



# Tigard Parks and Recreation SYSTEM PLAN

ADOPTED | JANUARY 2022



# ACKNOWLEDGMENTS

Over the course of the planning process, hundreds of Tigard community members participated and provided input to help shape the Parks & Recreation System Plan. On behalf of the Tigard community, we appreciate your willingness to help improve Tigard for all.

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*Special thanks to Steve Martin (retired) and Lori Faha (retired), two long-time Public Works employees were involved in the earlier phases of the project.*

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PREPARED BY



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WITH SUPPORT FROM

Unite Oregon



# TABLE OF CONTENTS

## CHAPTER 1

### Introduction

Parks and Recreation in Tigard: A Community Story.....	1
Document Organization.....	3
Community Engagement.....	5

## CHAPTER 2

### Parks and Recreation Needs

Tigard’s Park and Recreation System Today.....	7
Recreation Trends.....	12
Community Needs.....	14
Funding and Staffing Needs.....	24
Budget Snapshot.....	25
Spotlight: Deferred Maintenance.....	26
What’s Next.....	27
Future Funding.....	28

## CHAPTER 3

### PRSP Framework

Tigard’s Vision.....	31
PRSP Policy Framework.....	32
Strategies by Goal.....	32

## CHAPTER 4

### Park and Facility Recommendations

Realizing the Vision.....	41
Park System Concept.....	44
Focus Areas.....	51
Park and Facility Improvements.....	63

## CHAPTER 5

### Action Plan

Prioritizing Capital Projects.....	68
Enlivening the Park System.....	69
Taking Care of What We Have.....	70
Building Organizational Capacity.....	71
Tigard Parks and Recreation in 2030.....	75

## LIST OF FIGURES

Figure 1.1 Summary of Public Engagement Activities.....	4
Figure 2.1 Summary of Tigard’s Park System.....	8
Figure 2.2: Map of Existing Parks.....	10
Figure 2.3: Area Within a 10-Minute Walk to a Park.....	16
Figure 2.4: Recreation Program Locations 2019.....	18
Figure 2.5: Park Quality in Relation to 10-Minute Walk Analysis.....	20
Figure 2.6 Summary of Services.....	23
Figure 2.7 Progress Timeline.....	29
Figure 4.1 Existing and Future Tigard Park System.....	42
Figure 5.1: Organizational Alternative: Parks and Recreation Department.....	72
Figure 5.2: Organizational Alternative: Two Departments.....	74
Figure 5.3: Refining the Existing Structure.....	74

## LIST OF TABLES

Table 4.1: Serving Gap Areas.....	46
Table 4.2: Summary of Projects and Costs for Existing Parks, Trails and Facilities.....	64
Table 4.3: Summary of Projects and Costs for New Parks, Trails and Facilities.....	65

## LIST OF APPENDICES

Appendix A: Tigard State of Parks and Recreation
Appendix B: Tigard Park Evaluation Summary
Appendix C: 10-Minute Walk Analysis
Appendix D: Recreation Trends Assessment
Appendix E: Park Development Guidelines
Appendix F: Capital Projects Matrix
Appendix G: Funding Options
Appendix H: Organizational Assessment



# 01

## INTRODUCTION

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### Parks and Recreation in Tigard: A Community Story

*What is your favorite park or recreation activity? What will your children remember as adults from their time playing in a park?* Tigard residents have spoken about their memories from childhood playing on the swings, kicking a ball with friends, walking along a quiet trail, and canoeing on the Tualatin River. **Fresh air and time with family and friends are what Tigard parks provide.** Parks have also played a critical role during the largest pandemic in over 100 years, clearly illustrating need for high quality, accessible parks and public spaces that provide opportunities to be outside. They are a necessity, providing essential infrastructure and services for maintaining and improving our physical and mental health. The need for public parks and recreation services is great, more so than ever as Tigard grows and the desire for diverse spaces and activities increases.

Much has changed since the City of Tigard last updated its Parks and Recreation System Plan (PRSP) in 2009.

Population growth and broader demographic diversity, increased demand for recreation activities and facilities, and a strong desire to provide parks within a walkable distance from every residence and major employment center in Tigard are all reasons to update the 2009 plan. The City has also adopted a strategic plan that places equity at the center of decision-making, particularly for how public services such as parks and recreation are provided. **The time is right to do this work.**

Fulfilling community desires requires a framework for prioritizing projects and establishing a decision making process that will guide City teammates and community members over the next 10 years. This framework includes a vision for parks and recreation supported by goals, priorities, and implementation strategies. Input from the community was essential for developing a plan that reflects community needs and preferences.



**ADVANCING EQUITABLE ACCESS TO PARKS AND RECREATION**

Not all of Tigard’s residents enjoy the same access to parks and recreation services in Tigard. This PRSP analyzed existing demographics, park locations and connection points and found that approximately **one-third of Tigard’s population has to walk more than ten minutes to reach a developed park**. Additionally, communities of color and low-income residents must travel further to enjoy the benefits of the parks and recreation system. There is work to do to meet the PRSP’s goals of having a park within a ten-minute walk of every residence, particularly for communities of color who do not have immediate access to public spaces. Meeting that goal requires strategic decision making and prioritization of improvements and programs.

**IMPLEMENTING THE TIGARD STRATEGIC PLAN**

The Tigard community has been clear—Tigard should be more walkable and accessible for all community members. The City’s vision, adopted as part of the City of Tigard 2020-2025 Strategic Plan, establishes the foundation for how parks and recreation serve Tigard residents today and how they will evolve in the future. The City’s Vision: **Tigard: An equitable community that is walkable, healthy, and**

**accessible for everyone** provides the direction for the PRSP. The Strategic Plan also includes four Framing Elements that align with the vision and provide more specific direction for the PRSP:

- **Equity** – *Just and fair inclusion into a society in which all can participate, prosper, and reach their full potential.*
- **Walkability** – *A walkable environment supports and allows for a choice to participate in active forms of transportation such as cycling and includes people traveling with or without a mobility aid. A walkable community is foundational to an equitable and sustainable community.*
- **Accessibility** – *Providing equivalent ease of use and opportunity for all people to interact with our services, processes, and infrastructure.*
- **Healthy** – *Supporting the community’s physical, economic, and environmental well-being which improves all aspects of health.*

These Framing Elements provide the foundation for the PRSP and are directly reflected in the goals and strategies described in Chapter 3 that will guide decision-making for parks and recreation over the next 10 years.

**ALIGNING WITH OTHER CITY PRIORITIES**

In addition to the direction provided in the City’s Strategic Plan, the Tigard City Council and City department directors have developed a Community Promise that provides a lens to evaluate and implement City Council goals for the 2021-2023 biennium. The Community Promise focuses on the following:

- EQUITY:** *WE will ensure just and fair inclusion where all can participate, prosper, and reach their full potential.*
- ENVIRONMENT:** *WE will embrace sustainability to improve our natural resources and the livability of our community.*
- ECONOMY:** *WE will be responsible stewards of the community’s financial resources entrusted to us.*
- ENGAGEMENT:** *WE will involve all voices in our community while building trusting relationships.*
- EXCELLENCE:** *WE will set high standards and strive to exceed community expectations.*

An important City Council goal related the PRSP is to adopt this plan and develop a realistic funding plan and cost effective service delivery model. This goal sets the stage for future implementation.

**Document Organization**

The PRSP is organized into five chapters that provide background information and recommendations for moving forward:

- Chapter 1. Introduction** provides the project background and organizational structure of the PRSP. This chapter also provides a summary of the community engagement completed as part of the project.
- Chapter 2. Parks and Recreation Needs** provides a brief summary of Tigard’s parks and recreation services today as well as a discussion of recreation trends that influence recommendations in Chapter 3. Chapter 2 also includes a discussion organized around the Tigard Strategic Plan framing elements of Equity, Walkability, Accessibility and Healthy.

**Chapter 3. Parks and Recreation System Plan Framework** sets the policy and strategy direction for the document. This chapter provides a discussion of the overarching themes that will guide future decision-making for the PRSP.

**Chapter 4. Park and Facility Recommendations** describes recommendations for park and facility enhancements and additions that will realize the vision and PRSP policy framework described in Chapter 3. This chapter includes the overall park system concept, which illustrates Tigard’s future park system and strategies for providing equitable park access; describes focus areas where significant change is expected to occur; and descriptions of enhancements across the park system.

**Chapter 5. Action Plan** addresses maintenance and operations, programming and volunteerism, methods for evaluating and prioritizing projects, programs and actions, and potential staffing and organizational options to implement the PRSP.

The **appendices** include supporting analyses, as follows:

- Understanding the existing parks and recreation services Tigard provides (Appendix A);
- Inventorying and ranking by quality existing parks facilities (Appendix B);
- Completing a ten-minute walk analysis overlaid with demographic information to understand how and who can access parks within ten minutes from their front door (Appendix C);
- Developing a recreation trends analysis to understand how recreation activities might be expanded and better integrated into a broader parks and recreation system (Appendix D);
- Updating the City’s Park Development Guidelines (Appendix E);
- Developing a Capital Project List (Appendix F);
- Identifying funding sources (Appendix G); and
- Evaluating options for organizational modifications within Public Works to address parks and recreation, maintenance and operation services (Appendix H).

FIGURE 1.1 SUMMARY OF PUBLIC ENGAGEMENT ACTIVITIES

## COMMUNITY VOICES CREATED THIS PLAN



**PROJECT WEBSITE AND SOCIAL MEDIA CAMPAIGN**



**POP-UP ENGAGEMENT IN THE PARK (PRE-COVID-19)**

**4 Events**



**USER GROUPS AND INDIVIDUAL STAKEHOLDER MEETINGS**

**20+ Participants**  
**10+ Meetings**



**TWO PUBLIC SURVEYS**

**1,050 Participants**  
**2,500+ Data Points**



**PARKS AND RECREATION ADVISORY BOARD**

**4 Meetings**



**CITY COUNCIL**

**4 Meetings**

## Community Engagement

The PRSP is based upon extensive community input that was guided by a robust public engagement program implemented between August 2019 and June 2021. Community engagement results are incorporated throughout the PRSP with specific summaries provided separately. Public input began with a pop-up at community events where participants were asked about what the most important aspects of parks and recreation were for them. This dot exercise formally kicked off community discussions about the future of parks and recreation in Tigard for the PRSP. *Then COVID-19 changed everything.* The public engagement plan was quickly adapted to follow public health guidelines in response to COVID-19, and while in-person meetings were transformed into online forums, engagement remained strong using a variety of formats, including:

- **Project website, social media, e-newsletters:** The City maintained a project website as the main project information hub for the community. The website also served as the launch site for all community surveys. The City also managed social media throughout the project to publicize surveys, online events, and project videos.
- **Project videos, articles, and podcasts:** Knowing that people would not be able to gather and learn about the project, the City developed a series of educational videos and podcasts that shared critical information with residents in an easily accessible and engaging format.
- **Focus groups:** Early in the process, stakeholders and residents met individually or in small focus groups to discuss park needs and identify opportunities. In partnership with Unite Oregon, some focus groups were simultaneously interpreted in Spanish and Arabic to provide opportunities for non-English speaking residents to provide input on the PRSP. This included park users and communities of color without easy access to public parks.



- **Parks and Recreation Advisory Board and City Council:** The project team, consisting of the City and consultant, presented regularly to the Parks and Recreation Advisory Board and City Council to discuss project status and recommendations.
- **Online surveys:** Two large interactive surveys provided in both Spanish and English were created and disseminated over the course of the project. These surveys identified key issue areas, opportunities, and funding priorities. The surveys provided the foundation for many of the recommendations for the PRSP.
- **Partnership with the TTSD Equity Program:** Project information and engagement opportunities were shared by Tigard Tualatin School District equity staff, including the basic needs teams covering the Tigard attendance boundary. This approach was designed to reach families who might not otherwise engage with the City.
- **Tigard GOLD Engagement:** This effort was a participatory budgeting exercise conducted at the Tigard Government Organizing and Leadership Development training in partnership with Unite Oregon.



# 02

## PARKS AND RECREATION NEEDS

### Tigard's Parks and Recreation System Today

During the PRSP process, the consulting team assessed and analyzed Tigard's park system and services, documenting findings in a series of reports included in the appendices: Appendix A: State of Tigard Parks and Recreation documents the existing inventory and services and Appendix B: Park Assessment and Quality Analysis summarizes findings from a field investigation of all sites.

#### PARK SYSTEM OVERVIEW

Tigard manages 557 acres of parks, future parks, and natural areas and 16 miles of trails, containing a variety of recreation facilities as shown in Figure 2.1. Tigard's inventory includes four types of parks: neighborhood-serving parks, community-serving parks, linear parks and natural areas. There are also undeveloped lands intended to become future parks. The existing park system is displayed in Figure 2.2.

#### RECREATION FACILITIES

Tigard does not have indoor facilities dedicated to recreation programming. Instead, the city has creatively and flexibly provided programs in a variety of parks and available indoor spaces such as the Public Works auditorium and Fanno Creek House. This approach is on trend with many recreation providers who are trying to bring programming closer to home and activate local parks.

#### RECREATION PROGRAMMING

Ten years ago, Tigard was primarily a provider of outdoor parks and recreation facilities and did not offer recreation programming or have a dedicated team for that purpose. The City of Tigard expanded its park and recreation programming in FY 2016-17 following recommendations from the 2009 *Parks System Master Plan* and the 2015 *Recreation Program Study*. This expansion marked a

FIGURE 2.1 SUMMARY OF TIGARD'S PARK SYSTEM



transition from scattered programming to Tigard becoming a full-service recreation provider. Prior to the COVID-19 pandemic, Tigard's recreation team had steadily grown recreation programming in Tigard, crafting programs that could be housed in the City's existing facilities and without having a traditional indoor recreation center.

COVID-19 had a profound impact on recreation programming, but Tigard has been rebuilding its programming options as pandemic restrictions have been reduced or lifted. As the PRSP was being completed in 2021, the City had begun to offer the types of programs that were available pre-pandemic, including large and small scale community events, sport classes and camps, youth camps, enrichment activities, fitness classes, health and wellness education, and pop-up recreation programming.

*Parks & recreation events increased by 360% between FY 2015-16 and FY 2018-2019. The estimated number of participants increased by 575%.*

Public engagement results during the PRSP process indicated that the Tigard community would like **more programming** and a **wide range of program types**, including community events, classes, workshops, group fitness, sport groups and leagues for youth and adults, and youth and adult programming more broadly.



FIGURE 2.2: MAP OF EXISTING PARKS



### Tigard Parks and Recreation System Plan

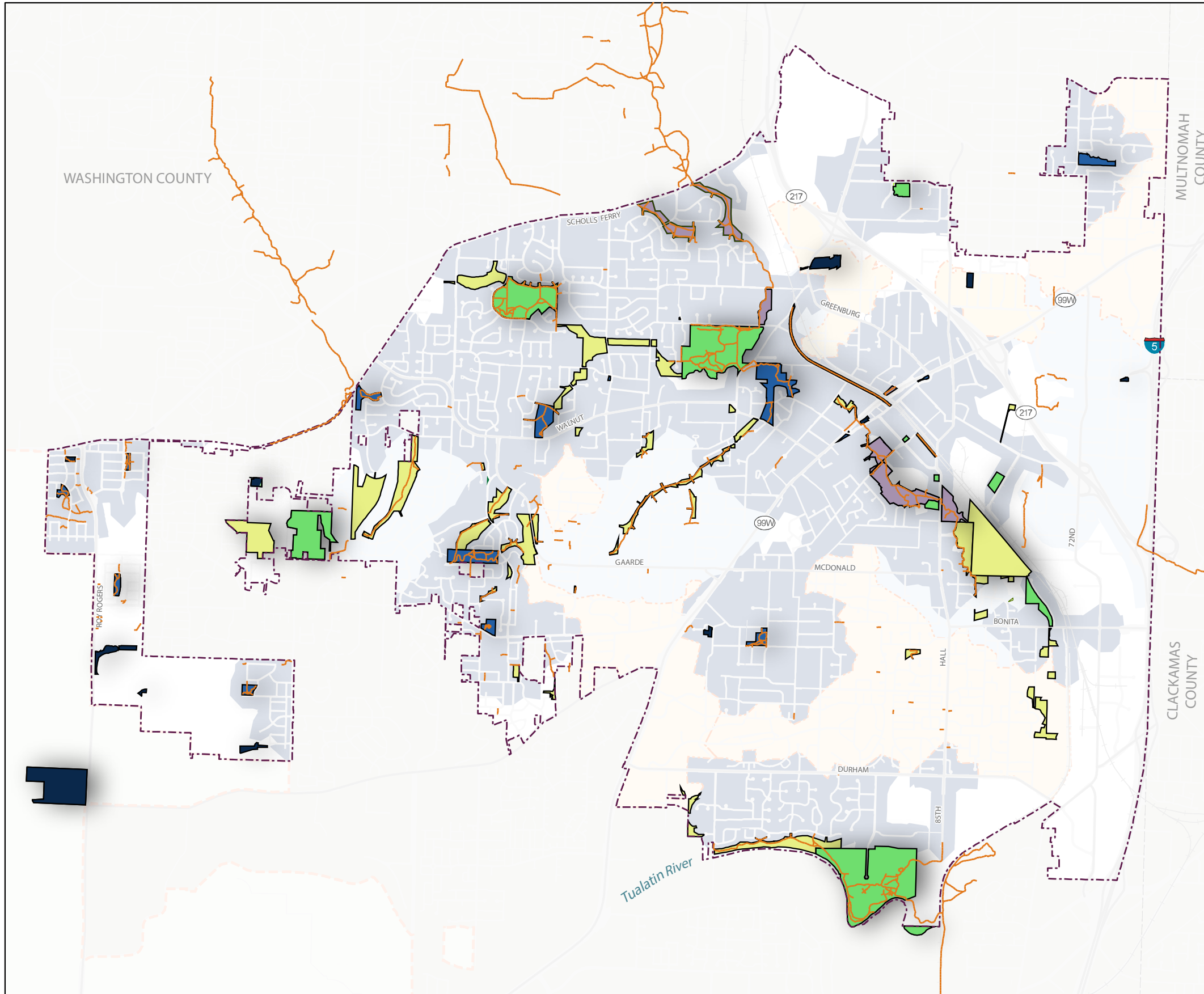
- Within an 10-Minute Walk\* of a Tigard Park
- Within an 10-Minute Walk\* of a Trail Corridor
- Outside of a 10-Minute Walk\* to a Park or Trail

\*10-Minute Walk is 1/2 mile (at average walking speed) along the street and trail network.

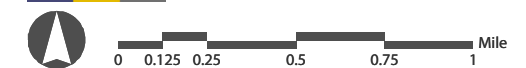
#### PARK FACILITIES

- Neighborhood Serving Park
- Community Serving Park
- Linear Park
- Natural Area
- Undeveloped Land
- Trails and Park Pathways

Park classifications are detailed in Chapter 2 of the System Plan Document



Source: City of Tigard, Oregon Metro, and MIG  
Date: July 2021



## Recreation Trends

Based on Tigard's geographic and demographic context and the first round of public engagement, the consulting team identified eight trends to consider in the PRSP update. See Appendix D for the full Recreation Trends report.

### 1. Social activities and community involvement.

Public spaces encourage social gatherings and build community by creating opportunities for neighbors to get to know one another.<sup>1</sup> Providing public gathering places will become increasingly important for Tigard as the community urbanizes continues. Programming that enlivens and activates public spaces is a key ingredient that Tigard will need as it brings new public spaces on line.

**2. Demographic change.** Tigard's changing demographics will also change park and recreation needs. Tigard's residents are older and more racially diverse than in the past, reflective of statewide trends. This indicates the need to provide parks capable of serving all community members and why it is important to include communities of color in identifying issues and opportunities, and being included in decision-making.<sup>2</sup>

**3. Health and wellness.** Parks can be an important part of an individual's preventative health and the wellness of residents. Park amenities and programming have a relationship with increased physical activity and park use levels. Walking loops, play areas, trail systems, no-cost fitness settings, and positive message marketing materials can improve greater health and wellness in Tigard.

**4. Activating public spaces.** Activating public spaces improves quality of life, addresses spatial equity, increases health, safety and security – and brings people together, creating a shared sense of identity.<sup>3</sup> Tigard's Pop Up in the Park programs (facilitating arts and crafts, board games and other activities) are an essential strategy



*New high-density residential housing in the Tigard Triangle generates a need for public gathering spaces that help neighbors build community and positive interactions. Source: CPAH.*



*Considering and addressing the needs of a more diverse park user base will keep the Tigard parks system both relevant and effective. Source: City of Tigard.*

for activating public spaces, and could be expanded to leverage space along rights-of-way and public-serving institutions to add parklets, community gardens, and public art opportunities. Temporary installations of interactive art can have a substantial impact on park use, community interaction, and physical activity. As an example, Musical Swings, an installation that has toured the country, brings play, music, and collaboration to public spaces.<sup>4</sup> Strategic placement of this kind of installation also brings people to places in the community they might not otherwise visit.

**5. Programs and activities.** Bringing programming to existing and new parks, plazas and public spaces can enhance their value to the community. Programs and activities can provide essential services to vulnerable populations, including underserved and historically marginalized communities by expanding access to fitness programs, healthy foods and even health care.

**6. Multi-use and dynamic parks.** Layering multiple uses can get more use out of existing park spaces, encourage regular activity, and help address community needs and preferences, particularly in land-constricted urban areas. Sport courts can see a rebirth of use with updated markings that support pickleball or futsal, activities popular with Tigard's seniors and Latino population. The addition of new play features, loop paths, and dog facilities at parks with a dedicated sports focus, for example, can make them more inviting to parents, grandparents, and younger siblings. Adding water access points allowing one to see, touch, and interact with rivers and lakes in parks will also draw new users to Tigard parks.

**7. Demand for trail-based activities.** Trails are essential ingredients for an equitable community that is walkable, healthy, and accessible for everyone. Trails through Tigard's parks also provide for active transportation, in a safe and comfortable environment. Trail-based activities are extremely popular in Tigard, and the city has an enviable trail network as compared to its neighbors.

Programming on these trails, such as Tigard Library's Story Walk, adds even more value to and awareness of the trail system. Looking ahead, making sure the connected trail system reaches Tigard's seniors, Latino, Asian and low-income populations, and employment centers will be a priority to improve participation.

**8. COVID-19.** The worldwide pandemic affected many aspects of everyday American life in 2020 and 2021, with the early stay-at-home orders significantly limiting individual mobility. During this time, parks played a notable role in supporting the need for physical movement and exercise, as individual or small group recreation was categorized by the CDC as essential activities for community health. In Tigard, Parks and Recreation has continued to see increased numbers of people using local park facilities even after COVID restrictions have been reduced. The City will continue to adapt and update its operations, programs, and policies to align with CDC guidance, understanding that parks access is a critical factor for both physical and mental health and wellness.

<sup>1</sup> Re: Streets. "Social Gathering." <https://www.restreets.org/social-gathering> 2010.

<sup>2</sup> Oregon Parks and Recreation Department. 2019 – 2023 Statewide Comprehensive Outdoor Recreation Plan. 2019.

<sup>3</sup> District of Columbia Office of Planning. District of Columbia Public Space Activation and Stewardship Guide. 2018.

<sup>4</sup> <http://www.musicalswings.com/about>



## Community Needs

### WALKABILITY

Not all of Tigard’s residents enjoy the same walkability. Approximately one-third (34%) of Tigard’s population must walk more than 10 minutes to reach a developed park. Figure 2.3 illustrates (in blue) the area of the City currently within a 10-minute walk of a developed park.

Trail corridors, along with the street and sidewalk network, provide important walkable access between parks, residences and employment areas. The PRSP considers those facilities when identifying potential access to park facilities. Trail corridors have the potential to increase access substantially, raising the question, “is trail access equivalent to park access?” For the PRSP, trail corridors outside of park boundaries, while often having park-like amenities, are addressed in other City documents such as the Transportation System Plan and the Tigard Greenways

Trail System Master Plan. Trails can offer unique and park-like amenities, with overlooks, play features or gathering areas. Figure 2.3 also highlights the longer trail systems in yellow and indicates in light blue the area within a 10-minute walk of these trails. Additional park pathways and soft-surface paths provide walking, biking, and accessibility within a park.

Tigard has made good use of limited indoor space for programming. With no central home, such as a recreation center, Tigard has creatively and flexibly provided programs in a variety of parks. This approach is on trend with many recreation providers who are trying to bring programming closer to home and activate local parks. Distributing recreation programming brings this important service within walkable distance, adding another reason to walk rather than drive. Recreation programming locations are displayed in Figure 2.4.

### EQUITY

Access to developed parks is not spread evenly across the community. Pockets of communities of color and low-income residents must travel farther to enjoy the benefits of the park and recreation system. As the analysis in Appendix C confirms, areas of Tigard that lack park access correlate with populations of lower income residents or higher percentages of communities of color. Understanding the community characteristics of served and underserved areas is critical to the City’s focus on equity and identifies areas or programs to prioritize investment.

The quality of the park at the end of the 10-minute walk is also critical to equity in Tigard. In September 2020, the project team completed an evaluation of each Tigard park property to assess the overall quality of the facility.

There are many ways that quality is discussed in terms of parks: design, materials used, condition, level of maintenance, among others. For the purpose of evaluating quality at the citywide scale as a factor in a multi-layered planning assessment, we use Joseph Juran’s definition of quality as “fitness for use”. Access to parks overlaid with the park quality assessment is illustrated in Figure 2.5.

Criteria were developed to objectively evaluate “fitness for use” for each park. A score of 0, 1, or 2 was given for each criterion, with 2 representing the highest ranking. A full summary for each park is available in Appendix B. Scores for each criterion were assigned based on a walk-through assessment of each site by a landscape architect and reviewed by the Tigard project team from a condition viewpoint. The score reflects the overall quality of the site. In addition to the observations on the ground, the analysis considered in the Park and Facility Inventory, ADA Transition Plan evaluation of the site, and access points identified in the 10-minute walk analysis.

**QUALITY MEANS FITNESS FOR USE: “Products and services that meet the needs of those members of society who will actually use them”**

*-Joseph Juran*

High-level findings include:

- The City is generally maintaining the appearance of parks, such as regular trash collection and mowing. This gives a good initial perception for all developed parks in Tigard.
- Closer examination shows that there are a number of problems that appear to have waited too long to be corrected that impacts the experience and use of parks.
- The quality of Tigard’s parks is limited by the lack of variety in experience for the user. This in turn is limited by the resources necessary to maintain additional features in each park.
- Many of Tigard’s parks lack the basic variety defined in the criteria. Parks that scored “0” in the overall assessment were generally small and have limited uses.
- Some parks, such as Metzger School Park, have limited hours when school is in session, which limits access as certain points of the day for non-school users.
- Design decisions from the past have locked in appearance issues and maintenance challenges for the long-term. A number of small capital projects may be required to correct them.

Undeveloped parks and trail corridors were examined to develop recommendations for the plan, rather than to evaluate their current state as that will change as the site is developed.

FIGURE 2.3: AREA WITHIN A 10-MINUTE WALK TO A PARK



Tigard Parks and Recreation System Plan

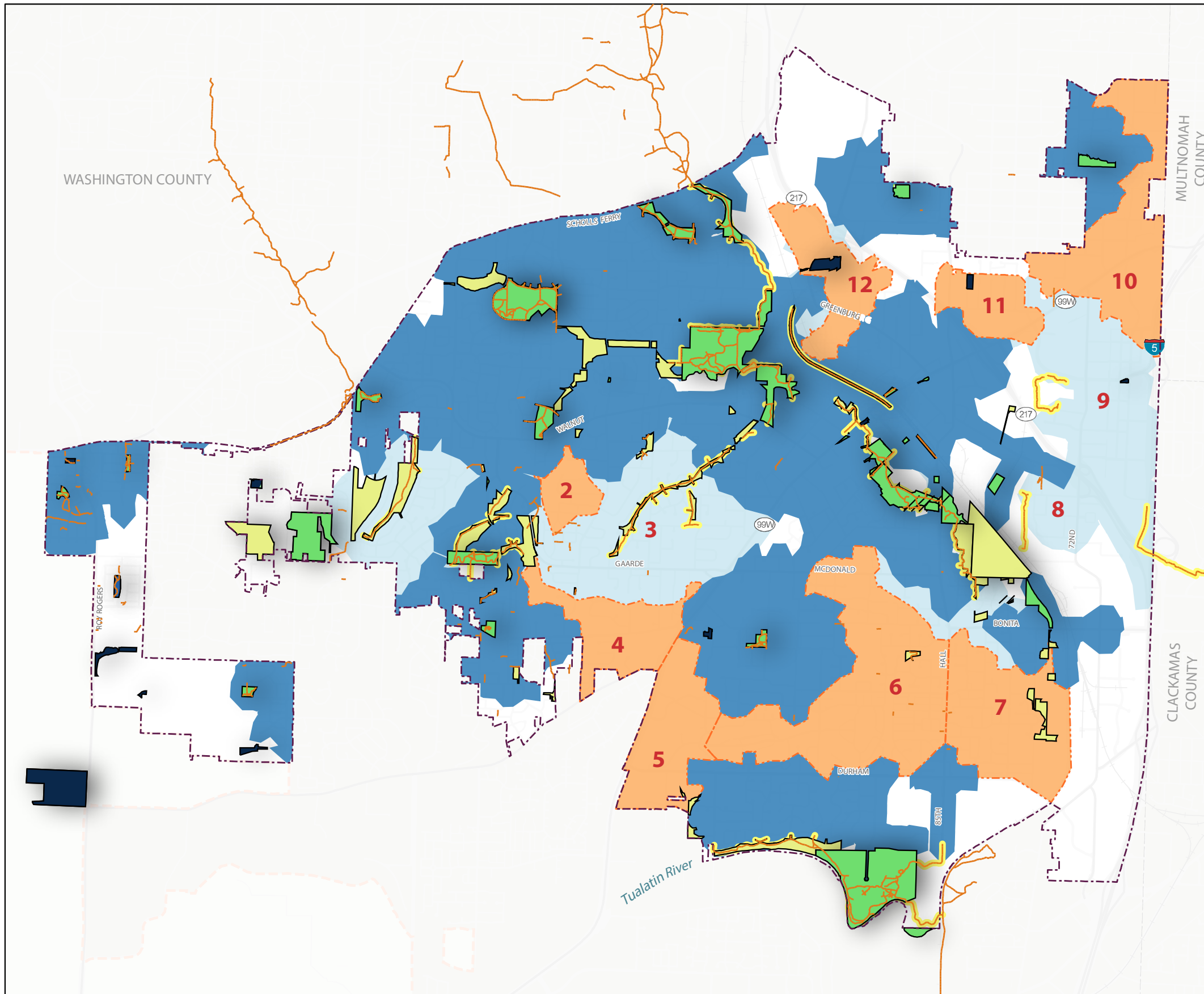
- Within an 10-Minute Walk\* of a Tigard Park
- Within an 10-Minute Walk\* of a Trail Corridor
- Outside of a 10-Minute Walk\* to a Park or Trail
- # Gap Area

\*10-Minute Walk is 1/2 mile (at average walking speed) along the street and trail network.

PARK FACILITIES

- Neighborhood, Community, and Linear Park
- Natural Area
- Undeveloped Land
- Trails Corridors

Park classifications are detailed in Chapter 2 of the System Plan Document



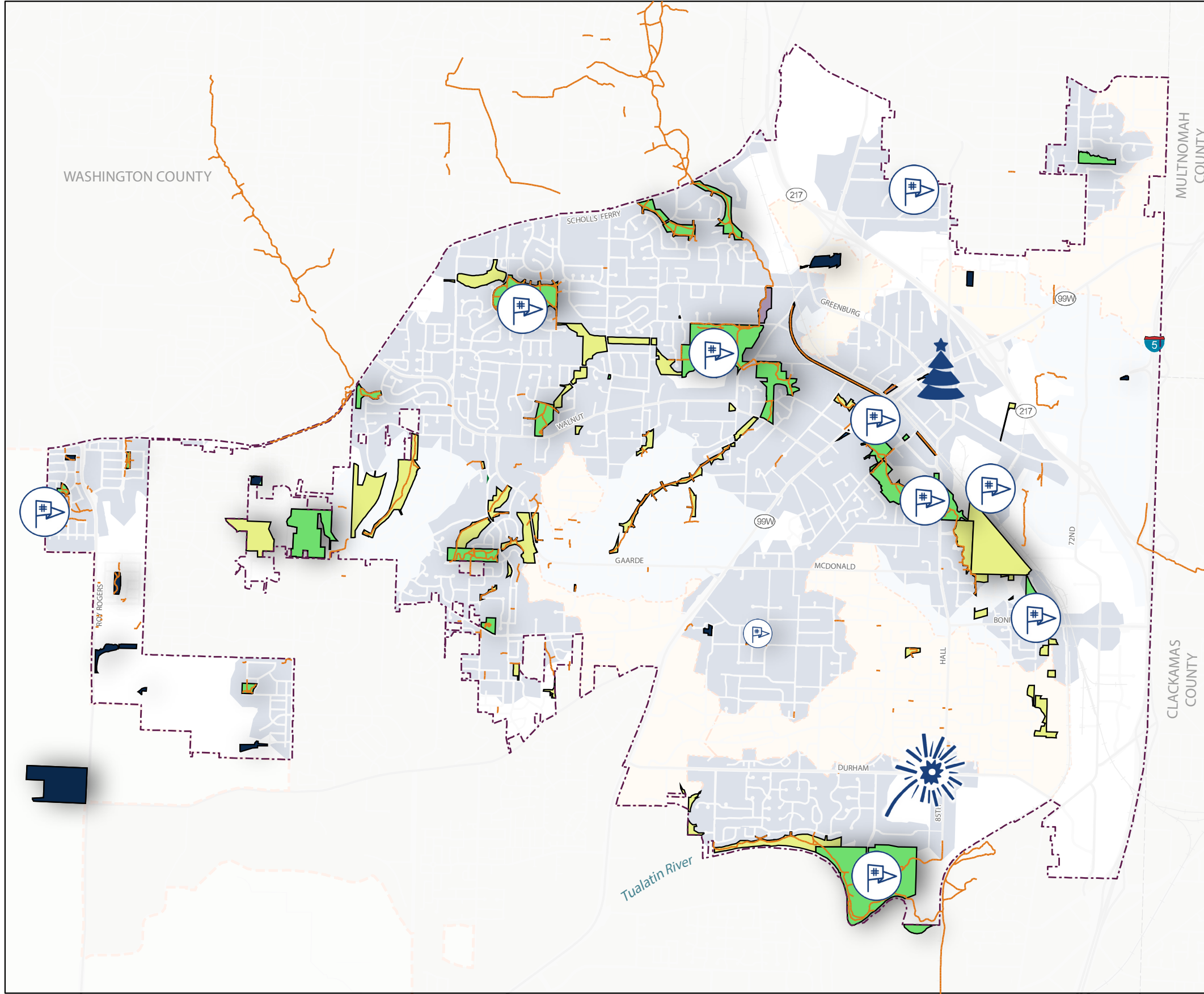
Source: City of Tigard, Oregon Metro, and MIG  
Date: September 2021



FIGURE 2.4: RECREATION PROGRAM LOCATIONS 2019



### Tigard Parks and Recreation System Plan



- Within an 10-Minute Walk\* of a Tigard Park
- Within an 10-Minute Walk\* of a Trail Corridor
- Outside of a 10-Minute Walk\* to a Park or Trail

- PARK FACILITIES**
- Neighborhood, Community or Linear Park
  - Natural Area
  - Undeveloped Land
  - Trails and Park Pathways

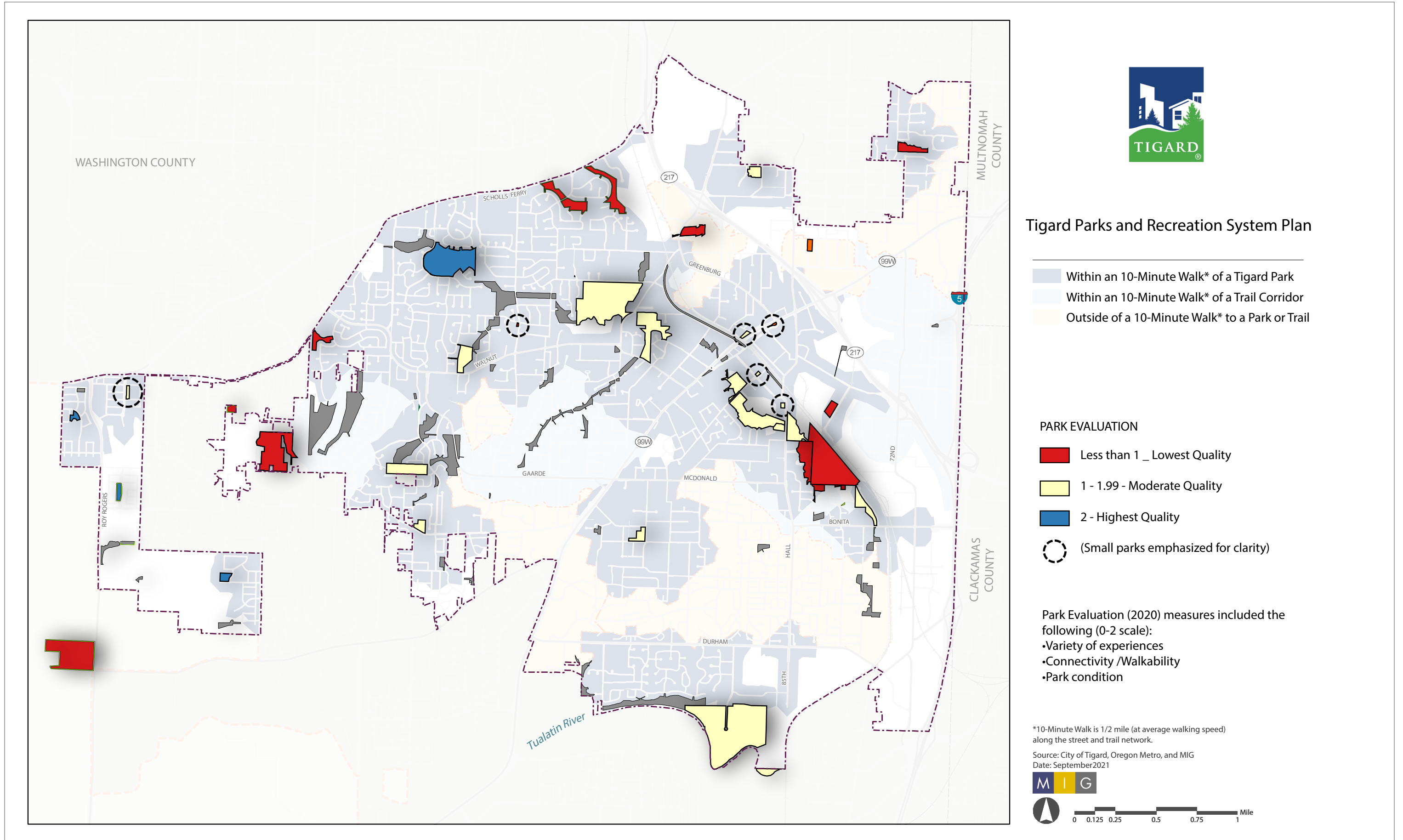
- RECREATION PROGRAM LOCATIONS**
- # Recreation Programming Location
  - ▲ Holiday Tree Location
  - ☀ 4th of July Fireworks Location

\*10-Minute Walk is 1/2 mile (at average walking speed) along the street and trail network.

Source: City of Tigard, Oregon Metro, and MIG  
Date: September 2021



FIGURE 2.5: PARK QUALITY IN RELATION TO 10-MINUTE WALK ANALYSIS



## ACCESSIBILITY

Many aspects of accessibility apply to Tigard’s park system. We often think first of those who have different physical abilities. For example, a 10-minute walk may be the standard measure of walkability to parks using trail corridors and streets managed through plans like the Transportation System Plan and Tigard Greenways Trail System Master Plan. Unfortunately, not all Tigard residents are physically able to walk, able to navigate routes that may have physical barriers, or be connected by streets with adequate sidewalks. To be effective in providing service to all of Tigard, improvements are needed to walking routes. This includes sidewalks, curb-cuts and other path-of-travel improvements identified in the Tigard’s Americans with Disabilities Act (ADA) Self-Evaluation and Transition Plan.

Designing for all users, regardless of physical, sensory and cognitive differences, known as Universal Design, will ultimately benefit all Tigard park users who may experience temporary or permanent changes in their abilities through age or injury. Quality ongoing maintenance needs to be a priority to ensure an otherwise accessible trail or facility remains so.

## HEALTHY

The result of improvements in walkability, equity, and accessibility will improve health equity in Tigard. By considering public health research findings in the design of parks and facilities, Tigard will have a positive impact on the health of residents. Research has linked neighborhood park amenities and programming with an increase in physical activity.

Research has shown that the following activities and facilities are associated with increases in park use:<sup>5</sup>

- **Programming:** Each additional supervised activity increases park use by 48% and physical activity by 37%, particularly among seniors and teenage girls.
- **Walking Loops:** Walking loops increase overall park use by 80%, senior activity by 100% and levels of exercise by 90%.

<sup>5</sup> Caryn Ernst, Peter Harnik and Linda Keenan. *Active Parks, Healthy Cities*. 2018.

<sup>6</sup> Oregon Parks and Recreation Statewide Comprehensive Outdoor Recreation Plan 2019



- **Play Areas:** Every play element added to a playground increases its use by 50%.
- **Marketing:** On-site banners, posters and signs increase park use by 62%.

The 2019 Oregon Statewide Comprehensive Outdoor Recreation Plan (SCORP) finds that parks and recreation providers can play a key role in increasing physical activity.<sup>6</sup> Cities promote physical activity by developing trail systems and walking routes to parks and open spaces; creating interesting and no-cost settings for fitness, such as outdoor fitness stations; and programming indoor and outdoor spaces to bring fitness classes close to those who need them.

FIGURE 2.6 SUMMARY OF SERVICES

## SERVICES PROVIDED



## HOW HAVE SERVICES INCREASED?

**+/- 50%**

**increase in funding and FTEs in just a few years has and will continue to improve our parks.**

### PARKS AND RECREATION FEE

The purpose of the fee is to support parks maintenance and recreation operations. The fee ensures that maintenance occurs in a timely fashion, thereby reducing increased costs that result when maintenance is deferred. This increased community support is already paying dividends – the division is currently supporting more reinvestment projects, more events, and more parks planning projects.



## Funding and Staffing Needs

The Tigard community values parks and recreation services. Thanks to ongoing community support and increased funding in recent years, parks quality is improving, and new recreation programs are offered. Moving forward, this System Plan will ensure we reinvest in current parks while also adding new parks as we strive to be a more equitable and healthy community.

## Funding History

The Parks and Recreation Fee (PARF) was approved by Tigard City Council on February 9, 2016, following a community conversation about declining general fund revenues and a fear of a declining park quality. The city's parks and trails system is highly regarded by Tigard residents and visitors and is the backbone of the city's strategic vision.

Key aspects of the PARF adoption and implementation include:

- Tigard City Council has the authority to set and adjust the PARF as a part of the annual master fees and charges process.
- The city's Municipal Code states that the fee rate shall be annually adjusted to account for new costs over time.

### HISTORICAL LOOK - PARKS & RECREATION

#### FTES

Year	Parks	Recreation	Total
2018	10.4	2.35	12.75
2019	10.5	2.35	12.85
2020	12.5	2.35	14.85
2021	15.3	2.45	17.75
2022	15.4	2.65	18.05

■ Parks ■ Recreation ■ Total

#### FUNDING

Year	GF Revenue	PARF Revenue	PARF Rate
2017-18	\$1.5M	\$1.2M	\$4.00
2018-19	\$2.5M	\$1.3M	\$4.69
2019-20	\$2.1M	\$1.8M	\$5.91
2020-21	\$2.2M	\$1.8M	\$6.16
2021-22	\$2.2M	\$2.4M	\$7.94

■ GF Revenue ■ PARF Revenue ■ PARF Rate

## Budget Snapshot

The city's annual budget determines the resources available to provide parks and recreation services.

### MONEY SOURCES

#### General Fund

Spent on police, streets, library, and parks, among others.

#### Parks & Rec Fee Urban Forestry Fund

Special Revenue Funds – operate much like a separate small business. The money charged may only be used for the specific service provided.

#### Fees Paid by Developers (SDCs)

- **Improvements** - Used to build things.
- **Reimbursements** - Used for major maintenance or replacement.

Developer fees can pay for community amenities, but cannot be used for the city's daily operating expenses.

#### Grants

Individual grant programs specify the requirements for the use of funds.

#### Parks Bond

The \$17 million Tigard Parks Bond:

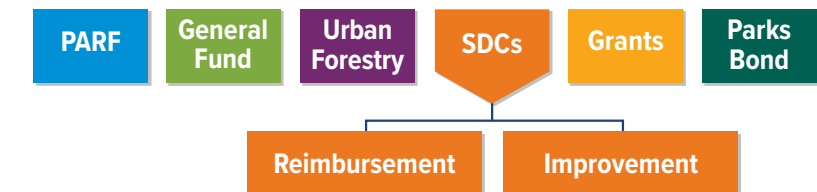
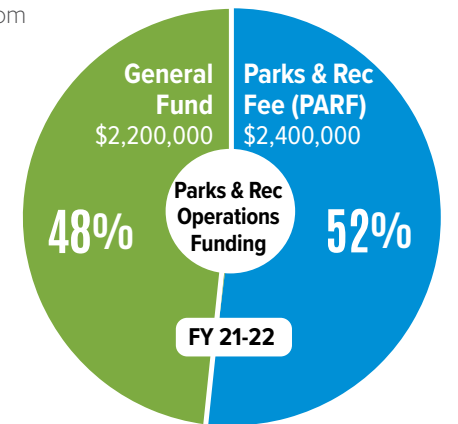
- 80% or More - acquire land
- 20% or Less - create or improve parks
- Up to 10% of the Total - for downtown parkland

A small amount of funding remains.

- Targeted for Tigard Triangle area property acquisition.

### WHERE DOES THE MONEY COME FROM?

The money generally comes from taxes and fees. You can think of these different sources of money as colors.

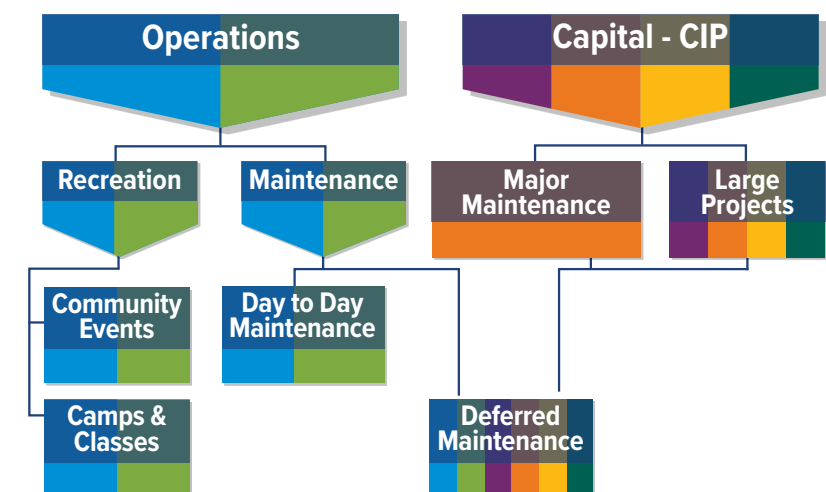


### WHERE DOES THE MONEY GO?

There are two basic categories of funding for the park and recreation system:

**Capital:** resources for acquiring, designing, building, and renovating

**Operations:** resources for the staff and ongoing maintenance.





## Spotlight: Deferred Maintenance

### TRACKING PROJECTS

Parks Maintenance maintains a list of deferred maintenance items. These are items that are overdue for repair or replacement. Deferred maintenance projects can be funded in three ways:

- Operations maintenance budget
- CIP major maintenance
- CIP projects

Unaddressed deferred maintenance reduces service quality and increases risk. The goal is to manage our parks and other infrastructure to operate safely and in the most cost-effective way.



#### OPERATIONS MAINTENANCE BUDGET

- Asphalt for Trail Patching
- Irrigation of Metzger School Park Fields



#### CIP MAJOR MAINTENANCE PROGRAM

- Cook Park Tot Lot
- Windmill Park Improvements
- Summerlake Park Hardcourt Improvements
- Jack Park Playground Replacement



#### CIP Projects

- Artificial turf ballfields at Cook Park
- Cook Park Ballfields
- Cook Park Inclusive Play Structure - In Progress
- Cook Park Boat Dock - In Progress



## What's Next

With the increase in funding, and additional staffing in Parks Maintenance, here is what you can start to see:

- **The formal beds back to better shape.** Particularly the Sorg Rhododendron Garden at Summerlake Park and the Tupling Butterfly Garden at Cook Park. Overall bed maintenance will be better, with lower weed tolerance.
- **More labor at the Tigard Street Heritage Trail and Rotary Plaza.** Includes weeding, litter patrol, and timely response to vandalism.
- **Increase in trails maintenance.** Includes work to maintain at least 8' of vertical clearance and 2' clearance on the sides, better repair and mitigation on our asphalt and concrete trails.



*“We are looking forward to really making a dent in the deferred maintenance list. We’ve gained capacity in our ability to move forward projects in all three funding areas. In day-to-day maintenance we have added 2 additional positions, the adoption of the reimbursement portion of the Parks System Development Charge has allowed us to create the Major Maintenance Program, we now have a second supervisor who can help to oversee major maintenance projects, and Engineering has reallocated staff time to help move parks CIP projects forward.”*

*-Martin McKnight, Parks Supervisor*



## Future Funding

In April 2021, Tigard City Council adopted parks funding as one of four goals:

“Adopt and implement the Parks and Recreation System Plan by developing a realistic funding plan and cost-effective service delivery model.”

The stated outcome of this goal is equitable, safe and accessible park and recreation facilities and programs for everyone in the community.

To implement the goals in the Parks & Recreation System Plan, this effort will consider needs identified in the system plan including:

- As the assessment in Appendix H shows, there is a need to add capacities within Tigard’s parks and recreation staffing, including communications and public engagement, new maintenance capabilities, project management and additional staffing as the system acreage and facilities expand. Tigard should also consider its organizational approach to providing parks and recreation services, as further discussed in Chapter 5.

- Additionally, natural areas must also be addressed. Tigard’s extensive natural areas, many of which include key trails, have no dedicated maintenance resources. Parks and Recreation is considering creating a Natural Resources Coordinator position to address this need, as well as reallocating a utility worker position to work with the future Natural Resources Coordinator to increase capacity. However, the future hire would be contingent on budget availability. While the City is able to address hazards and emergency clean-up through contract services, the overall health of these natural areas, urban forest remnants and creek corridors is declining.

FIGURE 2.7 PROGRESS TIMELINE





# 03

## PRSP FRAMEWORK

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### Tigard's Vision

The Tigard community has been clear—Tigard should be more walkable and accessible for all community members. The recently updated 2020-2025 Strategic Plan sets out a community vision that is the foundation for the PRSP: ***Tigard: An equitable community that is walkable, healthy, and accessible for everyone.*** Goals and polices identified within the PRSP will also inform future updates to the Parks and Recreation section of the City's Comprehensive Plan.

The Strategic Plan defines four key terms, with definitions that carry into the PRSP. Three strategic priorities are focused internally, with actions that direct City of Tigard as an organization to advance towards the vision. These strategic priorities influence the recommendations in the PRSP, the prioritization criteria and the action plan.

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**TIGARD:** *An equitable community that is walkable, healthy, and accessible for everyone. All Tigard residents should be within a 10-minute walk from a park.*

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## UNIVERSAL DESIGN PRINCIPLES

*(Institute for Human-Centered Design)*

**Equitable Use:** *The design does not disadvantage or stigmatize any group of users.*

**Flexibility in Use:** *The design accommodates a wide range of individual preferences and abilities.*

**Simple, Intuitive Use:** *The design is easy to understand, regardless of the user's experience, knowledge, language skills, or current concentration level.*

**Perceptible Information:** *The design communicates necessary information effectively to the user, regardless of ambient conditions or the user's sensory abilities.*

**Tolerance for Error:** *The design minimizes hazards and the adverse consequences of accidental or unintended actions.*

**Low Physical Effort:** *The design can be used efficiently and comfortably, and with a minimum of fatigue.*

**Size and Space for Approach & Use:** *Appropriate size and space is provided for approach, reach, manipulation, and use, regardless of the user's body size, posture, or mobility.*

## PRSP Policy Framework

The PRSP framework establishes a set of goals that describe how Tigard will move towards the community vision through the parks and recreation system and services. Goals describe a broad outcome and more abstract in nature. The goals are equally important and collectively work together to achieve the vision.

**PRSP Goal A:** Provide an accessible and high-quality park within walking distance of every Tigard resident.

**PRSP Goal B:** Collaborate with public agencies and private organizations to provide an interconnected multi-use network of trails and park pathways for health, recreation, and active transportation.

**PRSP Goal C:** Host and invite participation in events, programs and spaces that make people feel included, welcome, and that they are an important part of our community

**PRSP Goal D:** Ensure Tigard residents have access to recreation programs that support health, social well-being, and lifelong learning.

**PRSP Goal E:** Engage Tigard's communities in decisions about parks, recreation and programs and to increase participation, especially by communities of color.

**PRSP Goal F:** Provide stewardship of Tigard's parks, trails, facilities, and natural areas.

**PRSP Goal G:** Expand the park system and services to address inequities in access to quality parks and recreation opportunities while sustaining service levels as Tigard grows.

## Strategies by Goal

Each goal has an accompanying set of strategies. These set a course, describing the approach Tigard can take to achieve each goal.

Strategies are given a reference, consisting of goal letter and sequential number: A.1, A.2, A.3, etc.



# A

**PRSP GOAL A:** Provide an accessible and high-quality park within walking distance of every Tigard resident.

- A1. Apply the 10-minute walk methodology when evaluating park access. This methodology uses the street and trail network (including bridges and over/undercrossings), factors in park pedestrian entrances and incorporates known barriers that limit access such as steep slopes and fences (see Appendix C). Conduct a more detailed active transportation network needs analysis of each park to identify needed improvements.
- A2. Ensure that every resident can experience engaging, high-quality park settings. This can be achieved by a single site or a grouping of smaller sites that meet the development guidelines for the mix of amenities and features for neighborhood-serving or community-serving parks.
- A3. Add parks in areas that lack access. Prioritize new parks in areas with the lowest levels of park access. In developed areas where land acquisition is challenging, explore alternatives such as park improvements in greenways or on other City lands, joint use of school sites, use of the right-of-way, and partnerships with non-profits or religious organizations.
- A4. Renovate parks that don't meet the development guidelines to increase their quality. Prioritize those parks that are aging, that serve vulnerable populations or are in park-poor areas of Tigard.
- A5. Strive for Universal Design, exceeding ADA compliance, where and when feasible, to achieve more inclusive and welcoming public spaces.
- A6. Develop neighborhood-focused mobile programming that brings recreation activity into neighborhoods, prioritizing those areas that lack 10-minute walk access or that don't have quality parks.
- A7. Seek funding for capital improvements, maintenance, and programming to meet equity goals in parks and service provision.
- A8. Encourage the flexible use of existing parks and public spaces of all types, including allowing enhancements and activities that are consistent with the PRSP.
- A9. Incorporate public art throughout the park system to enliven parks, celebrate neighborhood and cultural identity, and interpret the natural and cultural environment.



# B

**PRSP GOAL B:** Collaborate with public agencies and private organizations to provide an interconnected multi-use network of trails and park pathways for health, recreation, and active transportation.

- B1. Align plans addressing the pedestrian and bicycle transportation networks, including the Transportation System Plan, the Trails Master Plan, the Pedestrian Master Plan, the ADA Transition Plan, and the Tigard Complete Streets Policy Implementation Plan to provide safe routes to parks in Tigard for pedestrians and bicyclists of all ages and abilities.
- B2. Prioritize “safe routes to parks” improvements with ADA upgrades, curb-cuts, sidewalk improvements, enhanced crossings, bike lane striping, and wayfinding signage.
- B3. Review the City’s wayfinding program to incorporate new parks facilities, the connecting trail system and sidewalk network related to park access
- B4. Ensure safe, efficient, and attractive pedestrian and bike access to the greenway trail network and regional trails, with a focus on providing a welcoming and high quality visitor experience.
- B5. Locate new parks to tie into the existing and planned trails network wherever feasible. Where a direct connection is not available, plan for pedestrian and bicycle network improvements to provide walkable access to the new park.
- B6. Support health and fitness by providing looped park pathways in parks where feasible, including distance markers.
- B7. Promote walking and biking programming in Tigard, such as walking groups, bike safety programs, Tigard’s Streets for People, and open streets programs.
- B8. Advocate and seek funding for multi-benefit trail network projects, especially those that close gaps in the system.
- B9. Acquire new linear parks, pocket parks and natural areas, where needed, to increase trail connectivity and fill gaps in the network.
- B10. Upgrade existing trails and park pathways to a consistent standard, including providing amenities such as benches, drinking fountains, bicycle parking, lighting (where appropriate) and wayfinding signage for a welcoming user experience.
- B11. Review proposed paths provided by private development to maximize access to parks and provide linkages to the citywide trail network.

# C

**PRSP GOAL C:** Host and invite participation in events, programs and spaces that make people feel included, welcome, and that they are an important part of our community.

- C1. Complete Universal Plaza and assign Tigard Parks and Recreation with responsibility for programming the space with events and activities to maximize community engagement.
- C2. Sustain existing special facilities and upgrade them to enhance their recreation value and visitor experience, including sports fields, skate park and dog parks.
- C3. Increase recreation variety by incorporating new types of community-scale outdoor recreation facilities into the park system. Consider facilities such as a bicycle pump track, disc golf, soccer/lacrosse sports complex, futsal courts, pickleball/tennis courts, petanque/bocce, etc. Explore partnerships with user groups for new facility types.
- C4. Incorporate infrastructure and facilities (such as upgraded electrical service) to support community events and activities at community-serving parks, especially Cook Park and Universal Plaza.
- C5. Reinvest in existing paddling access facilities on the Tualatin River and add new ones where feasible throughout the park system.
- C6. Continue existing City-provided communitywide events and develop new ones to bring the community together.
- C7. Encourage and promote communitywide events offered by City of Tigard or other organizations. Review and update event permitting procedures. Explore a pilot program to offer event support or waive fees to increase the diversity and cultural relevancy of communitywide events.
- C8. Coordinate on facilities, events and programs with other public entities that provide community-serving and regional facilities in Tigard, including the Tigard Tualatin School District, Metro, and the Tigard Tualatin Aquatic District.
- C9. Develop a process to evaluate community-generated ideas for new community-serving facilities in the park system for compliance with the System Plan. Ensure community benefits and access are addressed by any proposed facility, as well as funding for long-term maintenance of new facilities.
- C10. Develop a financial feasibility study when considering the addition of any major facilities with high operating costs, especially indoor recreation centers and aquatic facilities. The study will address both capital and operating costs, and any proposed revenue generation or fee structure will factor in Tigard’s vision for equity and community access.



# D

**PRSP GOAL D:** Ensure Tigard residents have access to recreation programs that support health, social well-being, and lifelong learning.

- D1. Provide recreation services and events equitably distributed throughout the parks system and Tigard's neighborhoods.
- D2. Ensure that residents have access to culturally diverse programs including events, activities, classes, and bilingual programs that celebrate all cultures. Re-evaluate at least every 3-5 years with changes in demographics.
- D3. Create a comprehensive recreation and park use fee policy that recognizes the need to ensure equitable access to programs and financial performance. In conjunction, regularly assess the scholarship program to reduce barriers and proactively expand its reach.
- D4. Track program user data to enhance program delivery and customer service. Collect and evaluate participation data, with the intent of increasing the diversity of recreation program participants to be more representative of Tigard's demographics.
- D5. Provide and encourage programming to support healthy and active lifestyles, including walking, running, fitness and sports programs. Experiment with taking fitness regimes outside with yoga, doga (yoga with dogs), boot camps (higher intensity outdoor fitness), pop-up soccer skills clinics, or other activities.
- D6. Increase the amount and variety of enrichment/ educational programming.
- D7. Support community health and local food security by expanding urban agriculture and community gardening opportunities in the park system.
- D8. Promote nature-based recreation and exploration in Tigard's park system, through formal and self-directed activities.
- D9. Develop mobile recreation programming options, including neighborhood activation, play and fitness programming.
- D10. Use Public Works outreach opportunities to expand the volunteer program and volunteer opportunities in parks, recreation and trails throughout Tigard.
- D11. Provide training and hire to increase cultural competency and representation in recreation teammates.
- D12. Collaborate with local user groups and community organizations to expand programming opportunities.

# E

**PRSP GOAL E:** Engage Tigard's communities about the Tigard Parks and Recreation system.

- E1. Engage communities, non-profits and other user groups in the design, programming, improvement and stewardship of parks, recreation facilities and trails, as well as the design and implementation of special events and recreation programs.
- E2. Increase social media presence and communication with the community, encouraging interaction and staying current with evolving platforms. Boost social media outreach and launch campaigns and hashtags (e.g., #comehikewithme #ilovetigard).
- E3. Cultivate relationships with community-based organizations and cultural groups to facilitate engagement and dialogue about park and programming priorities.
- E4. Conduct outreach to communities who were underrepresented in previously adopted park system plans.
- E5. Pursue a focused marketing effort to generate new park visitors and program participants and to ensure that current users continue to be engaged and informed.
- E6. Enhance marketing and communications to improve awareness of park and recreation amenities and services. Highlight character-defining attributes such as nature, trails, walkability, diversity, and culture.
- E7. Market and promote events in partnership with community and private organizations.
- E8. Widely promote volunteer opportunities within the system and convey Tigard as a community of stewards.
- E9. Continue to periodically assess community needs and interests to continue to deliver high-caliber projects, programs, and services that respond to community needs and interests.
- E10. Create an "Adopt a Park Program."



# F

## PRSP GOAL F: Provide stewardship of Tigard’s parks, trails, facilities, and natural areas.

- F1. Implement park maintenance levels appropriate to each park category, as defined by City teammates, and an appropriate resource allocation for sustaining each. These resource allocations will consider the increased impact of higher use due to programming, events, and special features.
- F2. Develop a maintenance program to manage, stabilize, and gradually enhance natural areas and native species in parks. Natural resource management in urban settings is critical to maintaining their ecological integrity and function. Develop management protocols that, at minimum, include controlling invasive species, removing/pruning hazardous trees, minimizing wildfire hazards, controlling river/stream bank erosion, and promoting safe access.
- F3. Conduct regular park maintenance and facility inspections, at least annually, on park buildings, playground equipment, and recreational fields to allow for their continued public use and enjoyment.
- F4. Maintain, restore, expand, and fund the urban forest.
- F5. Protect and enhance the biodiversity, habitat value, and ecological function of Tigard’s parks and public lands.
- F6. Incorporate environmentally sustainable practices in construction, renovation, management and maintenance of open space and recreation facilities.
- F7. Fund an expanded Parks Major Maintenance program to provide regular capital replacement for major assets (e.g., buildings, restrooms, parking lots, bridges, and playgrounds, sports facilities).
- F8. Invest in materials and construction techniques that lower operating and life-cycle costs.
- F9. Pursue and develop long-term funding mechanisms for maintenance and operations for existing and future needs for parks and recreation.
- F10. Develop partnerships with watershed councils, friends groups and other groups and individuals for stewardship and management of natural areas and resources.

# G

## PRSP GOAL G: Expand the park system and services to address inequities in access to quality parks and recreation opportunities while sustaining service levels as Tigard grows.

- G1. Build undeveloped sites in accordance with the Park Development Guidelines.
- G2. Acquire park land, especially in identified gap areas and areas planned for growth.
- G3. Where possible, partner with development to provide public plazas and other public spaces within development.
- G4. Apply the guidance of the PRSP when planning for growth, including when developing or updating concept plans.
- G5. Explore multi-benefit approaches to securing park land and trail corridors in growth areas.
- G6. Consider non-traditional park space, including plazas, parklets, and small-scale pedestrian open spaces whenever opportunities arise throughout Tigard.
- G7. Increase funding and staffing for park and recreation services as population increases and as the City boundary expands.
- G8. Ensure Tigard Zoning Code allows paths to the development of new parks in underserved and historically developed areas.
- G9. Develop a new Memo of Agreement with the Tigard School District to increase public access to school land and indoor spaces, except when needed for school-related activities.
- G10. Create a Tigard Park Foundation that will raise money for park projects outside the confines of the city.
- G11. Collaborate with the Tigard-Tualatin Aquatic District in providing programs.
- G12. Evaluate recreation programs provided by the Tigard Senior Center, filling in gaps that currently exist. Expand the use of the building to offer classes for all segments of the community.
- G13. Evaluate the potential for a developing a bicycle pump track somewhere within the parks system.



# 04

## PARK AND FACILITY RECOMMENDATIONS

### Realizing the Vision

This chapter includes recommendations on park and facility enhancements and additions that will realize the vision and PRSP goals. All enhancements in this chapter are guided by the Park Development Guidelines included in Appendix E.

The chapter is organized into three sections:

- **Park System Concept.** This section includes a graphic that illustrates Tigard’s future park system and identifies strategies for providing equitable park access.

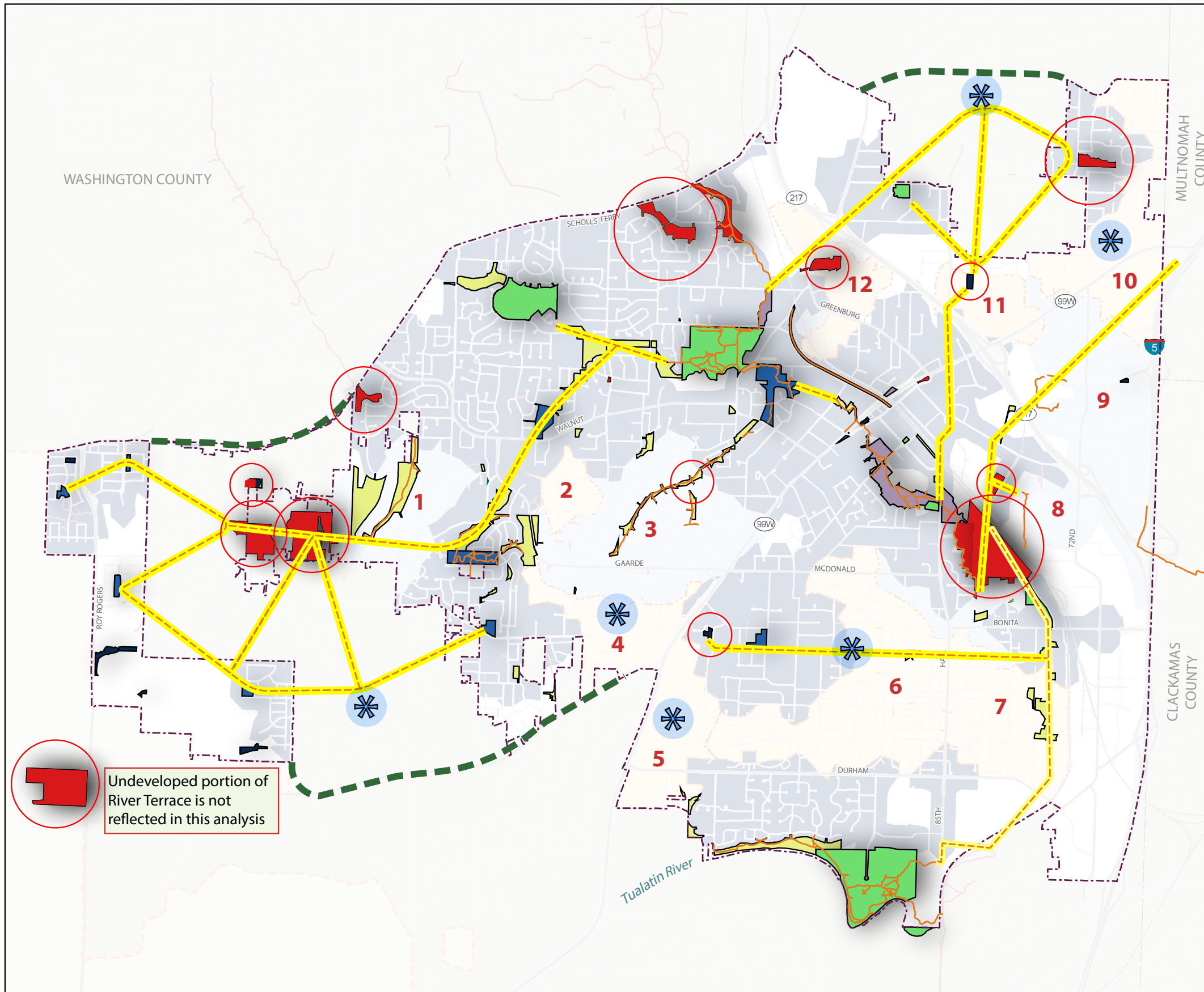
- **Focus Areas.** This section highlights recommendations in Downtown, the Tigard Triangle, Washington Square, River Terrace and throughout Tigard’s natural area network.
- **Recommended Park and Facility Improvements.** This section summarizes the enhancements across the park system, with supporting detail provided in Appendix F.



FIGURE 4.1 EXISTING AND FUTURE TIGARD PARK SYSTEM



Tigard Parks and Recreation System Plan



Undeveloped portion of River Terrace is not reflected in this analysis

- Within an 10-Minute Walk\* of a Tigard Park
- Within an 10-Minute Walk\* of a Trail Corridor
- Outside of a 10-Minute Walk\* to a Park or Trail
- # Gap Area

PARK FACILITIES

- Neighborhood Serving Park
- Community Serving Park
- Linear Park
- Natural Area
- Undeveloped Land
- Less than 1 ( Park Evaluation Rating)
- Existing Trail
- Recommended Trail Connections
- ✱ Recommended Additional Parks
- Park Development/Enhancement
- Urban Services Boundary

\*10-Minute Walk is 1/2 mile (at average walking speed) along the street and trail network.

Source: City of Tigard, Oregon Metro, and MIG  
Date: September 2021



# Park System Concept

*The park system concept illustrates how Tigard will achieve the vision for an equitable, walkable, healthy, and accessible city through the parks, recreation, and trails system.*

This concept also implements three PRSP goals:

**PRSP Goal A:** Provide an accessible and high-quality park within walking distance of every Tigard resident.

**PRSP Goal B:** Collaborate with public agencies and private organizations to provide an interconnected multi-use network of trails and park pathways for health, recreation and active transportation.

**PRSP Goal G:** Expand the park system and services to address inequities in access to quality parks and recreation opportunity while sustaining service levels as Tigard grows.

To achieve the park system concept and PRSP goals A, B and G, Tigard will pursue five strategies (Note: strategies are not in priority order, but should be used when evaluating future projects to determine how well it achieved each strategy):

- 1 **Serve gap areas with high quality parks.**
- 2 **Maximize recreation value of existing parks.**
- 3 **Complete planned parks and park phases.**
- 4 **Coordinate with other transportation-related planning efforts to connect the trails network.**
- 5 **Acquire and develop new parks.**

Each of these strategies is discussed on the following pages.



## 1 STRATEGY 1: SERVE GAP AREAS WITH HIGH QUALITY PARKS

The walkshed analysis completed during the PRSP process identified 12 distinct “gap areas” within Tigard’s existing city limits that lack 10-minute walk park access (see Figure 2.3 for location of gap areas). This PRSP recommends five approaches to serve gap areas:

- Improve walkable connections to existing parks with trails, overcoming barriers such as disconnected streets, steep topography, railroads and highways.
- Incorporate neighborhood park amenities in trail or open space corridors in strategic locations.

- Create school parks in partnership with Tigard-Tualatin School District.
- Develop parks on land that was previously acquired with bond funds or add more park amenities to previously developed sites.
- Acquire and develop new parks. This could include seeking agreements with HOAs and religious institutions for public use, as well as fee simple acquisition of new parks.

Table 4.1 on the next page includes recommendations for each Gap Area.

TABLE 4.1: SERVING GAP AREAS

GAP AREA #	APPROACH					RECOMMENDATION
	Improve connections	Incorporate park amenities	Create school parks	Develop/improve parks	Acquire/develop parks	
1	X	X		X		The development of Sunrise Park will serve neighborhood needs in part of Gap Area 1. Providing a strong trail connection between Sunrise Park to the Ascension trail corridor is critical to serving much of Gap Area 1, between the future Sunrise Park and existing Bull Mountain Park. Gap Area 1 could be further served by incorporating park amenities within the Ascension Trail corridor, such as play or fitness features along the trail or at the corridor's intersections with city streets.
2	X				X	Develop a more direct pedestrian route from Bull Mountain Park and from Jack Park to this neighborhood, Tigard can improve walkable access to existing sites. The City will explore partnerships with the HOA to provide public park access to the HOA park located at 122nd and Quail Creek Lane, on the southern edge of Gap Area 2.
3		X				While a continuous and extensive trail network connects Gap Area 3 to Woodard Park, there are limited amenities within a 10-minute walk of the area. While the parcels that provide access to the trail network are small in size, they do offer opportunities to add park amenities and increase the recreation opportunities for residents in Gap Area 3.
4					X	Tigard should proactively seek acquisition and development of a neighborhood park in Gap Area 4. The site should be centrally located within Gap Area 4 and meet the Park Development Guidelines (Appendix E).
5		X			X	Tigard will proactively seek acquisition and development of a neighborhood park in Gap Area 5. The site should be centrally located within Gap Area 5 and meet the Park Development Guidelines (Appendix E). In addition, Tigard will explore the possibility of incorporating park enhancements, such as a loop trail or a small park node, alongside Summerfield Golf Course. A regional example is the pedestrian loop path Metro developed around the perimeter of Glendoveer Golf Course.
6		X	X			Tigard will explore a school park partnership on the Twality Middle School/James Templeton Elementary School complex to serve Gap Area 6. In addition, Tigard should explore the possibility of incorporating park enhancements, such as a loop trail or a small park node, alongside Summerfield Golf Course, which is located within Gap Areas 5 and 6.

GAP AREA #	APPROACH					RECOMMENDATION
	Improve connections	Incorporate park amenities	Create school parks	Develop/improve parks	Acquire/develop parks	
7		X				The Fanno Creek Trail is a key feature passing through Gap Area 7. Expanding the trail corridor to include nodes of neighborhood-serving park amenities will improve service in this area. Additionally, Tigard will develop strong east-west pedestrian connections in Gap Area 7 to connect people in the western portion more directly to the Fanno Creek Trail. Enhanced pedestrian crossings at Hall, Bonita and Durham Roads, and improving the trail to meet regional trail standards will also be considered to improve walkable access to the park system.
8	X			X		Approved trail plans will connect the Hunziker Core area to Potso Dog Park and to the Fields Property, connecting Gap Area 8 to these existing parks and the Red Rock Creek Trail. Both Potso and the Fields Property will be developed to incorporate neighborhood-serving park amenities for residents of Gap Area 8 and other nearby residents. In addition, Tigard will explore adding park amenities at the library to provide more recreation value accessible from the trail.
9					X	Pursue acquisition and development of parks in accordance with plans for the Tigard Triangle and develop the Red Rock Creek Trail and associated projects.
10					X	Tigard will proactively seek acquisition and development of a neighborhood park in Gap Area 10. The site should be centrally located within Gap Area 10 and meet the Park Development Guidelines (Appendix E).
11				X		Tigard will pursue development of the Steve Street property, which will serve Gap Area 11. This parcel is well-located to serve Gap Area 11, which is densely populated and cut off from other parks by Highway 217. Development of a connecting trail from Hall Blvd, along large wetland complex along Oak Street, up onto the sidewalk over 217, down to Bagan Park, across Greenburg, under the rail bridge and ultimately to the Fanno Creek Trail would provide a well-served recreation and transportation opportunity for Area 11.
12				X		Tigard will pursue development of Bagan Park, which will serve Gap Area 12. Development of a connecting trail from Hall Blvd, along large wetland complex along Oak Street, up onto the sidewalk over 217, down to Bagan Park, across Greenburg, under the rail bridge and ultimately to the Fanno Creek Trail. There are also a number of transportation-related projects identified in this area that are identified within the City's Transportation System Plan.



2

### STRATEGY 2: MAXIMIZE THE VALUE OF EXISTING PARKS

Some of Tigard's parks are aging or do not provide the full range of amenities called for in the Park Development Guidelines (Appendix E). In some cases, the City has already developed a plan for reinvestment, such as for Cook Park where improvements such as playground structures, ballfields and a new boat dock have either already occurred or are planned in the future. Enhancements and reinvestments are recommended at parks throughout Tigard to address quality issues and reinvestment needs, as well as increase programming and activation value. The Park and Facility Improvements in Appendix F provide park-by-park detail on recommended improvements.



3

### STRATEGY 3: COMPLETE PLANNED PARKS AND PARK PHASES

Tigard regularly plans for park improvements, including plans for several sites. This includes plans completed when park land was acquired for parks that have not yet been developed, such as Bagan and Steve Street Parks. There are also planned parks that will be implemented in River Terrace as development proceeds. Implementing these plans and phases of development is a key part of realizing the vision. These projects are also discussed in Park and Facility Improvements in Appendix F.



4

### STRATEGY 4: CONNECT THE TRAILS NETWORK

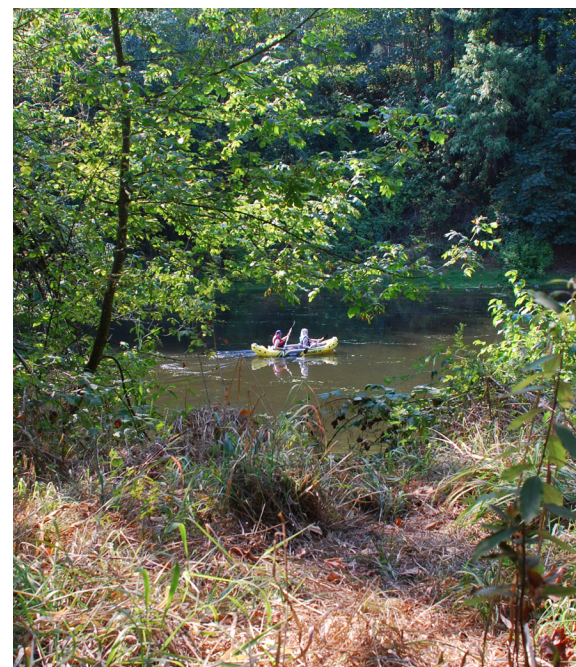
Tigard's trail network is one of the distinguishing elements of the park system and one of the most heavily used. PRSP Goal B calls on for collaboration between the PRSP and the Tigard Greenways Trail System Master Plan to provide an interconnected network of trails and park pathways for health, recreation and active transportation. This strategy is directly related to the City's Transportation System Plan underway in 2021. Bike, pedestrian and trail improvements, including construction of new trails as well as upgrading and maintaining the existing system, called for in those plans are critically important to achieving the PRSP's park system concept and implementing Tigard's vision.



5

### STRATEGY 5: ACQUIRE AND DEVELOP NEW PARKS

As Table 4.1 notes, new parks are needed within Tigard's existing city limits. Tigard is developing rapidly and acquisition now for future parks and open space is essential to provide needed park amenities. In Tigard's growth areas (those outside city limits but within the Urban Services Area), parks will also be needed. As the park system concept diagram shows, Tigard will provide quality neighborhood-serving parks within a 10-minute walk of every resident and community-serving parks distributed around the City, each with its own special character. While not assumed within the 10-minute walkshed, it is also important that Tigard ensure that larger employment areas have recreation and gathering spaces and access to trails. These may be public or private areas provided by the employer.



# Focus Areas

*Tigard will continue to grow and expand opportunities for parks and recreation throughout the city, and there are a number of locations where recent planning efforts and development will continue to shape the type of parks and experiences for Tigard residents.*

The PRSP identifies improvements throughout Tigard. The following locations are areas where change is expected to be significant in the coming years, including introducing new types of parks and public amenities that are not currently part of the City's portfolio of public spaces.

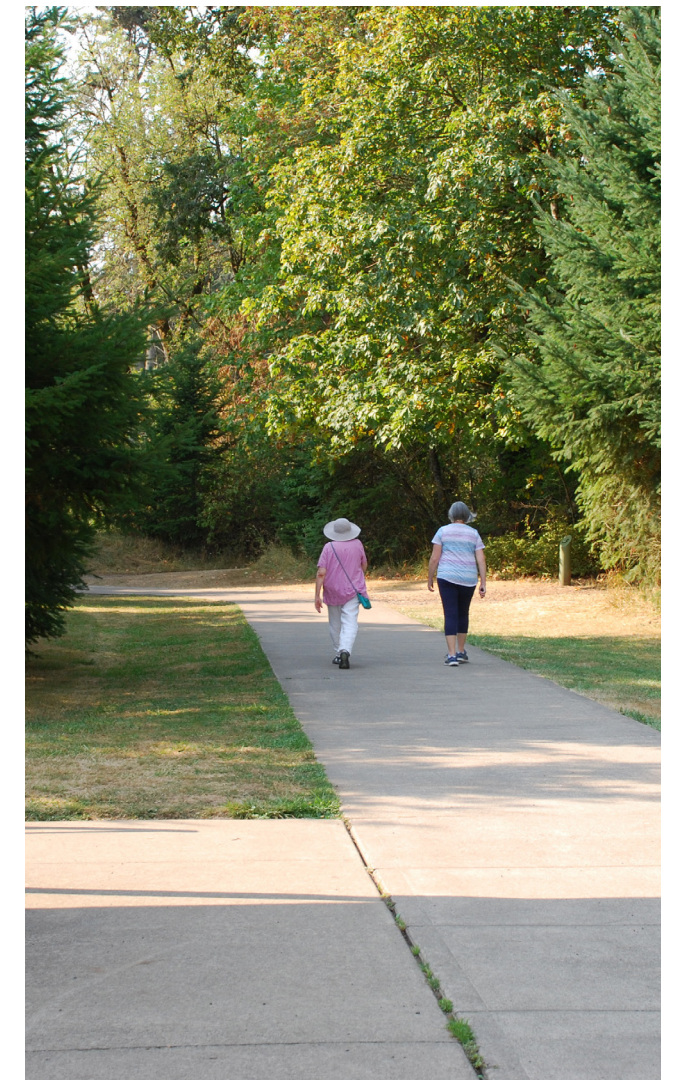
- 1 Focusing on Downtown**
- 2 Realizing the Tigard Triangle Vision**
- 3 Serving a Reimagined Washington Square**
- 4 Completing the River Terrace Park System**
- 5 Managing Tigard's Natural Areas**

# 1 FOCUS AREA FOCUSING ON DOWNTOWN

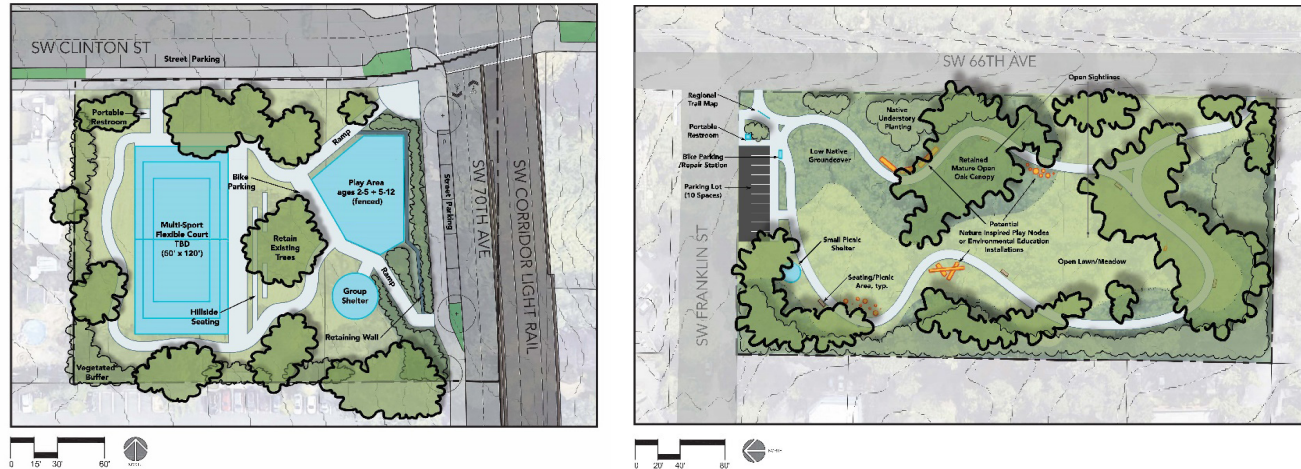


Downtown Tigard is a hub of activity and civic life in Tigard. It is also where significant public investments are already occurring to provide public parks that support a growing residential community. Those improvements, such as Universal Plaza and Tigard Heritage Trail, will continue to evolve over time into developed urban public spaces that will provide for a diverse set of park experiences. For Downtown Tigard, programming from Parks and Recreation is also an important element for all public facilities. Managing and expanding Parks and Recreation community events and providing recreation programming opportunities to support new residents are all part of the urban fabric of the area.

Downtown Tigard is also unique in that it already has an extensive trail system through the heart of the district along Fanno Creek. These trails connect to existing public spaces and also serve as another destination for recreational users. Connecting Downtown park amenities to housing and commercial activity relies on improving connections outside of public park areas, including improved sidewalk and trail connections. While not part of the PRSP, assessing and improving connections between existing and future parks in the downtown area will be explored as part of the Trail Master Plan and Downtown Re-Imagined Plan. Future planning as part of the Trails System Master Plan (to be updated in the future) will assess projects that improve park access.



# 2 FOCUS AREA REALIZING THE TIGARD TRIANGLE VISION



Concepts for a number of park spaces were developed through the Tigard Triangle Equitable Development Plan (2020).

The Tigard Triangle, approximately 425 acres bounded by OR 99W, US 217 and Interstate 5, is a Metro-designated Town Center expected to develop into a walkable, mixed-use district supported by regional transit service. Currently, there are no parks within the Triangle. With significant residential growth expected to occur over the next several years, public spaces will be necessary for future residents and would likely require additional operations and maintenance time.

The City has planned extensively for the Triangle over the last 10 years, most recently to prioritize future tax increment financing (TIF) and other public investments expected to occur within the Triangle. Community members who participated in past planning efforts have indicated that the Triangle, while becoming more urban over time, will still need dedicated locations for residents of the Triangle (now and in the future) to recreate. This includes small plazas associated

with development as well as small, more intensively programmed public parks that provide for Triangle residents and employees from adjacent businesses.

The Triangle has the potential to support a future trail network that will connect to the broader regional trail along Fanno Creek. In the Triangle, Red Rock Creek is envisioned as a significant east/west trail connection that would follow the Red Rock Creek stream channel and along future road networks to eventually connect to the Fanno Creek Trail west of OR 217. Developing this trail system would be tied to planned stream restoration and stormwater management projects for the corridor. There are also a number of local trail systems that could potentially connect future public spaces. New facilities would likely require additional operations and maintenance time.



# 3 FOCUS AREA SERVING A REIMAGINED WASHINGTON SQUARE



The City, along with the community and owners of Washington Square Mall, are reimagining the Washington Square Regional Center to become a walkable destination with high quality transit supported by safe and connected bicycle and transportation infrastructure.

Metzger School Park serves residents, but only outside of regular school hours. Washington Square is also adjacent to the Metzger Urban Services Area, where Metzger Park is located. While outside of existing Tigard City Limits and managed by Washington County, Metzger Park provides recreation opportunities to area residents.

Washington Square, like Downtown Tigard, is adjacent to the Fanno Creek Regional Trail, but connections are not as accessible as they are in Downtown Tigard. The public visioning process for the Washington Square area identified the need to strengthen connections to the trail system, as well as a need for more community gathering spaces to support existing and future residents and businesses in the area. New residential and mixed-use development is already occurring in the area and is expected to continue as this district grows.

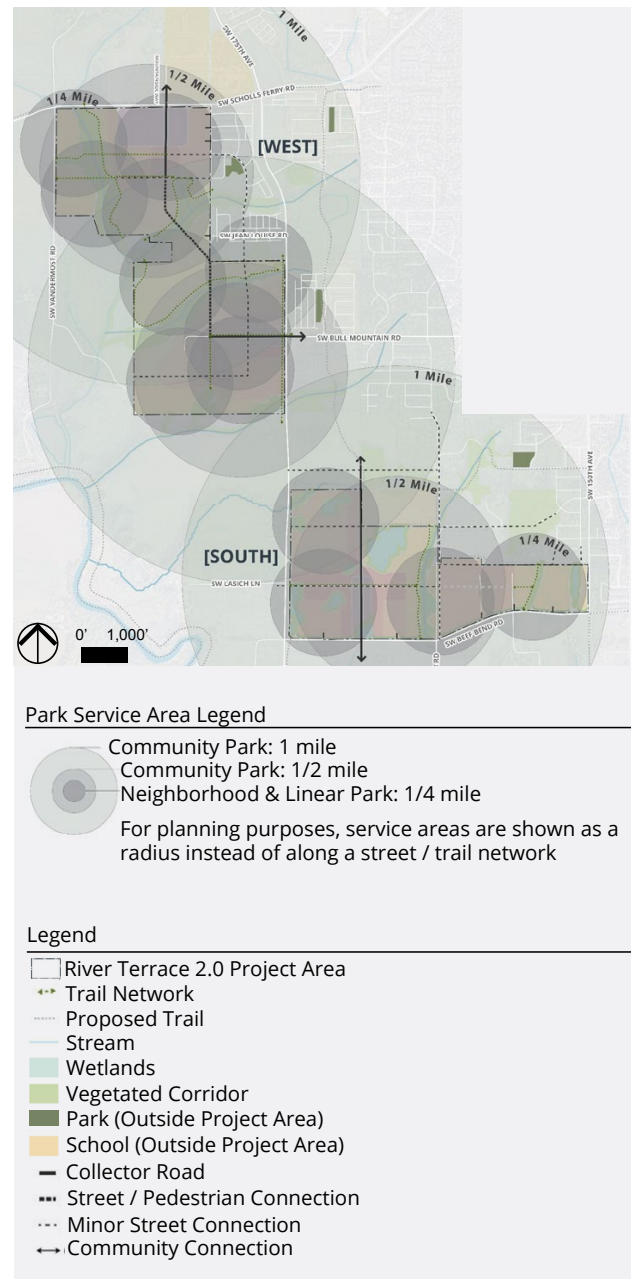




# 4 FOCUS AREA COMPLETING THE RIVER TERRACE PARK SYSTEM

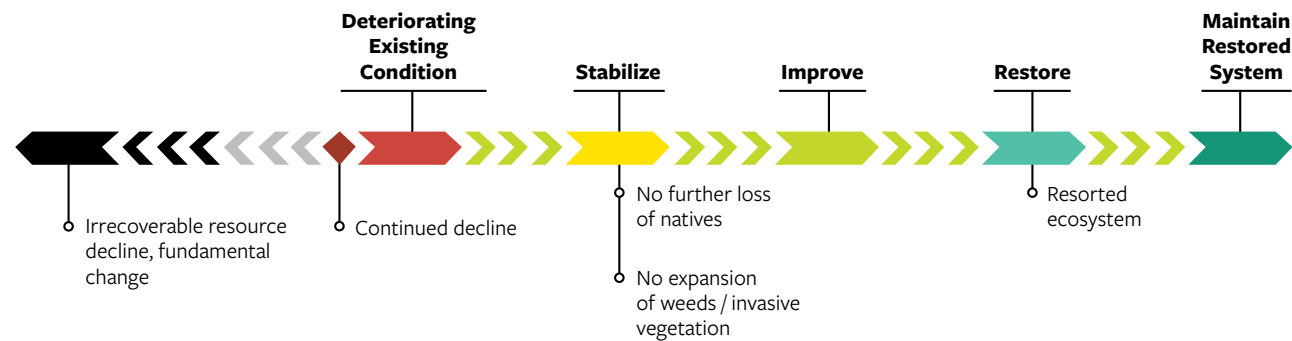
The River Terrace park system was constructed through developer agreements and systems development charges as part of the plan for the area. As a “greenfield” development, parks and trails were developed to meet current park standards. These standards are different than what was used for many of the older parks in Tigard and is one reason why River Terrace parks appear to be higher quality facilities than others in the city. As development has occurred, much of the park system has been constructed, and will continue to build out as future phases of River Terrace are completed. Once constructed, the City will own, maintain and operate the parks as part of the larger Tigard park system.

River Terrace parks are all new facilities, and as growth occurs with new development, maintenance and overall use of the spaces will be monitored to understand how the spaces are used by residents and what level of maintenance is required compared to other parks within the system. Future connections between parks within River Terrace and yet undeveloped properties like the Lasich property will also be considered to reduce the need for automobile use and better connect park amenities with trail connections. The Lasich property, while currently outside of the Tigard Urban Growth Boundary, is envisioned to become a regional destination for field sports and non-motorized boater access to the Tualatin River. Operations and maintenance of these new facilities will likely require additional operations and maintenance hours.



# 5 FOCUS AREA MANAGING TIGARD'S NATURAL AREAS

## RESTORATION TRAJECTORY



Tigard has responded to local and regional priorities to protect natural spaces, preserve water quality, create trail corridors, and preserve green buffers between developed areas of the city. The City has made effective use of limited local funding, multiplying them many times over through regional grant programs (largely through Metro). Tigard's open spaces now include hundreds of acres of creek corridors, ridgelines, and important sections of local and regional trail systems.

The acquisition of natural areas throughout Tigard over the past twenty years was driven by the community and the region's interest in clean water, protecting natural character and creating trail corridors. This has resulted in hundreds of acres of natural area with varying levels of public access and limited ability to manage and maintain these lands.

Many urban natural areas in the Pacific Northwest face similar management challenges in that they contain degraded ecosystems that are relatively small and fragmented. Urban natural areas can be plagued by invasive species and also attract nuisance behaviors or dumping. Many urban natural areas have been left undeveloped because they are within

floodplains or riparian corridors, are steep, have unstable soils or otherwise difficult for development. This means that access to these areas, for recreation or for maintenance, can be challenging.

Heightened management and maintenance of natural resources is needed with special attention toward addressing invasive species.

- Tigard will inventory natural areas as a baseline for a systemic continuum approach to prioritizing and managing these areas, as shown in Figure 4.1.
- Tigard will focus efforts first on stabilizing natural areas (such as by removing invasive species) to stop deterioration.
- Once natural areas are stabilized, Tigard will prioritize natural areas for improvement and possibly restoration.
- Annual capital and operational budgets will include funding for natural area management activities, operations and maintenance.



## NATURAL AREA MANAGEMENT PRIORITIZATION CRITERIA

**RARE SPECIES:** Sites that contain rare or listed plant or animal species (i.e., salmon, eagles).

**PUBLIC USE:** Sites with developed trails or facilities and high levels of use.

**WATER RESOURCE:** Natural areas connected to a water resource.

**WATERSHED BENEFIT:** Sites that could have a wider watershed benefit beyond the immediate property boundaries.

**RETURN ON PREVIOUS OR POTENTIAL INVESTMENT:** Site that have previously been invested in (i.e., restoration projects, mitigation banks).

**THREATS:** Lack of action would result in near term risk to public safety or habitats.



# Park and Facility Improvements

*To realize the concept and develop Tigard’s park system to serve all current and future residents and employees, this plan includes recommended capital projects by park site. These recommendations are made in categories of projects that could occur in many places across the system.*

Each of these categories is assigned a planning level cost meant to reflect the full project cost with enough room to cover the variability of projects from location to location. The detailed projects by site, as well as the cost assumptions applied, are provided in Appendix F: Capital Projects Matrix. Cost assumptions in this plan are limited to the portion of the projects (some of which have significant transportation or stormwater implications) that are within park sites.

Transportation plans and budgets will account for those trail segments outside of parks and are not included as part of projected capital costs.

The tables on the following pages summarize the full cost of projects, split in two sections to breakdown the cost of projects in existing parks from those in undeveloped or future park, trail or facility sites.

**EXISTING PARKS, FACILITIES AND TRAILS**

Within Tigard’s existing system, the recommendations include a large number of smaller projects enhancing landscape, park amenities, and accessibility. The largest costs are incurred in trail and park development (which in this case

includes partial redevelopment of parks with greater needs). Together, these are a major investment in the quality of Tigard’s parks for all residents.

**TABLE 4.2: SUMMARY OF PROJECTS AND COSTS FOR EXISTING PARKS, TRAILS AND FACILITIES**

	NUMBER OF PROJECTS AT EXISTING SITES	TOTAL COST EXISTING PARKS
Park Acquisition	0	\$ -
ROW Acquisition	2	\$ 200,000
Site Design	9	\$ 50,000
Site Plan	2	\$ 200,000
Park Development	3	\$ 6,210,000
Trail Development in Parks	6	\$ 4,250,000
Landscape Enhancement	16	\$ 800,000
Park Amenity Improvement	10	\$ 1,000,000
Sports Courts	3	\$ 230,000
Sport Field Upgrade	2	\$ 2,800,000
Play Area Upgrade/Replacement	5	\$ 1,000,000
Accessibility and Connectivity Improvements	16	\$ 1,600,000
Activation and Programming Enhancement	5	\$ 380,000
Restroom	4	\$ 2,400,000
Other Project	2	\$ 900,000
<b>Existing System Total</b>		<b>\$ 22,440,000</b>

**NEW PARKS, FACILITIES AND TRAILS**

In order to fill gaps in service and continue to expand the system into newly developing areas of Tigard, investment is needed in developing City-owned properties as well as new

sites. The largest portion of these costs is in development of new parks, followed by land acquisition.

**TABLE 4.3: SUMMARY OF PROJECTS AND COSTS FOR NEW PARKS, TRAILS AND FACILITIES**

	NUMBER OF PROJECTS AT NEW SITES	TOTAL COST NEW PARKS, FACILITIES AND TRAILS
Park Acquisition	4	\$ 5,400,000
ROW Acquisition	5	\$ 500,000
Site Design	6	\$ 300,000
Site Plan	5	\$ 500,000
Park Development	9	\$ 12,910,000
Trail Development in Parks	4	\$ 3,250,000
Landscape Enhancement	2	\$ 100,000
Park Amenity Improvement	6	\$ 600,000
Sports Courts	1	\$ 150,000
Sport Field Upgrade	3	\$ 7,000,000
Play Area Upgrade/Replacement	4	\$ 800,000
Accessibility and Connectivity Improvements	2	\$ 200,000
Activation and Programming Enhancement	0	\$ -
Restroom	1	\$ 600,000
Other Project	2	\$ 150,000
<b>New Parks, Facilities and Trails Total</b>		<b>\$ 32,470,000</b>



# 05

## ACTION PLAN

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As a long-range planning document, the PRSP addresses the long range direction for all aspects of parks and recreation services. To implement the PRSP, action is needed in four areas:

- **Prioritizing Capital Projects.** Tigard has a well-established citywide capital improvement plan process. The PRSP incorporates prioritization criteria to ensure that projects are advanced to the 6-Year CIP based on need and their potential to advance the vision, in addition to funding availability.
- **Enlivening the Park System.** Recreation programming and park activation are critical components of Tigard’s park services, and are increasingly important for both equity and health. Top actions for enlivening parks are called out in this section.
- **Taking Care of What We Have.** Tigard has built maintenance capacity over the past ten years but has at the same time increased maintenance needs by expanding the park system, adding new types of facilities, and adding more natural areas. Priority actions to steward and sustain the City’s existing assets are outlined in this section.
- **Building Organizational Capacity.** As Appendix H indicates, Tigard’s organizational capacity should expand to keep pace with the planned park system, expanded facilities and wider range of services. To realize the PRSP, Tigard should explore organizational and staffing alternatives to better serve the Tigard community.



## Prioritizing Capital Projects

Chapter 4 and Appendix F lay out the long range vision for the park system and a 10 to 20-year list of capital projects. Two key factors that will affect the timing of implementation are funding availability and City capacity.

The prioritization criteria in this section are intended to help the City and elected officials determine which projects and initiatives to make best use of resources available to move PRSP projects forward to the City's 6-Year Capital Improvement Plan.

These criteria were refined using community feedback from the online prioritization exercise and workshops conducted in May 2021.

- **Increase equity:** Tigard's vision is based on equity, and the PRSP has noted where enhancements are needed to realize an equitable park system. Those projects that increase equity will receive high priority.
- **Provide multiple benefits/leverages other plans:** Multiple benefit PRSP projects are those that connect to or advance the goals, projects and directions of other City departments or plans. Tigard has a strong track record of leveraging investments, such as combining stormwater and trails projects or a park and fire station project. Multi-benefit projects generally have access to more types of funding and can be more readily implemented.

- **Time-limited opportunity:** Opportunities arise, and often come with a time constraint, such as a property coming up for sale, a new residential or commercial development, or a project being completed by another department or agency. Time-limited opportunities will be leveraged.
- **Partnership potential:** Partnerships are an important aspect of Tigard's approach to parks and recreation services. Those projects or initiatives with one or more partners who will help with implementation and/or ongoing operation will take precedence.
- **Reduce operating costs or generate revenue:** Projects that improve maintenance or operations efficiencies and conserve water or reduce energy usage will be given priority to move forward. Projects that contribute to revenue generation potential, such as adding spaces or features that support recreation programming, will also be prioritized.
- **Quick wins:** Some projects can be quickly implemented, demonstrating results to the community. Providing quick wins keeps City teammates and the community motivated and invested while longer term and more complicated projects are underway.
- **Advance a complex project:** Some projects are complex to implement, regardless of cost. Tigard will prioritize taking steps on complex, multi-year projects to bring them closer to implementation or fundability.

## Enlivening the Park System

Tigard's still-young recreation program has accomplished much in the first five years, even in an environment of uncertain funding and a global pandemic. The momentum and experience developed so far will serve Tigard well in the directions the community is headed.

- **Continue PARF funding for Recreation.** Adding recreation as one of the funding priorities for the Park and Recreation Fee (PARF) created more stability and the ability to build a base of low and no-cost programming for the community.
- **Activate Universal Plaza.** Universal Plaza's opening will create a new outdoor home for many kinds of community activities. Tigard Parks and Recreation will lead onsite programming of this unique feature in the system, as well as raising awareness of programs in other parks.
- **Continue to grow the variety of "pop-up in the park" events.** After recovering to the program levels from prior to COVID-19, Tigard will continue to expand events and offer new activities as well as expand to additional locations.
- **Use pilot efforts to test new programming approaches.** The overall concept is experimentation and evaluation. The pilot approach allows Recreation to try new things or do them in new ways to establish what works best.
- **Continue to track number and participation in both City-provided and contract programs as well as scholarship use.** Data can help convey the impact of the community's investment in recreation. Identifying participant demographics, where possible, will allow recreation to more directly address equity in the community.





## Taking Care of What We Have

The increase of PARF funding to \$7.94 has funded the staffing capacity and stability to maintain Tigard's existing inventory of 557 acres of parks and natural areas at the current levels. The funding level does not allow for an increase in natural area management activities. In addition, as new parks come on line and undeveloped sites are developed for park use, additional maintenance staffing will be needed.

- **Complete the classification-specific maintenance management plan.** The City has already begun to develop maintenance standards for each category of park. Each tier will be tied to a staffing level that reflects the amount and intensity of maintenance at these different sites.
- **Apply maintenance resources to lower quality parks.** Additional resources will be applied to parks that have already slipped into lower quality levels, especially where they can help improve services to historically disadvantaged populations.

- **Develop a natural area management protocol.** Tigard's natural areas, gems of earlier community investment in the system, will be proactively managed to ensure that the benefits of these trees, watersheds and other habitat areas are sustained. The City will need to develop new skills within the maintenance staff and commit resources to less visible, long-term investment in natural area health.
- **Subtract internal service charges when making comparisons.** For the purposes of making comparisons to other agencies, Tigard will subtract its internal service charges from the total operating budget. The City's system for internal service charges is more sophisticated than is typical, accounting for 30% of the budget for parks maintenance. To make more accurate comparisons, Tigard should subtract the internal service charge line item to avoid skewing the analysis.

## Building Organizational Capacity

Appendix H includes an organizational assessment completed during the PRSP process. This assessment concluded that:

- **Additional Essential Functions Are Needed.** Based on parks and facilities that are already in the planning and development stages, Tigard needs additional essential functions or increased functional capacity, including communications and marketing, managing event spaces, project management for planning and capital projects, and other functions such as Downtown and URA coordination and volunteer recruitment/management.
- **Atypical Organizational Structure.** Tigard's organizational structure is atypical for a city of its size. Most cities in the region have a direct report to the City Manager for key parks and recreation functions, most commonly a department that combines parks and recreation. Looking across the nation, some cities separate parks and recreation into two departments. But even in cities that do this, at least one department directly reports to the City Manager. When programming and maintenance functions are divided between two departments, typically with maintenance and/or capital improvement functions are contained within a Public Works Department.
- **More Limited Recreation Programming.** Tigard offers less programming than peer agencies and offers a more limited range of recreation options than is the norm in the Metro region. This is due to the level of funding and staffing for recreation programs. The City's recreation staff account for 14% of the total parks and recreation staffing level, less than is typical. The same is true for the overall operating budget, of which less than 13% goes toward recreation. According to NRPA Park Metrics data, recreation typically receives 40-46% of the operating budget. It is true that Tigard's recreation program is relatively new and its available facilities limit the amount and type of programming that can be offered. Even with these limitations in mind, more staffing and funding would allow for more recreation programming, more in line with the offerings of peer agencies.



- **Fewer Supporting Services.** Administrative and communications/marketing functions are important supporting functions needed for successful parks and recreation services. While there are various approaches, as illustrated by the profiles of West Linn, Tualatin and Sherwood, these are important roles where dedicated, trained staffing is needed. Tigard currently has lean staffing in both these areas. Especially with communications and marketing functions, the workload is bigger than can be supported by existing parks or recreation staffing and the existing Public Works departmentwide communications staffing.
- **Lower Staffing and Funding Level.** Tigard has increased its staffing and funding levels for parks and recreation in recent years focused on parks and grounds maintenance. However, Tigard's staffing and funding levels for parks and recreation are very lean, compared to national data and to more detailed comparisons to local peers. This translates to lower levels of recreation programming and events, minimal capacity to add depth to essential functions such as communications and marketing, and no capacity to take on new essential functions.

FIGURE 5.1: ALTERNATIVE 1: ORGANIZATIONAL ALTERNATIVE: PARKS AND RECREATION DEPARTMENT

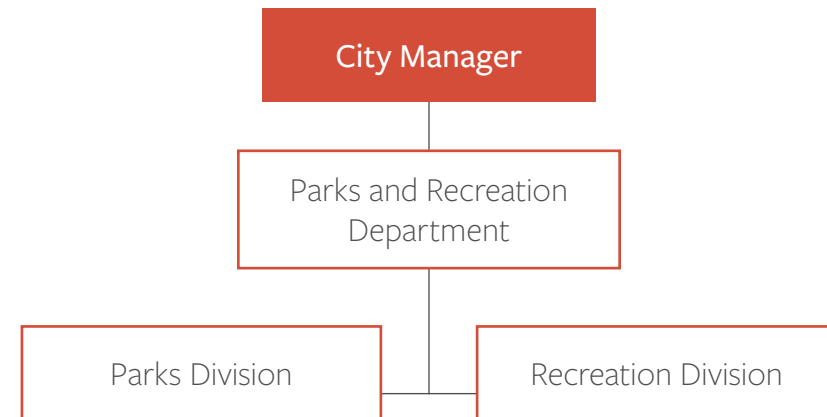
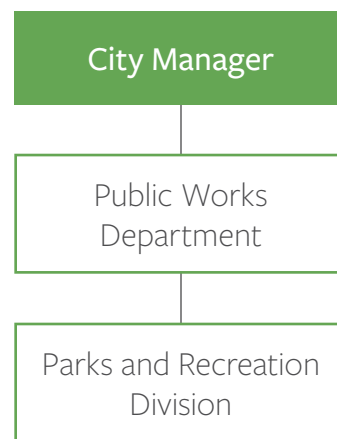


FIGURE 5.2: ALTERNATIVE 2: ORGANIZATIONAL ALTERNATIVE: TWO DEPARTMENTS



FIGURE 5.3: REFINING THE EXISTING STRUCTURE



**ORGANIZATIONAL ALTERNATIVES**

Based on the results of the organizational assessment, Tigard has additional essential parks and recreation services it needs to add to account for the expanded facilities and services. There are three potential alternatives that Tigard will consider to increase capacity for parks and recreation service provision: a parks and recreation department, two departments, and a refined division. The Implementation Plan that will be developed following the adoption of the PRSP will provide additional analysis and timing for the recommended service model.

**Alternative 1: Parks and Recreation Department**

Appendix H shows that the Parks and Recreation Department is the most common approach to providing services for regional peers. This structure would group most essential services within a single department, providing strategic focus on a highly valued service that contributes directly to Tigard’s vision. Appendix H provides additional information on how essential parks and recreation services would be provided through this alternative. Figure 5.1 illustrates this potential structure.

**Alternative 2: Two Departments**

The Two Departments concept would create a new Department tasked with providing Recreation and Community Services, adding a deeper focus on community services especially focused on equity. Public Works would retain operations responsibilities, as shown in Figure 5.2.

**Alternative 3: Tigard’s Current Structure, Refined**

Tigard’s Public Works Department is currently the largest in the City, with the broadest range of activities. The Parks and Recreation is one of multiple divisions, as shown in Figure 5.3, within the Department.

Potential refinements to the current structure include:

- Bolstered community engagement and marketing/communications functions housed within the Division under Recreation, including more staffing.

- Additional parks maintenance staffing to add natural resource management capabilities and keep pace with increased acreage and facilities
- Additional recreation staffing to program planned facilities including Universal Plaza.
- Additional administrative support, especially within recreation
- Volunteer recruitment and management functions added within the Department or to the General Services Department (as in Tualatin)
- Updated job descriptions to ensure essential functions are fully addressed.

**ORGANIZATIONAL ACTIONS**

- **Determine Preferred Organizational Structure.** Any of the three alternatives could provide the needed additional organizational capacity. There are pros and cons for each. Tigard’s City Manager and City Council will determine the preferred structure and implement it.
- **Add Essential Functions.** The review of essential functions in Appendix H indicates that Tigard needs additional capacities within its staffing, including communications and public engagement, new maintenance capabilities and project management capabilities for both planning and capital projects. Updated job descriptions can be used to reallocate and reprioritize responsibilities and add new responsibilities. New positions can bring in additional staff resources. Contracted services can provide a means of adding more capacity or bringing in a specialized resource
- **Develop a Transition Plan.** The City of Tigard will develop a transition plan to add essential park and recreation functions and grow to the preferred organization structure in a three to five year plan phased in over several budget cycles.





## Tigard Parks and Recreation in 2030

Where will we be in 10 years? The Tigard community has provided direction on priorities and the Tigard Strategic Plan has identified the vision and elements to create a healthy, accessible, equitable, and walkable city. Now it is time to set the plan in motion. How can we improve and provide parks and recreation services for the entire community? Which project and programs will come first? How does the parks and recreation system in Tigard evolve over time? Achieving PRSP goals will not happen overnight. Those questions will be answered in large part through implementation and

prioritization through the City's Capital Improvement Plan (CIP), which establishes funding priorities by project for the next five years. To meet the goals of the PRSP, strategies must be translated into items that can be prioritized and funded. Creating measurable actions, building upon previous success, and being diligent and focused with implementation determine success. For the Tigard community, the path is set, now the action begins.

