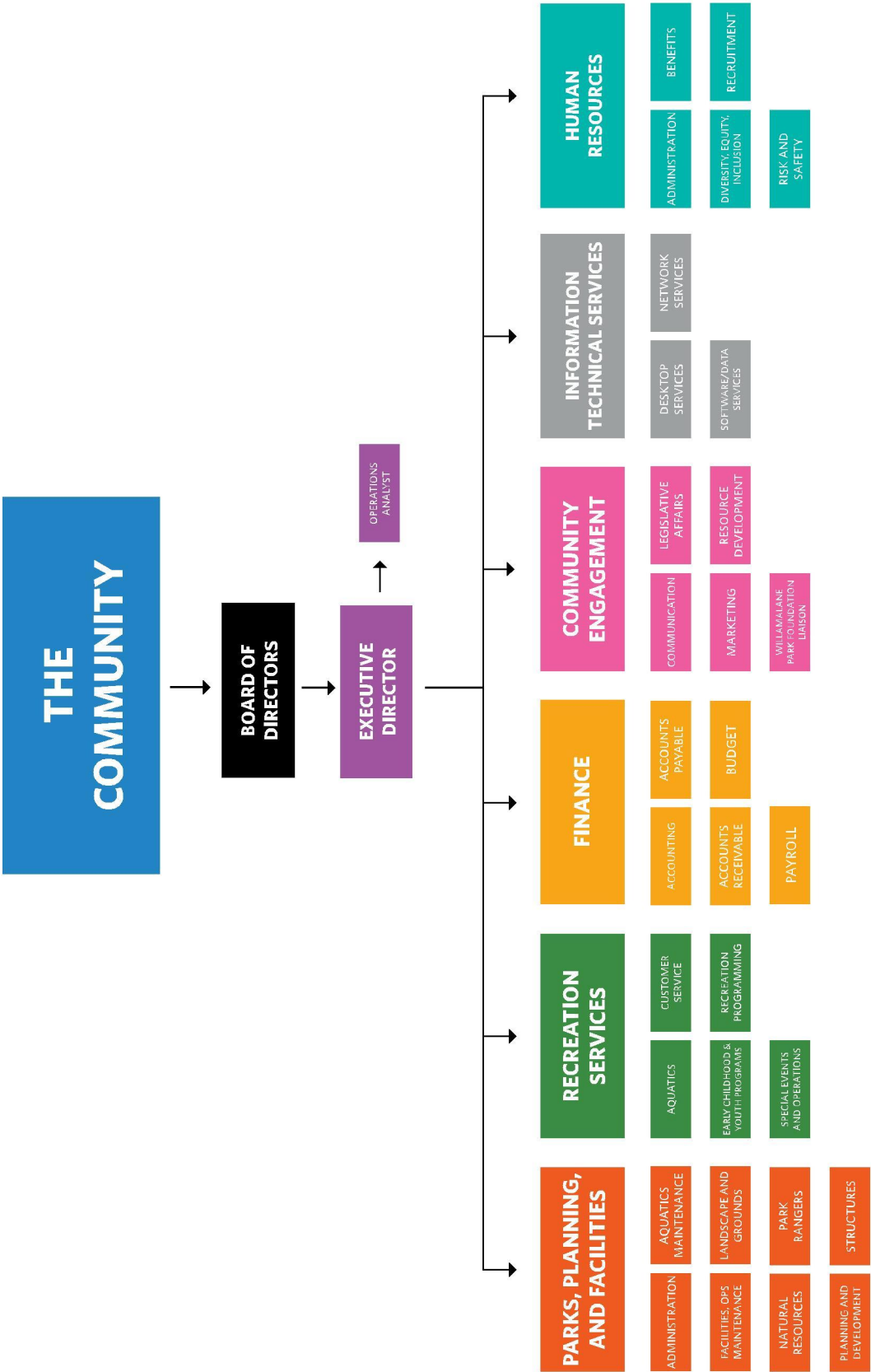
### Staffing Challenges

Several staffing challenges were identified during the planning process that include the ability to recruit and retain staff, and the impact of COVID-19. At times, being able to fill vacant positions, especially in maintenance and operations, and in aquatics has decreased service levels and has even led to intermittent closures of the Splash facility. Other challenges include the growth of natural areas fueled by the Thurston Hills acquisition, with a minimal level of staffing, a need for greater park ranger coverage, and the lack of office and work space for expansion of staff.

### DISTRIBUTION OF WILLAMALANE BUDGETED STAFFING

Willamalane Functional Area	Typical Staffing Distribution	2022 Willamalane Budgeted Position Distribution
» Parks and Facilities Operations/Maintenance	» 45%	» 21% (33.5)
» Recreation Programs/Facilities	» 32%	» 64% (101.5)
» Administration	» 17%	» 14% (22.5)
» Capital development	» 03%	» 01% (2 FTE)
» Other	» 03%	» 00% (0 FTE)





## Appendix 9: Service Assessments

### Future Staffing Considerations

The project team recommends that Willamalane will need between five and seven additional positions to operate and expand its system over the next 10 years. These positions will be directly related to park maintenance and daily operation and specifically related to natural areas, and the park ranger program. The addition of these positions would address the needs of the growing parks and recreation agency and bring it closer to what typical agencies may employ.

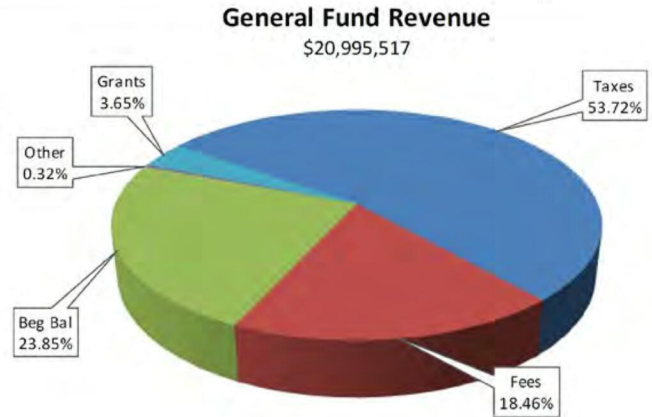
### 9.4 Financial Analysis

Willamalane's financial investment, financial management and organizational structure is purposeful and well thought out. Financially, the district, along with its many partners ensure a high quality parks and recreation system is available to residents. Since 2018, prior to COVID-19, the district has continued to increase its investment and in 2023, is proposed to invest better than forty percent more to operate the district that it did in 2018.

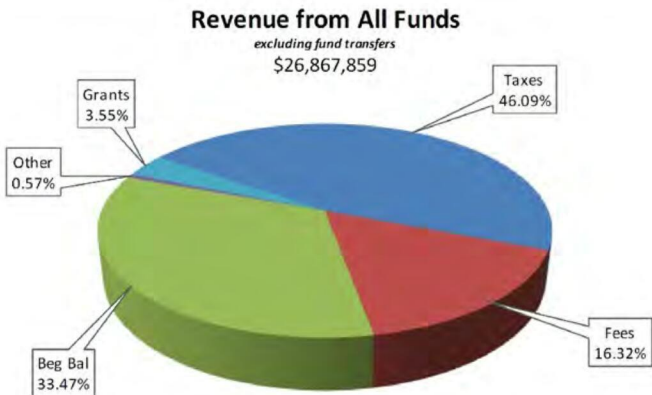
### Current Circumstances

Willamalane adopts an annual budget that sets priorities, guides staff, and provides the primary resources to meet the parks and recreation needs of district residents. The General Fund is the primary operating fund that also funds some capital expenditures. It is comprised of property tax revenues, grants, and fees and charges generated by the district. The General Fund has projected revenues of \$20,995,517 in the 2023 adopted budget, and revenues from all sources including system

### SOURCES OF REVENUE BUDGETED IN FY 2023



### REVENUES FROM ALL FUNDS



This chart illustrates funds in addition to the General Fund that include system development charges

development charges and other sources total over \$26 million.

### OPERATING BUDGET SUBSIDY TRENDS FY 2018-2023

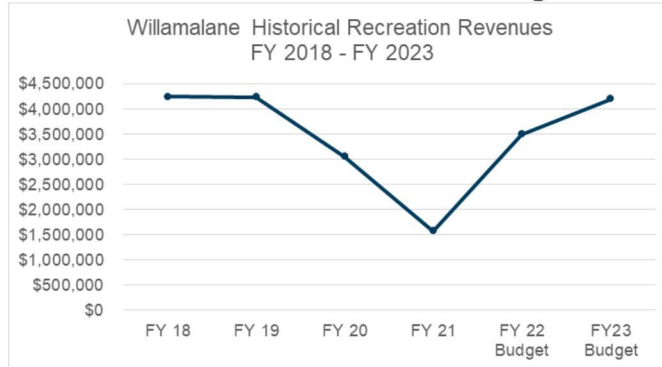
	Fiscal Year (FY)	Administration, HR, IT, DEI, Rental Properties, Risk, Finance, and Community Engagement (2021-2023)	Planning, Park Services, and Facilities	Recreation Programs, Services, Facility Operations, and Community Engagement (2018-2020)	Total
Actuals	2018	\$1,694,417	\$3,643,707	\$3,021,202	\$8,359,326
	2019	\$1,534,602	\$4,031,957	\$2,535,282	\$8,101,841
	2020	\$1,902,987	\$4,710,643	\$2,973,779	\$9,587,409
	2021	\$2,538,782	\$4,242,187	\$2,743,469	\$9,524,438
Budget	2022	\$2,803,628	\$5,045,831	\$2,192,564	\$10,042,023
	2023	\$3,291,535	\$6,050,835	\$2,342,431	\$11,684,801
Change from 2018 (Prior to Covid-19 pandemic)		\$1,597,188 - 94%	\$2,407,128 - 66%	\$678,771 - 22%	\$3,325,475 - 40%



## Locally Generated Revenues

Revenues from recreation programs and services, and facility rentals fees and charges were greatly impacted by the Covid-19 pandemic and have yet to completely rebound. Assuming Willamalane continues to recover and implement its cost recovery policy, revenues are projected to continue to recover to pre-COVID-19 levels.

### WILLAMALANE REVENUES FY 2018 - FY 2023



## Measuring the Financial Health of the District

There are several ways to gauge Willamalane's financial health. Benchmarking against other similar communities can assist with planning and leadership decisions. However, because communities are different, benchmarking is not intended to be a sole tool for making such decisions. NRPA's 2022 Agency Performance Review offers opportunities to compare the district's financial performance to other agencies serving similar-

sized communities. Over 1,000 agencies across the U.S. provided data that is used to benchmark against in this comprehensive plan in the sections that follow.

## Revenue-to-Operating Expenditures: Cost Recovery

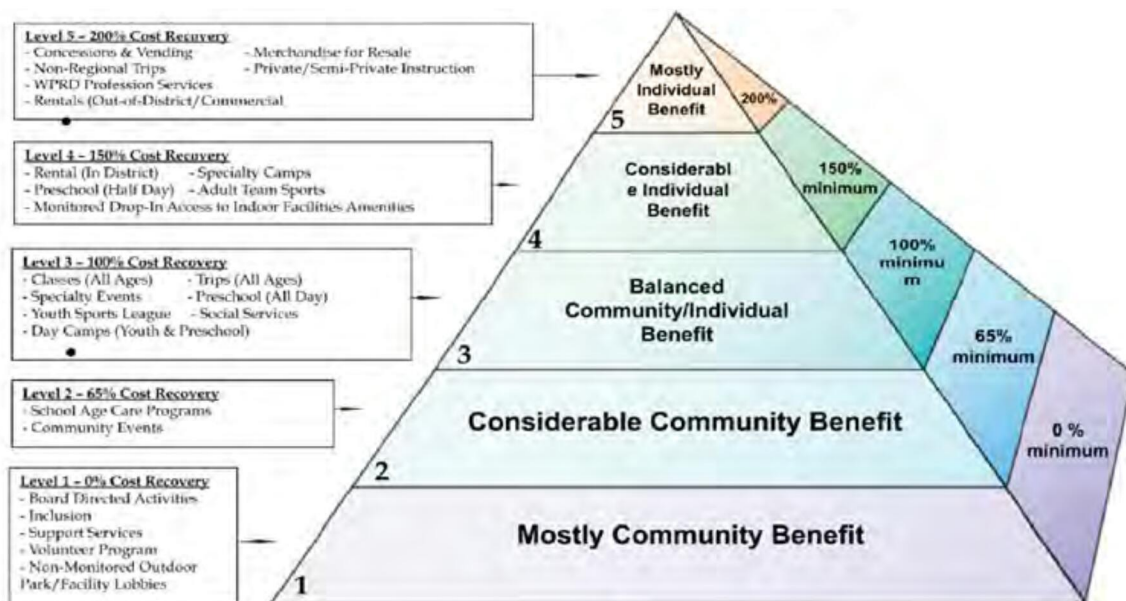
Willamalane adopted and carefully follows a resource allocation and cost recovery policy

The district allocates resources, as possible through subsidies and fees based on the 2008 resource allocation study, updated every five years, conducted by GreenPlay, LLC, now BerryDunn.

The philosophy of the cost recovery model is based on the concept that while all parks and recreation facilities, programs, and services are intended to improve the lives of community members, not all should necessarily receive the same level of subsidy. In general, the more a facility, program, or service provides a community benefit, the greater the taxpayer subsidy. Programs that provide unique, individual benefits are funded more by user fees and may subsidize programs lower on the pyramid.

Overall operating cost recovery is projected in the FY 2023 budget to be 20.2%. The 2022 NRPA Performance Review suggests that typical parks and recreation agencies serving similar communities may have a cost recovery of 26.6%. Given the district's stated goal of 65% direct cost recovery in the recreation area, the overall cost recovery goal appears reasonable to provide a high level of service to district residents.

### WILLAMALANE PYRAMID RESOURCE ALLOCATION METHODOLOGY



## Appendix 9: Service Assessments

### Operating Expenditures per Capita

Another metric NRPA aggregates and reports on annually in its Agency Performance Review is typical operating expenditures per capita. In 2021, the typical parks and recreation agency similar in size to Willamalane invested between \$61.13 and \$180.29 per capita or a median of \$104.38 per capita. In 2021, the district invested \$162.01 per person. This was higher than the median but within the typical range.

### Local Comparison of Investment in Parks and Recreation

It may also be helpful to consider the operating (non-capital) investment per capita made by other parks and recreation agencies in Oregon. While benchmarking analysis provides another perspective, it is important to acknowledge that each agency has different goals, standards, and methods of accounting. The following figure demonstrates that Willamalane's investment per capita in 2021 and while higher than what is typical nationally, it is lower than the average of the selected Oregon agencies of \$190 per capita. Looking at budgeted data for FY 2022 and 2023, the district allocated \$203.12 per capita in FY 2022 and \$232.36 per capita in FY 2023,

**DISTRICT OPERATING  
EXPENDITURES  
PER CAPITA:**

**\$162.01**  
IN FY 2021

Source: 2021 NRPA Agency Performance Review

both in excess of the \$190 per capita average for the State of Oregon.

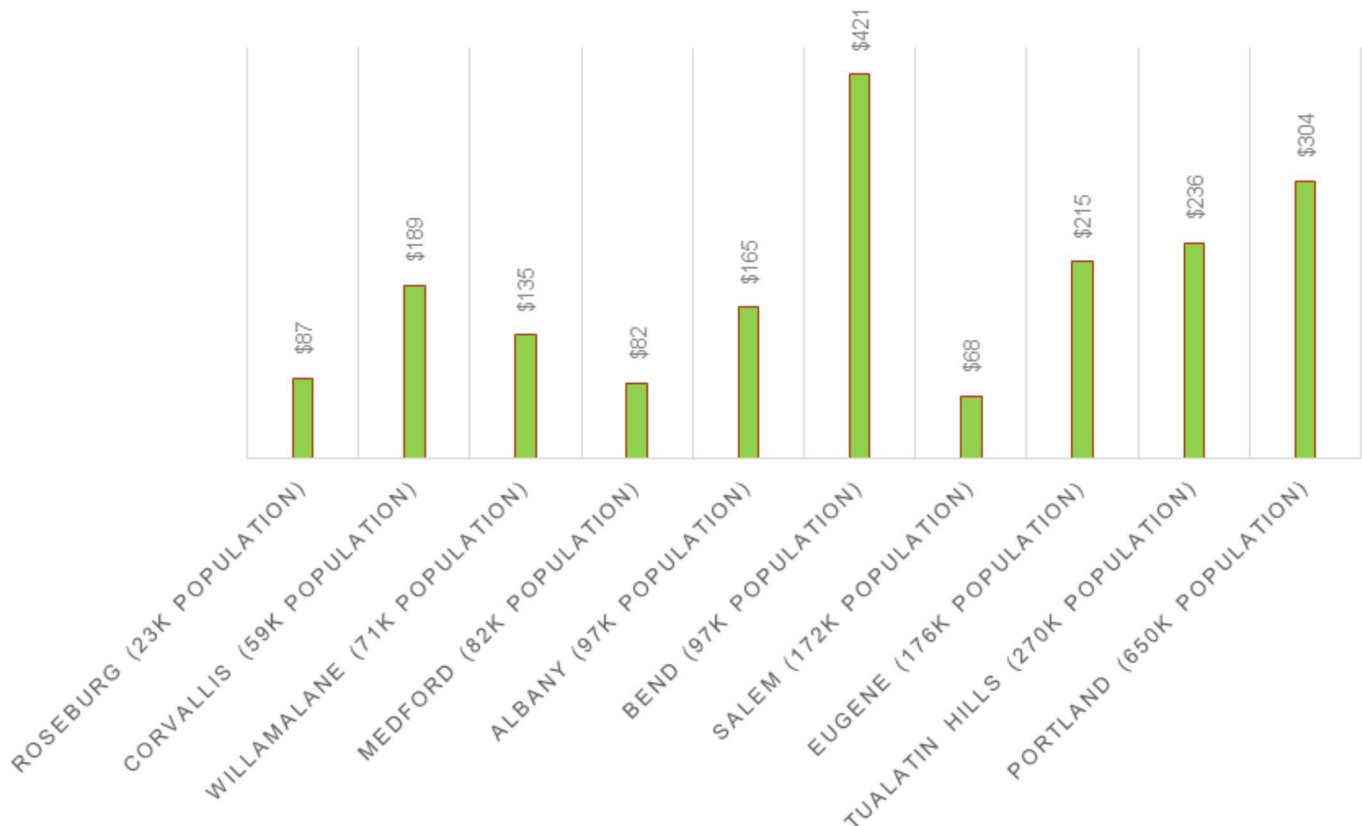
Data was taken from available budgets and population data found on-line and as such are intended to provide a general overview of spending by each agency.

### Managing Growth Through Impact Fees (System Development Charges)

There are three basic options to pay for growth. Either: (1) existing residents pay for new growth through taxes or fees; (2) provide parks and recreation services at a lower level of service by absorbing growth into existing resources; or (3) developers and home builders pay for the impact of growth so that the growth pays its own way.

Option 1 unfairly assigns responsibility for funding of growth. Option 2 creates a poor dynamic where the

### APPROXIMATE INVESTMENT PER CAPITA IN PARKS AND RECREATION IN SELECTED OREGON COMMUNITIES





**TABLE 3: SUPPORT FOR CAPITAL PROJECT FUNDING**

Funding Category	Average Rating from Invitation Sample	Probably or Definitely Support
Bond referendum for specific projects	3.8	69%
Fees for new development	3.4	55%
User fees	3.2	45%
Increased property tax	2.7	33%

level of service, (often determined as a percentage of developed acreage per 1,000 residents) will decrease over time, as new residential developments are added without contributing to the funding of new parks. This may lead to higher density of use or the need to travel further distances to gain access to parks. Option 3 allows growth to pay its own way in an more equitable manner. Home builders typically include park development in the price of the homes, as they would other infrastructure costs.

The methodology was last updated in 2006 and is outdated given the changes to the district over the past seventeen years. The district is budgeted to update the System Development charge fee methodology in 2023.

### **District Community Members' Preferences for Different Ways of Financing.**

The needs assessment survey asked respondents for preferences and support for future capital funding. Support was measured on a scale of 1 (does not support) to 5 (definitely support). For additional information, see Table 3.

The needs assessment survey determined that, among invitation survey respondents, only eighteen percent confirmed the cost of programs or services impact their participation. Twenty-nine percent of respondents that report a disability in their household may have participation impacted by fees and charges. Twenty-two percent of Latinx open-link respondents' participation is impacted by fees and charges.<sup>1</sup>

### **Traditional Parks and Recreation Operations and Capital Development Funding Sources**

There are a variety of mechanisms that local governments can employ to provide services and to make public improvements. Parks and recreation

operating, and capital development funding typically comes from conventional sources such as sales, use, and property tax referendum voted upon by the community, along with developer exactions. Operating funds are typically capped by legislation; may fluctuate based on the economy, public spending, or assessed valuation; and may not always keep up with inflationary factors. In the case of capital development, "borrowed funds" sunset with the completion of loan repayment and are not available to carry over or re-invest without voter approval. Shown in Appendix 1 are the salient points of many traditional and alternative funding sources and efficiencies available to Willamalane. Many of these strategies may be currently in use to some extent by the agency. Note that tax compression resulting from property tax relief measures adopted in Oregon may impact Willamalane's use of some of the funding opportunities.

Funding categories considered include:

- Traditional tax and exactions-based funding resources
- Development funding
- Fees and charges
- Alternative operations and capital development funding sources
- Loan mechanisms
- Alternative service delivery and funding structures
- Partnership opportunities
- Community resources
- Grants

<sup>1</sup> Open-link data was used in this comparison due to a small sample size for Latinx invitation respondents.

## Appendix 9: Service Assessments

- Philanthropy
- Community services fees and assessments
- Permits, licensing rights, and use of collateral assets
- Funding resources and other options
- Cost-saving measures
- Green trends and practices

During the planning process, sixty funding sources/strategies were identified that are currently not in use but could easily be used, possibly or definitely be used. Below are some funding options identified by district leadership that could be used by the district.

### Key Findings

Observations and staff feedback were considered to determine if the current organizational and management structure was satisfactory. The analysis included the observations and assessments from community input, staff focus groups, and community satisfaction ratings. This analysis resulted in the following key findings:

1. A comparative pay-scale analysis may greatly assist with recruitment and retention, especially in the aquatics program.
2. Internships may assist with entry level staffing shortfalls.
3. Partnering with certificate training programs, opportunities at Lane Community College or the University of Oregon may assist the district.
4. Current challenges include a lack of frontline staff and inability to recruit candidates resulting from the Covid-19 pandemic and causing intermittent facility closures.
5. The district invests an appropriate amount of tax support in delivering parks and recreation services.
6. The district's cost recovery demonstrates a high functioning parks and recreation agency. The application of their resource allocation philosophy drives budget and programming decisions.
7. A significant number of district residents may support bond measures for specific projects.
8. Many alternative methods of financing, and efficiencies that reduce funding needs for parks and recreation agencies are available to the district.
9. The district's current system development charge methodology is out of date and an update study needs to be completed.
10. Organizational elements are not consistent. Some are referred to as departments and some as divisions
11. The district's distribution of positions suggests that the district is understaffed in park maintenance and has above average staffing in recreation delivery.

### 9.5 Recreation Program Analysis

The analysis of the recreation program delivered by Willamalane is intended to assess the effectiveness of the district's provision of community recreation facilities and programs. The general overview looked at district programs and services based on staff interviews, the needs assessment survey and Willamalane's recreation program plan 2022-2024, that includes goals for each functional area of the recreation department and is presented in Appendix 1. Community input was also received during the engagement process that helped to inform findings. To accurately assess the recreation program, data from 2018/19 was used, prior to the COVID-19 pandemic. Some data is more current where the pandemic was less impactful. The analysis attempted to answer some basic questions about the program:

- What are the core programs, and do they match community desires?
- Does the recreation program mix meet the needs of the community?
- Are programs and services offered at times convenient for the community?
- What challenges exist that may act as barriers to Willamalane delivering high quality programs and services?
- Does Willamalane invest an appropriate amount of resources in recreation?



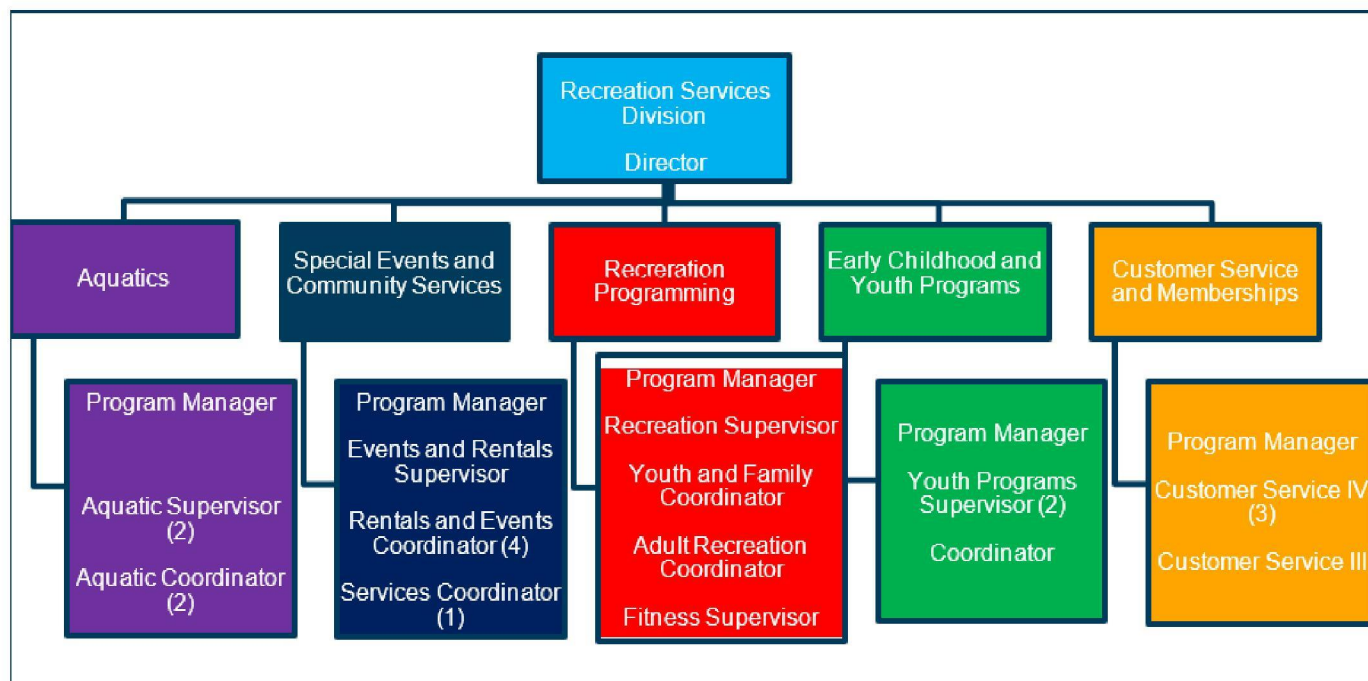
## Staffing Structure

Willamalane's Recreation Division is organized into five functional areas, overseen by program managers. Many of the front-line positions are part/time or seasonal.

## WILLAMALANE RECREATION STAFFING TRENDS FISCAL YEARS 2018-2023

	FT	PT	Total
FY 2018	29	116.5	145.5
FY 2019	28	128.5	156.5
FY2020	32	132	164
FY2021	23	62	85
FY2022	23	78.5	101.5

## 2023 RECREATION DIVISION ORGANIZATIONAL CHART



## Appendix 9: Service Assessments

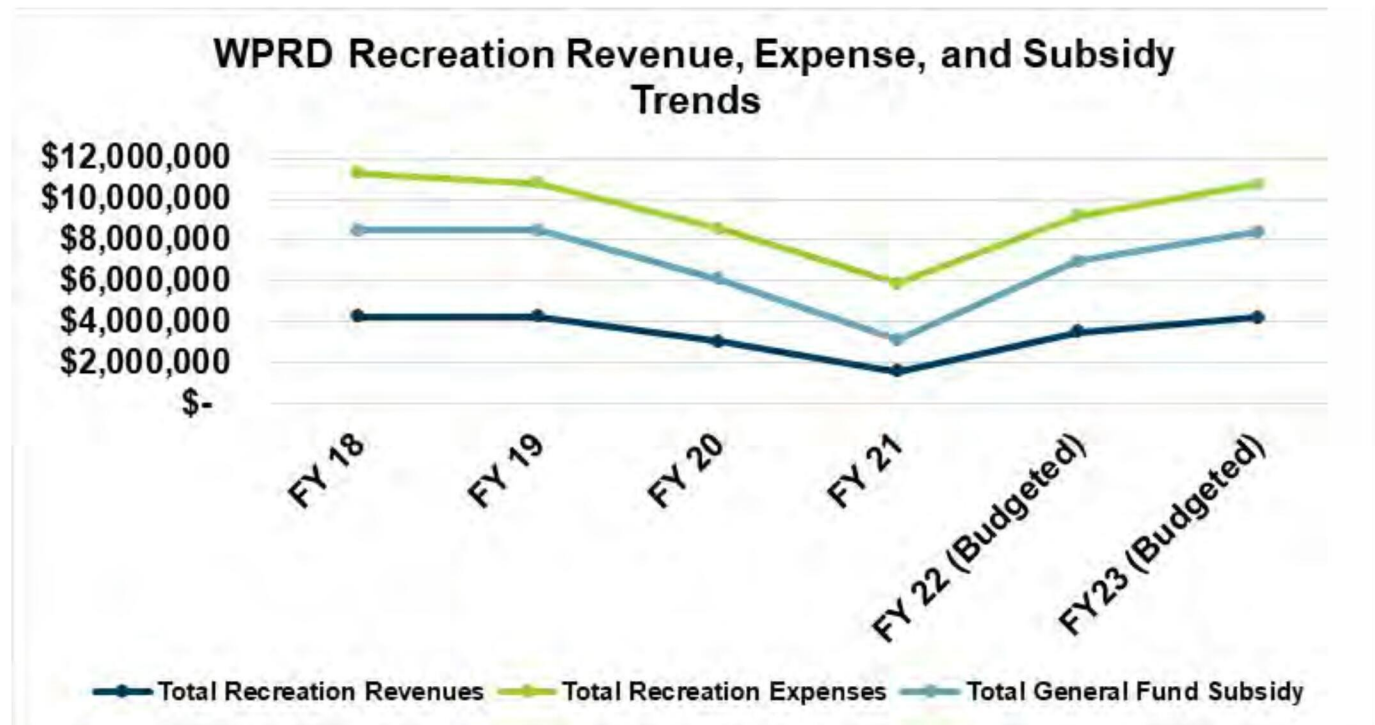
**Investment in Recreation Program Delivery**

Willamalane does a good job staffing and funding its recreation program. Although greatly impacted by the COVID-19 pandemic, the district continues to recover. Programs are provided at the Bob Keefer Willamalane Center for Sports and Recreation, Splash!, Willamalane Park Swim Center, Willamalane Adult Activity Center, Camp Putt, and at eleven public school sites.

**Financial Trends and Subsidy**

Revenues from recreation programs are budgeted to exceed four million dollars again in Fiscal Year (FY) 2023 as they did pre-pandemic in 2018 and 2019. Expenses are budgeted significantly lower, which accounts for a budgeted subsidy in 2023 of over four-hundred and fifty thousand dollars less than 2018.

Individual subsidies per functional area are shown in the table and figure below by percentage of total General Fund subsidy.

**WILLAMALANE RECREATION REVENUE, EXPENSE, AND SUBSIDY TRENDS FY 2018-FY 2023****WILLAMALANE RECREATION STAFFING TRENDS FISCAL YEARS 2018-2023**

Budget	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY2023
Aquatics	\$845,211	\$806,453	\$677,483	\$648,222	\$294,680	\$440,922
Special Events and Community Services	\$631,970	\$654,151	\$648,907	\$354,085	\$133,431	\$223,312
Recreation Programming	\$487,055	\$536,881	\$417,830	\$849,040	\$1,025,065	\$923,019
Early Childhood and Youth Programs	\$248,322	\$107,825	\$378,585	\$719,087	\$484,506	\$480,813
Recreation Administration	\$590,128	\$218,368	\$326,207	\$173,035	\$254,882	\$274,365
Total General Fund Subsidy	\$2,802,686	\$2,323,678	\$2,449,012	\$2,743,469	\$2,192,564	\$2,342,431



## PERCENTAGE OF RECREATION DIVISION GENERAL FUND SUBSIDY BY FUNCTIONAL AREA



### Recreation Subsidy Fiscal Years 2018-2023

Note: Customer service/passes are included in areas in the table and thus, are not shown as a separate functional area.

The investment in recreation in the FY 2023 budget is \$2.3 million, or a subsidy of \$33.16 per capita. Per the NRPA 2022 Performance Review data, typical parks and recreation agencies allocate around 31% of their general fund budget on recreation, and Willamalane is in-line at 33%.

### Program Partnerships

Willamalane strives to cultivate strong partnerships to be more effective in providing recreational opportunities and services in the community. As a result of partnering with Springfield Public Schools, several programs and services have been provided within the community. This has recently included the 1Pass program in the summer, two weeks of swimming lessons for all 4th grade students, and in 2022, summer camps for Springfield youth. Key community partners for the recreation division include:

- City of Springfield
- Springfield Public Schools
- The Springfield Utility Board
- Lane Transit District
- City of Eugene Parks and Recreation

In addition to these key players Willamalane regularly collaborates with many Community Organizations (e.g., Rotary Club, Springfield Babe Ruth, AARP, Emerald Valley Pickleball Club, etc.) and local business to successfully implement its recreation programs and services.

The partnership with the Springfield School District allows Willamalane to offer daily recreation programming at 15 after school locations (4 middle schools, 11 elementary) and middle school sports (11 different seasons).

Another very successful group of partnerships are Silver and Fit, Renew Active, Silver Sneakers, and Active and Fit that provide insurance sponsored recreation passes for older adults, attracting over 1500 members annually.

### Core Recreation Program Service Areas

Programs, events, and activities are offered primarily in five service areas. These differ slightly from those described in the recreation program plan based on the needs assessment survey and public engagement results. Descriptions of the program service areas and 2018/2019 participation rates are summarized below, with key observations provided at the end of each section.

- Aquatics Programs
- Special Events and Community Services
- Recreation Programs
- Early Childhood and Youth Programs
- Customer Service and Memberships

## Appendix 9: Service Assessments

Program Service Area	Program Type Examples
Aquatic Programs	<ul style="list-style-type: none"> <li>Swim lessons</li> <li>Private swim lessons</li> <li>Lap swimming</li> <li>Recreational swimming</li> <li>School swimming lessons (4th grade – Springfield)<sup>2</sup></li> </ul>
Special Events and Community Services	<ul style="list-style-type: none"> <li>Special Events (Haunted Hayride, Kids nights out, Turkey Stuffer Fun Run, Megga Hunt)</li> <li>Community services (Two50, inclusion services, playground program, SRTS, WAAC Services)</li> </ul>
Recreation Programs	<ul style="list-style-type: none"> <li>Classes (Adaptive, dog obedience, training classes, multimedia, arts and culture, language, cooking and nutrition, ECR)</li> <li>Trips (Day Trips, Multi-Day Trips)</li> <li>Sports (Adult Leagues, E-Gaming)</li> </ul>

Program Service Area	Program Type Examples
Early Childhood and Youth Programs	<ul style="list-style-type: none"> <li>Childcare Programs (Preschool all day, preschool part-time, Kids Club, no school day, early start)</li> <li>Camps (preschool, day camps, and specialty camps)</li> <li>Sports (Middle School Sports, Youth Leagues, E-Gaming)</li> </ul>
Customer Service and Memberships	<ul style="list-style-type: none"> <li>Rentals (indoor rentals, outdoor rentals)</li> <li>Memberships (1Pass, Fitness, Corporate, All Access, Silver)</li> </ul>

To accurately count participation in each of the program service areas, both unique registrations and actual participation were analyzed. Actual participation is counted in Participant Contact Units (PCUs), which are the number of times the individual took part in the class or activity. For instance, one child registering for a camp that meets five times would be one registration and five PCUs. PCUs provide a much clearer picture of the effort required to provide a service than individual registrations. In 2018 and 2019, the district managed almost 22,000 registrations and over 310,000 individual PCU's. The table below shows that while early childhood and youth programs accounted for 32% of unique registrations,

### WILLAMALANE 2018-2019 PROGRAM/ACTIVITY REGISTRATIONS AND PARTICIPANT CONTACT UNITS

Program Service Area	Program/Activity Registrations	Percent of Registration	Participant Contact Units	Percent of Contact Units
Aquatics Programs	5,139	23%	17,441	6%
Special Events and Community Services	4,345	20%	5,247	2%
Recreation Programs	5,422	25%	32,405	10%
Early Childhood and Youth Programs	7,081	32%	255,507	82%
Customer Service and Memberships	Included in other service areas	N/A	Included in other service areas	N/A
<b>TOTAL:</b>	<b>21,987</b>	<b>100%</b>	<b>310,600</b>	<b>100%</b>

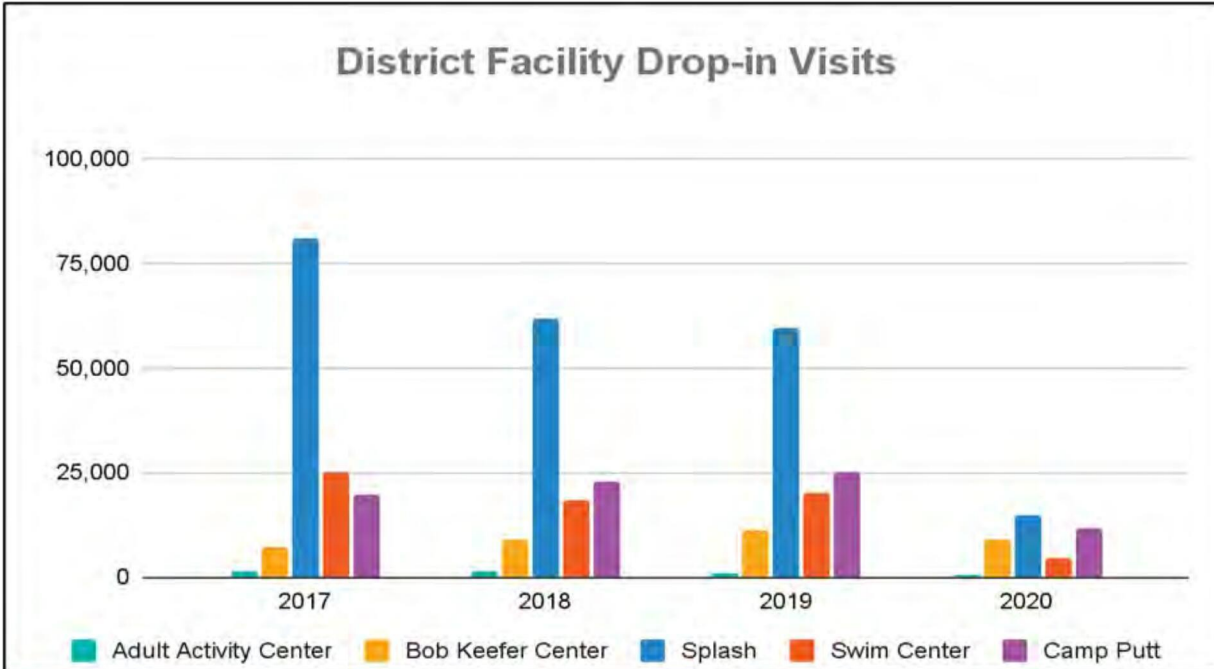
<sup>2</sup> This is a community service but is listed under aquatic programs due to the nature of the activity



those programs accounted for over 80% of registered participation. The inverse are aquatics programs, which accounted for 23% of registrations and only 6% of actual participation. Note that this analysis only includes

registered activities and not drop-in, self-directed participation. Drop-in, self-directed participation was greater than 100,000 in 2018.<sup>3</sup> Over 250,000 visits were registered in 2018/19 resulting from membership sales.

#### DROP-IN SELF-DIRECTED PARTICIPATION



#### VISITS RESULTING FROM MEMBERSHIPS



<sup>3</sup> Drop-in participation at facilities was dramatically decreased due to the COVID-19 pandemic.

## Appendix 9: Service Assessments

### Out-of-District Residents

Thirty percent or 6,676 registrations were made in 2018 from out-of-district residents who pay an additional 15% fee.

District residents paid a property tax of \$146.35 in 2022 for each adult and child in the district.<sup>4</sup> It is unlikely that the 15% rate will cover the full cost of the tax burden. It would take a non-resident to sign up for 20 classes or activities at \$57.50 per registration (\$50 per class – in-district rate) in order to pay their own way and avoid a district resident subsidy.

### Recreation Program Market Segments

The population in the district has changed since the Park and Recreation Comprehensive Plan was last updated in 2012. In addition to increasing, the population has become more diverse and is aging. Even so, primary markets to focus on may include youth, adults and seniors and individuals of Latinx backgrounds, as further discussed below.

### Youth Population

The number of children in the district, while decreasing as a percentage of the total population, is still sizable and requires additional services. School enrollment described in the figure below shows that while middle school and high school aged youth have decreased since 2015 in total numbers, elementary school enrollment has increased by

over 800 children. These children are potential district participants.

### Latinx Population

The Latinx population is expected to continue to increase in the future. This population made up 11.32 percent of district residents in 2010, 14.84 percent in 2021, and is projected to reach 16.95 percent in 2026. In real numbers, there were approximately 10,000 district residents of Latinx background and over 12,000 projected in 2026.

### Older Adult Population

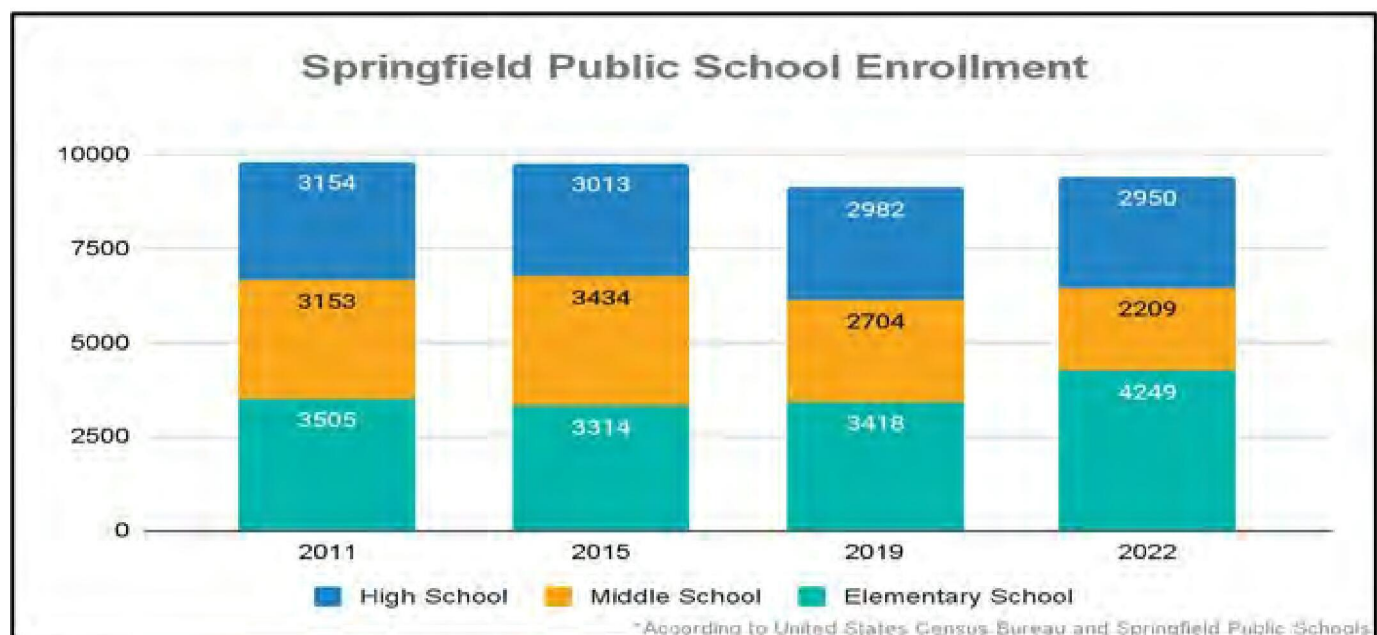
The number of district residents 50 years of age and older are overall increasing marginally. However, within that age group, those 65 and older are projected to increase from 17.6 to 20.2 percent of the population between 2021 and 2026.

### Program Age Segmentation

Comparing programs offered by age population can offer insight into an appropriate mix of program opportunities. The percent of program opportunities were calculated from programs currently offered (December 2022).

There is no right, or wrong percentage of programs offered in any given age group and those decisions are driven by Willamalane's values and policies. With that said, the data calls out similar concerns shown by community engagement findings and the needs assessment survey (shown in Appendix 4) that a potential

### SPRINGFIELD PUBLIC SCHOOL ENROLLMENT



<sup>4</sup> Property tax divided by population



gap exists in programs and services for the adults and mature adult categories.

Comparing age population to program enrollment can also offer insight into an appropriate mix of program opportunities.

Actual enrollment in district programs follows the same pattern as programs offered and further demonstrates the gap in participation for those ages 19-49 and those 50+. Drop-in and self-directed activities illustrate the district's success in reaching the adult populations with respect to special events.

The needs assessment survey also demonstrated that for both the open link and invite samples, that adults ages 18-50 and adults 50+ are both in the need of additional programs.

## 9.6 Program Access and Convenience

Looking at times when Willamalane offers enrichment programs and classes, (fitness, dog obedience, training classes, multimedia, arts and culture, language, cooking and nutrition, etc.) can also add insight into best meeting district resident's needs. Willamalane offers and activities at the following days and times:

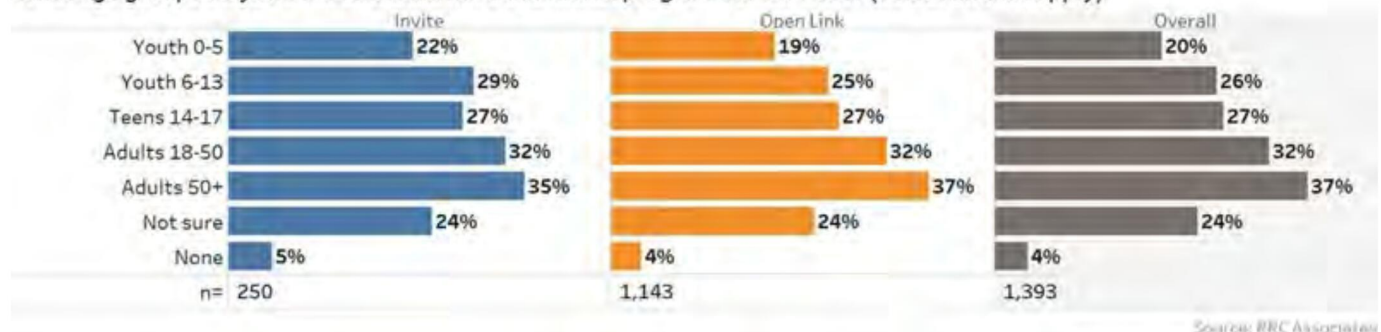
Weekday mornings	25%
Weekday afternoons	39%
Weekday evenings	21%
Weekends	15%

0-05 Preschool/ Toddler	7% population	27% of programs offered
6-11 Youth	7% population	35% of programs offered
12-18 Teen	8% population	15% of programs offered
19-49 Adult	42% population	16% of programs offered
50+ Mature	36% population	7% of programs offered

1-5 Preschool/ Toddler	7% population	17% of program enrollment
6-11 Youth	7% population	37% of program enrollment
12-18 Teen	8% population	11% of program enrollment
19-49 Adult	42% population	14% of program enrollment
50+ Mature	36% population	21% of program enrollment

### COMMUNITY DESIRE FOR PROGRAMS BY AGE GROUP

What age groups do you believe should have additional programs or services? (Select all that apply)



## Appendix 9: Service Assessments

While programming and instructional space is at a premium during the evening times, this data is consistent with what was learned during the public engagement process and from the needs assessment survey. A greater mix of weekday evening and weekend programs for adults, outside of work hours are needed while youth programming needs are currently being better met.

### Financial Assistance

In order to help ensure community member access regardless of household income, the district offers a scholarship program that is generally funded between \$60,000 and \$70,000 per year.

### Meeting the Changing Needs of the Willamalane Community

The Recreation Division faces many of the same challenges as other parks and recreation agencies across the country. The population is getting older and more diverse; COVID-19 changed the way people view public events, and the district's prioritization on Diversity, Equity, Inclusion and a sense of belonging require a purposeful and strategic approach to delivering recreation.

In the Recreation Program Plan 2022-24, the following challenges were highlighted along with a few others. Staffing remains perhaps the most difficult challenge as the district staffs two large aquatic facilities and one large sports and recreation center.

- **Population Growth.** Continued population growth, especially among older adults and people moving from outside the area, will create an increasing and potential shifting demand for many recreation programs.
- **Affordable Programs.** Patrons currently utilizing our programs or facilities receive affordable rates to participate. Having said that, a primary barrier of participation is the ability to make programs affordable to all. And with limited resources, these program rates are likely to increase in the future.
- **Cost of Service.** The increased cost in providing services is an ongoing challenge and has been heightened due to the COVID-19 pandemic. Staffing costs and program expenditures will continue to increase regularly.

- **Program and Facility Capacities.** Full programs and overcrowded facilities, both real and perceived, are viewed as an increasing barrier to participation. Finding additional space to expand current offerings will continue to be a challenge.
- **Staffing.** Hiring and retaining quality staff, both front line and full time, has become increasingly difficult in part due to the labor market and recovery from COVID-19.
- **Space for programming is at a premium in district facilities.** Community members are often not able to register for some programs and classes due to limited space.
- **Space for athletic activities.** Due in part to the rainy weather in the Willamette Valley, natural turf fields can't be programmed year-round, and could be better utilized if they were artificial turf. As well, in late fall, winter and early spring, dusk begins near the time children are released from school. As a result, there is substantial opportunity for lighted artificial turf fields.

## 9.7 Community Needs, Desires for Recreation and Satisfaction

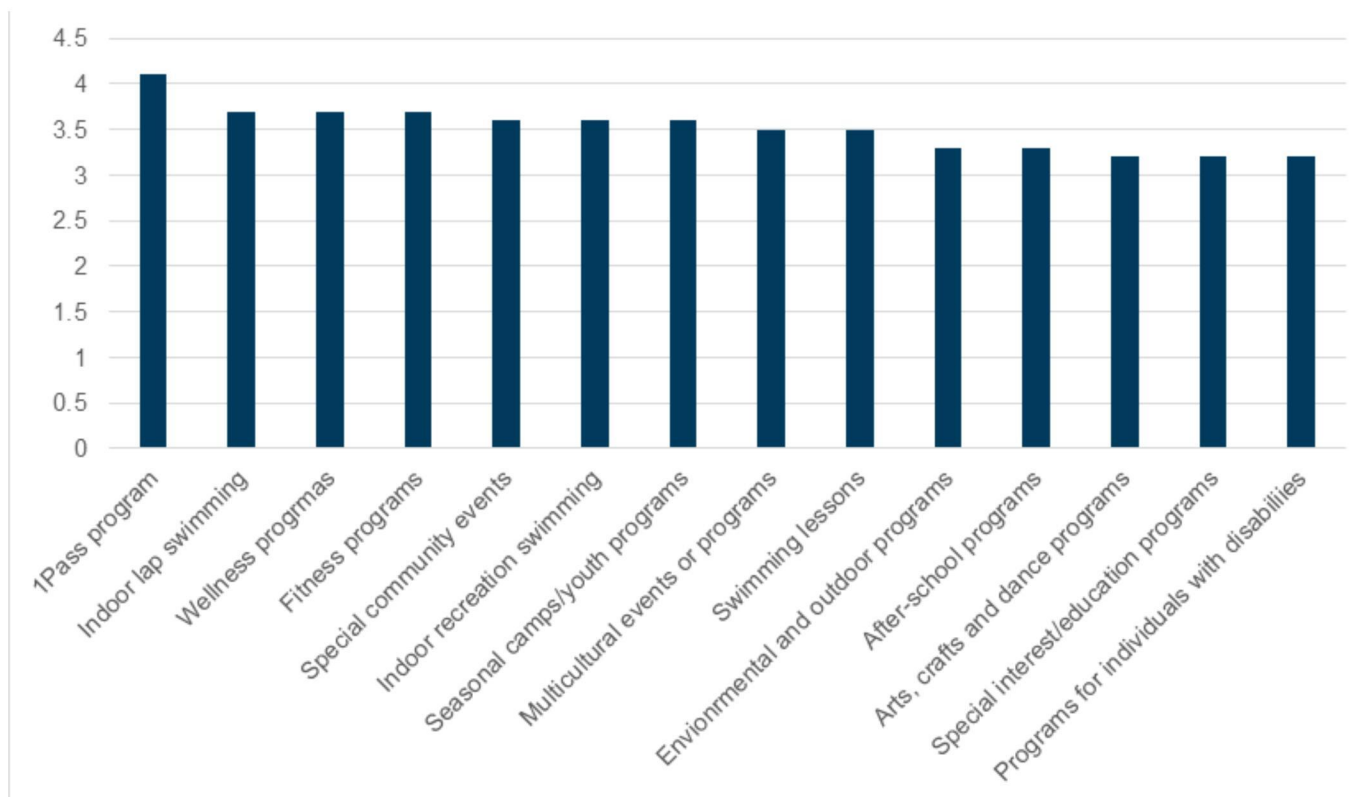
The needs assessment survey and a series of public input opportunities informed the comprehensive plan, illustrating needs and desires for services.

### Program Importance and Satisfaction

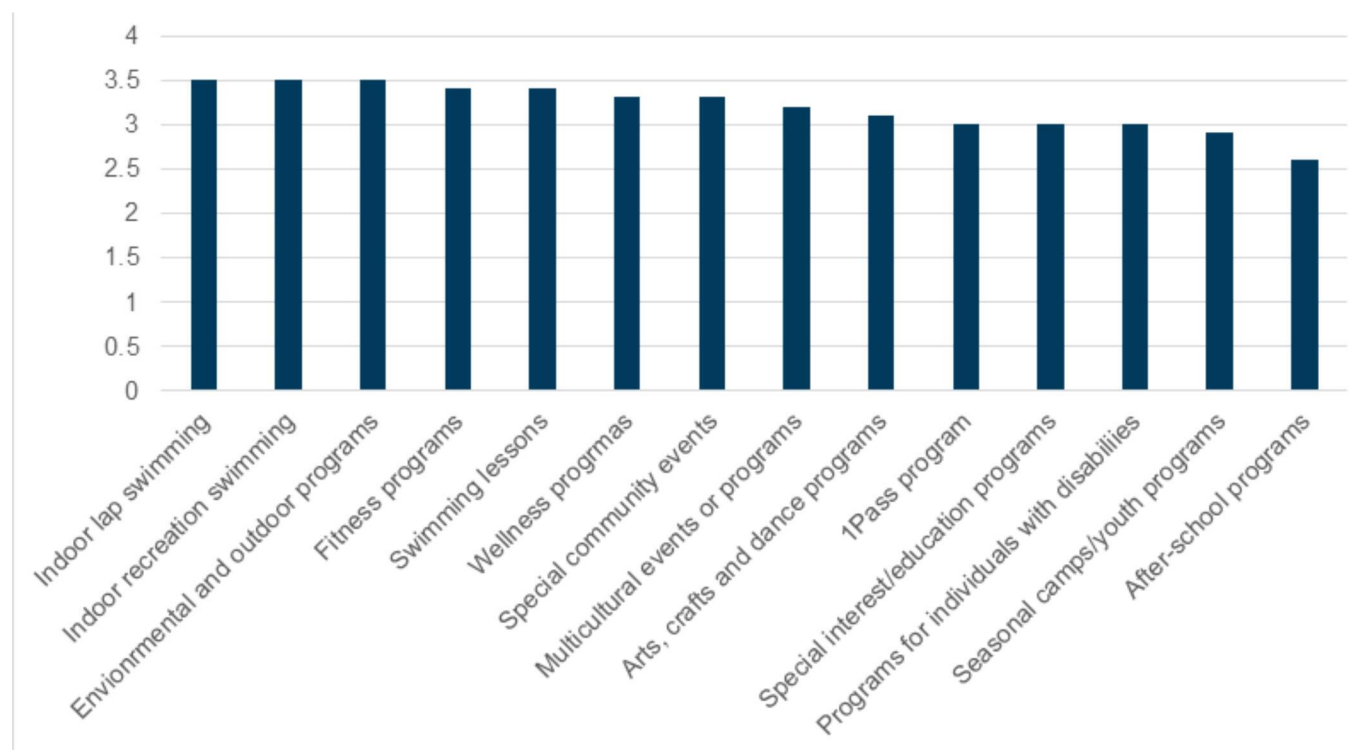
The needs assessment survey included an opportunity to rate the importance of programs and facilities. Environmental and outdoor programs, indoor swimming opportunities, lap swimming, fitness programs, swimming lessons and special community events rated the highest. The invitation survey showed that all of the programs were important although less so for camps and after-school programs (Table 5). The survey also included an opportunity to rate how well certain programs and services are currently meeting the needs of district residents. The 1Pass program, indoor swimming, wellness programs and swimming lessons were rated the highest in importance.



#### DISTRICT RESIDENTS RATING OF IMPORTANCE FROM THE NEEDS ASSESSMENT SURVEY



#### DISTRICT RESIDENTS RATING OF SATISFACTION OF RECREATION ACTIVITIES

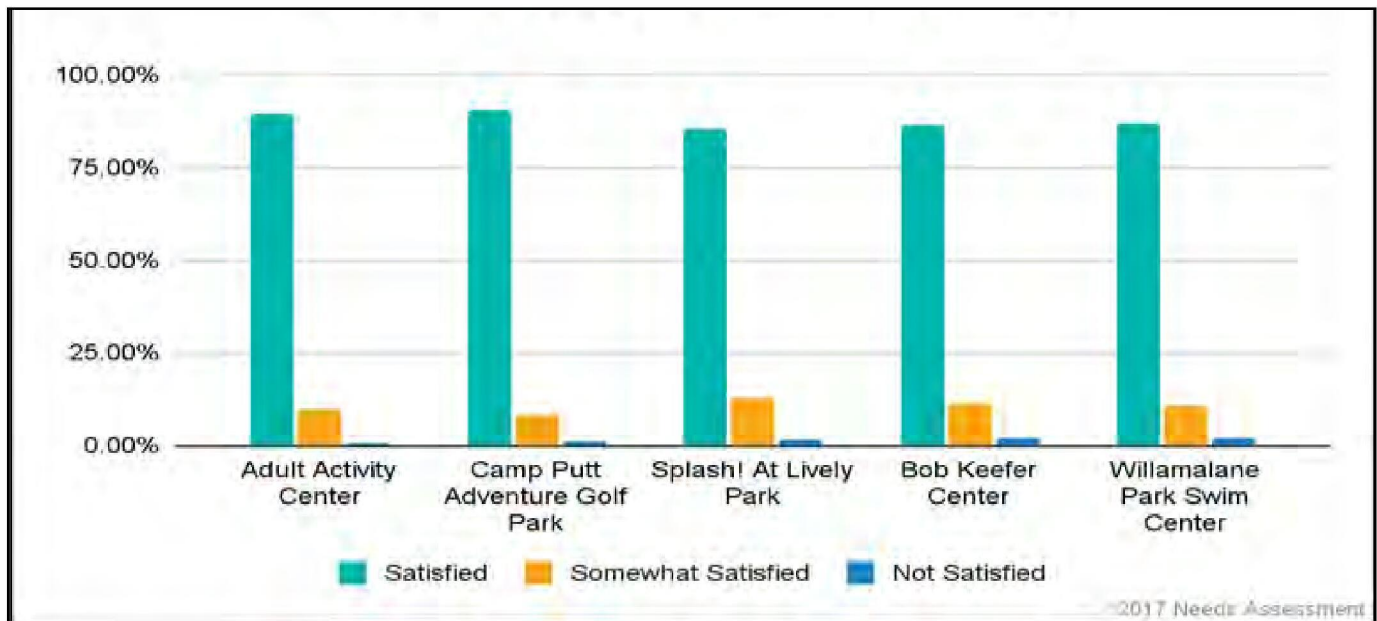


5 Figure illustrates the importance ratings from the statistically valid portion of the needs assessment survey

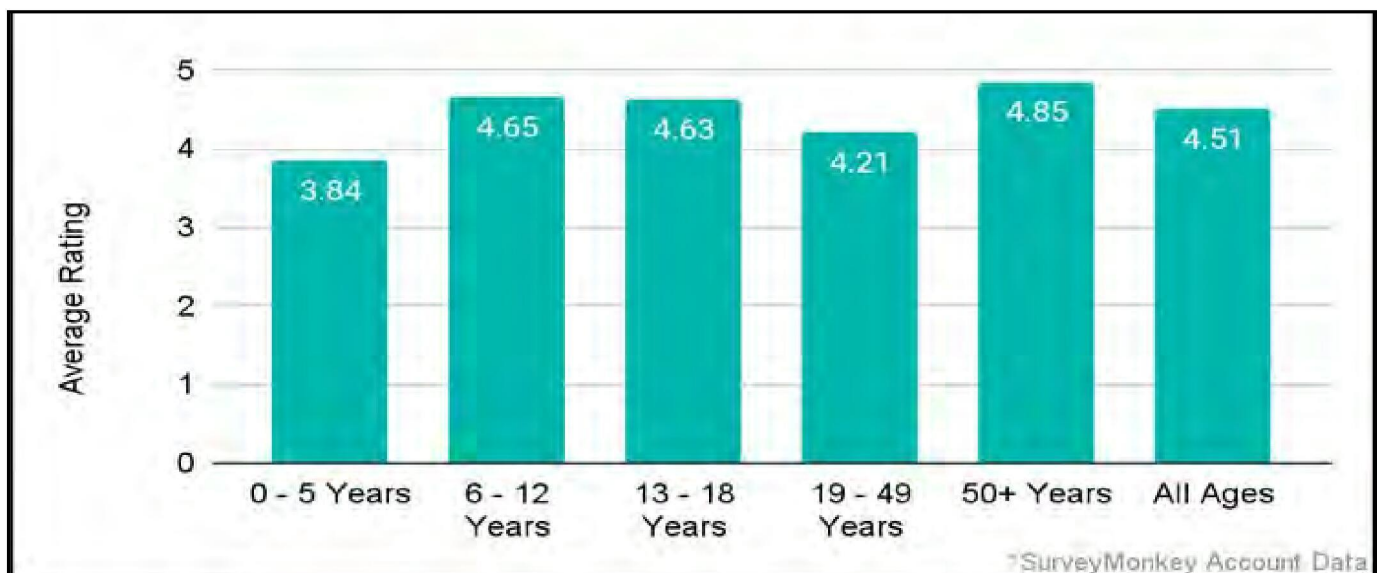
## Appendix 9: Service Assessments

The district documented high satisfaction in both programs and facilities in the 2022-2024 Recreation Program Plan.

### SATISFACTION BY FACILITY



### PROGRAM SURVEY RATINGS



### Recreation Program Demand: Needs and Desires

The engagement process and the needs assessment survey identified a number of needs and desires for programs and activities. Enrichment classes and special events, fitness classes, environmental education/

outdoor programs and childcare opportunities raise to the top of repeated topics between the various engagement opportunities and the survey. The following chart summarizes input related to additional desires for programs and activities received from the public engagement comments, needs assessment survey, teen engagement and the pop-up intercept events.



## RECREATION PROGRAM DESIRES<sup>6</sup>

Public Engagement Comments	Needs Assessment Survey
<ul style="list-style-type: none"> <li>Activities for adults (Ages: 21- 50)</li> <li>Disc golf events and classes</li> <li>Pickleball classes</li> <li>Swim lessons</li> <li>Environmental education/outdoor programs</li> <li>Family activities</li> <li>Volunteer programs</li> <li>Enrichment classes</li> <li>Special events in parks (movies, concerts, and cultural festivals)</li> </ul>	<ul style="list-style-type: none"> <li>Community farmers market</li> <li>Inclusive programs for individuals with disabilities</li> <li>More enrichment classes</li> <li>Food access programs</li> <li>Community special events</li> <li>Programming for adults</li> <li>Additional youth sports opportunities</li> <li>Additional kid's seasonal camps</li> <li>Childcare</li> <li>Culturally relevant events and programs</li> <li>Outdoor fitness programs</li> </ul>
Teen Engagement	Pop-up Intercept Public Input Opportunities
<ul style="list-style-type: none"> <li>Roller skating</li> <li>Badminton</li> <li>Spike ball</li> <li>Corn hole</li> <li>Movie nights</li> <li>Bowling</li> <li>Live music events</li> <li>Cooking events</li> </ul>	<ul style="list-style-type: none"> <li>Outdoor pool and/or water play</li> <li>Childcare opportunities</li> <li>Field/court options in parks</li> <li>Outdoor recreation equipment rentals</li> <li>Fitness classes</li> <li>Recreation classes</li> </ul>

Also identified as a priority are expanded athletic programs (leagues) for adults. While a majority of parks and recreation agencies across the United States offer adult team sports (87%) and adult individual sports (76%), Willamalane does not. The current space limitations in Willamalane facilities would certainly be further exacerbated by the inclusion of additional adult sports programs.

## Key Findings

1. The survey data demonstrate that the overall community recreation needs of district residents are being met. A variety of additional recreation activities were identified in the engagement process and needs assessment survey.
2. The Latinx population continues to grow, and Willamalane may best meet their needs by continued purposeful outreach and continuing to implement the district's DEI Strategic Action Plan.

<sup>6</sup> Programs and activities are listed in a random order

## Appendix 9: Service Assessments

3. A gap exists in adult (20-54) and older adult (55-85+) programming. The adult population makes up 46 percent of district residents and older adults make up 30 percent but combined, receive only 23% of enrichment programs offered and make up 35% of registrations. As the district continues to age among district residents, additional programming to meet the needs of older adults is anticipated. A majority of programs take place at the Adult Activity Center which is already at capacity for programming space. An additional activity center to add programming capacity may be needed.
4. Adult athletic events are in high demand and Willamalane does not currently offer this type of programming. An athletic field demand study could help clarify the possible need for additional artificial turf fields to support adult programming and other field use needs.
5. Hiring and retaining staff has become very challenging due to the job market. While Willamalane has done a very good job attempting to address this issue, staff shortages have nevertheless caused temporary facility closures – largely due to fluctuating availability and retention of lifeguards. Opportunities to partner with other local aquatic facilities may assist with this challenge.
6. While Willamalane does a good job surveying program participants, additional performance measures, reported quarterly, may help the Recreation Division to become more flexible in changing program opportunities as needed.
7. Staff carefully monitor cost recovery and program lifecycles.
8. A majority of programs and activities are offered during working and school hours versus evenings and weekends. This comes in part as a result of high demand for facility space during the evening program times and the recovery from the pandemic.
9. Willamalane has many partnerships that add great value to the Springfield community.
10. A significant amount of program registration comes from out-of-district residents (30%). A district “buy-in” membership may help ensure in-district residents are not subsidizing out-of-district residents.

## Future Implementation: Program Evaluation and Performance Measures

### PROGRAM LIFECYCLE

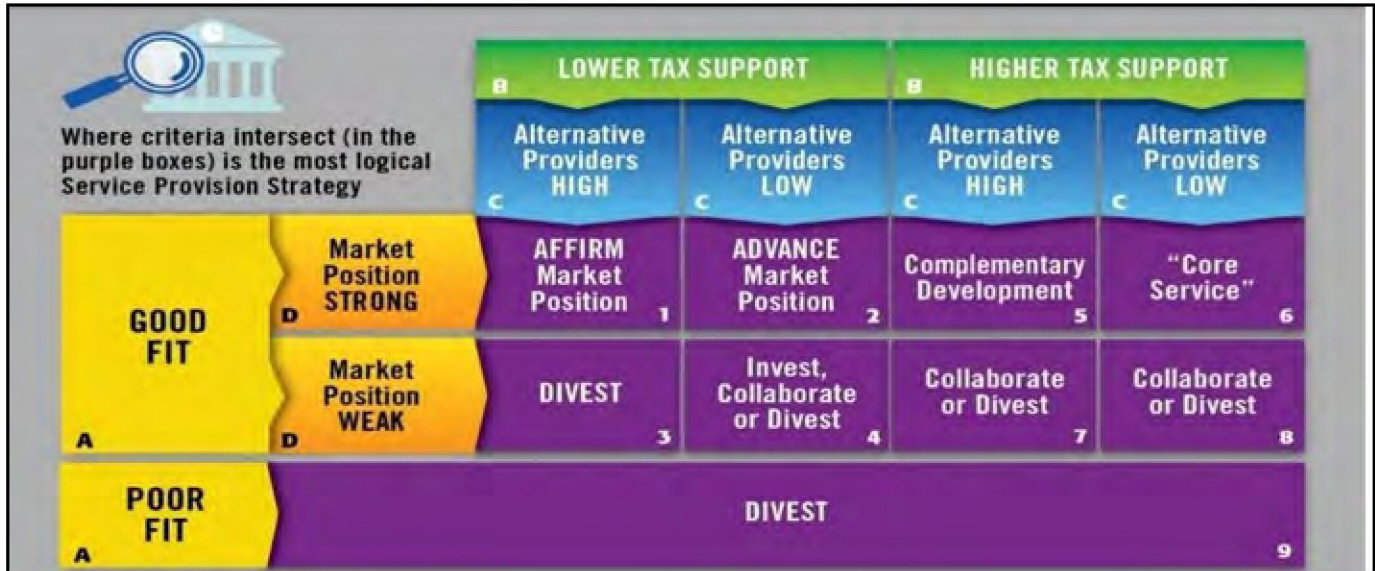
Parks and recreation agencies must recognize that certain programs and activities have a lifespan and must be evaluated on a continual basis. In the district in 2018 and 2019, 16 percent of programs or activities (of the 20,184 activities offered) did not have sufficient enrollment to hold the activity. This number of canceled programs is not unusual, and, in fact, is better than a general 20% rule of thumb. Nevertheless, Willamalane is encouraged to continue to audit programs each quarter, tracking those that did not go after two or three sessions, and consider discontinuing them. Currently, staff poll and survey participants to best understand areas of potential improvement.

A service assessment matrix may also be useful to determine if programs are best offered by the district, partners, or not at all. When making program decisions, a few simple questions should be asked by staff about each program:

- Is participation increasing or decreasing? If participation is increasing, then it could mean that the program should be continued. If participation is decreasing, are there steps to take to increase interest through marketing efforts, changes to the time/day of the program, format, or instructor? If not, it may be time to discontinue the program.
- Is there information contained in the participation/staff feedback that can be used to improve the program?
- Are cost recovery goals being met? If not, can program costs be reduced or can fees be realistically increased?
- Is there another provider of the program that is more suitable to offer it? If yes, Willamalane could provide referrals for its customers.
- Willamalane can also use cancellation rates to help make decisions regarding resource allocation and to focus marketing efforts.



## PROGRAM PROVISION STRATEGY



### Performance Metrics

Successful recreation programs typically track and report on performance measures that help to describe

successful recreation program delivery. A few examples are included for consideration.

Performance Measure	Purpose	Outcome
Assessment of program participation – if new programs are added, assess program participation	Maintain a fresh and novel recreation program	Attract new and returning participants
# Of program cancellations	Keep programming from stagnating	Make efficient use of coordination time and marketing budget
Participant satisfaction rates	Maintain and attract advocates, strong, sustainable revenues, and word of mouth marketing	Encourage high quality program delivery Survey at least seventy-five percent of program participants with a goal of 95% satisfaction
Cost Recovery Assessment	Help ensure program fees and expenses are in line with cost recovery policy	Programs with appropriate subsidy as directed by the board or directors
Program Enrollment	Help ensure program minimums for enrollment are met	Efficient program and efficient use of resources

## 9.8 Maintenance and Operations Analysis

This assessment of parks maintenance and operation practices is intended to assist Willamalane to provide safe, clean, and green parks, trails, open space, and facilities. The evaluation, analysis and recommendations are intended to identify efficiencies and opportunities to help Willamalane meet its maintenance and operational objectives.

Willamalane maintenance and operations functions are completed by four work units – Landscaping & Grounds, Structures, Facility Operations & Maintenance, and Natural Resources. All work units have separate budgets, and, at present, operate from a central reporting location.

At times, maintenance is reactive, which is not unusual for many parks and recreation agencies. Staff expressed priorities to include a more planned and proactive park inspection schedule, technical skills improvement opportunities for staff, a fully integrated maintenance management system that interacts with GIS and additional resources.

### The Importance of Quality Park Maintenance

Proper maintenance of parkland can slow the depreciation of parkland, enhance public perception of district operations, and positively influence property values surrounding parks. Poor park maintenance can lead to increased crime, illicit activity, vandalism, and increased renovation costs. While safety and security issues in Willamalane parks are primarily managed by its park ranger program in concert with Springfield public safety officers, park safety can also be addressed by the frontline staff working in the parks and facilities, through

### Investment in Park Maintenance

Willamalane annually invests approximately \$2.5 million to operate and maintain the parks, trails, open spaces, and athletic facilities. While it is not uncommon for parks maintenance departments to be responsible for maintaining medians and ancillary areas, Willamalane maintains twenty-one acres of non-park assets, some under an agreement with the City of Springfield. The district maintains 695.58 acres of developed parks, 919.92 acres of natural areas, and 38 miles of trails and multi-use paths. The district's investment in park operations was greatly impacted by the COVID-19 pandemic, and in FY 2021, maintenance budgets were reduced by 35%. The FY 2022 natural areas management budget is \$223,608 to maintain the natural areas.

The National Recreation and Park Association, (NRPA) in the 2022 Agency Performance Review provides data about typical community investment to maintain and operate parks, trails, and open space. Several metrics are especially applicable to this analysis.

### OPERATING EXPENDITURES PER ACRE OF PARK AND NON-PARK SITES

The park metrics data suggests that a typical agency serving a population between 50,000 and 99,999 invests from \$4,458 to \$23,983 per acre or a median of \$9,642 per acre. In FY 2022, Willamalane is budgeted to invest \$1,572 per acre which reflects the unusually high percentage (61%) of park space made up of natural areas (particularly Thurston Hills and Dorris Ranch parks). To add greater perspective, it may be helpful to look at natural areas maintenance per acre separate from developed parks and properties. The district invests \$3,668 per acre for developed parks and a minimal

### LANDSCAPE & GROUNDS, STRUCTURES, AND NATURAL RESOURCES, HISTORICAL FINANCIAL PERFORMANCE

	Actuals				Budget	
	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023
Total Revenues	\$164,327	\$55,556	\$131,302	\$189,323	\$9,600	\$80,600
Total Expenses	\$2,324,241	\$2,284,417	\$2,516,764	\$2,170,814	\$2,481,796	\$2,820,010
Total General Fund Subsidy	\$2,159,914	\$2,228,861	\$2,385,462	\$1,981,491	\$2,472,196	\$2,739,410

t the manner parks are maintained and operated.

\$233 per acre to maintain and operate natural areas. Willamalane's investment is below the lower quartile and less than one-half of the national median.



Willamalane's population is expected to grow by only seven percent through 2040, and, assuming the district maintains a similar level of service, increased maintenance costs to provide additional acres of park space will be minimal. However, the cost to bring Willamalane to the national median may in excess of \$4,000,000 annually.

#### RESIDENTS PER PARK

Park maintenance costs typically increase with the density of use in public spaces. As such, the NRPA metric suggests that a typical park system serving a similar population would provide between one park per 1,519 people on the lower quartile and 4,582 people on the upper quartile. The district provides one park per 1,563 people compared to a median of 2,516. Less people per park reduces the maintenance burden. Population growth in Springfield will increase density of park use which will impact the level of maintenance required into the future.

#### STAFFING RESOURCES DEDICATED TO PARK MAINTENANCE AND FACILITY OPERATIONS

Park maintenance and operations, natural areas management and facilities and operations are

#### LANDSCAPES AND GROUNDS, STRUCTURES, NATURAL RESOURCES, AND FACILITIES, OPERATIONS, AND FLEET FTES (FY 2023)

Work Unit	Full-time	Part-time/ seasonal	FTE
Landscape and Grounds	10	2	12.0
Structures	6	3.95	9.95
Natural Resources	2	1	3.0
Facilities, Operations and Fleet	8	4.41	12.41
<b>TOTAL</b>	<b>26</b>	<b>16.26</b>	<b>42.26</b>

accomplished by a team of 42.26 full-time equivalent (FTE) staff responsible for turf, horticulture, pathways, athletic fields, restrooms, park components, trails, natural areas, recreation facilities, structures and recreation facilities, and the daily upkeep of parks.

The Parks Management team also supports recreation programs in a variety of ways, including providing support for certain special events to include the Haunted Hayride, Megga Hunt spring event, Children's Celebration, and Light of Liberty 4th of July event, etc.

Staff provide an excellent level of service, seven days per week as demonstrated in the needs assessment survey. Park Maintenance was rating as highly meeting district resident's needs. Restrooms are generally cleaned two times per day and some remain open year-round. Although a bit reactive to changing work needs, staff spend time on routes in district regions and collectively, dedicated to project work. The district employs individuals with expertise in the trades – irrigation, electricians, playgrounds inspectors, mechanics, etc. However, staff report a desire to add arborists and horticulturists to the team in the future.

It is important to acknowledge that although the primary district maintenance facility is well located, the facility is used to capacity, leaving little room for additional staff, vehicles, etc. Additional storage for equipment and supplies is needed.

#### SEASONAL STAFF

In FY 2023, Willamalane supplemented full-time staffing with 16.26 part-time and seasonal positions. Prior to the Covid-19 pandemic, the landscaping and grounds team funded five seasonal positions. Currently, the district has not restored three lost positions, two of which completed a bulk of athletic field maintenance. Even so, seasonal positions continue to be difficult to attract candidates.

The AFSCME union contract gives priority to seasonals for full-time positions and priority for internal vacancies for existing represented employees. A pipeline to full-time employment may assist the district to fill part-time and seasonal vacancies.

#### Compliance and Enforcement of Park Rules

Challenges related to houselessness, vandalism, and inappropriate use of park space around the country continue to impact park use in larger, urban areas. However, for Willamalane, safety and security in the parks were not identified in the needs assessment survey as a limiting factor to park use. The parks maintenance team reported concerns with significant workloads resulting from these issues.

Willamalane employs two park rangers (2.0) which is insufficient to provide seven days per week coverage.

## Appendix 9: Service Assessments

Park rangers typically address up to twenty illegal camping sites per month. The district has a good relationship with the Lane County Sheriff's Office and the City of Springfield Police Department, both of which are generally responsive to the district's needs.

Only 3% of needs assessment survey respondents suggested their participation was impacted by poor maintenance practices. The same sample also suggested (14% to 30%), depending on location where respondents lived, that improved park maintenance was their second highest future need.

### Satisfaction with Park Maintenance and Operations

The survey demonstrated that the community is very satisfied with the quality of the parks, which reflects on park maintenance practices. On a scale of 1 (not at all satisfied) to 5, (very satisfied), both the random, invite sample and much larger open-link sample results reported almost identical results.

Across the board, all park types and components received satisfaction scores greater than 3. The satisfaction ratings for natural areas/open space, park safety and maintenance, synthetic turf fields and trails in parks and/or trail systems are very high, demonstrating extreme satisfaction.

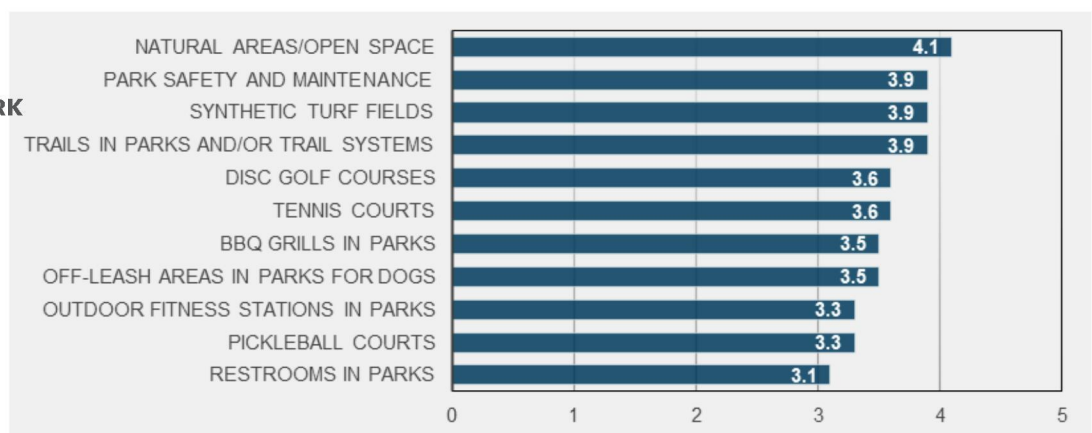
### Use of District Parks

The needs assessment survey identified community needs and desires related to park use, facilities, and amenities. The statistically valid, invite survey revealed that trails and paths are the most widely used facilities, followed by natural areas/open space and parks. Overall, greater than 40% of invite respondents reported use of trails/paths, natural areas/open space, or parks and playgrounds at least once a week or more. The percentage of respondents who reported never using park spaces was relatively small.

#### FREQUENCY OF USE OF PARKS, AND PLAYGROUNDS, TRAILS, AND NATURAL AREAS FROM THE NEEDS ASSESSMENT SURVEY

Park Category	Daily	Weekly	Monthly	Yearly	Never
Parks and Playgrounds	10%	30%	27%	18%	15%
Trails/paths	19%	25%	26%	13%	16%
Natural Areas/Open Space	13%	29%	28%	14%	16%

#### NEEDS ASSESSMENT SURVEY - SATISFACTION WITH WILLAMALANE PARK TYPE/COMPONENTS



#### REASONS FOR NON-USE (INVITE SURVEY SAMPLE)





## Maintenance Challenges

A focus group and listening session was held in November, 2022, with a majority of the park maintenance staff to learn about their daily challenges and to confirm study findings. A series of questions was used to prompt

input using cell phone technology, allowing the team to provide input and see the results in real time. Most repeated comments are included in the table below

### MAINTENANCE AND OPERATIONS STAFF INPUT

<b>STRENGTHS</b> <ul style="list-style-type: none"> <li>Teamwork</li> <li>Flexibility</li> <li>Ability to keep parks well maintained and safe</li> </ul>	<b>CHALLENGES</b> <ul style="list-style-type: none"> <li>Vandalism/homeless issues</li> <li>Funding and sufficient operations space</li> <li>Short on staff at critical seasons</li> <li>Greater use with more areas to cover</li> </ul>	<b>DO YOU HAVE CAPACITY ISSUES IN PARKS (ARE THEY OVER USED)?</b> <ul style="list-style-type: none"> <li>Yes 12</li> <li>No 13</li> </ul>
<b>DO YOU HAVE CAPACITY ISSUES IN ATHLETIC FIELDS?</b> <ul style="list-style-type: none"> <li>Yes 9 (comments – dogs in parks issues, and trash collection)</li> <li>No 12</li> </ul>	<b>DO YOU FEEL THE ATHLETIC FIELD PERMITTING PROCESS MAXIMIZES USE OF DISTRICT ATHLETIC FIELDS?</b> <ul style="list-style-type: none"> <li>Yes 14</li> <li>No 6</li> <li>Unsure 3</li> </ul>	<b>WHAT AREAS WOULD YOU LIKE TO SPEND MORE TIME ON?</b> <ul style="list-style-type: none"> <li>Preventive maintenance</li> <li>Managing irrigation</li> <li>Project work</li> <li>Tree maintenance</li> </ul>
<b>IS HOMELESSNESS AN ISSUE FOR STAFF?</b> <ul style="list-style-type: none"> <li>Yes 26</li> <li>No 0</li> </ul>	<b>WHAT NEW EQUIPMENT DO YOU NEED?</b> <ul style="list-style-type: none"> <li>Newer equipment across the board</li> <li>Transition to electric equipment</li> <li>Excavator, skidsteer, forklift</li> <li>Bucket truck</li> <li>More vehicles</li> </ul>	<b>HAS YOUR WORKLOAD INCREASED IN THE PAST FEW YEARS?</b> <ul style="list-style-type: none"> <li>Yes – 26</li> <li>No – 0</li> </ul>
<b>COMMENTS:</b> <ul style="list-style-type: none"> <li>More parks with no new staff</li> <li>Limited access to seasonal staff</li> <li>Nuisance behavior</li> <li>Staff turn-over</li> <li>Insufficient staffing</li> <li>Unsustainable workload</li> </ul>		

## Appendix 9: Service Assessments

In addition to the input above, maintenance and operations staff voiced the following future priorities and focus areas:

- Add additional dog parks to the system
- Remove sandboxes from the parks; Be mindful of the maintenance requirement for sandboxes
- Focus on a solution to the homeless issues and continual vandalism in the parks
- Bring all parks and site amenities up to “standard”
- Implement a better equipment replacement/asset management program
- Implement a playground replacement program and budget funds each year
- Ensure operations and maintenance funding is in place at time of park project approval
- Increased natural areas funding and staffing are needed for the amount of acreage maintained
- Convert to low maintenance landscapes, drought tolerant plants
- Increase coordination and communication between planning and maintenance staff
- Plant ornamental beds a minimum of 50 feet from playgrounds to minimize maintenance conflicts
- A larger shop with sufficient storage is needed
- Do not place fencing along pathways
- Do not develop new parks and focus on maintaining existing spaces until additional resources and staff are available.
- Replace use of portable restrooms with permanent
- Choose playground components with longer lifespans
- Consider adding Park Ranger staffing for better coverage

### Park Components and Playgrounds

As needed, components are replaced with standardized equipment which is especially important for efficient maintenance and because some of the playgrounds may soon be reaching the end of their useful life. Playgrounds are inspected regularly by a certified playground inspector. The population of youth who reside in the district make up ~24% of the overall population and are expected to remain consistent in the future. Playground maintenance and replacement of those playgrounds that have reached their useful life remain a priority for the district.

### Athletic Fields

Maintenance of athletic fields includes field preparation completed by staff. Prior to the pandemic, the district provided three staff to support athletic field maintenance. Although sports fields are being used again, the district currently provides only one FTE staff resource.

### Volunteer Support for Parks, Trails, and Natural Areas

There is limited volunteer support although a friend's group at Ruff Park. The district has designated three pesticide free parks that require successful volunteer programs. The district employs a volunteer coordinator who is available to recruit and manage volunteers. In the recent past, volunteers have played an important role in natural area and trails management.

### Maintenance Performance and Operating Standards

The district maintains a comprehensive district maintenance manual with the following three objectives:

1. To provide a consistent set of standards for parks district-wide
2. To clearly define staff roles and level of expectations
3. To be used as a training/learning tool



## 9.9 Key Findings:

This evaluation of maintenance and operations practices recognize many of the same topics identified in the public input process and needs assessment survey. The need for greater resources has been identified as a key priority area.

- Park maintenance is sufficient to meet community needs. Poor maintenance is not identified to impact participation. However, there is a public desire for a higher level of standard and care.
- Space at the Park Service Center is limited and requires expansion of office space, storage, vehicle parking and staging areas.
- Willamalane recognizes the importance of an asset management program related to equipment replacement. A full equipment risk assessment may greatly assist the district to prioritize equipment replacement.
- The natural areas management budget is insufficient to adequately maintain and manage natural areas in a long-term sustainable manner.
- Seasonal staffing related to athletic field maintenance was reduced during the COVID-19 pandemic and not restored.
- Willamalane's investment in park maintenance is below the national median for typical agencies similar in size. Focus areas may include fully funding operations and maintenance for new park development when new parks are approved, and incrementally increasing funding and FTE closer to the typical national median.
- Willamalane could create neighborhood-based friends groups for parks to assist with project work and to provide stewardship of the spaces.
- A pipeline built into the AFSCME contract to provide seasonal employees with opportunities for full-time positions may assist the district to fill seasonal vacancies.
- Additional park rangers may help to keep the parks safer, but also reduce maintenance and operations costs.
- Willamalane's maintenance manual is an exceptional resource, clearly defining standards for maintenance of park components and amenities.
- Parks Maintenance and operations are currently staffed at a lower FTE than other agencies reviewed. As a result, Park maintenance is reactive at times due in-part to staffing needs, both in approved positions and ability to recruit applicants.
- There is increasing demand placed on park maintenance positions based on nuisance behavior in the parks.
- The park maintenance facility lacks space for expansion and will need to be addressed in order to accommodate hiring additional park maintenance employees.

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# Appendix 10:

## Willamalane Key Issues Matrix



Willamalane Park and Recreation District	Qualitative Data			Quantitative Data				
Key Findings - Rating Scale a - priority b - opportunity to improve c - minor or future issue blank means the issue didn't come up or wasn't addressed	Staff Input	Public Input	Leadership	Surveys	Other Planning Documents	Assess/LOS	Consultant Team	
<b>Sustaining a High Performing Team</b>								
The district has strong leadership and a very positive culture	A	A	A	A	A		A	
The district is well staffed with full-time positions within what a typical agency would employ	A				A		A	
Seasonal/casual staffing presents a challenge given difficulty attracting candidates for seasonal positions	A	A	A	A	A		A	
A position to support procurement is desired by employees	A		C				C	
Part-time seasonal wages may lag behind market making recruitment and retention challenging	A	B					B	
Some staff may be working out of scope a regular basis which requires a careful evaluation of job descriptions	A	B	C				B	
<b>Delivering a Full and Diverse Range of Parks and Recreation Services</b>								
A majority of community members favor both taking care of existing assets and expanding	A	A	A	A				
Encouraging Diversity, Equity, and Inclusion is of the utmost importance to the community	A	A	A	A	A	A	A	
The district is expected to experience modest population growth in the next 10 years		A	A		A		A	
The median age of district residents has increased from 34.6 in 2010 to 38.6 in 2026 . The popular is growing older.	A	A	A		A		A	
The percent of adults 55+ is growing from 25% in 2010, anticipated to grow to 31% by 2026	A	A	A	A	A		A	
Younger age groups (0-14) are trending downward but will be stable in the next five years					A		A	
The district is getting more diverse. Hispanic populations are trending upward from 11.3 in 2010 to ~17% in 2026.	A			A	A		A	
Tribal cultural programming is desired by Springfield's Tribal community	A	A	A				A	
A greater relationship and connection is desired by the tribal communities. There are many opportunities to collaborate with Tribal	A	B	A				A	
18% of district residents live below the poverty level	A		A	A	A		A	
The number of individuals with disabilities is larger that the state of Oregon and almost 1 in 5 district residents.	A			A	A		A	
Many playgrounds use engineered playground chips which meet ADA requirements but provide limited inclusive opportunities.	A		A				A	
District Priorities from intercept engagement: Outdoor Pool and/or Water Play: 27.5% Expanded Trail System: 13.9% Improvements to existing playgrounds: 13% Childcare opportunities: 11.3% Field/court options in parks: 7.5% Outdoor recreation equipment rentals: 7.3% Additional recreation and fitness classes: 7.0%	A	A	A	A	A	A	A	
Twenty-nine percent of district residents are obese		A	A	A	A		A	

**A10-2** Willamalane Park and Recreation District



Key Findings - Rating Scale												
	Staff Input	Public Input	Leadership	Surveys	Other Planning Documents	Assess/LOS	Consultant Team					
<b>a - priority</b> <b>b - opportunity to improve</b> <b>c - minor or future issue</b> <b>blank</b> means the issue didn't come up or wasn't addressed												
32% have walkable access within a 10-minute walk; 45% have some access but not at target and 23% lack access (population)						A	A					
Many barriers may be limiting walkable access		A	A		A	A	A					
Household Income, diversity and crime indexes track the areas where better parks are						A	A					
Almost everyone lives within a one-mile drive to parks with outdoor recreation components						A	A					
Latinx residents rank outdoor splash pads and trails as top priorities				A		A	A					
The greater the walkable access, the less crime and diversity and household income						A	A					
<b>Parks and Facility operations</b>												
There has been significant growth in natural areas from 186 acres of natural area and no dedicated natural resource staff to well over a 800 acres of natural area and two full-time staff dedicated to planning and managing these areas.	A		A		A	A	A					
The district invests \$1,932 per acres in park maintenance, far below the median of \$9,642 that a typical agency may invest. This is primarily due to the amount of open space/natural areas the district manages.		A		A	A		A					
Homelessness & camping issues within the parks suggesting a need for an expanded park rangers program.	A	A	A	A							B	
There is increasing demand placed on park maintenance positions based on nuisance behavior in the parks	A	A	A	A							A	
The park maintenance facility lacks space for expansion and will need to be addressed in order to accommodate additional park maintenance	A		A								A	
Regional park maintenance plans, generated by the maintenance team may be very helpful			A	A							A	
Park maintenance is reactive at times due in-part to staffing needs, both in approved positions and ability to recruit applicant pools	A	A	A		A						A	
<b>Trails and Natural Areas</b>												
Soft surface trails and scenic areas are top trail desires, connection is second, following by paved walking paths		A	A	A	A						A	
Trail Systems, soft surface and paved paths are very popular and are the top priority among district residents. Connectivity of bike paths and trails remains a very high priority.	A	A	A	A	A						A	

## Appendix 10: Willamalane Key Issues Matrix

Key Findings - Rating Scale										
	Staff Input	Public Input	Leadership	Surveys	Other Planning Documents	Assess/LOS	Consultant Team			
<b>Positive, Proactive Communication with the Community</b>										
The 2022 accreditation should be a focus of branding efforts										A
Communication is quite good with community		A		A	A					A
A greater relationship and connection is desired by the tribal communities.	A	A	A							A
The community desires additional survey engagement (Annual Survey or bi-annual survey)		B		A						A
The most common ways Latinx population receives information getting their information included newsletters, social media, radio, and direct				A						
Bilingual staff at the desks or over the phone can greatly reduce any communication barriers.	A			A						A
There is room for improvement in communication and outreach to non-users		A	A	A						A
Over half of Open Link survey Respondents are unaware of available programs as are 67% of the invite sample.		A		A						
36% of Latinx are not aware of facilities, 57% are not aware of programs. This compares to 27% and 37% respectively.		A		A						A
A large majority of district residents feel communication is good – only 27% of invite same respondents suggested communication was not				A						A
A majority (86%) of district residents are familiar with parks, facilities, and services				A						
District residents receive information about the district parks and programs, etc. by direct mail (63%), followed by word of mouth, the				A						
Only 13% of district residents receive information by social media although 26% would like to receive information by social media				A						
Residents prefer direct mail (69%) and email (64%) as ways to receive information				A						
Residents are not interested in receiving information by school newsletter, posters at facilities, or word of mouth. 22% are interested in				A						
45-54 year-olds primarily receive information via social media. People 55+ by direct mail. People under 35, by direct mail and word of mouth				A						
People 55 and older prefer direct mail and email. The older you get, the less likely you prefer to receive information by email				A						
People under 35 are least likely to want information distributed via schools.				A						
There is a need for more communication/outreach specifically for Native programming	A	A	A	A						A
Residents desire additional bilingual information in parks and buildings	A	A	A	A						A
The most common ways Latinx population receives information on parks and programs included newsletters, social media, radio, and direct				A						
There are communication barriers related to a lack of bilingual staff at the front desks or over the phone		A	A	A						A
Teens do not wish to receive information via social media	A	A	A	A						



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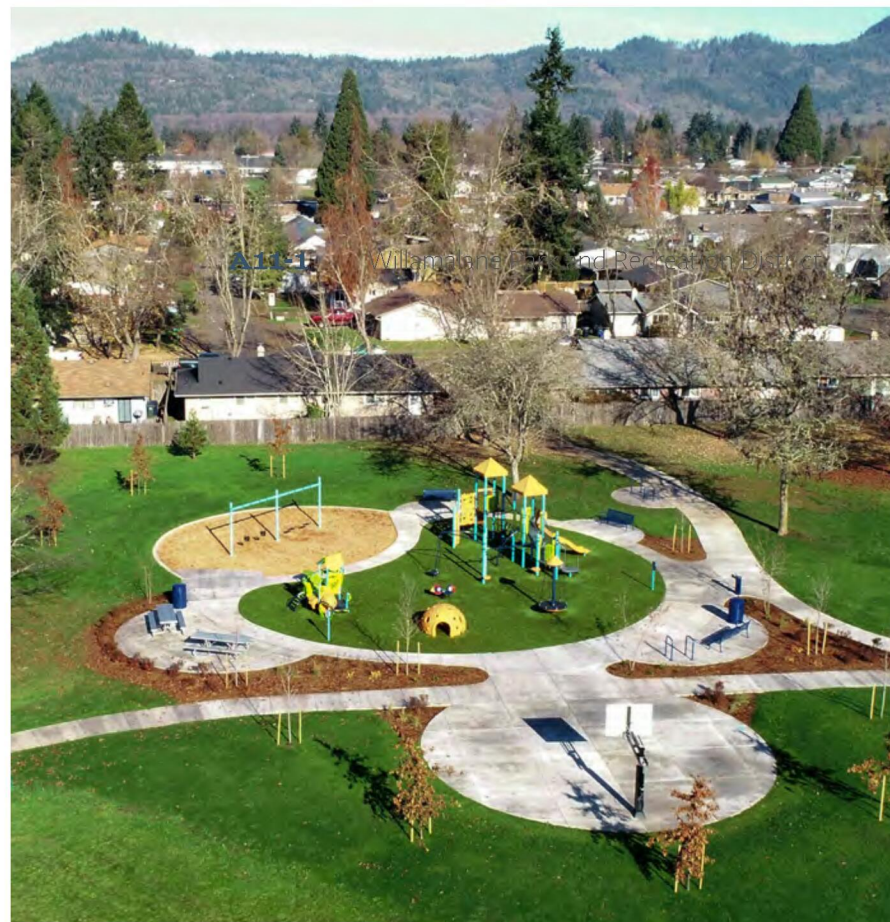
# Appendix 11: Project List and Phasing Plan



## Appendix 11: Project List and Phasing Plan

This project list includes capital projects prioritized into short-term (1-5 years), mid-term (6-10 years), and long-term (11+ years) project phases. It also identifies ongoing project priorities that will be implemented as opportunities arise. The map at the end of the section serves as a reference to identify project locations.

Phase	Time to Complete
1. Short-term	1-5 years
2. Mid-term	6-10 years
3. Long-term	11+ years







# Proactively Plan and Design for Future Park Projects

## PROJECT

### S1 - Booth Kelly Trailhead to Middle Fork Path Connector

Work with partners and landowners to design an additional trail connector along Springfield Butte that connects the Middle Fork Path to the Booth Kelly Trailhead. Include consideration of a new viewpoint along Springfield Butte if feasible.

Estimated Project Cost: \$225,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	K	H	L31/ N02

### S2 - Dorris Ranch

Plan and design for master plan improvements including parking lot, use of the Allen property, and nature play areas.

Estimated Project Cost: \$100,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	K	H	West of N02

### S3 - Guy Lee Park / Elementary

Work with SPS to create a master plan for the park that maximizes recreation opportunities and public access on the combined properties.

Estimated Project Cost: \$22,500

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	K	A	L18

### S4 - Island Park Design

Work with partners to update the master plan for Island Park.

Estimated Project Cost: \$62,500

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	K	C	West of N19



# Proactively Plan and Design for Future Park Projects

## PROJECT

### S5 - Moe Mountain Natural Area

#### Multi-use Path Design

Work with partners to design new multi-use path from northernmost point of Moe Mountain Natural Area, connecting to northernmost point of the Levee Path. (4.3a, 4.3b)

Estimated Project Cost: \$192,500

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	K	B	L05

### S6 - Wallace M. Ruff Jr. Memorial Park

Update park master plan to incorporate acquired land since the last master planning effort.

Estimated Project Cost: \$20,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	K	F	East of N20

### S7 - West D St. Greenway Master Plan

Work with partners and the public to create a master plan for the waterfront area. (1.9, 8.18)

Estimated Project Cost: \$75,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	K	C	South of L40

**NOTES:** Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.





# Expand Level of Service in Existing Parks

## PROJECT

### S8 - Gamebird Park and Garden

Revisit design and conduct entire park upgrade. Look for opportunities to expand service on adjacent Springfield Public Schools land. (1.4) Add path connection between Flamingo Ave. and N. Cloverleaf Loop. (4.7, 8.1)

Estimated Project Cost: \$1,150,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	L	A	L16

### S9 - Georgia Pacific Natural Area

Implement Georgia Pacific Natural Area improvements per the park master plan.

Estimated Project Cost: \$1,700,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	L	I	L35

### S10 -James Park

Prepare master plan and redevelop park. (1.24, 8.6)

Estimated Project Cost: \$1,225,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	L	G	L33

### S11 -Menlo Park

Update and add to components in this park to provide better level of service to the neighborhood. (8.5)

Estimated Project Cost: \$675,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	L	C	L17

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



# Expand Level of Service in Existing Parks

## PROJECT

### S12 - Tyson Park

Prepare master plan and redevelop park. (8.7)

Estimated Project Cost: \$1,100,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	L	E	L15

### S13 - Willamalane Park

Complete master plan for this park and implement improvements. (8.16)  
Based on the results of the feasibility study, expand the aquatic facility to incorporate outdoor pool and/or water play elements.

Estimated Project Cost: \$4,600,000\*

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	L	D	West of L19

### S14 -Outdoor Water Play Feature

Determine ideal location(s) for development and then develop an outdoor water feature within the district. (7.6)

Estimated Project Cost: \$712,500

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	N	All	All

*\*The outdoor pool at Willamalane Park (approximately \$19 million) is not included in Phase One estimates.*

**NOTES:** Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.





# Conduct Minor Updates in Existing Parks

## PROJECT

### S15 - Bob Artz Memorial Park

Update playgrounds.

Estimated Project Cost: \$550,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	M	F	L08

### S16 - Meadow Park

Upgrade courts at this park.

Estimated Project Cost: \$700,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	M	C	West of N19

**NOTES:** Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



# Develop New Parks in Growing and High Priority Areas

## PROJECT

### S17 - New Neighborhood Park

Develop a neighborhood park adjacent to new Woodland Ridge development in this region. (1.33)

Estimated Project Cost: \$1,940,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	L	I	L10

### S18 - New Pocket Park

Plan, design, construct a new pocket park in region No7. (1.11)

Estimated Project Cost: \$1,000,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	L	D	N07

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.





## New Acquisitions

### PROJECT

#### S19 - New Neighborhood Park

Acquire land for a new neighborhood park adjacent to new development happening at Woodland Ridge. (1.33)

Estimated Project Cost: \$400,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	M	I	L10

#### S20 - New Neighborhood Park

Seek opportunities for acquisition for future neighborhood or pocket park in this high priority area. (1.14)

Estimated Project Cost: \$270,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	M	E	N06

#### S21 - New Pocket Park

Acquire land in this high priority area for a new pocket park. (1.30, 1.31)

Estimated Project Cost: \$135,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	M	I	N23

#### S22 - Bob Artz Memorial Park

Acquire adjacent land to expand ballfields.

Estimated Project Cost: \$270,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	N	F	L08

#### S23 - Moe Mountain Natural Area

Acquire land south of Moe Mountain Natural Area (i.e. abandoned railroad) to promote connectivity between the south end of Moe Mountain to the Levee Path.

Estimated Project Cost: \$270,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	N	B	L05

#### S24 - Thurston Hills Natural Area

Acquire land adjacent to park for improved access and an additional trailhead.

Estimated Project Cost: \$5,070,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	N	J	Various

**NOTES:** Numbers in parentheses shown at end of project descriptions (e.g., 1.14) are references to related actions from the 2012 Comprehensive Plan.



# Trail Projects

## PROJECT

### S25 - McKenzie River Multi-use Path

Design and construct a new multi-use path from the south end of the Levee Path, along McKenzie River (north of 126), connecting to High Banks Road at 52nd St. (4.11)

Estimated Project Cost: \$2,675,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	M	B/F	L23

### S26 -South Weyerhaeuser Haul Road (Thurston Hills Path)

Design and construct a multi-use path on existing Weyerhaeuser Haul Road. (4.12)

Estimated Project Cost: \$2,350,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	M	J	L02 - L04

### S27 - Gary Walker Trail System at Dorris Ranch

Build additional trails at Dorris Ranch per the master plan update.

Estimated Project Cost: \$575,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	N	H	West of N02

### S28 - Thurston Hills Natural Area Trail Expansion

Develop trails to accommodate beginner mountain bike riders and trails that consider principles of universal design within the Thurston Hills Natural Area.

Estimated Project Cost: \$275,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	N	J	Various

### S29 - Thurston Hills Natural Area South Trailhead

New trailhead access to Thurston Hills Natural Area on the south side.

Estimated Project Cost: \$1,975,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	O	J	North of L04

**NOTES:** Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.





# Building Facilities

## PROJECT

### S30 - District Space Study

Conduct a district-wide space assessment to address needs and maximize use of existing facilities to meet programmatic and staffing capacity needs for the district.

Estimated Project Cost: \$80,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
4.1	B	All	All

### S31 - Willamalane Park Swim Center Feasibility Study

Complete a seasonal outdoor pool feasibility study to assess opportunities to co-locate an outdoor swimming pool at the Willamalane Park Swim Center.

Estimated Project Cost: \$70,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
4.1	C	All	All

### S32 - Park Services Center Facility

Design and build Park Services Center facility improvements based on recommendations from the facility space study.

Estimated Project Cost: \$652,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
4.1	F	E	L15

### S33 - Willamalane Adult Activity Center Parking Lot Renovation

Improve existing parking lot to minimize erosion and improve year round usability. Design expansion of parking lot and an accessible walkway from the adjacent parcel to the west.

Estimated Project Cost: \$437,500

STRATEGY	ACTION	AREA	PRIORITY ZONE
4.1	G	C	West of N19

### S34 - Bob Keefer Center Expansion

Develop a master plan and construct an expansion to the Bob Keefer Center to provide additional programming and recreation space. (7:3)

Estimated Project Cost: \$17,550,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
4.1	J	I	South of L15

**NOTES:** Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



# Coordinate with Partners

## PROJECT

### S35 - Centennial Elementary

Work with SPS to improve playground and increase public access to this school to help meet the need for service in this neighborhood.

Estimated Project Cost: \$250,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	E	C	L17

### S36 - Maple Elementary

Work with SPS to improve playground and increase public access to this school to help meet the need for service in this neighborhood. Work with the City and Safe Routes to Schools to assure safe connections to this play area from adjacent underserved areas.

Estimated Project Cost :\$250,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	E	D	L19

### S37 - Riverbend Elementary

Work with SPS to improve playground and increase public access to this school to help meet the need for service in this neighborhood.

Estimated Project Cost: \$250,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	E	E	N03

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.





# Proactively Plan and Design for Future Park Projects

## PROJECT

### M1 - McKenzie River Boat Access

Work with regional partners to design improvements at the Hayden Bridge Boat Ramp to be constructed in Phase 3.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	O	B	L05

### M2 - Jack B. Lively Memorial Park Design

Update the master plan to reflect existing improvements and re-assess current needs. (2.5, 8.15)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	O	F	N20

### M3 - Rob Adams Park

Design park improvements to update existing features and increase level of service to adjacent neighborhood.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	O	J	L02, South of L02

### M4 - Weyerhaeuser McKenzie Natural Area

Work with partners to create a master plan, promoting improved public access/use of this natural area. (3.2)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	O	B	L23

**NOTES:** Numbers in parentheses shown at end of project descriptions (e.g., 1.14) are references to related actions from the 2012 Comprehensive Plan.



## Expand Level of Service in Existing Parks

### PROJECT

#### M5 - Bob Artz Memorial Park

Design and construct improvements to fields and areas surrounding fields. (8.22)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	P	F	L08

#### M6 - By-Gully Pocket Park

Coordinate with landowners to add a small pocket park on west end of path. (1.6)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	P	C	L17

#### M7 - Dorris Ranch

Build improvements per the park master plan including parking lot, phase 1 improvements of the Allen property and nature play areas. (5.5, 8.21)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	P	H	West of N02

#### M8 - Eastgate Woodlands of the Whilamut Natural Area

Coordinate with the Citizen Planning Committee (CPC) to improve undeveloped land per the master plan. Consider updates to the master plan upon full implementation. (8.25)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	P	C	South of L40

#### M9 -Guy Lee Park

Coordinate with SPS and the City to develop a park master plan for park and implement improvements. Consider improved neighborhood access and a multi-use path along the SCS Channel (4.4, 8.23).

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	P	A	L18

**NOTES:** Numbers in parentheses shown at end of project descriptions (e.g., 1.14) are references to related actions from the 2012 Comprehensive Plan.





## Expand Level of Service in Existing Parks

### PROJECT

#### M10 - Jesse Maine Memorial Park

Provide additional components at this park to increase service to adjacent neighborhood.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	P	J	L03

#### M11 - Les Schwab Sports Park

Complete full implementation of the park master plan and replace turf surfacing on sport fields. (6.1)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	P	I	South of L15

#### M12 - Mill Race Park

Work with partners and landowners to create a master plan and build improvements to park. (5.3, 8.19)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	P	H	NW of L31

#### M13 - Page Park

Work with partners at SPS to create a master plan for this park and develop park accordingly. (8.3)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	P	B	L06

#### M14 - Wallace M. Ruff Jr. Memorial Park

Implement improvements per updated master plan.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	P	F	East of N20

**NOTES:** Numbers in parentheses shown at end of project descriptions (e.g., 1.14) are references to related actions from the 2012 Comprehensive Plan.



# Conduct Minor Updates in Existing Parks

## PROJECT

### M15 - Douglas Gardens Park

Reconstruct tennis & basketball courts. Consider needs for playground replacement. (8.11)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	Q	I	L30

### M16 - Fort Park

Upgrade playground and surfacing. (8.8)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	Q	F	L07

### M17 - Heron Park

Update playground and surfacing.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	Q	C	South of L40

### M18 - Pride Park

Renovate play area and courts. (8.12)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	Q	I	West of L39

**NOTES:** Numbers in parentheses shown at end of project descriptions (e.g., 1.14) are references to related actions from the 2012 Comprehensive Plan.





# Conduct Minor Updates in Existing Parks

## PROJECT

### M19 - Robin Park

Update playground and surfacing.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	Q	B	L20

### M20 - Royal Delle Park

Upgrade the playground and surfacing at park.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	Q	B	L22

### M21 -Thurston Park

Upgrade playground and repair basketball courts as needed.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	Q	F	West of L08

**NOTES:** Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



# Develop New Parks in Growing and High Priority Areas

## PROJECT

### M22 - New Neighborhood or Special Use Park

Work with the City to improve pedestrian access and provide a neighborhood or special use park in this redeveloping area. (1.26)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	Q	G	N27

### M23 - New Pocket Park

Develop a new pocket park to expand service in this high priority area.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	Q	I	N23

**NOTES:** Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.





## New Acquisitions

### PROJECT

#### M24 - Harvest Landing

Look for opportunities to acquire land adjacent to Harvest Landing to improve public access to that natural area.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	F	B	L36

#### M25 - Area J / Lo4

Acquire land for a new community recreation facility, community park, and wetland natural area park in this region. (2.4, 3.7)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	R	J	L04

#### M26 - Area J / Lo4

Acquire land for a new neighborhood park in this redeveloping area. (1.19)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	R	J	L04

**NOTES:** Numbers in parentheses shown at end of project descriptions (e.g., 1.14) are references to related actions from the 2012 Comprehensive Plan.



# Trail Projects

## PROJECT

### M27 - Booth Kelly Trailhead to Island Park Connector

Work with partners and landowners to design, develop, and sign pedestrian/bike connection from Island Park to Booth Kelly Trailhead utilizing both on- and off-street connections.

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	A	C, H	Various

### M28 - Booth Kelly Trailhead to Middle Fork Path Connector

Build a trail connector from the Booth Kelly Trailhead to the Middle Fork Path via the east side of Springfield Butte per previous design. (modified from 4.25)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	A	H	N02

### M29 - By-Gully Path Extensions

Work with partners to design and construct connections from the By-Gully Path to Eastgate Woodlands and neighborhoods and schools to the east. (4.8, 4.9, 8.17)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	A	C, D	Various

### M30 - Glenwood Riverfront Multi-use Path Design -West

Work with partners to plan for and design a riverfront linear park and multi use path from I-5 to the Springfield Bridge, consistent with the Glenwood Refinement Plan. (4.13)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	A	G	Various

**NOTES:** Numbers in parentheses shown at end of project descriptions (e.g., 1.14) are references to related actions from the 2012 Comprehensive Plan.





# Trail Projects

## PROJECT

### M31 - Moe Mountain Natural Area Multi-use Path Construction

Develop new multi-use path from northernmost point of Moe Mountain Natural Area south, connecting to northernmost point of the Levee Path per plans from previous design efforts.(4.3a, 4.3b)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	A	B	L05, L23

### M32 - Bridge to Glenwood at Island Park

Work with the city to explore the feasibility of a bicycle/pedestrian bridge from the riverfront path in Glenwood to Island Park, per the Downtown District Urban Design Plan. (4.15)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	B	C, G	North of L31

### M33 - Bridge to Howard Buford Recreation Area

Conduct feasibility with regional partners on the siting and design of a pedestrian bridge across the Willamette, providing access to Howard Buford Recreation Area. Include pedestrian, bike, and equestrian access as considerations in this process.

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	B	TBD	TBD

### M34 - Clearwater Park Trails

Build additional, remaining trails at Clearwater Park per master plan.

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	C	I	South of L25

### M35 - Thurston Hills Natural Area North Trailhead

Design and construct expansion of existing parking lot to support additional capacity at the north side of Thurston Hills Natural Area.

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	D	J	L01, N12

**NOTES:** Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



## Expand Level of Service in Existing Parks

### PROJECT

#### L1 - Clearwater Park

Fully implement the park master plan. (5.4)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	R	I	South of L25

#### L2 - Douglas Gardens Park

Upgrade playground, surfacing, and consider other park improvements in Coordinate with partners at SPS. (8.11)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	R	I	L30

#### L3 - Island Park

Implement the updated master plan, including playground renovations. (8.14)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	R	C	West of N19

#### L4 - Jasper Meadows Park

Design and develop park improvements to increase level of service to adjacent neighborhood.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	R	I	L11

#### L5 - Kelly Butte Overlook

Design and construct improvements to park so it provides a better level of service to neighbors and visitors. (8.20)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	R	C	South of L17

#### L6 - Lively (Jack B.) Park

Implement park improvements per the updated master plan, including plans for underutilized space and additional walking trails.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	R	F	N20

**NOTES:** Numbers in parentheses shown at end of project descriptions (e.g., 1.14) are references to related actions from the 2012 Comprehensive Plan.





## Expand Level of Service in Existing Parks

### PROJECT

#### L7 - Marylhurst Park

Work with partners to increase recreation opportunities on adjacent City-owned land west of Marylhurst Park.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	R	D	L19

#### L8 - Pacific Park

Upgrade and expand recreation opportunities at this park.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	R	B	L06

#### L9 - Rob Adams Park

Develop park improvements per previous design efforts.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	R	J	L02, South of L02

#### L10 - Volunteer Park

Design and develop park improvements to increase level of service to adjacent neighborhood.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	R	I	South of L15

#### L11 - Weyerhaeuser McKenzie Natural Area

Construct improvements identified in the updated master plan. (3.2)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	R	B	L23

#### L12 - Willamette Heights

Design a master plan for this park and implement improvements to increase level of service to adjacent neighborhood. (8.13)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	R	H	South of L31

**NOTES:** Numbers in parentheses shown at end of project descriptions (e.g., 1.14) are references to related actions from the 2012 Comprehensive Plan.



# Trail Projects

## PROJECT

### L13 - Booth Kelly Road Multi-use Path

Work with the City to provide a multi-use path along the Booth-Kelly Road corridor from Mill Race Path to the Weyerhaeuser Haul Road. (4.22)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	E	I	Various

### L14 - EWEB Path Extension to Don St.

Work with the City and EWEB to design and construct an extension of the EWEB Path to Don St. (4.2)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	E	A	L18

### L15 - EWEB Path Extension to Laura St.

Work with the City and EWEB to design and construct EWEB path extension, west to Laura Street. (4.1)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	E	A	L18

### L16 - Glenwood Riverfront Multi-use Path South

Work with partners to develop a riverfront linear park and multi-use path from the Springfield Bridge to Seavey Loop Road. (4.14)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	E	G	N18

### L17 - Glenwood Riverfront Multi-use Path West

Build a riverfront linear park and multi-use path per the design in Phase 2. (4.13)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	E	G	Various

**NOTES:** Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.





## Trail Projects

### PROJECT

#### L18 - Bridge to Glenwood at Island Park

Work with the City to construct a bicycle/pedestrian bridge from the riverfront path in Glenwood to Island Park, per the design in Phase 2. (4.15)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	F	C, G	North of L31

#### L19 - Bridge to Howard Buford Recreation Area

Work with partners to develop a pedestrian bridge across the Willamette River per design in phase 2, providing access to Howard Buford Recreation Area. Include pedestrian, bike, and equestrian access as a considerations in this process. (4.23)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	F	Various	Various

#### L20 - Bridge to Glenwood at Dorris Ranch

Conduct a feasibility study with regional partners on the siting and design of a pedestrian bridge across the Willamette River, connecting Dorris Ranch to future path systems along the south side of the river. (4.24)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	G	G, H	N18 - East

**NOTES:** Numbers in parentheses shown at end of project descriptions (e.g., 1.14) are references to related actions from the 2012 Comprehensive Plan.



# Building Facilities

## PROJECT

### L21 - Splash!

Design and construct a building expansion to provide additional community space. (7.2)

STRATEGY	ACTION	AREA	PRIORITY ZONE
4.1	M	F	N20

.....

**NOTES:** Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.





# Trail Projects

## PROJECT

### O1 - EWEB Path On-street Connection

Work with City partners to provide on-street connection from EWEB Path to Moe Mountain Natural Area Multi-use Path. (4.3a)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	B	B	West of L05

### O2 - Middle Fork and Mill Race Path North Extensions

Explore opportunities for additional on- and off-street connections from the Middle Fork Path to the north, providing better connectivity to the trail system from residential areas in Springfield. (4.2o)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	F	H, I	Various

### O3 - North Springfield Trail Connectivity

Work with regional partners to support a bike and pedestrian connection to the Coburg Loop Area and Armitage Park from north Springfield as opportunities exist.

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	H	A	N01

### O4 - Thurston Hills Natural Area Expansion

Coordinate with BLM to promote opportunities for expansion of trail network to adjacent property to the east.

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	H	J	N12

**NOTES:** Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



## Trail Projects

### PROJECT

#### O5 - Lyle Hatfield Path Extension

Work with public and private partners to seek opportunities to expand the Lyle Hatfield multi-use path from RiverBend Hospital in either direction along the McKenzie River, utilizing on-street neighborhood connections when necessary.

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	I	A, B	North & South of L28

#### O6 - Middle Fork Path East Extension

Explore opportunities for additional on- and off-street connections from the Middle Fork Path to the east, eventually connecting to Jasper Road. (4.21)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	K	I	Various

**NOTES:** Numbers in parentheses shown at end of project descriptions (e.g., 1.14) are references to related actions from the 2012 Comprehensive Plan.





## New Acquisitions

### PROJECT

#### O7 - Thurston Hills Natural Area

Seek opportunities for acquisition and expansion of the natural area to support increase capacity/use and improved access to neighbors and visitors.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	F	J	Various

#### O8 - Willamette Heights

Look for opportunities to acquire land to expand oak habitat and trails on south side of park.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	F	H	South of L31

#### O9 - Booth Kelly / Mill Pond Park

Work with the City to develop a natural area park at the Booth-Kelly / Mill Pond site. (3.4)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	G	H	L13, L31

#### O10 - Glenwood Riverfront

Acquire land to accommodate access to and along the river for a riverfront trail.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	I	G	N18

**NOTES:** Numbers in parentheses shown at end of project descriptions (e.g., 1.14) are references to related actions from the 2012 Comprehensive Plan.



## New Acquisitions

### PROJECT

#### O11 - Jasper Meadows Wetland Park

Work with developer to acquire and develop natural area park south of Jasper Meadows Park. (3.6)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	I	I	L11

#### O12 - New Neighborhood Park

Acquire land for a new neighborhood park on east side of this region in advance of development. (1.22)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	I	J	L02

#### O13 - New Community Park

Collaborate with public and private partners to pursue acquisition and development of a community park south of Main Street in east Springfield. (2.4)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	F	J	L04

#### O14 - Glenwood Riverfront Parkland

Look for opportunities for a larger acquisition in this redeveloping area to support future growth and special uses. (1.25)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	I	G	L29/ N26

**NOTES:** Numbers in parentheses shown at end of project descriptions (e.g., 1.14) are references to related actions from the 2012 Comprehensive Plan.





## New Acquisitions

### PROJECT

#### O15 - New Pocket or Neighborhood Park

Seek opportunities for acquisition for future pocket or neighborhood park in this region.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	I	E	N03

#### O16 - New Pocket or Neighborhood Park

Seek opportunities for acquisition or easements to expand recreational use and access to this underserved neighborhood.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	I	D	N07

#### O17 - New Pocket or Neighborhood Park

Work with partners to look for opportunities for acquisition in this underserved area.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	I	D	N14

#### O18 - South Jasper Natron Wetland Park

Collaborate with City and developers to pursue acquisition and development of a natural area park connecting to neighborhoods and other parks. (3.6)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	I	J	L04

#### O19 - McKenzie Riverfront & Cedar Creek

Look for opportunities to acquire land or develop easements that provide access to the McKenzie River and Cedar Creek.

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	J	A, B, F	Various

**NOTES:** Numbers in parentheses shown at end of project descriptions (e.g., 1.14) are references to related actions from the 2012 Comprehensive Plan.



## Coordinate with Partners

### PROJECT

#### O20 - Safe Access to Willamalane Park

Work with City to assure bike/pedestrian safety is prioritized along main corridors providing access to Willamalane Park from adjacent underserved neighborhoods.

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	G	D	Various

#### O21 - By-Gully Path Improvements

Look for opportunities to increase aesthetics and improve user experience through increased shade and seating along existing trail corridor.

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.2	H	C	L17

#### O22 - Downtown Urban Park / Plaza

Coordinate with Team Springfield to explore feasibility of developing an urban plaza or park downtown per the City's Downtown District Urban Design Plan. (5.2, 1.16)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	H	D	TBD

#### O23 - EWEB Path Improvements

Make improvements to enhance the user experience, such as benches, public art, and other amenities. (8.2)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.2	H	B	Various

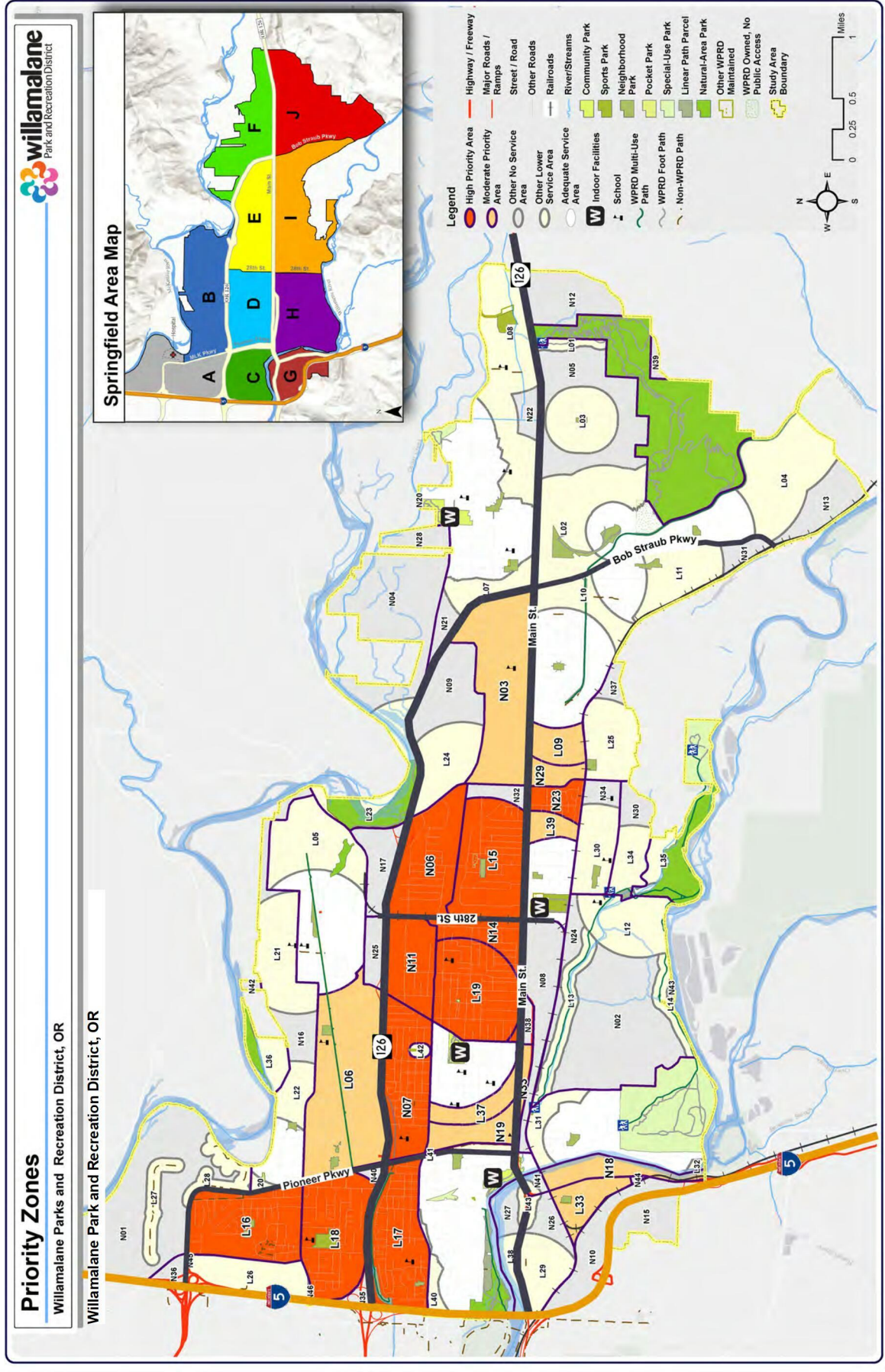
#### O24 - Thurston Hills Natural Area Mountain Bike Trails

Continue to monitor, expand, and adapt the trail system to meet user needs and create a sustainable trail system.

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.2	I	J	TBD

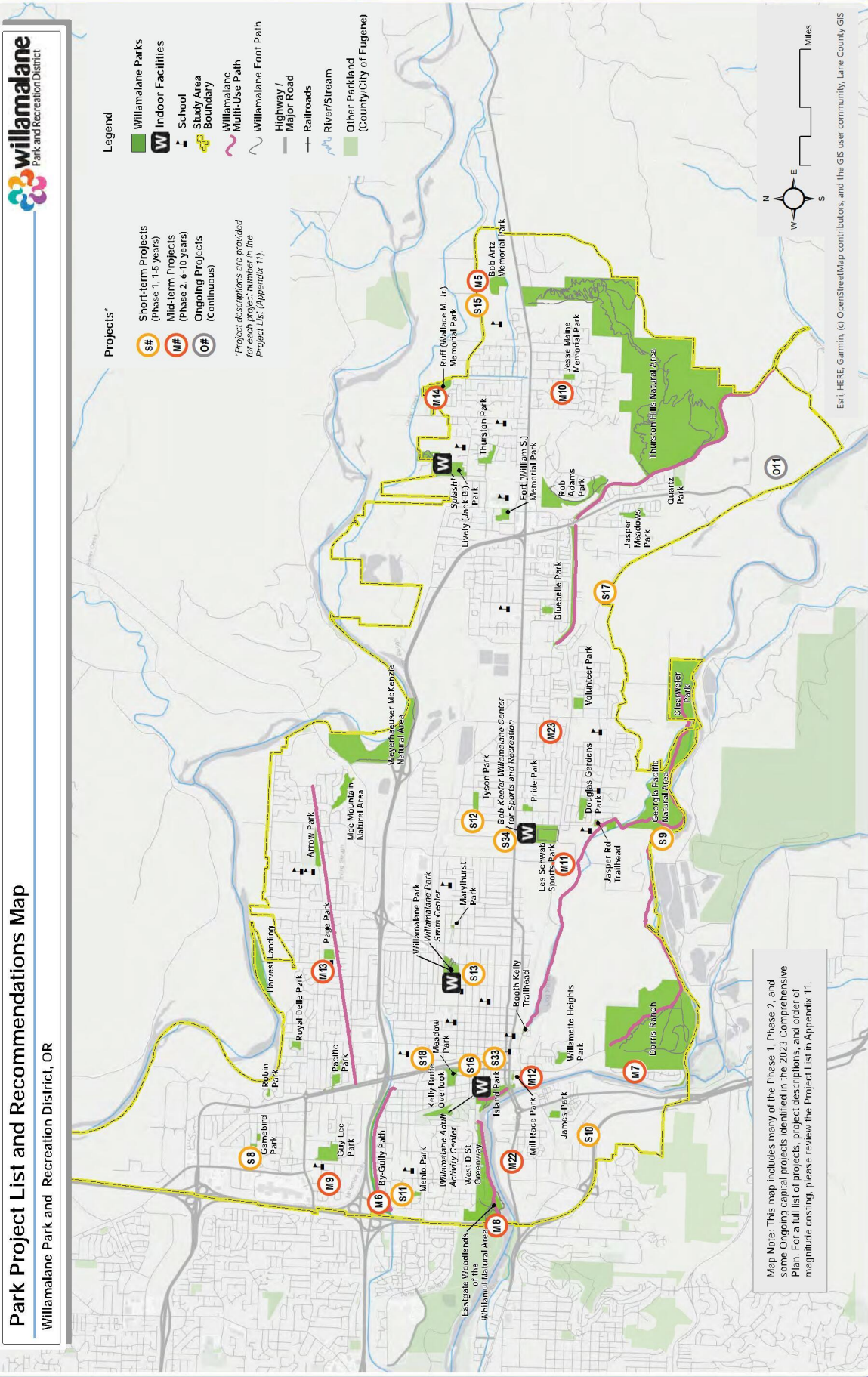
**NOTES:** Numbers in parentheses shown at end of project descriptions (e.g., 1.14) are references to related actions from the 2012 Comprehensive Plan.



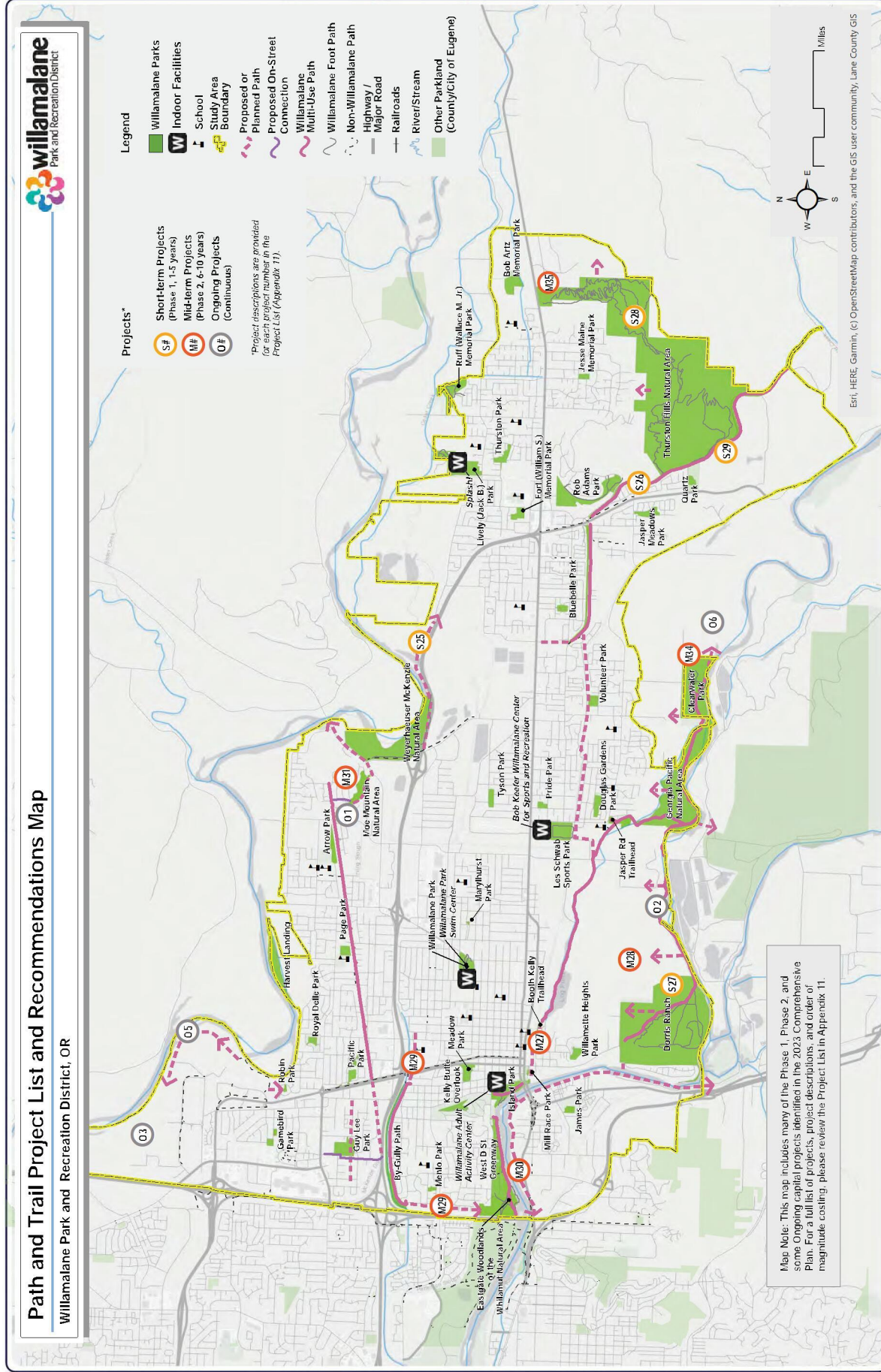


## Park Project List and Recommendations Map

Willamalane Park and Recreation District, OR









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# Appendix 12: Performance Measures



## Appendix 12: Performance Measures

### PERFORMANCE MEASURES

The performance measures are examples and serve as a starting point for the district to consider in developing ways to evaluate progress on implementing the plan.

Performance measures can assist the district to evaluate plan implementation and are based on the plan goals described in Chapter 9, which are printed below in bold. Staff will periodically evaluate progress toward these goals and periodically report progress to the district board.

Baselines for each measure should be approved by the district Executive Director and be adjusted as appropriate.

Data collection for implementing the performance measures come from a combination of quantifiable data from budgets, participation, etc., while data for many measures may come from a district survey that can be completed annually or every two years. Those are annotated below with an (S). It is important that the survey questions be consistent from year to year, allowing progress to be measured.

#### 1. Continue to operate the district at a nationally accredited (CAPRA) standard.

- Progress toward reaccreditation process

#### 2. Provide a safe and equitable system of parks and natural areas.

- Number of residential areas with access to a neighborhood park within a ten-minute walk
- Acres of parkland per thousand residents
- Acres of accessible natural areas per thousand residents
- Percentage of community members who rate Willamalane parks as very good or

Excellent (S)

- Percentage of residents visiting a park or natural area at least once per year (S)

#### 3. Provide an easily accessed and connected system of paths and trails.

- Trails and trail connections rated very good or excellent (S)
- Miles of trails per thousand residents
- Percentage of residents using a trail at least once per year (S)

#### 4. Provide access to high-quality and affordable recreation facilities.

- Percentage of residents who report that cost does not inhibit participation (S)
- Number of scholarships provided to district residents
- Number of free or low-cost events/programs provided



## Appendix 12: Performance Measures

### 5. Strive for a high standard of care for the maintenance of parks, trails, and facilities across the district.

- District investment in maintenance and operations of parks and facilities (per capita)
- Satisfaction with park and facility maintenance – Very good to excellent (S)

### 6. Offer recreation programs and services that respond to district needs and encourage healthy lifestyles.

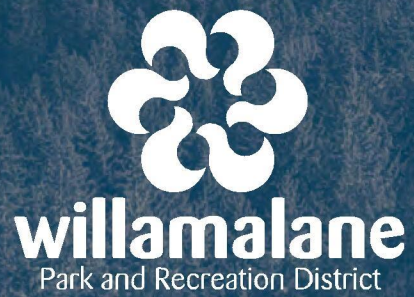
- Percentage of respondents participating in a program or activity at least once per Year (S)
- Percentage of population familiar with Willamalane facilities and programs (S)
- Satisfaction with programs and services (S)
- Number of new programs and activities offered each quarter

- Number of family programs provided by Willamalane
- Participation rates in senior programs
- Participation rates in adaptive recreation programs
- Percentage of Willamalane employees who speak a language in addition to English
- Number of Willamalane programs or events targeted to the Latinx population

### 7. Be a responsible steward of district resources and partnerships.

- Percentage of park operations budget dedicated to natural resource restoration
- Percentage of park sites with natural resource management plans
- Number of volunteer hours reported





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# COMPREHENSIVE PLAN

## Appendices



**Springfield's Comprehensive Plan**

*[Add the following text to this section of the Preface and update "X" placeholders accordingly]:*

In 202X, the Parks and Recreation Facilities Element was updated to reflect adoption of the Willamalane Park and Recreation District Comprehensive Plan (adopted by Springfield Ord. XXXX and Lane County Ord. PA XXXX).





## AGENDA COVER MEMO

Memorandum Date: April 26, 2024

First Reading Date: May 14, 2024

Second Reading/ Joint Public Hearing Date: June 10, 2024

**TO:** Board of County Commissioners

**DEPARTMENT:** Public Works / Land Management Division

**PRESENTED BY:** Jared Bauder, Senior Planner, Lane County  
 Monica Sather, Planner, City of Springfield  
 Kristina Boe, Senior Planner, Willamalane Park & Recreation District

**PROJECT NAME:** WILLAMALANE PARK AND RECREATION DISTRICT'S 2023 PARK AND RECREATION COMPREHENSIVE PLAN UPDATE

**AGENDA ITEM TITLE:** **ORDINANCE NO. PA 1392** / IN THE MATTER OF ADOPTING WILLAMALANE PARK AND RECREATION DISTRICT'S 2023 PARK AND RECREATION COMPREHENSIVE PLAN AS THE RECREATION ELEMENT OF THE SPRINGFIELD COMPREHENSIVE PLAN, REMOVING AND REPLACING THE 2012 PARK AND RECREATION COMPREHENSIVE PLAN, ADOPTING TYPE II TEXT AMENDMENTS TO THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN, ADOPTING THE WILLAMALANE PARK AND RECREATION DISTRICT'S PARK AND RECREATION COMPREHENSIVE PLAN AS A SPECIAL PURPOSE PLAN OF THE LANE COUNTY RURAL COMPREHENSIVE PLAN, AND ADOPTING A SAVING CLAUSE SEVERABILITY CLAUSE, AND PROVIDING AN EFFECTIVE DATE. (COUNTY FILE NO.: 509-PA24-05048 / CITY CASE NO.: 811-23-000285-TYP4)

**ORDINANCE NO. 24-03** / IN THE MATTER OF AMENDING LANE CODE 16.400(4)(B) IN ORDER TO ADOPT THE WILLAMALANE PARK AND RECREATION DISTRICT'S PARK AND RECREATION COMPREHENSIVE PLAN AS A SPECIAL PURPOSE PLAN OF THE LANE COUNTY RURAL COMPREHENSIVE PLAN (COUNTY FILE NO.: 509-PA24-05048 / CITY CASE NO.: 811-23-000285-TYP4)

### I. MOTION:

#### 1. May 14, 2024 (1<sup>st</sup> Reading):

Willamalane Park and Recreation District's 2023 Comprehensive Plan Update  
 ORD No. PA 1392 & ORD No. 24-03  
 File No.: 509-PA24-05048

Memorandum Date: April 26, 2024  
 1<sup>st</sup> Reading Date: May 14, 2024  
 2<sup>nd</sup> Reading: Joint Public Hearing: June 10, 2024  
 3<sup>rd</sup> Reading: Deliberations & Action: July 30, 2024

MOVE TO APPROVE THE FIRST READING OF ORDINANCE NO. PA 1392 & ORDINANCE NO. 24-03, AND TO SET THE SECOND READING AND JOINT PUBLIC HEARING WITH THE CITY OF SPRINGFIELD CITY COUNCIL FOR JUNE 10, 2024 (AT 6:00 PM DATE AND TIME CERTAIN IN A HYBRID MEETING FORMAT).

**2. June 10, 2024 (2<sup>nd</sup> Reading/ Joint Public Hearing):**

1. **Option 1:** Move to tentatively approve, and set a third reading on July 30, 2024 to deliberate on Ordinance PA 1392 and Ordinance No 24-03 as presented;
2. **Option 2:** Move to approve the second reading, set a third reading (date certain on July 30, 2024), and direct staff to revise the Ordinances to reflect amendments made by the Springfield City Council and/or Board of Commissioners (summarize revisions) and return for a third reading and deliberations on the revised Ordinances;
3. **Option 3:** Move to not adopt the proposed Ordinances PA 1392 and Ordinance No. 24-03.

**II. AGENDA ITEM SUMMARY:**

Willamalane updates its Park and Recreation Comprehensive Plan (“Plan”) every 10 years. Like the previous Plan adopted in 2013, the 2023 Plan outlines Willamalane’s approach to determining projects for a 20-year time horizon. At the May 14, 2024 meeting, the Board is being asked to conduct a First Reading of Ordinances PA 1392 and 24-03. On June 10, 2024, the Board is being asked to conduct a public hearing on the Ordinances jointly with the Springfield City Council.

On April 2, 2024, the Lane County Planning Commission held a joint public hearing with the City of Springfield Planning Commission on the proposed Type II Metro Plan Amendment to update the Willamalane Park and Recreation District’s 2023 Comprehensive Plan (the Plan). Both the city and county planning commissions made recommendations for approval to their respective bodies of elected officials.

**III. BACKGROUND & ANALYSIS:**

**A. Background**

In 2004, the Springfield City Council and the Lane County Board of County Commissioners adopted the Willamalane 2004 Park and Recreation Comprehensive Plan as a refinement plan of the Eugene-Springfield Metropolitan General Plan (Metro Plan). In 2012, the Springfield City Council and Lane County Board of County Commissioners adopted the Willamalane 2012 Park and Recreation Comprehensive Plan (“2012 Plan”), updating the refinement plan. The 2012 Plan is proposed to be updated now. The adopted plan details the park and recreation needs of the greater Springfield area and describes programs and facilities that the District proposed to develop to meet those needs.

Per Willamalane Park and Recreation District’s (“Willamalane”) administrative policies, their comprehensive plan is to receive a minor update on a 5-year cycle and a major update on a 10-year cycle. At the start of 2022, Willamalane contracted with a team of consultants (“Consultants”) to conduct a major update for this plan. On November 15, 2022, the Lane County Planning Commission held a work session on this project to provide input.

Outside of the Springfield urban growth boundary and within Lane County jurisdiction, Willamalane owns two parks and recreation facilities, those being **Harvest Landing** and the **Thurston Hills Natural Area**. Only the southern portion of Thurston Hills Natural area is located in Lane County’s planning jurisdiction; the northern portion is within Springfield’s Urban Growth Boundary (UGB). The portion in Lane County is within the Lane County Rural Comprehensive Plan area and accordingly, the RCP must also be amended. Therefore, in addition to the proposed Metro Plan amendment and Springfield Comprehensive Plan Amendment, the Willamalane Park



and Recreation District's Park and Recreation Comprehensive Plan is proposed for adoption as a Special Purpose Plan in the Lane County Rural Comprehensive Plan.

## **B. Approval Criteria**

### **Finding 1.**

Findings of consistency with the applicable criteria of the Statewide Planning Goals, and the Springfield Development Code are included as **Attachment 1-Exhibit C** to this memo, the Staff Report and Findings provided by Springfield planning staff. Lane County herein incorporates by reference the findings in the Springfield staff report. The staff responses to the applicable criteria of the Lane Code and the Statewide Planning Goals that are applicable to areas outside the Metro Plan Boundary, that are not covered by the findings in **Attachment 1**, have been made in this memo below. The City of Springfield Ordinance associated with this project has been included in this memo as Attachment 1-Exhibit D & Attachment 2-Exhibit C.

### **12.300.025 - Metro Plan Amendment Approval Process.**

#### **A. Referrals and Public Notice.**

**Finding 2.** The City of Eugene was notified of the proposed Type II Metro Plan Amendment in the summer of 2023, and did not express an interest in or need to participate in the adoption process. A joint notice was sent to DLCD on February 27, 2024, by Springfield staff. Notice of the June 10, 2024 public hearing will be published in the Register Guard in advance of the hearing as required.

### **12.300.030 - Metro Plan Amendment Criteria.**

**The following criteria will be applied by the Board of Commissioners and other applicable governing body or bodies in approving or denying a Metro Plan amendment application:**

- A. The proposed amendment is consistent with the relevant Statewide Planning Goals; and**
- B. The proposed amendment does not make the Metro Plan internally inconsistent.**

**Finding 3.** Findings of consistency with Lane Code, the Statewide Planning Goals, and the Springfield Development Code are included as **Attachment 1- Exhibit C** to this memo, the Staff Report and Findings provided by Springfield planning staff. Lane County herein adopts the draft findings in the Springfield staff report. The criteria not covered by the findings in **Attachment 1** are discussed in this memo below.

### **Lane Code 16.400(4)**

**Rural Comprehensive Plan Described.** The Rural Comprehensive Plan of Lane County shall consist of the following components:

- (a) Rural Comprehensive Plan.**
  - (i) General Plan Policies and Plan Designations applying throughout Lane County outside of the Metropolitan Area General Plan and outside of all urban growth boundaries (Adopted by Ordinance No. 883).**
- (b) Special Purpose Plans.**

**Finding 4.** Resulting from the two recreation facilities (Harvest Landing and Thurston Hills Natural Area) being located outside the Metro Plan Boundary area, a text amendment to Lane Code 16.400 is required to adopt the Willamalane Parks and Recreation District's Park and Recreation Comprehensive Plan into the Lane County Rural Comprehensive Plan (RCP) as a Special Purpose Plan. The findings addressing compliance with RCP Goal 8: Recreation Needs; are found below in this memo. See **Attachment 2- Exhibit A** for the draft text amendments(s) to LC 16.400(4).

### Statewide Land Use Planning Goal 3: Agricultural Lands

**Finding 5.** There is one Willamalane facility located on rural agricultural land, that being Harvest Landing. The Applicant provided a written statement addressing consistency with Goal 3 (see *Attachment 2 of the City's Adoption Package materials*). Harvest Landing is classified as a Natural Area Park that is managed for both recreational use and natural values. OAR 660-034-0035 and 660-034-0040 list the rules and allowed uses for parks located on agricultural and forest lands, and provides that a local government is not required to undergo an Exception to Goals 3 or 4 if the proposed park meets all other statewide planning goals and is adopted as a part of the jurisdiction's Comprehensive Plan, which will be the case for this Plan upon approval by the Board and City Council. The use (Harvest Landing) is consistent with those allowed on agricultural land, therefore no goal exception is required and staff finds the proposed amendments are consistent with Statewide Planning Goal 3.

### Statewide Land Use Planning Goal 4: Forest Lands

**Finding 6.** There is one Willamalane facility located on rural forest lands, that being the Thurston Hills Natural Area. The Applicant provided a written statement certifying consistency with Goal 4 (see *Attachment 2 of the City's Adoption Package materials*). Thurston Hills Natural Area is classified as a Natural Area Park that is managed for both recreational use and natural values. OAR 660-034-0035 and 660-034-0040 list the rules and allowed uses for parks located on agricultural and forest lands, and provides that a local government is not required to undergo an Exception to Goal 3 and 4 if the proposed park meets all other statewide planning goals and is adopted as a part of the jurisdiction's Comprehensive Plan, which will be the case for this Plan upon approval by the Board and City Council. The use (Thurston Hills Natural Area) is consistent with those allowed on agricultural land, therefore no goal exception is required and staff finds the proposed amendments are consistent with Statewide Planning Goal 4.

### Statewide Land Use Planning Goal 8: Recreational Needs

#### A. PLANNING

- 1. An inventory of recreation needs in the planning area should be made based upon adequate research and analysis of public wants and desires.**
- 2. An inventory of recreation opportunities should be made based upon adequate research and analysis of the resources in the planning area that are available to meet recreation needs.**

**Finding 7.** The 2023 Willamalane Park and Recreation District (Willamalane) Comprehensive Plan ("2023 Plan," "Comprehensive Plan," "Plan") updates the 2012 Willamalane Park and Recreation Comprehensive Plan. The Plan provides a roadmap for the district to operate over the next ten years and beyond. The planning area for the 2023 Plan encompasses the Springfield urban growth boundary and the district boundary, which extends outside the urban growth boundary in certain areas, as shown in Figure 4. Willamalane owns 1,630 acres of land and 45 facilities within the District boundary. (2023 Plan, p. 51, Table 9)

Outside of the Springfield urban growth boundary and within Lane County jurisdiction, Willamalane owns two parks and recreation facilities: Harvest Landing and the Thurston Hills Natural Area. Only the southern portion of Thurston Hills Natural area is located in Lane County, the northern portion is within Springfield's UGB.

Harvest Landing is designated Agriculture by the Lane County Rural Comprehensive Plan and Exclusive Farm Use by the Lane County Land Use and Development Code. The findings under Goal 3 are incorporated by reference herein. Thurston Hills Natural Area is designated Forest by the *Lane County Rural Comprehensive Plan* and Nonimpacted Forest Lands or Impacted Forest



Lands by the *Lane County Land Use and Development Code*. The findings under Goal 4 are incorporated by reference herein.

The 2023 Plan includes level of service standards for park classifications including Pocket Parks, Neighborhood Parks, Community Parks, Sports Parks, and Other Parkland. The 2023 Plan proposes increasing the level of service standard from 21.80 acres of parkland per 1,000 residents to 25.55 acres of parkland per 1,000 residents. Based on this standard, 289.71 acres of parkland are needed by 2035.

The foundation for the planning process was an extensive community engagement program. The community engagement process incorporated the opinions, needs, and desires of approximately 3,800 community members. The engagement process outcomes helped create recommendations and action items for the 2023 Plan. The planning process also involved inventorying and evaluating existing access to parks and recreation facilities against the District's goal to provide park space within a 10-minute walk or one-half mile of every resident.

**3. Recreation land use to meet recreational needs and development standards, roles and responsibilities should be developed by all agencies in coordination with each other and with the private interests. Long range plans and action programs to meet recreational needs should be developed by each agency responsible for developing comprehensive plans.**

**Finding 8.** Willamalane is designated in the Metro Plan as the park and recreation service provider for Springfield and its urbanizable area. The proposed amendments adopt the 2023 Willamalane Park and Recreation District Comprehensive Plan as an element of the Springfield Comprehensive Plan and amend the Metro Plan to reflect the Plan's adoption.

As noted, the foundation for the planning process was an extensive community engagement program. Updates were also provided to the District's Board of Directors, the Springfield Planning Commission and City Council, and the Lane County Planning Commission and Board of Commissioners. The 2023 Plan includes specific projects that involve interagency coordination and reinforce Willamalane's commitment to collaboration with the Springfield Public Schools, City of Springfield, Springfield Utility Board, and other partners.

**4. The planning for lands and resources capable of accommodating multiple uses should include provision for appropriate recreation opportunities.**

**Finding 9.** 2023 Plan Appendix 11: Project List and Phasing Plan identifies 118 capital projects prioritized into short-term (1-5 years), mid-term (6-10 years), and long-term (11+ years) phases, as well as ongoing project priorities to be implemented as opportunities arise. Higher priority actions include projects that address more pressing needs or provide a broader community benefit. The projects are organized in the following categories:

- (11) Future park planning and design projects
- (29) Existing park level of service expansion projects
- (9) Existing park minor upgrade projects
- (5) New parks development in high-priority growth area projects
- (22) Acquisition projects
- (28) Trail projects
- (6) Building facility projects
- (8) Coordination with partners projects

The capital projects list demonstrates comprehensive planning for lands accommodating multiple uses and appropriate recreation opportunities.

**5. The State Comprehensive Outdoor Recreation Plan could be used as a guide when planning, acquiring and developing recreation resources, areas and facilities.**

**Finding 10.** Appendix 2. Summary of Related Planning Documents (2023 Plan) demonstrates that careful attention was paid to the Oregon Statewide Comprehensive Outdoor Recreation Plan (SCORP) 2019-2023 to help ensure that priorities in the 2023 Plan align with those in the planning document. The SCORP is Oregon's five-year planning tool for outdoor recreation and guides the use of Land and Water Conservation Fund (LWCF) funds in Oregon. The plan looks at participation across a series of state and County locations and numerous age, ethnic, economic, and other demographic groups. The plan is based on a statewide survey and helps to set priorities for local, regional, and statewide funding. The report identifies five statewide issues that apply to the district and inform the 2023 Plan.

**6. When developing recreation plans, energy consequences should be considered, and to the greatest extent possible non-motorized types of recreational activities should be preferred over motorized activities.**

**Finding 11.** This policy requires comprehensive plans to consider energy consequences. The 2023 Plan includes a strategy to improve and enhance the District's sustainability initiatives. The strategy includes actions that support the intent of energy conservation. The findings under Goal 13 are incorporated by reference herein. The 2023 Plan further demonstrates consistency with the above guideline by calling for improved access, wayfinding, and connectivity to parks for bicyclists and pedestrians. Additionally, Plan strategies include advocating for and helping advance planned on-street bike routes and multiuse paths that advance the network. Willamalane currently does not permit motorized use of multi-use paths and trails. The 2023 Plan does not change this policy.

**7. Planning and provision for recreation facilities and opportunities should give priority to areas, facilities and uses that:**

- (a) Meet recreational needs requirements for high density population centers,**
- (b) Meet recreational needs of persons of limited mobility and finances,**
- (c) Meet recreational needs requirements while providing the maximum conservation of energy both in the transportation of persons to the facility or area and in the recreational use itself,**
- (d) Minimize environmental deterioration,**
- (e) Are available to the public at nominal cost, and**
- (f) Meet needs of visitors to the state.**

**Finding 12.** The 2023 Plan updates the 2012 Willamalane Park and Recreation Comprehensive Plan. Willamalane owns 1,630 acres of land and 45 facilities within the District boundary. (2023 Plan, p. 51, Table 9). In 2020, the population within the urban growth boundary was estimated at 70,337. The 2023 Plan projects that the population will increase to over 75,159 by 2035. (2023 Plan, p. 23, Figure 8)

The 2023 Plan includes level of service standards for park classifications including Pocket Parks, Neighborhood Parks, Community Parks, Sports Parks, and Other Parkland. The 2023 Plan proposes increasing the level of service standard from 21.80 acres of parkland per 1,000 residents to 25.55 acres of parkland per 1,000 residents to account for the aforementioned projected growth. Based on this standard, 289.71 acres of parkland are needed by 2035. The 2023 Plan includes strategies and actions for acquiring, developing, improving, and managing parks, natural areas, walking and biking trails, recreation facilities and program opportunities within the planning area over the next 20 years. The strategies and actions are derived from the following comprehensive plan goals: (2023 Plan, p. 95)



- Goal 1: Continue to operate the district at naturally accredited CAPRA standard.
- Goal 2: Provide a safe and equitable system of parks and natural areas.
- Goal 3: Provide an easily accessed and connected system of paths and trails.
- Goal 4: Provide access to high-quality and affordable recreation facilities.
- Goal 5: Strive for a high standard of care for the maintenance of parks, trails, and facilities across the district.
- Goal 6: Offer recreation programs and services that respond to district needs and encourage healthy lifestyles.
- Goal 7: Be a responsible steward of district resources and partnerships.

The strategies and actions provide a roadmap for the District to maintain and enhance recreation services to the public. Chapter 10: Implementing the Park and Recreation Comprehensive Plan includes best practices for implementing the comprehensive plan given appropriate community engagement, transparent decision-making, and sufficient resources, consistent with this Guideline.

**8. Unique areas or resources capable of meeting one or more specific recreational needs requirements should be inventoried and protected or acquired.**

**Finding 13.** As noted, the 2023 Plan updates the 2012 Willamalane Park and Recreation Comprehensive Plan. Willamalane owns 1,630 acres of land and 45 facilities within the District boundary, many of which contain unique areas or resources capable of meeting recreation needs. (2023 Plan, p. 51, Table 9). Appendix 11: Project List and Phasing Plan identifies 118 capital projects prioritized into short-term (1-5 years), mid-term (6-10 years), and long-term (11+ years) phases, as well as ongoing project priorities to be implemented as opportunities arise. Many of the project involve additional protection measures or acquisition and protection of resource sites.

**9. All state and federal agencies developing recreation plans should allow for review of recreation plans by affected local agencies.**

**Finding 14.** Lane County reviews and approves recreation plans in accordance with the review program found in Oregon's Recreation Resource Program developed by the Oregon Park and Recreation Department (OPRD).

**10. Comprehensive plans should be designed to give a high priority to enhancing recreation opportunities on the public waters and shorelands of the state especially on existing and potential state and federal wild and scenic waterways, and Oregon Recreation Trails.**

**Finding 15.** Two rivers border the City of Springfield; thus river access and river corridor protection, conservation, and enhancement are key elements of the proposed 2023 Plan. Willamalane currently operates two parks along the main stem of the Willamette River. Three additional parks are located along the middle fork of the Willamette River. Two parks are located on the McKenzie River. In addition, Willamalane operates multi-use paths along the Willamette River.

The 2023 Plan includes twenty-four projects that support enhancing recreation opportunities on waters of the state by improving and enhancing access to rivers and waterways through park, bridge, and multi-use path design, development, and acquisition: (2023 Plan, Appendix 11). The findings at the *Metro Plan* Willamette River Greenway, River Corridor, and Waterway Element and at *Goal 15: Willamette Greenway* are incorporated by reference herein.

**11. Plans that provide for satisfying the recreation needs of persons in the planning area should consider as a major determinant, the carrying capacity of the air, land and water**

**resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.**

**Finding 16.** The Recreation Element of the Springfield Comprehensive Plan is the Willamalane Park and Recreation Comprehensive Plan. As part of plan adoption, the application contains findings addressing all the applicable Statewide Planning Goals, which consider the carrying capacity of the air, land, and water resource. These findings are incorporated by reference herein. The findings under Goal 5 explicitly address land capacity and development actions and associated resources.

### **Rural Comprehensive Plan Goal 8: Recreational Needs**

**Policy 1: Lane County shall use the adopted Parks Master Plan as its chief guide for recreational development and service provision, to be supplemented by information obtained from the US Forest Service, the State Department of Transportation, the State Marine Board and other agencies.**

**Finding 17.** The 2023 Plan supersedes and replaces the 2012 *Willamalane Park and Recreation Comprehensive Plan* (“2012 Plan”). The 2012 Plan was adopted as a Refinement Plan of the *Metro Plan*. Since 2011, Springfield has adopted elements of a Comprehensive Plan. Willamalane is designated in the *Metro Plan* as the park and recreation service provider for Springfield and its urbanizable area. The proposed amendments adopt the 2023 *Willamalane Park and Recreation District Comprehensive Plan* as an element of the *Springfield Comprehensive Plan* and amend the *Metro Plan* to reflect the Plan's adoption. Willamalane has no authority or obligation for Goal 8 compliance; that responsibility lies with the City of Springfield after coordinating with the Park District. Springfield’s acknowledged Goal 8 Comprehensive Plan element is the Willamalane Park and Recreation Comprehensive Plan.

**Policy 2: Private recreational development in areas predominated by public recreational amenities and facilities shall be encouraged, provided that development is complimentary to or supplements public facilities.**

**Finding 18.** Consistent with this policy, the 2023 Plan contains strategies addressing and supporting private development that are complimentary to or supplement public facilities.

**Policy 3: Proposals for major recreational developments which exceed projected needs contained in the Recreational Working Paper of the Parks Master Plan shall be accompanied by a demand analysis.**

**Finding 19.** The 2023 Plan supersedes and replaces the 2012 Plan. No major recreational developments are proposed outside the UGB and within Lane County jurisdiction. All of the projects included in the 2023 Plan are supported by a needs analysis, inventory, and spatial analysis including:

- Assessment of projected population growth (which helped influence increasing service standards).
- Inventory of all facilities and an assessment of quality and condition of level of service provided by the facility.
- Spatial analysis to assess gaps in service of parks and trails (identification of areas with no service defined as no park and recreation facilities within a 10-minute walk)

The 2023 Plan does not include any projects in the Recreational Working Paper of the Parks Master Plan. Therefore, a demand analysis is not required.

**Policy 4: Increase recreation opportunities, as needed, throughout the County.**



**Finding 20.** 2023 Plan Appendix 11: Project List and Phasing Plan identifies 118 capital projects prioritized into short-term (1-5 years), mid-term (6-10 years), and long-term (11+ years) phases, as well as ongoing project priorities to be implemented as opportunities arise.

**Policy 5: Encourage private recreational development as an important component of the County's total supply of recreational facilities and services.**

**Finding 21.** The 2023 Plan includes strategies and actions for acquiring, developing, improving, and managing parks, natural areas, walking and biking trails, recreation facilities and program opportunities within the planning area over the next 20 years. The strategies and actions are derived from the following comprehensive plan goals: (2023 Plan, p. 95)

- Goal 1: Continue to operate the district at naturally accredited CAPRA standard.
- Goal 2: Provide a safe and equitable system of parks and natural areas.
- Goal 3: Provide an easily accessed and connected system of paths and trails.
- Goal 4: Provide access to high-quality and affordable recreation facilities.
- Goal 5: Strive for a high standard of care for the maintenance of parks, trails, and facilities across the district.
- Goal 6: Offer recreation programs and services that respond to district needs and encourage healthy lifestyles.
- Goal 7: Be a responsible steward of district resources and partnerships.

The 2023 Plan goals contribute to supporting private recreational development and increasing the total supply of recreational facilities and services.

**Policy 6: Encourage the development of recreation facilities in community development centers.**

**Finding 22.** 2023 Plan Appendix 11: Project List and Phasing Plan identifies 118 capital projects prioritized into short-term (1-5 years), mid-term (6-10 years), and long-term (11+ years) phases, as well as ongoing project priorities to be implemented as opportunities arise. The projects are organized in the following categories:

- (11) Future park planning and design projects
- (29) Existing park level of service expansion projects
- (9) Existing park minor upgrade projects
- (5) New parks development in high-priority growth area projects
- (22) Acquisition projects
- (28) Trail projects
- (6) Building facility projects
- (8) Coordination with partners projects

The projects include the development of recreation facilities in community development centers, such as high-priority growth areas, building facilities, and coordination with other partners.

**Policy 7: Encourage the development of environmentally compatible tourist and recreational facilities which enhance the economic prospects of rural areas while serving the recreational needs of tourists and County residents.**

**Finding 23.** As noted, 2023 Plan Appendix 11: Project List and Phasing Plan identifies 118 capital projects prioritized into short-term (1-5 years), mid-term (6-10 years), and long-term (11+ years) phases, as well as ongoing project priorities to be implemented as opportunities arise.

**Policy 8: Continue development of a Countywide system of paths and trails for nonmotorized travel--pedestrian, bicycle and equestrian--interconnection development centers, recreation sites and scenic areas.**

**Finding 24.** The 2023 Plan's trail network currently includes 38.1 miles of trails available to a range of users. Willamalane is part of a regional network of parks and open spaces in adjacent Eugene and outlying areas of Lane County. The regional vision for trails and connectivity is defined in the Rivers to Ridges Vision. Willamalane has been an active partner in this effort since 2000 and proposed trail projects were reviewed for consistency with the 2023 Rivers to Ridges Vision update.

**Policy 9: Increase public access to public outdoor recreation sites that can tolerate the pressure of increased use.**

**Finding 25.** As noted, 2023 Plan Appendix 11: Project List and Phasing Plan identifies 118 capital projects prioritized into short-term (1-5 years), mid-term (6-10 years), and long-term (11+ years) phases, as well as ongoing project priorities to be implemented as opportunities arise. The 2023 Plan includes strategies to increase park usage and site recommendations for new or expanded park activities. The 2023 Plan takes into consideration the unique nature and amenities of each park and recommends specific capital projects while at the same time proposing measures for natural resource protection.

**Policy 10: Encourage public and private participation to increase access to waterways, where needed, without infringing upon private property rights.**

**Finding 26.** As noted, two rivers border the City of Springfield; thus, river access and river corridor protection, conservation, and enhancement are key elements of the 2023 Plan. Willamalane currently operates two parks along the main stem of the Willamette River. Three additional parks are located along the middle fork of the Willamette River. Two parks are located on the McKenzie River. In addition, Willamalane operates multi-use paths along the Willamette River. The 2023 Plan includes twenty-four projects that support enhancing recreation opportunities by improving and enhancing access to rivers and waterways through park, bridge, and multi-use path design, development, and acquisition (2023 Plan, Appendix 11). The findings at the *Metro Plan* Willamette River Greenway, River Corridor, and Waterway Element and at *Goal 15: Willamette Greenway* are incorporated by reference herein.

**Policy 11: Encourage exchange of public lands of comparable value to offset acquisition of private lands for public use.**

**Finding 27.** The 2023 Plan goals and strategies do not restrict or infringe upon the future exchange of public lands.

**Policy 12: The County should develop additional guidelines to encourage the private lease and development of existing County-owned land for public recreational facilities.**

**Finding 28.** This policy is not applicable to the 2023 Plan. There are no county owned lands within the area covered by the 2023 Plan.

### **C. Board Goals**

Aspects of the 2023 Plan will be generally supportive of the tenants of all four Strategic Plan priorities: safe, healthy county; vibrant communities; robust infrastructure; and our people & partnership.



Financial and/or Resource Considerations: No direct financial or resource considerations apply to the adoption of the proposed Ordinance.

Health Implications: There are no direct health implications associated with this project.

#### IV. ACTION:

##### A. Options for Action:

###### May 14, 2024 (1<sup>st</sup> Reading):

MOVE TO APPROVE THE FIRST READING OF ORDINANCE NO. PA 1392 & ORDINANCE NO. 24-03, AND TO SET THE SECOND READING AND JOINT PUBLIC HEARING WITH THE CITY OF SPRINGFIELD CITY COUNCIL FOR JUNE 10, 2024 (AT 6:00 PM DATE AND TIME CERTAIN IN A HYBRID MEETING FORMAT).

###### June 10, 2024 (2<sup>nd</sup> Reading/ Joint Public Hearing):

1. **Option 1:** Move to tentatively approve, and set a third reading on July 30, 2024 to deliberate on Ordinance PA 1392 and Ordinance No 24-03 as presented;
2. **Option 2:** Move to approve the second reading, set a third reading (date certain on July 30, 2024), and direct staff to revise the Ordinances to reflect amendments made by the Springfield City Council and/or Board of Commissioners (summarize revisions) and return for a third reading and deliberations on the revised Ordinances;
3. **Option 3:** Move to not adopt the proposed Ordinances PA 1392 and Ordinance No. 24-03.

##### B. Recommendation

Staff recommends Option 1 above.

###### Follow Up

If the Board moves to approves the First Reading of the ordinances on May 14, 2024, a Second Reading and Joint Public Hearing with the Springfield City Council will occur on June 10, 2024, as has been tentatively scheduled. Following the June 10<sup>th</sup> Joint Public Hearing, the Springfield City Council is scheduled to deliberate and take action on the city ordinance on July 1, 2024. The Board has been tentatively scheduled for deliberations and action at their meeting on July 30, 2024.

#### V. SUMMARY:

Staff finds this application meets all applicable approval criteria. Staff recommends the Board of County Commissioners approve the Willamalane Park and Recreation District's 2023 Park and Recreation Comprehensive Plan.

#### ATTACHMENTS:

- **Attachment 1:** Proposed Lane County Ordinance PA 1392
  - **Att. 1 – Exhibit A:** Willamalane Park and Recreation District Comprehensive Plan (September 13, 2023)
  - **Att. 1 – Exhibit B:** Proposed Metro Plan Amendments
  - **Att. 1 – Exhibit C:** Staff Report & Findings of Fact
  - **Att. 1 – Exhibit D:** City of Springfield Ordinance

- **Attachment 2:** Proposed Lane County Ordinance 24-03
  - **Att. 2 – Exhibit A:** Legislative Version of Amendments to Lane Code Ch. 16.400(4)
  - **Att. 2 – Exhibit B:** Staff Report & Findings of Fact
  - **Att. 2 – Exhibit C:** City of Springfield Ordinance

**PROJECT WEBSITE:** Additional information can be accessed at: [www.willamalane.org/future](http://www.willamalane.org/future)



## STAFF REPORT & FINDINGS

### TYPE 4 – LEGISLATIVE AMENDMENTS

<b>Project Name:</b>	Willamalane 2023 Park and Recreation Comprehensive Plan
<b>Willamalane’s Planning (“Study”) Area:</b>	See maps on pages 15 and 16 showing applicability inside and outside Springfield’s planning jurisdiction.
<b>Springfield’s Jurisdiction:</b>	Land within the Springfield urban growth boundary (UGB), coterminous with the Eugene-Springfield Metropolitan Area General Plan boundary for the area east of Interstate 5. This area includes land within city limits and urbanizable land outside city limits.
<b>City of Springfield Case Number:</b>	811-23-000285-TYP4
<b>Lane County Case Number:</b>	509-PA24-05048 (Lane County’s staff report also addresses an amendment to the Lane Code—only applicable outside the Metro Plan boundary and Springfield UGB.)
<b>Joint Springfield and Lane County Planning Commissions Hearing:</b>	April 2, 2024
<b>Lane County Board of County Commissioners 1<sup>st</sup> Reading:</b>	May 14, 2024
<b>Joint Springfield City Council and Lane County Board of Commissioners Hearing:</b>	June 10, 2024

#### I. NATURE OF THE PROPOSED AMENDMENTS

Willamalane Park and Recreation District (“Willamalane,” “Applicant”) requests that the City of Springfield and Lane County adopt the 2023 Park and Recreation Comprehensive Plan (“2023 Plan”). This Plan is an update to the previous 2012 Park and Recreation Comprehensive Plan (“2012 Plan”). Adoption of the 2023 Plan entails adding it as the Recreation Element of the Springfield Comprehensive Plan, amending the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) to repeal the 2012 Plan and to add clarifying text referencing the Recreation Element of the Springfield Comprehensive Plan, and an amendment to Lane Code Chapter 16.400 to reflect the 2023 Plan’s adoption.

Lane County’s separate staff report addresses the amendment to the Lane Code. This staff report addresses the items that require co-adoption: (1) adopting the 2023 Plan as an element of the Springfield Comprehensive Plan; and (2), amending the Metro Plan.

The 2023 Plan, upon co-adoption by the Springfield City Council and Lane County’s Board of County Commissioners, will replace Willamalane’s 2012 Plan and will become an element of the Springfield Comprehensive Plan that satisfies Oregon Statewide Land Use Planning Goal 8

(Recreational Needs). This adoption structure differs from the approach taken in 2012, as Springfield has since adopted its own Comprehensive Plan.<sup>1</sup>

## **II. BACKGROUND**

The 2023 Plan reflects Willamalane's updated approach to stewarding parks and recreation facilities since adoption of the 2012 Willamalane Park and Recreation Comprehensive Plan. The 2023 Plan provides a roadmap for Willamalane to operate over the next 20 years. Willamalane has made much progress since 2012 to implement its comprehensive planning program. Willamalane improved 16 parks and recreation facilities, constructed over 14 miles of trails and four new neighborhood parks<sup>2</sup>, provided access to over 700 additional acres of natural area, and expanded recreation programming across its district. Several of its path projects have also accomplished mutually-identified needs, as projects such as the Mill Race and a portion of the Haul Road Paths are also on Springfield's 2035 Transportation System Plan project list.

Willamalane and the community it serves have changed significantly since this last planning effort. Available park space within Willamalane's district has doubled with an increase in the overall inventory of all parks from 27 to 45, while its increasing population is growing older and is more racially diverse. The 2023 Plan responds to these changes with updates to the district-wide inventory of its park and recreation system and updated community profile while providing a strategic outline for the future of Springfield's parks, facilities, and recreation programs for the next 20 years.

The 2023 Plan will serve the community by focusing on long-term sustainability, development, and enhancement of parks and recreation services going forward. This 20-year roadmap will guide Willamalane's decision-making, project prioritization, and fiscal planning processes along the way. Ultimately, the 2023 Plan aims to positively impact the community by creating engaging and inclusive spaces that promote residents' health, well-being, and quality of life.

To center this work on meaningful action, the Plan responds to input from community members in various ways to align plans for facilities and programs with the needs and interests of those who live and work within Willamalane's district. The findings in response to Oregon Statewide Land Use Planning Goal 1 (Citizen Involvement) beginning on page 4 of this staff report and Willamalane's 2023 Plan (Section 4 and Appendices) describe how community input informed the 2023 Plan. Willamalane's, the City of Springfield's, and Lane County's communication while drafting the 2023 Plan allowed for coordinated perspectives of what it means to help serve the community. Willamalane met periodically with City and County staff, the Springfield City Council<sup>3</sup>, Lane County's Board of County Commissioners<sup>4</sup>, the Lane County Planning Commission<sup>5</sup>, and the Springfield Planning Commission (also in its capacity as the Springfield Committee for Citizen Involvement)<sup>6</sup> for input at key phases to guide next steps in preparing the 2023 Plan.

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<sup>1</sup> Springfield and Lane County adopted Willamalane's 2012 Comprehensive Plan as a refinement to the Metro Plan.

<sup>2</sup> One type of park classification among others such as natural area parks, community parks, sports park, and more.

<sup>3</sup> March 7, 2022 and November 21, 2022

<sup>4</sup> November 29, 2022

<sup>5</sup> November 15, 2022

<sup>6</sup> April 5, 2022 and November 15, 2022



### III. PROCEDURAL REQUIREMENTS

Pursuant to Springfield Development Code (SDC) 5.14.110, SDC 5.14.115, and Lane Code 12.300, a Type 4 review procedure applies to the adoption of an element to the Springfield Comprehensive Plan and to text amendments of the Metro Plan. Metro Plan amendments are further classified into “types” in SDC 5.14.115, and in Lane Code 12.300.010. The proposed amendments are consistent with Metro Plan Policy IV.7.b and IV.12. In addition to Metro Plan requirements the City of Springfield must follow as the “home city,” SDC 5.14.130(A) requires the City to provide notice of the proposed amendment to other relevant governing bodies. City staff notified and coordinated with Lane County and City of Eugene staff regarding SDC 5.14.115 and 5.14.130 during summer 2023—well before the 20-day notice period stated in the SDC. City of Eugene staff communicated the City of Eugene did not have an interest in or need to participate in the adoption process. Lane County is included because the proposed amendments apply to unincorporated land within the Springfield UGB.

As such, and in accordance with Metro Plan Policy IV.8.a, this is a Type 2 (Type II in Metro Plan and Lane Code) amendment. The proposed amendments being considered in conjunction with amendments to Springfield’s Comprehensive Plan thus require approval by Springfield and Lane County.

Per SDC 5.1.625(B), and 5.14.130, the amendments require a review and recommendation by the Springfield and Lane County Planning Commissions prior to action being taken by the Springfield City Council and Lane County’s Board of County Commissioners. The Springfield and Lane County Planning Commissions held a joint public hearing on April 2, 2024. The Springfield Planning Commission voted four in favor and one opposed (two absent) to forward a recommendation to the City Council to approve the amendments. The Lane County Planning Commission voted five in favor (four absent) to recommend approval to the Board of County Commissioners.

State and local requirements apply to the scheduled date of first evidentiary hearing. Given the Applicant completed its submittal on January 27, 2024 following its initiation on January 9, 2024, the joint Springfield and Lane County Planning Commission hearing on April 2, 2024 met SDC 5.14.130(B), which requires a public hearing be set within 90 days of application acceptance. The Director must send notice of a proposed change to an acknowledged comprehensive plan or land use regulation to the Oregon Department of Land Conservation and Development (DLCD) at least 35 days before the first evidentiary hearing (OAR 660-18-0020). On February 27, 2024, the City submitted a joint City-County “DLCD Notice of Proposed Amendment” to DLCD in accordance with DLCD submission guidelines via DLCD’s FTP website. Staff provided this notice 35 days in advance of the first evidentiary hearing as required by ORS 197.610(1) and OAR 660-018-0020.

SDC 5.1.615 and Lane Code Section 14.060 require advertisement of legislative land use decisions in a newspaper of general circulation, providing information about the legislative action and the time, place, and location of the hearing. Notice of the first evidentiary hearing by the Planning Commissions on April 2, 2024 was published on Thursday, March 7, 2024 in *The Chronicle* and on Friday, March 8, 2024 in *The Register Guard*. Notice of the joint Springfield City Council and Lane County Board of County Commissioners public hearing was published in *The Chronicle* on [X date], 2024 as required by SDC 5.1.615, and in *The Register Guard* on [X date] as required by Lane Code 14.060 for legislative actions. The content of the notice complied with the requirements in SDC 5.1.615 and Lane Code 14.060 for legislative actions. Notice was also posted in accordance with

SDC 5.1.615(B) and was sent to Springfield’s Development Review Committee in accordance with SDC 5.1.615(E). SDC 5.1.615(C) and (D) do not apply to the proposed amendments.

#### **IV. APPROVAL CRITERIA & FINDINGS**

The applicable criteria of approval for amending the Metro Plan and adding Willamalane’s 2023 Plan as an element of the Springfield Comprehensive Plan are in Springfield Development Code (SDC) 5.14.135 (Comprehensive Plan Amendments), and Chapter 12.100.050 (Method of Adoption and Amendment) and 12.300.030 (Metro Plan Amendment Criteria) of the Lane Code (LC).

Adopting Willamalane’s 2023 Plan into the Springfield Comprehensive Plan as an element does not amend existing text but functionally adds new content. It is therefore appropriate to apply criteria of approval for plan amendments to both the Springfield Comprehensive Plan and the Metro Plan. Findings demonstrating that adopting the 2023 Plan and amending text of the Metro Plan meets the applicable criteria of approval appear in regular text format. Direct citations or summaries of criteria appear in ***bold italics*** and precede or are within the relevant findings.

##### ***SDC 5.14.135 (Criteria)***

Comprehensive Plan amendments (the Metro Plan and/or Springfield Comprehensive Plan) may be approved only if the Springfield City Council and other applicable governing body or bodies find that the proposal conforms to the following criteria:

- (A) The amendment shall be consistent with applicable Statewide Planning Goals; and***
- (B) Plan inconsistency:***
  - (1) In those cases where the Metro Plan applies, adoption of the amendment shall not make the Metro Plan internally inconsistent.***
  - (2) In cases where Springfield Comprehensive Plan applies, the amendment shall be consistent with the Springfield Comprehensive Plan.***

##### ***LC 12.300.030 (Metro Plan Amendment Criteria)***

The following criteria will be applied by the Board of Commissioners and other applicable governing body or bodies in approving or denying a Metro Plan amendment application:

- A. The proposed amendment is consistent with the relevant Statewide Planning Goals; and***
- B. The proposed amendment does not make the Metro Plan internally inconsistent.***

#### ***Consistency with Applicable Statewide Planning Goals (SDC 5.14.135(A); LC 12.300.030.A)***

##### ***Statewide Land Use Planning Goal 1: Citizen Involvement***

***Finding 1:*** On April 5, 2022, the Springfield Committee for Citizen Involvement approved a Community Engagement Plan for to inform the process of creating Willamalane’s 2023 Plan. The Community Engagement Plan was prepared specifically for compliance with Goal 1. This Community Engagement Plan described Willamalane’s approach to working with community



members within its district; users and non-users of parks, trails, programs, and facilities; and other stakeholders.

Finding 2: The Applicant states the following goals for community engagement as integral to the 2023 Plan:

- Promote project awareness throughout the planning process
- Gain a deeper understanding of who Willamalane serves
- Learn about gaps, barriers, needs, and preferences within the park district
- Understand the community's priorities for parks and recreation for the coming future
- Gain support for final plan recommendations

Finding 3: Extensive and varied opportunities for promoting awareness and considering input subsequently occurred. Of particular note, specific engagement activities occurred from the outset of the project through completion of the final plan. Activities included town hall meetings, stakeholder interviews, focus groups, paper and electronic surveys, digital outreach (e.g., project webpage, social media), pop-up events, and meetings with agency staff and partners.

Finding 4: Willamalane designed its community engagement approach to include a diverse audience as described in Section 4 and in the Appendices of the 2023 Plan (Exhibit A). The intent of Willamalane's activities was to provide a foundation for a plan that addresses the various needs and unique perspectives of people who are interested in the services Willamalane provides now and in the future.

Finding 5: Participation in some of Willamalane's activities resulted in:

- Over 32,000 district residents engaging with the project—some actively providing input and some staying informed by receiving project updates
- 1,766 people providing input on the project while Willamalane staffed tables at other community events (22 events focused on families, children, older adults, Latinx heritage, Asian American/Pacific Islander heritage, and/or the LGBTQIA+ community)
- 1,598 people responding to a needs assessment survey (online and printed options)
- 235 people participating at focus groups

Finding 6: Page 32 of the 2023 Plan notes that many of the focus groups included typical users or non-users of Willamalane's programs and parks, representing a variety of backgrounds and interests. These focus groups were held to gain a general perspective of District strengths and weaknesses and help inform the creation of the survey tool. Willamalane heard from older adults through the survey and at many events. Willamalane held other focus groups to help ensure participation was inclusive of groups that may not participate through typical engagement opportunities. Of the 235 focus group participants, participation resulted in:

- Teen focus groups: 111 participants
- American Indians/Alaska Natives: 22 participants
- Advocates for inclusion and for individuals with disabilities (in English and Spanish): 21 participants
- Latinx specific focus group: 22 participants
- Natural areas specific focus group: 12 participants
- Trails specific focus group: 6 participants
- Other community stakeholders: 41 participants

As previously noted on page 3 of this staff report, staff provided adequate public notice for the proposed amendments in a timely manner. The adoption process includes a joint public hearing with the Springfield and Lane County Planning Commissions (April 2, 2024) and a joint public hearing with the Springfield City Council and Lane County's Board of County Commissioners (June 10, 2024).

**CONCLUSION:** The process used to create the 2023 Plan, and therefore adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and amending text of the Metro Plan to reflect this adoption, together meet Statewide Land Use Planning Goal 1.

### *Statewide Land Use Planning Goal 2: Land Use Planning*

Finding 7: Goal 2, in part, requires Springfield to have and follow a comprehensive land use plan and implementing regulations. The Metro Plan and Springfield Comprehensive Plan support this required planning framework. The Oregon Land Conservation and Development Commission previously acknowledged each of these components of Springfield's land use planning program as consistent with Oregon's Statewide Land Use Planning Goals.

Finding 8: Willamalane's 2023 Plan updates its 2012 Plan. The 2012 Plan was adopted and acknowledged as a refinement to the Metro Plan. Springfield has since adopted elements of its own Comprehensive Plan through various ordinances with co-adoption by Lane County. The proposed addition of the 2023 Plan as an element of the Springfield Comprehensive Plan furthers the transition to a city-specific comprehensive plan. The proposed text amendments to the Metro Plan are for clarifying purposes but preserve the effectiveness of the existing Metro Plan and the goals and policies contained therein.

Finding 9: Adopting the 2023 Plan as an element of the Springfield Comprehensive Plan does not trigger an amendment to the Springfield Comprehensive Plan Map, which replaced the Metro Plan Diagram in March 2024 (Springfield Ordinance 6463). The projects shown in the 2023 Plan are conceptually shown at this time. Upon contemplation of site-specific development, they will be evaluated according to the applicable comprehensive land use diagram(s), zoning map, and codes as they occur over the 20-year planning period.

Finding 10: The findings under Statewide Land Use Planning Goals 9 (Economic Development) and 10 (Housing), findings addressing SDC 5.14.135(B)/Lane Code 12.300.030.B, and the 1995 Intergovernmental Agreement regarding coordinated planning and urban services between Willamalane and the City of Springfield demonstrate coordination with related aspects of land use planning and demonstrate consistency with the applicable content of the Springfield Comprehensive Plan and Metro Plan. These findings are herein incorporated by reference in demonstration of compliance with Goal 2.

Finding 11: As described in the Applicant's findings addressing Goal 2, the 2023 Plan is consistent with many of the Goal 2 Guidelines, including elements of the Plan (Goal 2, Part III, Sections A: Preparation of Plans and Implementation Measures, C: Plan Content, and F: Implementation Measures). The Applicant's findings are incorporated herein by reference. Summarized, the 2023 Plan identified recreational needs within Willamalane's district for 20 years based on an existing conditions assessment and a multi-method needs assessment, and the 2023 Plan provides a list of capital improvements over that same 20-year planning period. The



amendments do not elicit compliance with the remaining aspects of Goal 2, as they do not: (1) include taking an exception to Goal 2; or (2) involve changes to the Springfield Development Code or changes that create new regulations consistent with Goal 2, Part III, Sections F.1 and F.2 as demonstrated in the findings.

**CONCLUSION:** Adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and adopting corresponding text amendments to the Metro Plan follows the required land use planning process and policy framework set out in Statewide Land Use Planning Goal 2.

### ***Statewide Land Use Planning Goals 3 & 4: Agricultural and Forest Lands***

Finding 12: These Goals apply to land outside of Springfield’s coterminous UGB and Metro Plan boundary, and as such, do not apply to the Springfield Comprehensive Plan or Metro Plan. The Applicant provided a written statement in response to these Goals (Attachment 2), which Lane County addresses in its separate staff report for the portions of Willamalane’s 2023 Plan outside the UGB and Metro Plan boundary.

**CONCLUSION:** These Goals do not apply within the area subject to Springfield’s approval criteria.

### ***Statewide Land Use Planning Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces***

Finding 13: A 1995 Intergovernmental Agreement between Willamalane and the City of Springfield states that Willamalane: “shall be responsible for preparing, maintaining, and updating a comprehensive parks, recreation, and open space refinement plan for the area within its boundaries, including the City of Springfield and adjacent urbanizable area, for the purposes of meeting Statewide Planning Goal 8 requirements and ensuring long-range public parks, recreation, and open space facilities/services.” The 2023 Plan identifies existing and planned parkland, some of which is considered natural area and/or open space. However, the amendments associated with adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan do not include changes to the adopted and acknowledged Goal 5 inventories or their applicable protection programs.

Finding 14: Springfield conducts inventories of Goal 5 resources and protects its locally significant resources through its own programs. Goal 5 requires local governments to inventory: natural resources (e.g., riparian corridors, wetlands, other water resources, wildlife habitat, minerals, and aggregate sources); energy resources; cultural resources; and natural areas. Goal 5 encourages, but does not require, inventories of: historic resources, open spaces, or scenic views and sites. Of the Goal 5 resources that are locally significant, local governments must develop programs to protect them.

Finding 15: Specific maps depict Springfield’s Goal 5 resources, which have since been adopted via ordinance and acknowledged by the Oregon Land Conservation and Development Commission. Springfield’s adopted inventories are for wetlands, riparian corridors, and historic resources. The Springfield Natural Resources Study evaluates and describes programs for Springfield’s locally significant wetland and riparian Goal 5 resources based on its most recently

acknowledged inventories (Springfield Ordinance 6265, Lane County Ordinance PA 1277), and the Springfield Development Code helps to implement applicable Goal 5 protections. Land managed or developed for Willamalane's projects develops consistent with these programs when occurring within Springfield's Goal 5 resources.

Finding 16: Springfield does not have an inventory or protection program for Goal 5 open spaces. Additionally, OAR 660-023-0220(2) does not require local governments to amend acknowledged comprehensive plans to identify new Goal 5 open spaces. The 2023 Plan does not create such an inventory, nor do new regulations for protecting Goal 5-designated open spaces accompany the proposed amendments.

Finding 17: The Applicant's written statement (Attachment 2, page 17) notes the 2023 Plan's discussion of the importance of natural area parks. The 2023 Plan identifies natural area parks as a specific type of park based on its classification system (Exhibit A, page 47). This specific typology applies to the level of services assessment component of planning for parks, which attempts to set benchmark standards for measuring whether a park system provides residents adequate access to parks, open spaces, trails, facilities, and more. A separate process applies to adopting inventories and protection programs for natural areas specific to Goal 5. As such, the natural areas component of Goal 5 does not apply to the proposed amendments.

Finding 18: The Applicant notes that Goal 5 findings are not required according to OAR 660-023-0250(3):

**OAR 660-023-0250**

**(3)** Local governments are not required to apply Goal 5 in consideration of a PAPA unless the PAPA affects a Goal 5 resource. For purposes of this section, a PAPA would affect a Goal 5 resource only if:

- (a)** The PAPA creates or amends a resource list or a portion of an acknowledged plan or land use regulation adopted in order to protect a significant Goal 5 resource or to address specific requirements of Goal 5;
- (b)** The PAPA allows new uses that could be conflicting uses with a particular significant Goal 5 resource site on an acknowledged resource list; or
- (c)** The PAPA amends an acknowledged UGB and factual information is submitted demonstrating that a resource site, or the impact areas of such a site, is included in the amended UGB area.

Finding 19: The 2023 Plan does not elicit OAR 660-023-0250 subsections (a) or (c), and (b). With regard to (b), the project sites shown and/or listed in the 2023 Plan are conceptual at this time. At the time any development is proposed, Springfield's existing and acknowledged protection programs for Goal 5 resources would apply, including those at Springfield Development Code 3.3.900 (Historic Overlay District) for historic resources, 4.3.115 (Water Quality Protection) for locally significant riparian corridors that are also water quality limited watercourses, and 4.3.117 (Natural Resource Protection Areas) for locally significant riparian corridors and wetlands.

Finding 20: The findings addressing the Environmental Resources and Historic Preservation Elements of the Metro Plan (beginning on pages 23 and 36 of this staff report, respectively)



further describe the consistency between Goal 5 and the 2023 Plan in their intent to protect resources. These findings are incorporated herein by reference.

**CONCLUSION:** While the 2023 Plan emphasizes stewardship of natural resources, it does not directly affect Springfield's protected Statewide Land Use Planning Goal 5 resources because a site-specific development request does not accompany the amendments. At the time future development occurs to implement the 2023 Plan, Springfield will evaluate consistency with adopted Goal 5 protections under the Springfield Development Code. Accordingly, Springfield remains in compliance with Statewide Land Use Planning Goal 5.

### *Statewide Land Use Planning Goal 6: Air, Water and Land Resources Quality*

Finding 21: The purview of Goal 6 is to encourage State agencies and local governments to consider aligning land use plans, policies, and programs with federal requirements directed at environmental quality programs such as those that address water and air pollution at a basin or water/airshed levels. Goal 6 does not directly apply to the adoption of the 2023 Plan and text amendments to the Metro Plan.

Finding 22: The 2023 Plan does not alter the City's acknowledged land use programs regarding the control of pollution to protect the quality of Springfield's air, water, and land resources. The waterbodies shown in the 2023 Plan, some of which are Water Quality Limited Watercourses, are for illustrative purposes to geographically orient map users.

Finding 23: The 2023 Plan identifies path and trail projects that encourage modes of travel and recreation other than driving (e.g., biking, walking, etc.), which are also consistent with the Springfield's Transportation System Plan. The 2023 Plan also emphasizes the need to provide park and recreation facilities that are a walkable distance for neighborhood residents within its service area. These aspects of the 2023 Plan help reduce greenhouse gas emissions from motor vehicles, which contribute to global warming. As noted by the Applicant, the 2023 Plan lists actions in alignment with Willamalane's strategy to improve and enhance its sustainability initiatives, which have potential to improve environmental quality:

“‘Action 2.3.a: Limit the [D]istrict's carbon footprint. Create an internal sustainability plan with measurable goals and action items’ (2023 Plan, [page] 101).

‘Action 2.3.f: Work with local partners to address green infrastructure needs throughout the park system (2023 Plan, [page] 101).’”

**CONCLUSION:** Adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and adopting corresponding text amendments to the Metro Plan can help maintain and improve the quality of the air, water, and land resources in Springfield in conformance with Statewide Land Use Planning Goal 6.

### *Statewide Land Use Planning Goal 7: Areas Subject to Natural Hazards*

Finding 24: Goal 7 focuses on planning for natural hazards such as floods, landslides, earthquakes, tsunamis, and wildfires. The City of Springfield protects people and property from

natural hazards through its various municipal, building, and land use codes and other programs. The 2023 Plan does not alter the City's acknowledged land use programs regarding potential landslide areas and flood management protections. The project locations in the 2023 Plan are conceptual at this time. Project sites will develop in accordance with the City's applicable codes at the time site planning occurs.

**CONCLUSION:** The 2023 Plan itself does not trigger Statewide Land Use Planning Goal 7, but because Springfield remains in compliance with Goal 7, the associated Goal 7 protections will apply at the time site-specific development is proposed to implement the 2023 Plan.

### ***Statewide Land Use Planning Goal 8: Recreational Needs***

Finding 25: Goal 8 focuses on providing adequate recreational facilities and opportunities that meet the needs of current and future residents and visitors. Goal 8 addresses needs for residents in urban areas while balancing the need to protect natural resources and preserve non-urban areas to the extent possible. Guideline A.3 of Goal 8 states that: "Long range plans and action programs to meet recreational needs should be developed by each agency responsible for developing comprehensive plans" (OAR 660-015-0000(8)).

Finding 26: A 1995 Intergovernmental Agreement between the City of Springfield and Willamalane is in place to ensure the agencies will coordinate to provide relevant information to allow each agency to deliver effective services. Specific to recreational needs, the Agreement states that Willamalane and the City: "collaborate in planning for the parks, recreation, and open space needs of the City of Springfield and adjacent urbanizable area." Further, the "City's and District's staffs shall cooperate with each other in achieving the best solutions to the community's public parks, recreation and statewide land use Goal 8 open space needs."

Finding 27: The Agreement further specifies that Willamalane: "shall be responsible for preparing, maintaining, and updating a comprehensive parks, recreation, and open space refinement plan for the area within its boundaries, including the City of Springfield and adjacent urbanizable area, for the purposes of meeting Goal 8 requirements and ensuring long-range public parks, recreation, and open space facilities/services."

Finding 28: Consistent with the Agreement, Willamalane is a special service taxing district with the authorization to purchase, develop, and maintain park facilities.

Finding 29: The Metro Plan designates Willamalane as the park and recreation service provider for Springfield and its urbanizable area. However, it is the City's role to coordinate the adoption process of Willamalane's Comprehensive Plan and to ensure Willamalane's Plan satisfies the City's overall planning requirements. Willamalane's 2023 Plan updates Willamalane's 2012 Plan as described in the previous findings under Statewide Land Use Planning Goal 2.

Finding 30: Goal 8 recommends inventories to determine recreational needs in the planning area "based on adequate research and analysis of public wants and desires." Priority service areas, demographics, environmental, and fiscal responsibility are considerations accounted for when developing needs assessments, plans, and projects that respond to those needs. Guideline A.5 of Goal 8 states:



*“The State Comprehensive Outdoor Recreation Plan could be used as a guide when planning, acquiring and developing recreation resources, areas and facilities.”*

Finding 31: Pages 20 and 21 of the 2023 Plan note findings from the State Comprehensive Outdoor Recreation Plan and state that it informed Willamalane’s process to create the 2023 Plan. Page 20: “Careful attention was paid to this document to ensure that trends and priorities from that effort are accounted for in the comprehensive plan.”

Finding 32: As demonstrated in the 2023 Plan, the findings under Statewide Land Use Planning Goal 1, and in the Applicant’s written statement under Goal 8 (Attachment 2, pages 18 through 21), the 2023 Plan thoroughly addresses the various required and recommended aspects of Goal 8:

Goal 8, Guidelines 1 and 2:

*“An inventory of recreation needs in the planning area should be made based upon adequate research and analysis of public wants and desires.”*

*“An inventory of recreation opportunities should be made based upon adequate research and analysis of the resources in the planning area that are available to meet recreation needs.”*

The projects in the 2023 Plan, some of which are shown on pages 15 and 16 of this staff report, reflect much evaluation of the:

- community’s expressed needs (as summarized in the findings under Statewide Land Use Planning Goal 1, incorporated herein by reference; as further detailed in the 2023 Plan: Section 4 and Appendices 1, 7, 9)
- national, state, and local trends for parks and recreation services (2023 Plan, Section 3 and Appendices 2, 5)
- opportunities and strengths of existing recreation programs (2023 Plan, Appendix 1)
- types and qualities of existing parks, facilities, trails, and natural areas (2023 Plan, Sections 5, 6, 7 and Appendices 8, 9)
- current and needed levels of service (2023 Plan, Section 6 and Appendices 8, 9)
- funding (types and amount) needed to provide services through adequate operations and other administrative considerations (2023 Plan: Sections 8, 9 and Appendices 9, 11)

Goal 8, Guideline 4:

*“The planning for lands and resources capable of accommodating multiple uses should include provision for appropriate recreation opportunities.”*

Willamalane’s comprehensive plan has served as the park and recreation component of land use planning for the Springfield area. The previous version of Willamalane’s Park and Recreation Comprehensive Plan was adopted as a refinement to the regional Metro Plan. This 2023 Plan will become an adopted element of the Springfield Comprehensive Plan.

Springfield's plan designations and land use districts identify land specifically for parks, recreational facilities, and open space uses. Additional land use districts can allow park-based uses if the use meets certain criteria and development requirements in the Springfield Development Code. The 2023 Plan will operate under this land use planning framework in its implementation of strategies and actions for acquiring, developing, improving, and managing parks, natural areas, walking and biking trails, recreation facilities and program opportunities within the planning area over the next 20 years. Willamalane's Plan demonstrates that Willamalane plans for "appropriate recreation opportunities" not only with the type and amount of projects in the 2023 Plan but in the process used to inform the Plan and in how Willamalane Plans to administratively carry them out:

Appendix 11 [of the 2023 Plan]: Project List and Phasing Plan, identifies 118 capital projects prioritized into short-term (1-5 years), mid-term (6-10 years), and long-term (11+ years) phases, as well as ongoing project priorities to be implemented as opportunities arise. Higher priority actions include projects that address more pressing needs or provide a broader community benefit. The projects are organized in the following categories:

- (11) Future park planning and design projects
- (29) Existing park level of service expansion projects
- (9) Existing park minor upgrade projects
- (5) New parks development in high-priority growth area projects
- (22) Acquisition projects
- (28) Trail projects
- (6) Building facility projects
- (8) Coordination with partners projects

Section 10 of the 2023 Plan: Implementing the Park and Recreation Comprehensive Plan, includes best practices for implementing the 2023 Plan given appropriate community engagement, transparent decision-making, and sufficient resources. These practices include:

- Establishing internal task force groups specific to individual objectives and action items
- Applying performance measures to assess District progress toward meeting the comprehensive plan goals
- Annual progress reporting, quarterly implementation review, quarterly reporting on master plan status, and regular reporting to the public to feature accomplishments and project status

The strategies and actions that are intrinsically tied to the projects in the 2023 Plan are derived from the following comprehensive plan goals (2023 Plan, [page] 95):

- Goal 1: Continue to operate the district at a nationally accredited [Commission for Accreditation of Park and Recreation Agencies] standard
- Goal 2: Provide a safe and equitable system of parks and natural areas
- Goal 3: Provide an easily accessed and connected system of paths and trails



- Goal 4: Provide access to high-quality and affordable recreation facilities
- Goal 5: Strive for a high standard of care for the maintenance of parks, trails, and facilities across the district
- Goal 6: Offer recreation programs and services that respond to district needs and encourage healthy lifestyles
- Goal 7: Be a responsible steward of district resources and partnerships

Goal 8, Guideline 7:

*“Planning and provision for recreation facilities and opportunities should give priority to areas, facilities and uses that:*

- (a) Meet recreational needs requirements for high density population centers,*
- (b) Meet recreational needs of persons of limited mobility and finances,*
- (c) Meet recreational needs requirements while providing the maximum conservation of energy both in the transportation of persons to the facility or area and in the recreational use itself,*
- (d) Minimize environmental deterioration,*
- (e) Are available to the public at nominal cost, and*
- (f) Meet needs of visitors to the state.”*

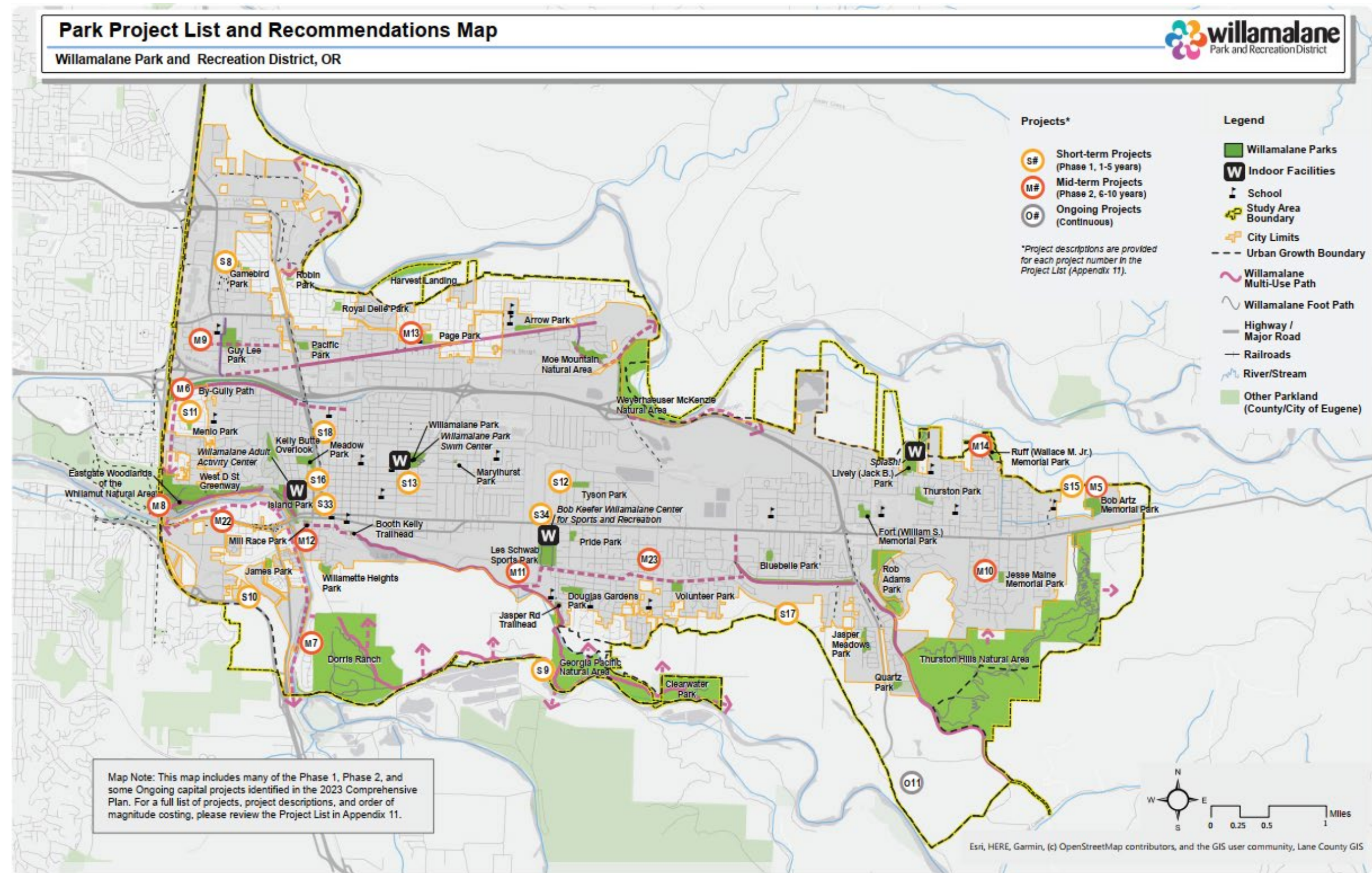
The findings for the Metro Plan’s Transportation and Energy Elements address parts (c) and (d) and are incorporated herein by reference. Consistent with parts (a) and (b), the 2023 Plan identified gaps and opportunities in Willamalane’s district service area based on the concentration of Springfield’s population, based on areas that are severely lacking convenient and safe access or present significant barriers to getting to a park or recreation facility (2023 Plan, pages 61-64), and based on socioeconomic analysis to understand who lives in these areas (2023 Plan Appendix 3: Demographic Profile, Appendix 6: Community Outreach Strategy, Appendix 8: Level of Service Assessment). The 2023 Plan’s emphasis on defining high priority walkable access areas that are informed by where barriers to access exist (2023 Plan, pages 11, 12, 60-64) also helps to address part (b). Strategies in the 2023 Plan identify ways Willamalane can support people with limited finances- also in direct alignment with part (d), including:

- Strategy 2.1.a: Prioritize investment to increase overall equity in planning and delivering park improvements (2023 Plan, page 98)
- Strategy 2.1.b: Increase levels of service in high priority areas by infilling amenities and recreation components where opportunities exist (2023 Plan, page 98)
- Strategy 2.1.o: Proactively work with the community and partners to plan and design for future park and trail projects: McKenzie River Boat Access, Jack B. Lively Memorial Park Design, Rob Adams Park, Weyerhaeuser-McKenzie Natural Area (2023 Plan, page 99)
- Strategy 2.1.p: Update and expand existing parks in high priority areas to improve level of service, including: Bob Artz Memorial Park, By-Gully Pocket Park, Dorris Ranch, Eastgate Woodlands of the Whilamut Natural Area, Guy Lee Park, Jesse Maine Memorial Park, Les Schwab Sports Park, Mill Race Park, Page Park, Wallace M. Ruff Jr. Memorial Park (2023 Plan, page 99)

- Strategy 2.1.r: Update existing parks and add new recreational experiences within existing parks to improve level of service in high priority areas, including: Clearwater Park, Douglas Gardens Park, Island Park, Jasper Meadows Park, Kelly Butte Overlook, Lively (Jack B.) Park, Marylhurst Park, Pacific Park, Rob Adams Park, Volunteer Park, Weyerhaeuser-McKenzie Natural Area, Willamette Heights Park (2023 Plan, page 99)
- Strategy 2.2.a: Add park space to help ensure all district residents live within a 10-minute or one-half mile walk of an adequate or high performing park (2023 Plan, page 100)
- Strategy 2.2.b: Increase park acreage to meet adopted standards for pocket, neighborhood, community, sports and other parkland (2023 Plan, page 100)
- Strategy 2.2.h: Work with TEAM Springfield partners to explore feasibility of developing an urban plaza downtown per the City's Downtown District Urban Design Plan (2023 Plan, page 100)
- Strategy 3.1.c: Work with partners to improve on-street bike and pedestrian connections, especially when improving safe access to parks and riverfronts and formalizing on-street connections in the trail system (2023 Plan, page 102)
- Strategy 3.1.g: Work with partners to design and provide additional safe crossings for pedestrians and bikes across significant barriers such as waterways, railroads, and busy roads. Specifically, to improve north/south access to rivers and existing trails, east/west access between Thurston and central Springfield, and to expand service to priority neighborhoods (2023 Plan, page 102)
- Strategy 6.1.a: Expand programs and activities for individuals with visible and invisible disabilities in partnership with Inclusion Services (2023 Plan, page 107)
- Strategy 6.1.b: Address inactivity and obesity rates among community members through low-cost programs and activities; consider offering free health and fitness programs in neighborhood during spring, summer, and fall.
- Strategy 6.1.i: Expand scholarships and opportunities to meet the needs of lower-income community members.
- Strategy 7.1.b: Prioritize marginalized communities, encouraging access to free and low-cost programs for [D]istrict families (2023 Plan, page 107)

**CONCLUSION:** The 2023 Plan (if implemented as stated), and therefore adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and adopting corresponding text amendments to the Metro Plan, will together satisfy the recreational needs of residents and visitors as required by Statewide Land Use Planning Goal 8.

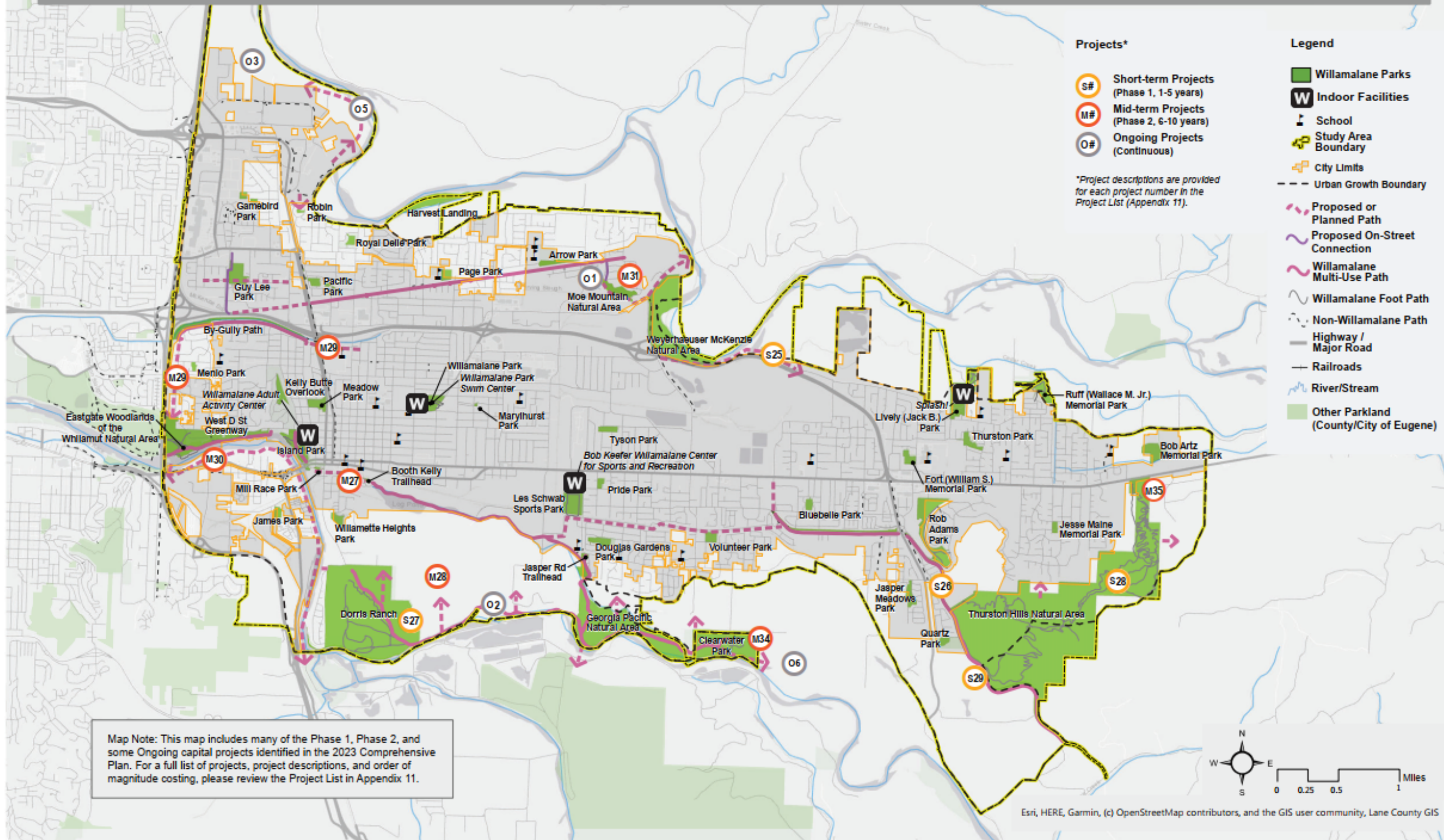






# Path and Trail Project List and Recommendations Map

Willamalane Park and Recreation District, OR





## *Statewide Land Use Planning Goal 9: Economic Development*

Finding 33: Previous Springfield Comprehensive Plan amendments in 2016 (Springfield Ordinance 6361 and Lane County Ordinance PA 1304) expanded the Springfield UGB and Metro Plan boundary to include employment land and land intended for parks, recreation, and natural resources. Plan designations of each type were assigned on a property-specific basis. The Oregon Land Conservation and Development Commission approved the expansion and corresponding Plan amendments in March 2019 (Approval Order 19-UGB-001900), thereby acknowledging the amendments.

Finding 34: The ordinances associated with adoption of the Springfield Comprehensive Plan resulted in adoption of the Commercial and Industrial Buildable Lands Inventory (CIBL) and Economic opportunities Analysis (EOA) as a Technical Supplement to Springfield's Comprehensive Plan. This UGB expansion intended to allow Springfield to meet its long-term needs for employment based on the findings of the CIBL and EOA. The CIBL and EOA identified specific types of land suitable for meeting Springfield's employment needs. The UGB and Metro Plan boundary, and the additional property designations within them, were established as such.

Finding 35: The EOA is based on 2004 Metro Plan designations and includes lands with the following designations: Campus Industrial, Commercial Mixed Use, Heavy Industrial, High Density Residential Mixed Use, Light Medium Industrial, Light Medium Industrial Mixed Use, Major Retail Center, Medium Density Residential Mixed Use, Mixed Use, and Special Heavy Industrial. The EOA excluded the following designations: Government and Education, Parks and Open Space, Natural Resources, Agriculture, and Forest Land.

Finding 36: Willamalane owns no land within the following plan designations in effect at the time of the CIBL/EOA<sup>7</sup>: Campus Industrial, Commercial Mixed Use, Heavy Industrial, Light Medium Industrial Mixed Use, Major Retail Center, Medium Density Residential Mixed Use, Mixed Use, or Special Heavy Industrial. In addition to public- and open space-based land under Willamalane's ownership, Willamalane owns two parcels zoned Light Medium Industrial. These properties are used for Willamalane's Parks Services building and grounds. Accordingly, they were not factored into the inventory used in Willamalane's 2023 Plan to inform its level of service assessments and project list.

Finding 37: The projects identified in the 2023 Plan do not limit Springfield's ability to meet additional employment needs. Their conceptual locations as compared to the sites identified as potentially redevelopable in the EOA do not conflict. Moreover, the UGB expanded specifically to accommodate the specific types of employment land of which Springfield was deficient. Those properties are designated Urban Holding Area-Employment. Land for parks was added under a separate plan designation of Public/Semi-Public, and the additional land designated Natural Resource may also accommodate limited recreational uses.

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<sup>7</sup> As of March 1, 2024, Springfield now has its own Comprehensive Plan Map. This Map clarified the Metro Plan designations by assigning property-specific Plan designations. Some Plan designations were renamed for simplification but retained their intent and function.

**CONCLUSION:** Springfield remains in compliance with Statewide Land Use Planning Goal 9 to provide adequate opportunities for a variety of economic activities vital to the health, welfare, and prosperity of Springfield’s residents.

### ***Statewide Land Use Planning Goal 10: Housing***

Finding 38: Similar to Goal 9, Goal 10 establishes a process for local governments to conduct land inventories and to accommodate needed development. Goal 10’s focus is on ensuring communities provide enough needed housing units through supplying residential land and promoting housing of various types that that is readily available to a range of price points.

Finding 39: In August 2011, the Oregon Land Conservation and Development Commission acknowledged the Springfield 2030 Refinement Plan Residential Land Use and Housing Element. This Element is part of the Springfield Comprehensive Plan. This Element also supplements and refines the Residential Land Use and Housing Element of the Metro Plan, which also applies to land use planning for housing in Springfield. The 2023 Plan and associated amendments do not change the goals and policies therein, nor do they propose to redesignate property and therefore do not affect the Buildable Lands Inventory.

Finding 40: Springfield’s Residential Land and Housing Needs Analysis (RLHNA), adopted along with the Springfield 2030 Residential Land Use and Housing Element by Springfield (Ordinance 6268) and Lane County (Ordinance PA 1274), address Goal 10. These are the officially adopted sources Springfield must use to determine Goal 10 compliance until Springfield updates the Housing Capacity Analysis. Adopting the 2023 Plan and associated amendments does not entail a change to property-specific plan designations. Accordingly, the 2023 Plan does not directly affect the inventory of residential lands.

Finding 41: Willamalane’s 2023 Plan uses 2020 data from the Population Research Center at Portland State University as basis for its population estimates and projected level of service needs.<sup>8</sup> The Population Research Center estimates the population within the Springfield UGB will grow to 75,159 residents by 2035. The analysis in the 2023 Plan should reflect a more accurate representation of the recreational needs for the population within Springfield’s UGB as compared to that used for Springfield’s RLHNA done in 2009 for the Springfield’s 2030 Residential Land Use and Housing Element. In 2009, the coordinated population forecast for Lane County determined Springfield would be home to 81,608 residents by 2030. The population data used to inform Willamalane’s recreational needs assessment do not exceed the needed capacity for residential land anticipated by Springfield’s adopted RLHNA.

**CONCLUSION:** Adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and amending the Metro Plan text to reflect this action allows Springfield to remain in compliance with Statewide Land Use Planning Goal 10 to provide for the housing needs of Oregon’s citizens.

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<sup>8</sup> Springfield is now required to use the Population Research Center’s data.



## **Statewide Land Use Planning Goal 11: Public Facilities and Services**

**Finding 42:** Goal 11 requires Springfield to plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban development. Pursuant to OAR 660-011-0020(2), a public facility plan must identify significant public facility projects which are to support the land uses designated in the acknowledged comprehensive plan. The Eugene-Springfield Metropolitan Area Public Facilities and Services Plan (PSFP) and the Springfield 2035 Transportation System Plan are the City's acknowledged public facilities and transportation system plans that inform infrastructure investments (i.e., water, stormwater, wastewater, transportation, and electricity) in Springfield. Parks and recreation facilities are not components of a PSFP required by Goal 11. The findings beginning on page 33 of this staff report address consistency with the Metro Plan to further address public facilities and services. The Goal 12 findings below further address transportation planning.

**CONCLUSION:** Goal 11 does not apply to the 2023 Plan or associated amendments.

## **Statewide Land Use Planning Goal 12: Transportation**

**Finding 43:** The Transportation Planning Rule (OAR 660-012-0060) implements Goal 12. OAR 660-012-0060 requires a local government to establish mitigation measures if an amendment to an acknowledged functional plan, comprehensive plan, or land use regulation would *"significantly affect an existing or planned transportation facility."* Subsections (1)(a)-(c) determine whether an amendment significantly affects a transportation facility.

**Finding 44:** An amendment to an acknowledged comprehensive plan "significantly affects" a transportation facility under Subsection 1(a) if it: *"Change[s] the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan)."* Adopting Willamalane's 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and amending the Metro Plan text to reflect this adoption do not change any functional classification under OAR 66-012-0060(1)(a) as demonstrated in the findings beginning on page 29 of this staff report that respond to consistency with the Metro Plan.

**Finding 45:** An amendment to an acknowledged comprehensive plan "significantly affects" a transportation facility under Subsection 1(b) if it: *"Change[s] standards implementing a functional classification system."* The amendments do not change the City's standards for implementing its functional classification system under OAR 66-012-0060(1)(b) as demonstrated in the findings beginning on page 29 of this staff report that respond to consistency with the Metro Plan.

**Finding 46:** Under Subsection (1)(c), an amendment to an acknowledged comprehensive plan "significantly affects" a transportation facility if it: *(A) results in types or levels of travel or access inconsistent with the functional classification of a transportation facility; (B) degrades the performance of a transportation facility such that it would not meet performance standards identified in the TSP or comprehensive plan; or (C) degrades the performance of a transportation facility that is otherwise projected to not meet the performance standards in the TSP or comprehensive plan.* To determine whether the amendments "significantly affect" a transportation facility within the meaning of (1)(c), a local government should compare the most traffic-generative use reasonably allowed under current land use requirements with the most

traffic-generative use reasonably allowed under the amendments. Adopting Willamalane's 2023 Plan and amending the Metro Plan to reflect its adoption does not change the uses that the Springfield Development Code allows outright, conditionally allows, or prohibits. The amendments do not change the most traffic-generative uses reasonably allowed. Accordingly, the amendments do not result in any of the effects described under (A)-(C).

**Finding 47:** OAR chapter 660, Division 12 includes provisions adopted under the "Climate Friendly and Equitable Communities" rules adopted and certified effective on August 17, 2022, as amended in November 2023. The provisions affecting Springfield's Transportation System Plan (TSP) are not yet operative for the City of Springfield under OAR 660-012-0012, either because they apply at a future date or only upon amendment to Springfield's TSP. Amendments to Springfield's TSP do not accompany the amendments that are part of the adoption package. For the projects outside the applicable areas of the TSP but within Springfield's UGB expansion areas, Springfield will update its TSP as part of required periodic review or under the OAR Chapter 660, Division 12 rules. Future TSP amendments may include pedestrian-oriented projects identified in Willamalane's 2023 Plan to the extent consistent with Goal 12 at that time. Accordingly, the remaining provisions of OAR Chapter 660, Division 12, are not applicable.

**CONCLUSION:** Adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and adopting corresponding text amendments to the Metro Plan do not "significantly affect" an existing or planned transportation facility under OAR 660-012-0060(1)(a), (b), or (c). These actions thus comply with OAR 660-012-0060 and Goal 12 requirements to provide and encourage a safe, convenient, and economical transportation system.

### ***Statewide Land Use Planning Goal 13: Energy Conservation***

**Finding 48:** Goal 13 is directed at prioritizing land uses that maximize and conserve all forms of energy based on sound economic principles. Goal 13 provides guidelines for developing local energy and waste programs and policies and provides guidelines for using land efficiently through infill—particularly near major streets—while considering building and site designs that conserve energy and minimize the depletion of non-renewable sources of energy. Goal 13 does not establish specific requirements applicable to adoption of the 2023 Plan.

**Finding 49:** Though park and recreation facilities are generally considered open space, these facilities complement and serve community members who are near them. The findings addressing the Transportation Element of the Metro Plan beginning on page 29 of this staff report are incorporated herein by reference, as they describe the 2023 Plan's emphasis on providing facilities that are safe, convenient, and comfortable to get to by ways other than driving.

**Finding 50:** Willamalane's 2023 Plan includes a strategy to improve and enhance the District's sustainability initiatives. The strategy includes actions that support the intent of Goal 13. The findings on page 37 of this staff report that address consistency with the Metro Plan's Energy Element list these actions and are incorporated herein by reference.

**CONCLUSION:** Adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and adopting corresponding text amendments to the Metro Plan are consistent with Statewide Land Use Planning Goal 13 to conserve energy.



### *Statewide Land Use Planning Goal 14: Urbanization*

Finding 51: The focus of Goal 14 is on establishing urban growth boundaries (UGBs) and on using land efficiently within them through orderly and logical growth patterns. The Oregon Land Conservation and Development Commission acknowledged Springfield's UGB expansion in 2019. Willamalane is the designated park and recreation service provider within Springfield's urbanizable area. The planning ("study") area for the 2023 Plan encompasses the Springfield UGB and Willamalane's district boundary, which extends outside the UGB in certain areas as shown on pages 15 and 16 of this staff report. The portions outside the UGB must meet Lane County's requirements for rural land uses. The operation and development of Willamalane's facilities within Springfield's UGB must meet Springfield's land use requirements as prescribed in the Springfield Comprehensive Plan and as specified in the Springfield Development Code. Developed areas annexed by Springfield become automatically annexed into Willamalane's district.

**CONCLUSION:** Accordingly, the City remains in compliance with Statewide Land Use Planning Goal 14 to provide for an orderly and efficient transition from rural to urban land, to accommodate urban population and urban employment inside Springfield's UGB, to ensure efficient use of land, and to provide for livable communities.

### *Statewide Land Use Planning Goal 15: Willamette River Greenway*

Finding 52: Goal 15 aims to protect, conserve, enhance, and maintain the natural scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River. The acknowledged Springfield Comprehensive Plan Map shows the Willamette River Greenway boundary as previously reflected in the Metro Plan Diagram.

Finding 53: With regard to Goal 15's directive, particularly its Use Management Considerations and Requirements, the projects generally identified in the area of the Willamette River Greenway may be determined to be water-related, water-dependent, and/or propose to enhance and better-maintain vegetation along the Greenway to protect its scenic and natural values such as maintaining or improving water quality and preserving places for wildlife. While public access to the Willamette River is proposed to continue as part of the 2023 Plan, this access is also encouraged by Statewide Land Use Planning Goal 15 (part C.3.c).

Finding 54: Willamalane has several current and proposed parks and properties within the Willamette River Greenway as detailed in the findings responding to the Metro Plan's Willamette River Greenway, River Corridors and Waterways Element beginning on page 26 of this staff report. The findings in response to the Metro Plan's Willamette River Greenway, River Corridors and Waterways Element partially address Statewide Land Use Planning Goal 15 and are incorporated herein by reference.

Finding 55: Willamalane's properties and any future projects resulting from adoption of the 2023 Plan must conform to the requirements of the Springfield Development Code that are in place to protect land and other resources within the Willamette Greenway boundary (e.g., Discretionary Use review). At that time, project- and site-specific development, upon future implementation of the 2023 Plan, can further detail site-specific strategies.

**CONCLUSION:** Adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and adopting corresponding text amendments to the Metro Plan are actions consistent with Statewide Land Use Planning Goal 15. The City remains in compliance with Goal 15.

***Statewide Land Use Planning Goals 16-19: Estuarine Resources, Coastal Shorelands, Beaches and Dunes, Ocean Resources***

Finding 56: These Goals do not apply to the 2023 Plan or associated amendments. Land within the boundary of Willamalane's 2023 Plan is outside of Oregon's coastal areas to which Goals 16-19 apply.

**CONCLUSION:** The 2023 Plan, adopting it as the Recreation Element of the Springfield Comprehensive Plan, and amending text of the Metro Plan to reflect this action, are actions consistent with the applicable Statewide Land Use Planning Goals based on the aforementioned findings and thus meet the criteria at SDC 5.14.135(A) and LC 12.300.030.A.

***Consistency with Plans (SDC 5.14.135(B); LC 12.300.030.B):***

- (1) In those cases where the Metro Plan applies, adoption of the amendment shall not make the Metro Plan internally inconsistent (SDC 5.14.135(B)(1))***
- (2) In those cases where the Springfield Comprehensive Plan applies, the amendment shall be consistent with the Springfield Comprehensive Plan (SDC 5.14.135(b)(2))***

Upon adoption of Willamalane's 2023 Plan, this Plan will serve as the Springfield Comprehensive Plan's Recreation Element. The Springfield Comprehensive Plan currently contains the following elements:

- Economic Element (replaces the Metro Plan's Economic Element)
- Residential Land Use and Housing Element (replaces the Findings of the Metro Plan's Metropolitan Residential Land Use and Housing Element but supplements, refines, and supports the Metro Plan's associated goals and policies)
- Transportation Element (adopted as Springfield's local Transportation System Plan but does not replace regional transportation plans)
- Urbanization Element (replaces Sub-Chapters II.C: Growth Management Goals, Findings and Policies, and II.E: Urban and Urbanizable Land, of the Metro Plan)

***(1) In those cases where the Metro Plan applies, adoption of the amendment shall not make the Metro Plan internally inconsistent***

Finding 57: Relevant policies of the Metro Plan's ***Metropolitan Residential Land Use and Housing Element*** are:

*Policy A.3: Provide an adequate supply of buildable residential land within the UGB for the 20-year planning period at the time of Periodic Review.*



*Policy A.12: Coordinate higher density residential development with the provision of adequate infrastructure and services, open space, and other urban amenities.*

*Policy A.35: Coordinate local residential land use and housing planning with other elements of this plan, including public facilities and services, and other local plans, to ensure consistency among policies.*

The findings under Statewide Land Use Planning Goal 10 are incorporated herein by reference that the amendments are consistent with Metro Plan Policy A.3, as these findings discuss the planning documents that address planning for residential land use and housing adopted as part of Springfield's most recent periodic review.

Regarding Policies A.12 and A.35, planning for residential land uses, housing, and the uses and facilities that support them is coordinated among the Metro Plan, Springfield Comprehensive Plan, and other topic-specific and functional plans, including Willamalane's comprehensive planning efforts. The Metro Plan recognizes Willamalane as the park and recreation service provider for the Springfield area, and the text amendment to the Metro Plan further clarifies this distinction. These various aspects of land use planning and public services work together to ensure the Metro Plan is not internally inconsistent. The findings addressing Statewide Land Use Planning Goals 8 (Recreational Needs), 10 (Housing), and 12 (Transportation); the findings addressing the Public Facilities and Services Element of the Metro Plan; and the Transportation Elements of the Metro Plan and Springfield Comprehensive Plan demonstrate consistency with the Metro Plan Policies listed above.

Finding 58: The Metro Plan's ***Environmental Resources Element*** addresses natural assets and natural hazards. This Element states:

*"The natural environment adds to the livability of the metropolitan area. Local awareness and appreciation for nature and the need to provide a physically and psychologically healthy urban environment are reasons for promoting a compatible mix of nature and city. Urban areas provide a diversity of economic, social, and cultural opportunities. It is equally important to provide diversity in the natural environment of the city. With proper planning, it is possible to allow intense urban development on suitable land and still retain valuable islands and corridors of open space. Open space may reflect a sensitive natural area, such as the floodway fringe, that is protected from development. Open space can also be a park, a golf course, a cemetery, a body of water, or an area left undeveloped within a private commercial or residential development. Agricultural and forested lands on the fringe of the urban area, in addition to their primary use, provide secondary scenic and open space values." (page III=C-1).*

The Applicant also discusses the natural environment as part of Goal 5 given that the 2023 Plan identifies natural area parks:

“The 2023 Plan defines a Natural Area Park as ‘managed for both recreational use and natural values. They provide opportunities for nature-based recreation, such as wildlife viewing, hiking, jogging, bicycling, and nature photography. These parks provide opportunities for experiencing nature close to home and protect valuable natural resources and wildlife. They are of sufficient size to protect resource[s] and accommodate passive recreation’ (2023 Plan, [page] 49).

Section 5 of the Plan includes two findings that address the significance and importance of natural areas:

‘There has been significant growth in natural areas, from 186 acres of natural area and no dedicated natural resource staff in 2012 to well over 800 acres of natural areas and two full-time staff dedicated to planning and managing these areas’ (2023 Plan, [page] 91).

‘Natural areas are important to the community, and there are unique opportunities to acquire and preserve additional parkland for this purpose’ (2023 Plan, [page] 91).

Section 5 of the Plan includes two actions focused on natural areas:

‘Action 2.1.f: Look for opportunities to expand habitat and provide natural area supporting amenities within developed parks. This could include, green infrastructure, expanding urban forest, short nature trails, nature play elements, and/or signage and interpretation’ (2023 Plan, [page] 97).

‘Action 2.2.f: Look for opportunities to acquire land to support improved capacity and access to existing natural areas including: Harvest Landing, Thurston Hills Natural Area, Willamette Heights, and Georgia Pacific Natural Area’ (2023 Plan, [page] 99).”

The Applicant notes a strong connection exists between Willamalane’s 2023 Plan and the following Goals of the Environmental Resources Element:

*Goal 1: Protect valuable natural resources and encourage their wise management, use, and proper reuse.*

*Goal 2: Maintain a variety of open spaces within and on the fringe of the developing area.*

The Applicant further states that the following policies of the Element relate to the 2023 Plan, and goes on to cite strategies, actions, and projects in the 2023 Plan that are consistent with this Element:

*Policy C.5: Metropolitan goals relating to scenic quality, water quality, vegetation and wildlife, open space, and recreational potential shall be given a higher priority than timber harvest within the urban growth boundary.*



*Policy C.21: When planning for and regulating development, local governments shall consider the need for protection of open spaces, including those characterized by significant vegetation and wildlife. Means of protecting open space include but are not limited to outright acquisition, conservation easements, planned unit development ordinances, streamside protection ordinances, open space tax deferrals, donations to the public, and performance zoning.*

As stated by the Applicant:

“Willamalane owns 1,630 acres of land and 45 facilities within the District boundary, including six parks classified as Natural Area Parks (2023 Plan, [page] 47 Table 9B; 2023 Plan, [page] 51, Table 9C).”<sup>9</sup>

“Plan Strategy 5.2 involves proactively managing existing natural areas and supports the goals and policies in the Environmental Resources Element of the Metro Plan (2023 Plan, [page] 106).” Associated actions are:

- Action 5.2.a: Continue to collaborate with and foster positive relationships with community partners, local tribes, and American Indian and Alaska Native community members to manage and maintain Willamalane’s natural areas (2023 Plan, [page] 106).
- Action 5.2.b: Develop management plans for natural areas that [currently do not] have plans in place (2023 Plan, [page] 106)
- Action 5.2.c: Develop annual work plans for effective management of natural areas (2023 Plan, [page] 106).
- Action 5.2.d: Increase and sustain resources and staffing to account for prior and future natural area acquisitions, using comparable agencies as benchmarks (2023 Plan, [page] 106).
- Action 5.2.e: Work with partners to enhance habitat and public access to non-Willamalane properties, including: Maple Island Slough, Cedar Creek, Bureau of Land Management property, Lane County property, TEAM Springfield property, McKenzie River and Willamette River (2023 Plan, [page] 106).
- Action 5.2.f: Update Willamalane’s Natural Area Management Plan to incorporate natural areas acquired since the plan was created. This plan should identify priority habitats and opportunities for future expansion (2023 Plan, [page] 105).”

“In addition, the 2023 Plan includes twenty-five projects specifically related to acquiring and developing Natural Area Parks, included below and in Appendix 11 of the 2023 Plan:

- Project S2      Dorris Ranch (Master Plan)
- Project S9      Georgia Pacific Natural Area (Improve)
- Project S23     Moe Mountain Natural Area (Acquisition)
- Project S24     Thurston Hills Natural Area (Acquisition)

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<sup>9</sup> Eastgate Woodlands of the Whilamut Natural Area, Georgia Pacific Natural Area, Harvest Landing, Moe Mountain Natural Area, Thurston Hills Natural Area, Weyerhaeuser-McKenzie Natural Area (2023 Plan, page 47).

- Project S25 McKenzie River Multi-use Path (Improve)
- Project S27 Gary Walker Trail System at Dorris Ranch (Improve)
- Project S28 Thurston Hills Natural Area (Improve)
- Project S29 Thurston Hills Natural Area South Trailhead (Improve)
- Project M4 Weyerhaeuser-McKenzie Natural Area (Master Plan)
- Project M5 Bob Artz Memorial Park (Improve)
- Project M8 Eastgate Woodlands of the Whilamut Natural Area (Expansion)
- Project M24 Harvest Landing (Acquisition)
- Project M25 New Park in Area J (Acquisition)
- Project M30 Glenwood Riverfront Multi-use Path West (Improve)
- Project M31 Moe Mountain Natural Area Multi-use Path Construction (Improve)
- Project M33 Bridge to Howard Buford Recreation Area (Connect)
- Project M35 Thurston Hills Natural Area North Trailhead (Improve)
- Project L1 Clearwater Park (Improve)
- Project L11 Weyerhaeuser-McKenzie Natural Area (Expansion)
- Project L17 Glenwood Riverfront Multi-use Path South (Improve)
- Project L18 Glenwood Riverfront Multi-use Path West (Improve)
- Project O4 Thurston Hills Natural Area Expansion
- Project O7 Thurston Hills Natural Area (Acquisition)
- Project O8 Willamette Heights (Acquisition)
- Project O9 Booth Kelly/Mill Pond Park (Improve)
- Project O10 Glenwood Riverfront (Acquisition)
- Project O11 Jasper Meadows Wetland Park [Acquisition]
- Project O18 South Jasper Natron Wetland Park [Acquisition]
- Project O19 McKenzie Riverfront & Cedar Creek [Acquisition]"

The findings under Statewide Land Use Planning Goal 5: Open Spaces, Scenic and Historic Areas, and Natural Resources are incorporated herein by reference as further support for consistency with the Metro Plan's Environmental Resources Element. Lane County's staff report, prepared separately, addresses the Agricultural and Forest Lands components of Statewide Land Use Planning Goals 3 and 4, which apply outside the Springfield urban growth boundary and Metro Plan boundary. Based on these findings, adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and adopting corresponding text amendments to the Metro Plan are actions consistent with the Environmental Resources Element of the Metro Plan.

Finding 59: The Metro Plan's ***Willamette River Greenway, River Corridors, and Waterway Element*** is in place to help protect, conserve, and enhance the natural, scenic, environmental, and economic qualities of river and waterway corridors. Policies relevant to adopting the 2023 Plan are:



*Policy D.2: Land use regulations and acquisition programs along river corridors and waterways shall take into account all the concerns and needs of the community, including recreation...*

*Policy D.3: Eugene, Springfield, and Lane County shall continue to cooperate in expanding water-related parks and other facilities, where appropriate, that allow access to and enjoyment of river and waterway corridors.*

*Policy D.4: ... Springfield's efforts to improve the scenic quality of its Millrace should be encouraged.*

*Policy D.8: Within the framework of mandatory statewide planning goals, local Willamette River Greenway plans shall allow a variety of means for public enjoyment of the river, including public acquisition areas ...*

*Policy D.9: Local and state governments shall continue to provide adequate public access to the Willamette River Greenway.*

As stated by the Applicant:

“Two rivers border [Springfield], thus river access and river corridor protection, conservation, and enhancement are key elements of the proposed 2023 Plan. Willamalane currently operates two parks along the main stem of the Willamette River.<sup>10</sup> Three additional parks are located along the middle fork of the Willamette River.<sup>11</sup> Two parks are located on the McKenzie River.<sup>12</sup> In addition, Willamalane operates multi-use facilities paths along the Willamette River.<sup>13</sup>

The 2023 Plan includes twenty-four projects that support the Metro Plan Willamette River Greenway, River Corridor, and Waterway Element's goals and policies by improving and enhancing access to rivers and waterways through park, bridge, and multi-use path design, development, and acquisition (2023 Plan, Appendix 11):

- Project S4      Island Park Design
- Project S7      West D St. Greenway Master Plan
- Project S9      Georgia Pacific Natural Area
- Project S25     McKenzie River Multi-use Path
- Project M1      McKenzie River Boat Access
- Project M4      Weyerhaeuser-McKenzie Natural Area
- Project M8      Eastgate Woodlands of the Whilamut Natural Area
- Project M12     Mill Race Park
- Project M24     Harvest Landing
- Project M30     Glenwood Riverfront Multi-use Path West

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<sup>10</sup> Eastgate Woodlands of the Whilamut Natural Area and Island Park. 2023 Plan, Figure 36.

<sup>11</sup> Dorris Ranch, Georgia Pacific Natural Area, and Clearwater Park. 2023 Plan, Figure 36.

<sup>12</sup> Harvest Landing and Weyerhaeuser-McKenzie Natural Area. 2023 Plan, Figure 36.

<sup>13</sup> West D Street Greenway and Middle Fork Path. 2023 Plan, Figure 37.

- Project M32 Bridge to Glenwood at Island Park
- Project M33 Bridge to Howard Buford Recreation Area
- Project M34 Clearwater Park Trails
- Project L1 Clearwater Park
- Project L3 Island Park
- Project L11 Weyerhaeuser-McKenzie Natural Area
- Project L17 Glenwood Riverfront Multi-use Path South
- Project L18 Glenwood Riverfront Multi-use Path West
- Project L19 Bridge to Glenwood at Island Park
- Project L20 Bridge to Howard Buford Recreation Area
- Project L21 Bridge to Glenwood at Dorris Ranch
- Project O9 Booth Kelly/Mill Pond Park
- Project O10 Glenwood Riverfront (Acquisition)
- Project O19 McKenzie Riverfront & Cedar Creek (Acquisition)”

The 2023 Plan identifies the importance of stewarding natural areas and habitat. The projects listed near the Greenway are natural areas, linear parks, and trails, and they relate to one or more of the following strategies:

- Strategy 2.1.f: Enhance habitat and provide natural area supporting amenities within developed parks. This could include green infrastructure, expanding urban forest, short nature trails, nature play elements, and/or signage interpretation (2023 Plan, page 98)
- Strategy 5.2.b: Develop management plans for natural areas that currently do not have plans in place (2023 Plan, page 106)
- Strategy 5.2.c: Develop annual work plans for effective management of natural areas (2023 Plan, page 106)
- Strategy 5.2.f: Update Willamalane’s Natural Area Management Plan to incorporate natural areas acquired since the Plan was created, This Plan should identify priority habitats and opportunities for expansion (2023 Plan, page 106)
- Strategy 5.3.a: Develop a management plan for repair and maintenance of existing soft-surface trails and multi-use paths (2023 Plan, page 106)

These findings together with those addressing Statewide Land Use Planning Goals 5 and 15 and the Metro Plan’s Environmental Resources Element, incorporated herein by reference, demonstrate that adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and the corresponding text amendments to the Metro Plan are actions consistent with the Willamette River Greenway, River Corridors, and Waterway Element of the Metro Plan.

Finding 60: The ***Environmental Design Element*** of the Metro Plan sets broad goals and polices for the desired qualities of life in the Eugene-Springfield area. The goals of the Metro Plan’s ***Environmental Design Element*** are to:

1. *Secure a safe, clean, and comfortable environment which is satisfying to the mind and senses.*



2. *Encourage the development of the natural, social, and economic environment in a manner that is harmonious with our natural setting and maintains and enhances our quality of life.*
3. *Create and preserve desirable and distinctive qualities in local and neighborhood areas.*

Relevant Metro Plan policies include:

*Policy E.1: In order to promote the greatest possible degree of diversity, a broad variety of commercial, residential, and recreational land uses shall be encouraged when consistent with other planning policies.*

*Policy E.4: Public and private facilities shall be designed and located in a manner that preserves and enhances desirable features of local and neighborhood areas and promotes their sense of identity.*

*Policy E.5: Carefully develop sites that provide visual diversity to the urban area and optimize their visual and personal accessibility to residents.*

While specific project locations, design, and development of the projects have yet to occur based on Willamalane's 2023 Plan, several of its strategies are a framework for future projects in the proposed 2023 Plan. These strategies address environmental design considerations, including: accessibility, safety, connectivity, educational and interpretive elements, public art, and sustainability:

- Strategy 2.1: Improve existing parks to enhance the district's current level of service (2023 Plan, page 98)
- Strategy 2.2: Expand acreage and recreation offerings to accommodate population growth and provide parks and recreation opportunities in underserved areas (2023 Plan, page 100)
- Strategy 2.3: Improve and enhance the district's sustainability initiatives (2023 Plan, page 101)
- Strategy 3.1: Improve connectivity and access to existing paths and trails (2023 Plan, page 102)
- Strategy 3.2: Provide a desirable experience for trail users (2023 Plan, page 103)
- Strategy 4.1: Add or expand facilities to best meet user demand in the district (2023 Plan, page 104)
- Strategy 5.1: Maintain a high standard of care for parks and open spaces (2023 Plan, page 105)

Adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and the corresponding text amendments to the Metro Plan are actions consistent with the Metro Plan's Environmental Design Element.

Finding 61: The ***Transportation Element*** of the Metro Plan "addresses surface and air transportation in the metropolitan area. The Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan) provides the basis for the surface

transportation portions of this element.” TransPlan and the Springfield 2035 Transportation System Plan (TSP) are the functional plans that inform transportation-specific infrastructure investments.

The TransPlan (last updated in 2002) serves as a functional plan of the Metro Plan and remains applicable only to regional planning. Willamalane’s 2023 Plan describes a transportation-related project that could extend outside Springfield’s existing UGB (acknowledged in 2019), which corresponds to projects shown outside Springfield’s UGB in the TransPlan. This project has potential to connect south Springfield to the Howard Buford Recreation Area (TransPlan project 960, 2023 Plan project L20).

Finding 62: The Springfield TSP replaced TransPlan as Springfield’s local’s transportation system plan upon the TSP’s initial adoption in 2014 and as amended in 2020. As such, the projects in the Springfield TSP reflect the most recently adopted transportation projects coordinated by the City of Springfield.

Pages 15 and 16 of this staff report show maps of some of Willamalane’s conceptually planned project locations, which depicts selected project numbers (a full list is in Appendix 11 of the 2023 Plan, Exhibit A). Willamalane’s 2023 Plan contains pedestrian-oriented projects identified as Proposed or Planned Path projects and Proposed On-Street Connections. Several projects in the Springfield TSP align or coordinate with Willamalane’s mapped projects within the TSP boundary. Page 32 of this staff report lists these consistencies with specific references to project numbers.

Willamalane’s 2023 plan also supports the Springfield TSP’s multimodal approach to transportation planning. The 2023 Plan’s level of service assessment (Section 6) explains that convenient and safe pedestrian access to parks and other facilities brings an equitable lens to the planning process and benefits communities in areas of public, environmental, and economic health. The level of service assessment (Appendix 8 as summarized in Section 6) identifies gaps needed to better-achieve healthy and equitable outcomes. As part of the level of service assessment, Willamalane evaluated: pedestrian barriers (Section 6, page 61), whether residents have walkable (half-mile/10-minute) access to parks, and more measures related to park access (Section 6 and Appendix 8). The 2023 Plan’s assessment methodology and resulting list of planned projects is consistent with the following policies and actions of the Springfield TSP:

*Goal 1: Community Development: Provide an efficient, sustainable, diverse, and environmentally sound transportation system that supports and enhances Springfield’s economy and land use patterns.*

- *Policy 1.2: Consider environmental impacts of the overall transportation system and strive to mitigate negative effects and enhance positive features.*
  - *Action 1: Strive to reduce vehicle-related greenhouse gas emissions and congestion through more sustainable street, bike,*



*pedestrian, transit, and rail network design, location, and management.*

- *Policy 1.3: Provide a multi-modal transportation system that supports mixed-use areas, major employment centers, recreation, commercial, residential, and public developments, to reduce reliance on single-occupancy vehicles (SOVs).*
- *Policy 1.4: Strive to increase the percentage of bicycle and pedestrian system users by planning, designing, and managing systems to support the needs of diverse populations and types of users, including meeting Americans with Disabilities Act (ADA) needs.*

*Goal 2: System Management: Preserve, maintain, and enhance Springfield's transportation system through safe, efficient, and cost-effective transportation system operations and maintenance techniques for all modes.*

- *Policy 2.4: Maintain and preserve a safe and efficient bike and pedestrian system in Springfield.*
  - *Action 1: Coordinate with Willamalane Park and Recreation District to maintain and preserve the off-street path system.*

*Goal 3: System Design: Enhance and expand Springfield's transportation system design to provide a complete range of transportation mode choices.*

- *Policy 3.7: Provide for a pedestrian environment that supports adjacent land uses and is designed to enhance the safety, comfort, and convenience of walking by providing direct routes and removing barriers when possible.*
- *Policy 3.8: Coordinate the design of Springfield's transportation system with relevant local, regional, and state agencies.*
  - *Action 7: Coordinate with Lane County to ensure transition between rural and urban transportation facilities within the Springfield urban growth boundary (UGB).*

**Project Consistency Between the Adopted Springfield Transportation System Plan & Willamalane’s Proposed 2023 Park and Recreation Comprehensive Plan**

Springfield 2035 Transportation System Plan			Willamalane 2023 Park and Recreation Comprehensive Plan		
Project ID	Project Name	Project Description	Project ID	Project Name	Project Description
<b>PB-1</b>	McKenzie Gateway Path - Existing Path to Maple Island Road	Construct a new multi-use 12-foot- wide path from the end of the existing Riverbend Hospital path to Maple Island Road	<b>O5</b>	Lyle Hatfield Path Extension	Work with public and private partners to seek opportunities to expand the Lyle Hatfield multi-use path from RiverBend Hospital in either direction along the McKenzie River, utilizing on-street neighborhood connections when necessary
<b>PB-13</b>	Anderson Lane – By-Gully path to Centennial Boulevard	Add signing and striping on Anderson Street and West Quinalt Street for bicycle facilities and construct 12-foot- wide multi-use path between Anderson Lane and Quinalt Street	<b>M29</b>	By-Gully Path Extensions	Work with partners to design and construct connections from the By-Gully Path to Eastgate Woodlands and neighborhoods and schools to the east (4.8, 4.9, 8.17)
<b>PB-17</b>	Glenwood Area Willamette River Path – I-5 to Willamette River Bridges	Construct a new multi-use 12-foot-wide path from the end of the existing path, east of I-5 to the Willamette River Bridges	<b>M30 L18</b>	Glenwood Riverfront Multi-use Path West	Work with partners to plan for and design a riverfront linear park and multi-use path from I-5 to the Springfield Bridge, consistent with the Glenwood Refinement Plan
<b>PB-18</b>	Glenwood Area Willamette River Path – Willamette River Bridges to UGB	Construct a new multi-use 12-foot-wide path from the Willamette River Bridges to the UGB	<b>L17</b>	Glenwood Riverfront Multi-use Path South	Build a riverfront linear park and multi-use path per the design in Phase 2
<b>PB-28</b>	South 2nd Street to South B Street	Construct a new multi-use 12-foot- wide path from South 2nd Street to South Street	<b>M27</b>	Booth Kelly Trailhead to Island Park Connector	Work with partners and landowners to design, develop, and sign pedestrian/bike connection from Island Park to Booth Kelly Trailhead utilizing both on- and off-street connections
<b>PB-30</b>	33rd Street - V Street to EWEB Path	Add shared-use signing and striping	<b>O1</b>	EWEB Path On-street Connection	Work with City partners to provide on-street connection from EWEB Path to Moe Mountain Natural Area Multi-use Path (4.3a)
<b>PB-31</b>	Moe Mountain Path - River Heights Drive to Marcola Road	Construct a new multi-use 12-foot-wide path River Heights Drive to Marcola Road	<b>M31</b>	Moe Mountain Natural Area Multi-use Path Construction	Develop new multi-use path from northernmost point of Moe Mountain Natural Area south, connecting to northernmost point of the Levee Path per plans from previous design efforts (4.3a, 4.3b)
<b>PB-32</b>	McKenzie River Path - McKenzie Levee Path to 52nd Street	Construct a new multi-use 12-foot-wide path from the existing McKenzie Levee path at 42nd Street to 52nd Street	<b>S25</b>	McKenzie River Multi-use Path	Design and construct a new multi-use path from the south end of the Levee Path, along McKenzie River (north of 126), connecting to High Banks Road at 52nd St. (4.11)
<b>PB-46</b>	Haul Road Path - South 49 <sup>th</sup> Place to UGB	Construct a new multi-use 12-foot-wide path from South 49th Place to the UGB	<b>S26</b>	South Weyerhaeuser Haul Road (Thurston Hills Path)	Design and construct a multi-use path on existing Weyerhaeuser Haul Road (4.12)



Amendments to Springfield's TSP do not accompany the plan amendments associated with adoption of Willamalane's 2023 Plan. Springfield will update its TSP, which will include aligning the planning area with Springfield's urban growth boundary and will reflect the pedestrian-oriented projects identified in Willamalane's 2023 Plan.

The preceding findings demonstrate that the 2023 Plan is consistent with the adopted plans applicable to transportation system planning in Springfield and the region, including the Metro Plan's Transportation Element by way of the TransPlan, and the Springfield TSP. Adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and corresponding text amendments to the Metro Plan are actions consistent with the Transportation Element of the Metro Plan.

Finding 63:

The **Public Facilities and Services Element** requires urban facilities and services systems to be planned in timely and efficient coordination with land uses within urban growth boundaries and other areas. This Element's introductory section briefly mentions parks and recreation services; however, they are addressed in detail in the Metro Plan's Parks and Recreation Facilities Element. One overlapping topic in the Public Facilities and Services Element relates to joint school/park use:

*Finding 33: Combining educational facilities with local park and recreation facilities provides financial benefits to the schools while enhancing benefits to the community.*

*Policy G.21: The use of school facilities for non-school activities and appropriate reimbursement for this use.*

As stated by the Applicant:

"The 2023 Plan is the product of extensive public participation and interagency collaboration. One of the 2023 Plan's community engagement focus areas is to 'continue to grow partnerships with Springfield Public Schools' (2023 Plan, [page] 33).

Specific to natural areas, the 2023 Plan notes that 'there are also many opportunities to integrate green spaces throughout the urban core of Springfield with improvements such as green infrastructure, expansion of urban forests, and small nature trails within developed parks. Springfield Public Schools, the City of Springfield, and the Springfield Utility Board are all public agencies with large land holdings that, through further collaboration, could increase efficiencies and impact of Willamalane's natural resource efforts' (2023 Plan, [page] 52)."

The 2023 Plan includes specific projects that involve interagency coordination and reinforce Willamalane's commitment to collaboration with the Springfield Public

Schools, Springfield Utility Board, City of Springfield, Eugene Water and Electric Board, Metropolitan Wastewater Management Commission, and other partners, including (2023 Plan, Appendix 11):

- Project S1 Booth Kelly Trailhead to Middle Fork Path Connector
- Project S3 Guy Lee Park/Elementary
- Project S7 West D St. Greenway Master Plan
- Project S8 Gamebird Park and Garden
- Project S9 Georgia Pacific Natural Area
- Project S13 Willamalane Park
- Project S15 Bob Artz Memorial Park
- Project S25 McKenzie River Multi-use Path
- Project S29 Thurston Hills Natural Area South Trailhead
- Project S35 Centennial Elementary
- Project 36 Maple Elementary
- Project 37 Riverbend Elementary
- Project M1 McKenzie River Boat Access
- Project M4 Weyerhaeuser-McKenzie Natural Area
- Project M5 Bob Artz Memorial Park
- Project M8 Eastgate Woodlands of the Whilamut Natural Area
- Project M9 Guy Lee Park
- Project M13 Page Park
- Project M15 Douglas Gardens Park
- Project M22 New Neighborhood or Special Use Park
- Project M24 Harvest Landing
- Project M27 Booth Kelly Trailhead to Island Park Connector
- Project M28 Booth Kelly Trailhead to Middle Fork Path Connector
- Project M29 By-Gully Path Extension
- Project M30 Glenwood Riverfront Multi-use Path West
- Project M32 Bridge to Glenwood at Island Park
- Project M33 Bridge to Howard Buford Recreation Area
- Project L2 Douglas Gardens Park
- Project L5 Kelly Butte Overlook
- Project L11 Weyerhaeuser-McKenzie Natural Area
- Project L14 Booth Kelly Road Multi-use Path
- Project L15 EWEB Path Extension to Don St.
- Project L16 EWEB Path Extension to Laura St.
- Project L17 Glenwood Riverfront Multi-use Path South
- Project L18 Glenwood Riverfront Multi-use Path West
- Project L19 Bridge to Glenwood at Island Park
- Project L20 Bridge to Howard Buford Recreation Area
- Project L21 Bridge to Glenwood at Dorris Ranch
- Project O1 EWEB Path On-Street Connection
- Project O2 Middle Fork and Mill Race Path North Extensions
- Project O9 Booth Kelly/Mill Pond Park
- Project O10 Glenwood Riverfront



- Project O20 Safe Access to Willamalane Park
- Project O21 By-Gully Path Improvements
- Project O22 Downtown Urban Park/Plaza
- Project O23 EWEB Path Improvements

Adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and the corresponding text amendments to the Metro Plan do not modify the Public Facilities and Services Plan in place for Springfield. The Public Facilities and Services Plan does not include park and recreation facilities. As such, the actions associated with adopting Willamalane’s 2023 Plan are consistent with the Public Facilities and Services Element of the Metro Plan.

Finding 64: The request includes a proposed amendment to the Metro Plan’s ***Parks and Recreation Facilities Element***. The amendment to this Element is limited to a footnote citing adoption of Willamalane’s Park and Recreation Comprehensive Plan as an element of the Springfield Comprehensive Plan as shown in Exhibit B. While minimal in content, it serves a significant clarifying purpose. The proposed amendment retains the applicability of this Metro Plan element to Willamalane and Springfield given its emphasis on regional coordination. As such, a relevant content of the Parks and Recreation Facilities Element includes:

*Goal: Provide a variety of parks and recreation facilities to serve the diverse needs of the community’s citizens.*

Section 9 and Appendix 11 of the 2023 Plan show and describe an array of plans for park and facilities projects consistent with this goal. In addition to analyses for level of service, capacity, etc., a foundational piece for determining needs—and subsequently the proposed projects—was engaging the community throughout the entire process of development the plan. The findings under Statewide Land Use Planning Goal 1 demonstrate consistency with the above-cited goal.

*Policy H.2: Local parks and recreation plans and analyses shall be prepared by each jurisdiction and coordinated on a metropolitan level...*

*Policy H.6: All metropolitan area parks and recreation programs and districts shall cooperate to the greatest possible extent in the acquisition of public and private funds to support their operations.*

Willamalane Park and Recreation District is a special-purpose district whose boundaries include all of Springfield’s planning jurisdiction. Willamalane’s district boundary includes some land outside the Springfield UGB. The City of Springfield has no park department. As previously noted, a 1995 Intergovernmental Agreement between Willamalane and the City of Springfield establishes Willamalane as the provider of park and recreation facilities in Springfield and as the agency responsible for developing a comprehensive plan specific to park and recreation facilities.

The 2023 Plan is proposed for adoption as an element of Springfield's Comprehensive Plan for park and recreational services in conformance with Statewide Land Use Planning Goal 8. Section 5, page 52; Section 7, page 77; and Appendix 1 of the 2023 Plan note Willamalane's collaboration with public, non-profit, and civic organizations in the region to develop the 2023 Plan and notes how it will coordinate services throughout its planning period. Part of this coordination involves strategies to fund its operations and capital investments. Sections 8 and 9 of the 2023 Plan identify how Willamalane currently and has potential to support these aspects of its services.

These findings demonstrate the proposed 2023 Plan meets the purpose and direction of the Metro Plan's Parks and Recreation Facilities Element. Accordingly, adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and the corresponding text amendments to the Metro Plan are also consistent with this Metro Plan element.

Finding 65: The goal of the **Historic Preservation Element** of the Metro Plan is to "preserve and restore reminders of our origin and historic development as links between past, present, and future generations."

Of the policies in this Element of the Metro Plan, one is relevant:

*Policy I.2: Institute and support projects and programs that increase citizen and visitor awareness of the area's history and encourage citizen participation in and support of programs designed to recognize and memorialize the area's history.*

Willamalane owns and operates Dorris Ranch, a 258-acre living history park on the National Register of Historic Places. Relevant projects in the 2023 Plan directed at preserving and restoring historic places include (2023 Plan, Appendix 11):

- Project S2 Dorris Ranch (Master Plan)
- Project S27 Gary Walker Trail System at Dorris Ranch (Expand)
- Project M7 Dorris Ranch (Improvements)

Several actions in Willamalane's 2023 Plan address the preservation and protection of historic and cultural resources:

- Action 2.1.i: Work with community partners to actively preserve and protect historic and cultural resources in the district (2023 Plan, page 98).
- Action 2.1.j: Continually update the Historic and Cultural Resources Management Plan to [integrate] best practices into the management of historic and cultural resources within the district (2023 Plan, page 98).
- Action 5.1.o: Explore expansion of the Dorris Ranch Historic District to include the Briggs House during implementation of the Dorris Ranch Master Plan improvements (2023 Plan, page 105).
- Action 5.4.b.: Assess and plan for opportunities to improve the function of existing facilities, including renovations to locker rooms, parking lots, entrance lobbies, historic and cultural resources, etc. (2023 Plan, page 106).



These findings demonstrate the proposed 2023 Plan is consistent with the Historic Preservation Element of the Metro Plan. Accordingly, adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and the corresponding text amendments to the Metro Plan are also consistent with this Metro Plan element.

Finding 66: The first goal of the Metro Plan’s **Energy Element** is to “maximize the conservation and efficient utilization of all types of energy.” There is one policy relevant to the 2023 Plan:

*Policy J.8: Commercial, residential, and recreational land uses shall be integrated to the greatest extent possible, balanced with all planning policies to reduce travel distances, optimize reuse of waste heat, and optimize potential on-site energy generation.*

The findings under Statewide Land Use Planning Goal 12: Transportation (beginning on page 19 of this staff report) support Policy J.8 and are incorporated herein by reference.

The 2023 Plan includes a strategy and corresponding actions directed at enhancing Willamalane’s sustainability efforts, and additional actions will work toward energy efficiency, including energy conservation and sustainable development practices (2023 Plan, page 101):

- Strategy 2.3: Improve and enhance the [D]istrict’s Sustainability initiatives:
- Action 2.3.a: Limit the [D]istrict’s carbon footprint. Create an internal sustainability plan with measurable goals and action items.
- Action 2.3.b: Consider design standards and horticultural practices that feature native and drought-resistant plants to conserve water.
- Action 2.3.c: Help ensure all current and future park and facility lighting is as energy efficient as possible (e.g., LED). Consider dark sky compliant lighting where possible.
- Action 2.3.d: Expand recycling program in [D]istrict parks and facilities.
- Action 2.3.e: Work with local partners to identify and address green infrastructure needs throughout the park system.
- Action 2.3.f: Prioritize environmentally [conscious] and energy [efficient] alternatives when replacing [D]istrict’s gas-powered vehicle fleet and maintenance equipment.

These findings demonstrate the proposed 2023 Plan is consistent with the Energy Element of the Metro Plan. Accordingly, adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and the corresponding text amendments to the Metro Plan are also consistent with this Metro Plan element.

Finding 67: The Metro Plan’s **Citizen Involvement Element** aims to “continue to develop, maintain, and refine programs and procedures that maximize the opportunity for meaningful, ongoing citizen involvement in the community’s planning and

planning implementation processes consistent with mandatory statewide planning standards.” Metro Plan Policy K.3 is relevant to the 2023 Plan:

*Policy K.3: Improve and maintain local mechanisms that provide the opportunity for residents and property owners in existing residential areas to participate in the implementation of policies in the Metro Plan that may affect the character of those areas.*

The findings in response to Statewide Land Use Planning Goal 1 are incorporated herein by reference. Accordingly, adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and the corresponding text amendments to the Metro Plan are also consistent with this Metro Plan element.

***(2) In those cases where the Springfield Comprehensive Plan applies, the amendment shall be consistent with the Springfield Comprehensive Plan***

**Finding 68:**

No policies in the ***Residential Land Use & Housing Element*** of the Springfield Comprehensive Plan directly apply to Willamalane’s 2023 Plan or to the associated amendments, as Willamalane’s 2023 Plan does not propose housing and is not a neighborhood refinement plan. However, adopting Willamalane’s 2023 Plan complements the following policies through the Plan’s emphasis on the importance of providing recreation services and park spaces that are safe to get to by ways other than driving:

*Policy H.10: Through the updating and development of each neighborhood refinement plan, district plan or specific area plan, amend land use plans to increase development opportunities for quality affordable housing in locations served by existing and planned frequent transit service that provides access to employment centers, shopping, health care, civic, recreational and cultural services.*

*Policy H.14: Continue to update existing neighborhood refinement plan policies and to prepare new plans that emphasize the enhancement of residential neighborhood identity, improved walkability and safety, and improved convenient access to neighborhood services, parks, schools and employment opportunities.*

The amount and general locations of the projects in Willamalane’s 2023 Plan support Springfield’s residential land needs as demonstrated in the findings under Statewide Land Use Planning Goal 10, incorporated herein by reference.

Accordingly, adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and corresponding text amendments to the Metro Plan are actions consistent with the Residential Land Use & Housing Element of the Springfield Comprehensive Plan.



Finding 69:

The Springfield Comprehensive Plan's **Economic Element** addresses adequate land supply for economic development and strategies for employment growth. The following policies are relevant to the request:

*Policy E.1: Designate an adequate supply of land that is planned and zoned to provide sites of varying locations, configurations, size and characteristics as identified and described in the Economic Opportunity Analysis to accommodate industrial and other employment over the planning period. These sites may include vacant undeveloped land; partially developed sites with potential for additional development through infill development; and sites with redevelopment potential.*

*Policy E.29: Strengthen and grow community partnerships and initiatives that seek to optimize coordination of economic development planning with natural resource, open space and parks planning.*

The findings under Statewide Land Use Planning Goal 9, incorporated herein by reference, demonstrate the 2023 Plan and actions to implement the 2023 Plan do not affect the commercial or industrial buildable land inventories and do not conflict with needed employment sites. Adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan ensures consistency with Policy E.29 given the general project locations as shown on pages 15 and 16 of this staff report and in the 2023 Plan, their descriptions in Appendix 11 of the 2023 Plan (Exhibit A), and in the strategies and actions identified on pages 96 through 108 of the 2023 Plan (Exhibit A).

Accordingly, adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and corresponding text amendments to the Metro Plan are actions consistent with the Economic Element of the Springfield Comprehensive Plan.

Finding 70:

The **Urbanization Element** of the Springfield Comprehensive Plan guides future development in Springfield, describes how and where land will be developed, and how and where infrastructure will be provided to meet Springfield's long-term needs for growth while ensuring a high quality of life for its community. Relevant policies include:

*Policy U.26: As depicted in Ordinance No. 6361 Exhibit A-2, certain Willamalane Park and Recreation District lands, parks and facilities are included in the 2016 UGB expansion and are designated Public/Semi Public to accommodate community needs for open space and recreation and shall not be re-designated to allow for other urban uses.*

*Policy U.31: For the purposes of land use planning and annexation approval, the Springfield Comprehensive Plan defines key urban facilities and services as: wastewater service; stormwater service; transportation; solid waste management; water service; fire and emergency medical services; police protection; citywide park and recreation programs; electric service; land use*

*controls; communication facilities; and public schools on a district-wide basis.*

*Policy U.41: Protect, conserve, and enhance the natural, scenic, environmental, and economic qualities of the McKenzie and Willamette River and waterway corridors as Springfield grows and develops.*

*Policy U.43: The City of Springfield and Willamalane shall continue to cooperate in expanding water-related parks and other facilities, where appropriate, that allow access to and enjoyment of river and waterway corridors.*

*Policy U.45: Continue efforts to restore, enhance and manage the Springfield Mill Race to fulfill multiple community objectives. Partner with Willamalane and Springfield Utility Board to provide public access to the Mill Race where appropriate.*

*Policy U.46: Continue efforts to provide increased opportunities for public access to the Willamette River Greenway and the McKenzie River through comprehensive planning, development standards, annexation agreements, the land use permitting process, and through partnerships with Willamalane, Springfield Utility Board and property owners.*

Springfield Ordinance 6361 expanded Springfield's UGB by adding 455 acres of publicly owned land, some of which was under the ownership, co-ownership, or management by Willamalane for parks, recreation, and open space. The 2023 Plan does not propose to redesignate any of these lands, and adoption of the 2023 Plan will help ensure that lands designated for parkland and recreation services will remain committed to those needs. These lands are existing parks to remain with proposed improvements (e.g., Ruff Park, Lively Park, Weyerhaeuser-McKenzie Natural Area, Georgia Pacific Natural Area, Clearwater Park) or are areas where the 2023 Plan identifies opportunities for collaboration with other property owners (e.g., projects M28, M31, O2, O3, O5, etc. detailed in Exhibit A).

The Springfield Comprehensive Plan includes citywide park and recreation programs in the definition of key urban facilities and services. The 2023 Plan is proposed for adoption as the Recreation Element of the Springfield Comprehensive Plan to be acknowledged as in compliance with Statewide Land Use Planning Goal 8.

Consistent with Policy U.45 of the Urbanization Element, the Mill Race Path project (M12) commits Willamalane to working with partners and landowners to create a master plan and build improvements to the park.

Consistent with Policies U.41 and U.46 of the Urbanization Element, Willamalane's 2023 Plan includes 22 projects along the McKenzie and Willamette Rivers that contribute to protecting, conserving, and enhancing the natural, scenic, environmental, and economic qualities of the resources.

Several projects (2023 Plan, Appendix 11) involve master planning or development to improve public access to the rivers:

- Project S4 Island Park Design
- Project S9 Georgia Pacific Natural Area
- Project S25 McKenzie River Multi-use Path
- Project S27 Gary Walker Trail System at Dorris Ranch
- Project M1 McKenzie River Boat Access
- Project M8 Eastgate Woodlands of the Whilamut Natural Area
- Project M24 Harvest Landing
- Project M30 Glenwood Riverfront Multi-use Path West
- Project M32 Bridge to Glenwood at Island Park
- Project M33 Bridge to Howard Buford Recreation Area
- Project M34 Clearwater Park Trails
- Project L1 Clearwater Park
- Project L3 Island Park
- Project L17 Glenwood Riverfront Multi-use Path South
- Project L18 Glenwood Riverfront Multi-use Path West
- Project L19 Bridge to Glenwood at Island Park
- Project L20 Bridge to Howard Buford Recreation Area
- Project L21 Bridge to Glenwood at Dorris Ranch
- Project O2 Middle Fork and Mill Race Path North Extensions
- Project O6 Middle Fork Path East Extension
- Project O10 Glenwood Riverfront
- Project O19 McKenzie Riverfront & Cedar Creek

Accordingly, adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and corresponding text amendments to the Metro Plan are actions consistent with the Urbanization Element of the Springfield Comprehensive Plan.

**CONCLUSION:** Based on the preceding findings, the 2023 Plan, adopting it as the Recreation Element of the Springfield Comprehensive Plan, and corresponding text amendments to the Metro Plan are actions consistent with the applicable portions of the Springfield Comprehensive Plan. The amendments to the Metro Plan clarify the distinction between the Metro Plan and Comprehensive Plan with regard to parks and recreation services in Springfield, ensuring consistency between the two plans and within the Metro Plan itself. The criteria at SDC 5.14.135(B) and LC 12.300.030.B are met.

## V. RELATED STATE REGULATORY FRAMEWORK

### *Oregon Administrative Rules*

Each of the Oregon Statewide Land Use Planning Goals addressed in the first criterion of approval of this staff report have their own, accompanying Administrative Rule. Beyond those, additional OARs provide a broader regulatory context for parks planning in Oregon and carry out requirements of Oregon Statewide Land Use Planning Goal 8. As stated by the Applicant:



“Applicable administrative rules are those establishing policies and procedures for the planning and zoning of state and local parks to address the recreational needs of the citizens of the state (OAR Chapter 660, Division 034, Section 0000), and secondarily, those implementing the requirements for agricultural land as defined by Goal 3 (OAR Chapter 660, Division 33, Section 0010), and those implementing the requirements for open space as defined by Goal 5 (OAR Chapter 660, Division 023, Section 0220).

OAR 660-034-0040(1) refers to requirements for implementing ‘local park master plans’ as part of the local comprehensive plan. There is no definition for ‘local park master plans’ in Division 34. Sections (1)(a) and (1)(b) of 660-034-0040 apply to the adoption of a site-specific park master plan. Since the proposed [amendments relate to] the adoption of a comprehensive, system-wide plan for parks and recreation and not a site-specific park master plan, the [Rule] does not apply.

Even if it were assumed that the proposed 2023 Plan was synonymous with the definition of a ‘local park master plan’ in Division 34, the 2023 Plan would be consistent with the Rule's intent. The relevant text is below:

*OAR 660-034-0040*

- (1) If a local government decides to adopt a local park plan as part of the local comprehensive plan, the adoption shall include:*
- (a) A plan map designation, as necessary, to indicate the location and boundaries of the local park; and*

The City of Springfield has an adopted and acknowledged property-specific Comprehensive Plan Map... The Map clarifies the location of plan designations by interpreting the Metro Plan Diagram for each property within Springfield’s [UGB]. The 2023 Plan includes a Map of Proposed Park System Improvements (2023 Plan, Figure 36, page 114) and a Path and Trail Project List and Recommendations Map (2023 Plan, Figure 37, [page] 115) that show the location of parks, indoor facilities, and multi-use paths and identifies short-term, mid-term, and long-term projects. The 2023 Plan replaces and supersedes all previously adopted [Willamalane] Park and Recreation Comprehensive Plans.”

The Comprehensive Plan Maps referenced by the Applicant shows properties designated Public Land and Open Space and other properties where existing Willamalane facilities operate as allowed by corresponding zoning. The maps of the 2023 Plan also show Willamalane’s district boundary in relation to the surrounding area it studied to inform the 2023 Plan. Willamalane’s planning area includes land under Springfield’s planning jurisdiction and small portions of land under Lane County’s planning jurisdiction outside the Metro Plan boundary and Springfield’s UGB. Upon adoption for Springfield’s purposes, the 2023 Plan will serve as the Recreation Element of the Springfield Comprehensive Plan to satisfy Statewide Land Use Planning Goal 8.

- (b) Appropriate zoning categories and map designations (a “local park” zone or overlay zone is recommended), including objective land use and siting review criteria, in order to authorize the existing and planned park uses described in the local park master plan.*

The Applicant states:

“Existing City of Springfield zoning categories are sufficient, as they relate to existing parks and facilities, not proposed projects. The Rule also provides that ‘a local government is not required to adopt an exception to Statewide Planning Goals 3 or 4 for [these uses] on agricultural or forest land within a local park provided such uses, alone or in combination, meet all other statewide goals and are each use must be described and authorized in a local park master plan’ that has been adopted as part of the local comprehensive plan (OAR 660- 034-0040(4)(a)).”

While there are existing land use districts within the Springfield Development Code that relate to parks and facilities that adequately ensure the siting of such uses is possible, clarification is needed to note that existing sites must conform to these requirements, and proposed projects to develop park and facility concepts must also conform to the requirements of the Springfield Development Code. Evaluation of the 2023 Plan’s conformance to Goals 3 and 4 is under Lane County’s purview.

The Applicant further states:

“Lastly, OAR 660-023-0220 defines ‘open space’ to include parks...” The Applicant cites subsection (3) of this Rule:

*(3) “Local governments may adopt a list of significant open space resource sites as an open space acquisition program. Local governments are not required to apply the requirements of OAR 660-023-0030 through 660-023-0050 [Inventory Process] to such sites unless land use regulations are adopted to protect such sites prior to acquisition.”*

The Applicant states:

“A list of proposed parks is included in the proposed 2023 Plan. Some of those sites are not yet in public ownership. However, their location is generalized in nature, and there are no land use regulations being proposed to protect such sites before acquisition...”

The 2023 Plan and its adoption as the Recreation Element of the Springfield Comprehensive Plan along with text amendments to the Metro Plan are outside the scope of subsection (3). While Springfield has an adopted inventory and protection program for certain Statewide Land Use Planning Goal 5 resources as described beginning on page 7 of this staff report, open spaces are not part of Springfield’s Goal 5 program, and a proposed acquisition program does not accompany adoption of the 2023 Plan. OAR 660-023-0220(2) does not require local governments to amend acknowledged comprehensive plans to identify new Goal 5 open spaces.

### ***Oregon Revised Statutes***

Applicable Oregon Revised Statutes (ORSs) are those authorizing and implementing the state and local park planning Administrative Rule (OAR Chapter 660, Division 34). The statutes allowing park uses in Exclusive Farm Use zones in ORS 215 as cited in the Applicant’s written statement (Attachment 2, page 27) apply to Lane County’s staff report addressing the portion of

Willamalane's planning area outside the Metro Plan boundary and Springfield UGB. Statutes authorizing OAR Chapter 660, Division 34, State and Local Park Planning, are ORS 195 and 197:

- ORS Chapter 195 (Local Government Planning Coordination)<sup>14</sup>:
  - ORS 195.020 and 195.065: These statutes provide the basis for the 1995 Intergovernmental Agreement between the City and Willamalane regarding coordinated planning and urban services.
- ORS Chapter 197 (Comprehensive Land Use Planning Coordination)<sup>15</sup>:
  - ORS 197.175 generally requires the City to exercise its planning and zoning responsibilities in accordance with ORS Chapters 195, 196 and 197 and the goals approved under ORS Chapters 195, 196 and 197 (see ORS 197.250). Compliance with Oregon's Statewide Land Use Planning Goals are discussed under the first criterion of approval beginning on page 4 of this staff report.
  - ORS 197.610 (and OAR 660-018-0020) requires local jurisdictions to submit proposed comprehensive plan or land use regulation changes to DLCD. As noted in the Procedural Findings on page 3 of this staff report, notice of the proposed amendments was provided to DLCD within 35 days of the first evidentiary hearing concerning the amendments.

## **VI. OVERALL CONCLUSION:**

The findings herein demonstrate that adopting Willamalane's 2023 Park and Recreation Comprehensive Plan as the Recreation Element of the Springfield Comprehensive Plan and amending the Metro Plan text to reflect adoption as such are actions that meet the criteria of approval at SDC 5.14.135 and LC 12.300.030. The consistency of these actions with the Springfield Comprehensive Plan, the Metro Plan, and the Statewide Land Use Planning Goals carry out the land use planning framework prescribed by Oregon's Administrative Rules and Revised Statutes.

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<sup>14</sup> The Applicant's written statement cites ORS 195.120 (Rules and planning goal amendments for parks required; allowable uses; application of certain land use laws) and ORS 195.125 (Existing uses in state parks; approval by local governments). With the exception of ORS 195.120(2)(a), these sections apply to state parks. ORS 195.120(2)(a) concerns working in cooperation with the State Parks and Recreation Commission to adopt rules and Statewide Land Use Planning Goal amendments for allowable uses in state and local parks that have adopted master plans. The amendments presently considered by Springfield and Lane County are outside the scope of ORS 195.120(2)(a).

<sup>15</sup> The Applicant's written statement cites various statutes: Section 040 (Land Conservation and Development Commission -- Duties of Commission; rules); and section 225 (Goals Compliance -- Preparation; adoption) through Section 245 (Commission amendment of initial goals; adoption of new goals). These apply directly to DLCD and to the Land Conservation and Development Commission when adopting or amending a Statewide Land Use Planning Goal but only indirectly to the proposed amendments by way of demonstrating that Springfield's comprehensive planning framework is consistent with the Statewide Land Use Planning Goals.



**CITY OF SPRINGFIELD, OREGON**  
**ORDINANCE NO. 6484 (GENERAL)**

**AN ORDINANCE ADOPTING WILLAMALANE PARK AND RECREATION DISTRICT'S 2023 PARK AND RECREATION COMPREHENSIVE PLAN AS THE RECREATION ELEMENT OF THE SPRINGFIELD COMPREHENSIVE PLAN, AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN TO REPEAL THE 2012 PARK AND RECREATION COMPREHENSIVE PLAN AND TO ADD REFERENCE TO THE SPRINGFIELD COMPREHENSIVE PLAN RECREATION ELEMENT, ADOPTING A SAVINGS CLAUSE AND SEVERABILITY CLAUSE, AND PROVIDING AN EFFECTIVE DATE**

**WHEREAS**, Willamalane Park and Recreation District (Willamalane) is a special service district formed to provide park and recreation services for the residents within its district;

**WHEREAS**, Willamalane's district boundary encompasses Springfield city limits, Springfield's urbanizable area, and adjacent areas;

**WHEREAS**, a 1995 Intergovernmental Agreement between Willamalane and the City of Springfield establishes Willamalane as the agency responsible for preparing, maintaining, and updating a comprehensive plan for parks, recreation services, and open spaces for the purpose of Oregon Statewide Land Use Planning Goal 8;

**WHEREAS**, in 2013, Springfield adopted Willamalane's 2012 *Park and Recreation Comprehensive Plan*, which replaced Willamalane's prior versions of the *Park and Recreation Comprehensive Plan*;

**WHEREAS**, the 2012 *Park and Recreation Comprehensive Plan* was adopted as a refinement to the *Eugene-Springfield Metropolitan Area General Plan (Metro Plan)*;

**WHEREAS**, Willamalane updates its *Park and Recreation Comprehensive Plan* based on a 10-year update cycle;

**WHEREAS**, the Springfield Committee for Citizen Involvement approved a Community Engagement Plan on April 5, 2022 to inform Willamalane's development of its 2023 *Park and Recreation Comprehensive Plan*;

**WHEREAS**, Willamalane presented the results of its Community Needs Assessment to the Springfield and Lane County Planning Commissions on November 15, 2022, to the Springfield City Council on November 21, 2022, and to the Lane County Board of County Commissioners on November 29, 2022 and sought input on from these officials to inform the 2023 *Park and Recreation Comprehensive Plan*;

**WHEREAS**, Willamalane's Board of Directors adopted the 2023 *Park and Recreation Comprehensive Plan* on September 13, 2023 and subsequently submitted the 2023 *Park and Recreation Comprehensive Plan* to Springfield and Lane County for review and adoption;

**WHEREAS**, for the purpose of adopting the portion of the 2023 *Park and Recreation Comprehensive Plan* within Springfield's planning jurisdiction, staff considered the applicability and functions of the *Springfield Comprehensive Plan* and the *Metro Plan*;



**WHEREAS**, as required by ORS 197A.278 (previously ORS 197.304), in 2011 the City of Springfield and Lane County adopted the Springfield urban growth boundary and have since been co-adopting elements of the *Springfield Comprehensive Plan* to refine or replace portions of the *Metro Plan*;

**WHEREAS**, adoption of the 2023 *Park and Recreation Comprehensive Plan* as an element of the *Springfield Comprehensive Plan* is an action consistent with pages iii and iv of the *Metro Plan*, which provide a basis for Springfield's evolution to a city-specific comprehensive plan;

**WHEREAS**, the proposed text amendment of the *Metro Plan's* Parks and Recreation Facilities Element clarifies Willamalane's role in providing park and recreation services in the Springfield area and clarifies the relationship between the *Metro Plan*, the *Springfield Comprehensive Plan*, and Willamalane's *Park and Recreation Comprehensive Plan*;

**WHEREAS**, the 2023 *Park and Recreation Comprehensive Plan* fulfills a specific aspect of comprehensive planning within the broader framework established by the Oregon Statewide Land Use Planning Goals, the *Metro Plan*, and the *Springfield Comprehensive Plan*;

**WHEREAS**, Lane County must co-adopt the changes to the *Springfield Comprehensive Plan* and *Metro Plan* pursuant to Type 4 legislative amendment procedures specified in the Springfield Development Code and pursuant to the review procedures specified for amendments to the *Metro Plan*;

**WHEREAS**, the City of Eugene received notice from the City of Springfield on September 20, 2023 regarding the proposed adoption process of the 2023 *Park and Recreation Comprehensive Plan*, and on October 4, 2023 Eugene returned a response opting out of the proceedings to review and adopt the 2023 *Park and Recreation Comprehensive Plan*;

**WHEREAS**, the Springfield and Lane County Planning Commissions conducted a joint public hearing on April 2, 2024 on the proposed 2023 *Park and Recreation Comprehensive Plan* and associated amendments to the *Metro Plan* and adoption as part of the *Springfield Comprehensive Plan*;

**WHEREAS**, the Springfield and Lane County Planning Commissions forwarded recommendations to the Springfield City Council and Lane County Board of County Commissioners to adopt the 2023 *Park and Recreation Comprehensive Plan* and associated amendments for application within the city limits of Springfield and outside the city limits of Springfield for areas within the *Metro Plan* boundary and Springfield urban growth boundary;

**WHEREAS**, Section 5.14.100 of the Springfield Development Code specifies the requirements for amendments to the *Metro Plan* and *Springfield Comprehensive Plan*;

**WHEREAS**, substantial evidence exists within the record that the proposed amendments meet these requirements, including the findings demonstrating consistency with applicable procedures and approval criteria contained within the staff report attached as Exhibit C, incorporated herein and adopted in support of this Ordinance; and

**WHEREAS**, the City Council and Lane County Board conducted a joint public hearing on June 10, 2024 with the Lane County Board of County Commissioners and is now ready to take action based on the recommendation and evidence in the record and based on the evidence and testimony presented at the June 10, 2024 hearing,

NOW, THEREFORE, THE COMMON COUNCIL OF THE CITY OF SPRINGFIELD ORDAINS AS FOLLOWS:

Section 1. The *Willamalane Park and Recreation Comprehensive Plan* (September 13, 2023), as more particularly described and set forth in Exhibit A and incorporated by this reference, is hereby adopted as the Recreation Element of the *Springfield Comprehensive Plan*.

Section 2. The text amendments to the *Metro Plan*, as more particularly described and set forth in Exhibit B and incorporated by this reference, are hereby adopted.

Section 3. The *Metro Plan* is hereby amended to repeal the 2012 *Willamalane Park and Recreation Comprehensive Plan* as a refinement plan of the *Metro Plan*.

Section 4. The findings set forth in Exhibit C to this Ordinance are incorporated by this reference adopted in support of this Ordinance.

Section 5. Savings Clause. Except as specifically amended herein, the *Springfield Comprehensive Plan* and *Metro Plan* shall continue in full force and effect.

Section 6. Severability Clause. If any section, subsection, sentence, clause, phrase or portion of this Ordinance is, for any reason, held invalid or unconstitutional by a court of competent jurisdiction, such portion shall be deemed a separate, distinct and independent provision and such holding shall not affect the validity of the remaining portion hereof.


Section 7. Effective date of Ordinance. The effective date of this Ordinance is as provided in the Chapter IX of the Springfield Charter and Section 2.110 of the Springfield Municipal Code, 30 days from the date of passage by the Council and approval by the Mayor; or upon the date that an ordinance is enacted by the Lane County Board of County Commissioners approving the same amendments as provided in Sections 1 through 3 of this Ordinance; or upon acknowledgment under ORS 197.625; whichever occurs last.

ADOPTED by the Common Council of the City of Springfield this 1st day of July, 2024, by a vote of 6 for and 0 against.

APPROVED by the Mayor of the City of Springfield this 1st day of July, 2024.

  
\_\_\_\_\_  
Mayor

ATTEST:

  
\_\_\_\_\_  
City Recorder

REVIEWED & APPROVED  
AS TO FORM  
  
DATE: 7/1/2024  
SPRINGFIELD CITY ATTORNEY'S OFFICE