

Tigard Parks and Recreation SYSTEM PLAN

APPENDICES A - H





APPENDIX A

TIGARD STATE OF PARKS AND RECREATION

Appendix A: State of Tigard Parks and Recreation

Introduction

This appendix summarizes key information about the state of Tigard’s parks and recreation system in 2020, providing the foundation for analysis and recommendations in the update of the PRMP.

Park System Overview

Tigard has four types of parks within its system: Community-Serving Parks, Neighborhood-Serving Parks, Linear Parks and Natural Areas. The City also has undeveloped park land, which consists of sites acquired for park use but which have not yet been developed.

Tigard has added over 100 acres of land since the completion of the 2009 Parks System Master Plan. A well-timed bond measure, supported by Tigard voters, and effective use of these and outside grant resources funded a large expansion of the system. This was further enhanced through planning for River Terrace, where three of seven parks are already built.

Figure 1 summarizes the major components that make up Tigard’s park system in a graphic format, with details of the inventory provided in Table 1.

Figure 1: Summary of Tigard's Park System



Table A-1: Parks and Facility Inventory
Updated 7/19/2021

Facility	Total Park Acreage	Play Area	Sports Field	Sports Courts	Skills Facility	Trail	Park Pathway	Soft-Surface Path	Water Access Facility	Open Turf Area	Fenced Off-Leash Dog Area	Small Shelter	Large Group Picnic Area	Indoor Space	Restroom	Off-Street Parking	Bicycle Parking	Other
Neighborhood Serving Parks																		
Greenfield Community Garden (132nd Avenue)	0.2																	Community garden
Emilia Park	0.9	•					•										•	
Bonita Park	7.2	•		•						•			•		•		•	
Bull Mountain Park	10.2	•				•	•	•		•		•	•					
East Butte Heritage Park	2.6	•					•	•				•	•		•			
Elizabeth Price Park	2.6	•					•										•	
Jack Park	10.0	•	•	•		•	•			•				•	•	•	•	Community garden
Liberty Park	0.3																	
Main Street Landscaping Area	0.3																	
Northview Park	3.5	•						•		•		•	•					
Orchard Park	2.0	•		•			•					•					•	
Roshak Park	1.9						•											
Sabrina Park	1.4	•		•			•										•	
Senn Park (includes open space)	4.7	•																
Windmill Park	0.1																	Historic windmill
Woodard Park	10.3	•						•		•		•			•			
Subtotal	58.1																	
Community Serving Parks																		
Ash Avenue Dog Park	0.4										•	•						
Cook Park	75.0	•	•	•		•	•	•	•	•			•		•	•	•	Butterfly garden; Horseshoe pits
Dirkson Nature Park	48.0	•	•			•	•	•					•	•		•	•	Viewpoints; Activity center; Outdoor fitness equipment
Jim Griffith Memorial Skate Park	0.5				•										•	•		
Metzger School Park	3.4	•	•															Community garden
Potso Dog Park	1.8										•	•			•	•		
Summerlake Park	29.8	•	•	•		•	•	•	•		•	•	•		•	•	•	Rhododendron garden; Horseshoe pits
Universal Plaza	0.3	•	•	•		•	•	•	•		•	•	•		•	•	•	Rhododendron garden; Horseshoe pits
Subtotal	159.1																	

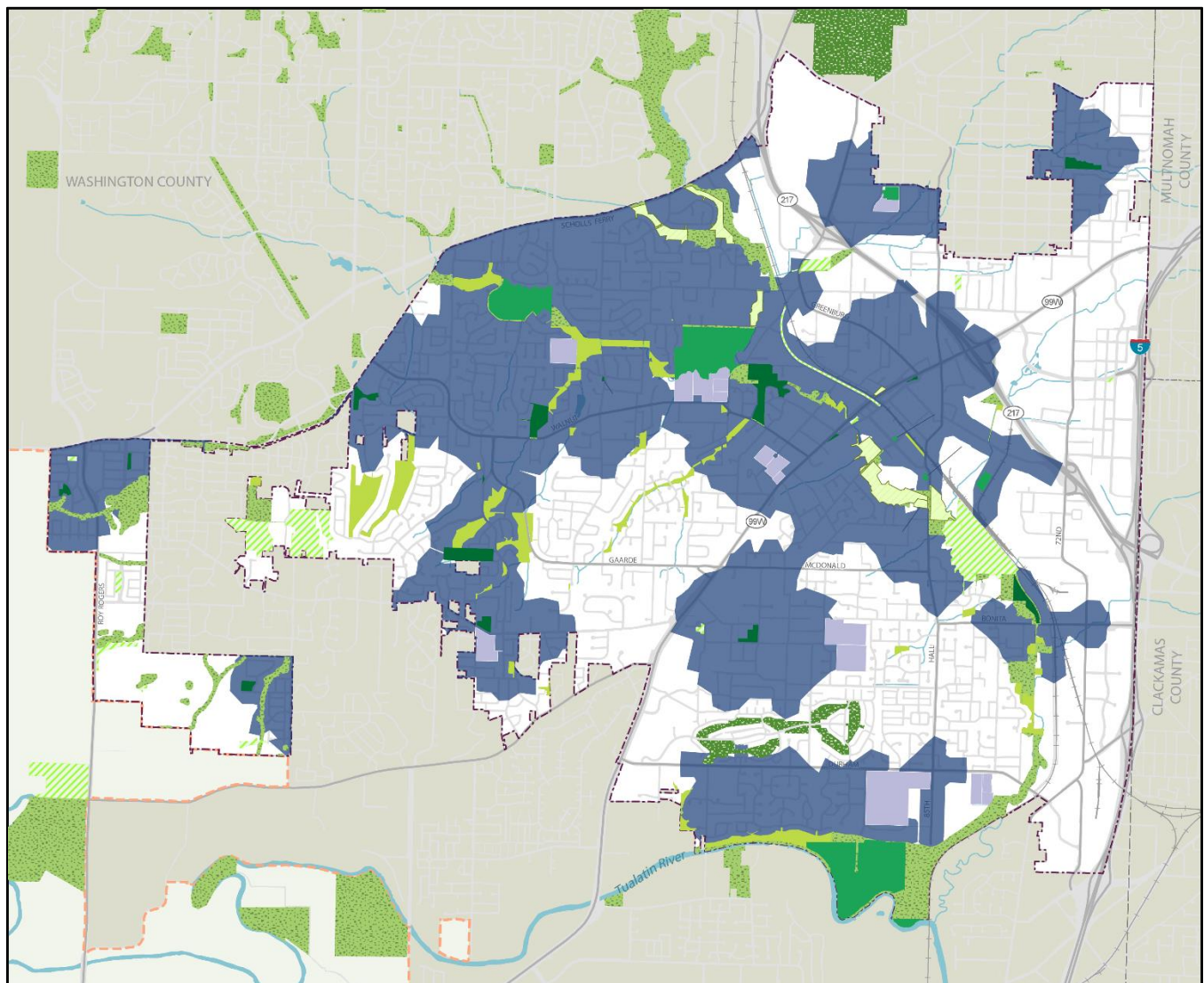
Table A-1: Parks and Facility Inventory
Updated 7/19/2021

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Linear Parks																			
Commercial Park	0.8	•					•												
Derry Dell Property	5.5																		
Englewood Park (east and west)	15.0	•		•		•	•												
Fanno Creek House	1.6											•		•		•			Gazebo; Fire pit; Arbor
Fanno Creek Park	29.7					•	•									•	•		
Subtotal	52.6																		
Natural Area																			
Cach Nature Park	19.5																		
Fields Property	25.6																		
Other Tigard Natural Areas (total)	188.8																		
Subtotal	233.9																		
Undeveloped Land (with Intended Park Classification)																			
Annand Property (Neighborhood Serving)	0.9																		
Lasich Property (Community Serving)	27.9																		
Sunrise Park (Community Serving)	19.4																		
Clute Property (Neighborhood Serving)	1.4																		
Bagan Park (Neighborhood Serving)	2.9																		
Steve Street Property (Neighborhood Serving)	1.4																		
Subtotal	53.9																		
Total	557.6																		

Access to Tigard Parks

The National Recreation and Park Association (NRPA), the Trust for Public Land (TPL) and the Urban Land Institute (ULI) together have created the 10-Minute Walk campaign, a national effort to ensure that residents of all US cities are within a 10-minute walk (½ mile) of a quality park and further underscoring the 10-minute walk as the standard for all communities to aspire to. Tigard is ahead of this curve, having established the ½-mile walkshed as the foundation of park service more the ten years ago. Figure 2 illustrates (in blue) the area of the City currently within a 10-minute walk of a developed park.

Figure 2: Area Within a 10-Minute Walk to a Park

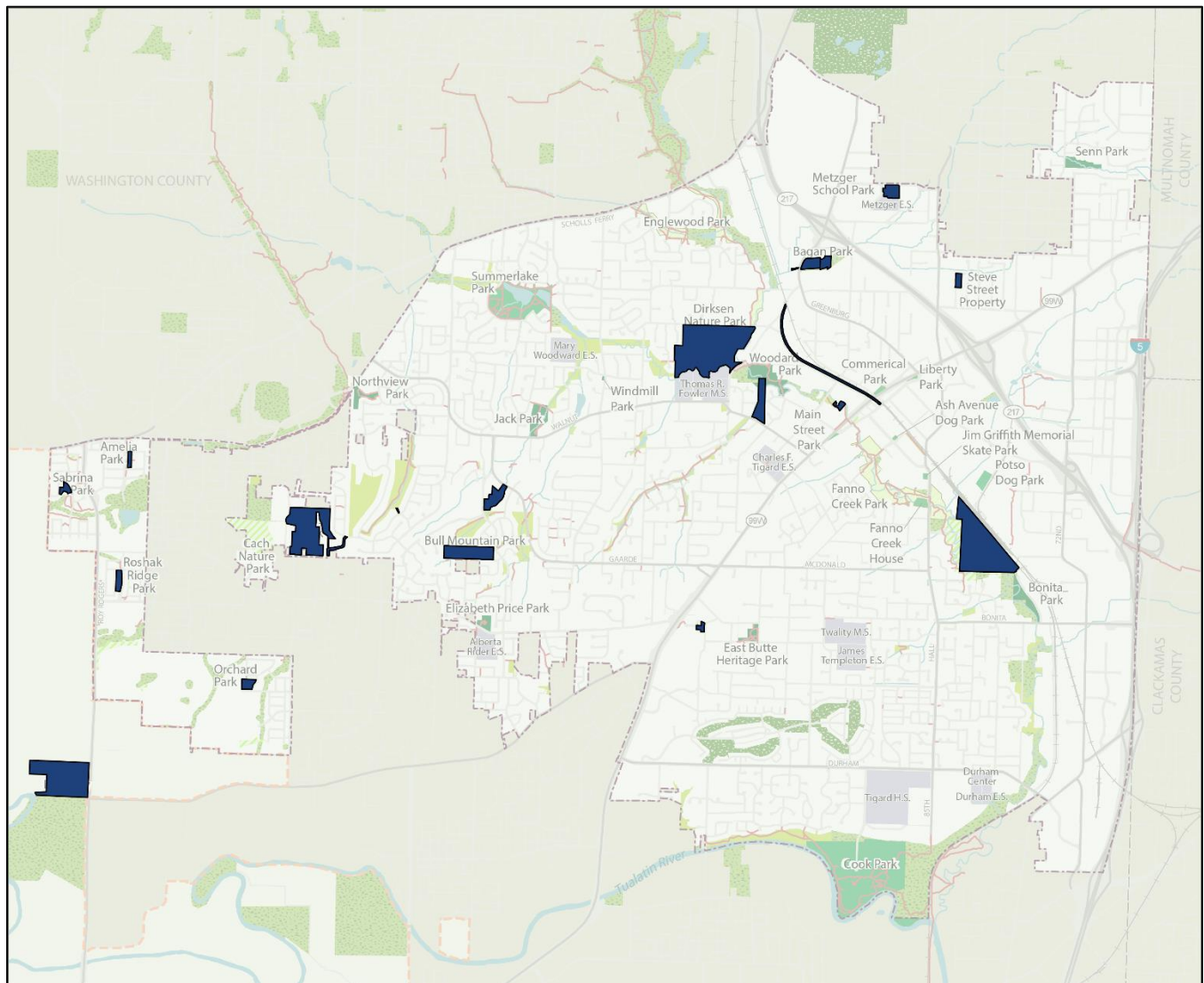


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Park Acquisition Since 2009

Since 2009, Tigard has added over 100 acres of land through a variety of mechanisms. Figure 3 depicts the locations of property acquisition since 2009.

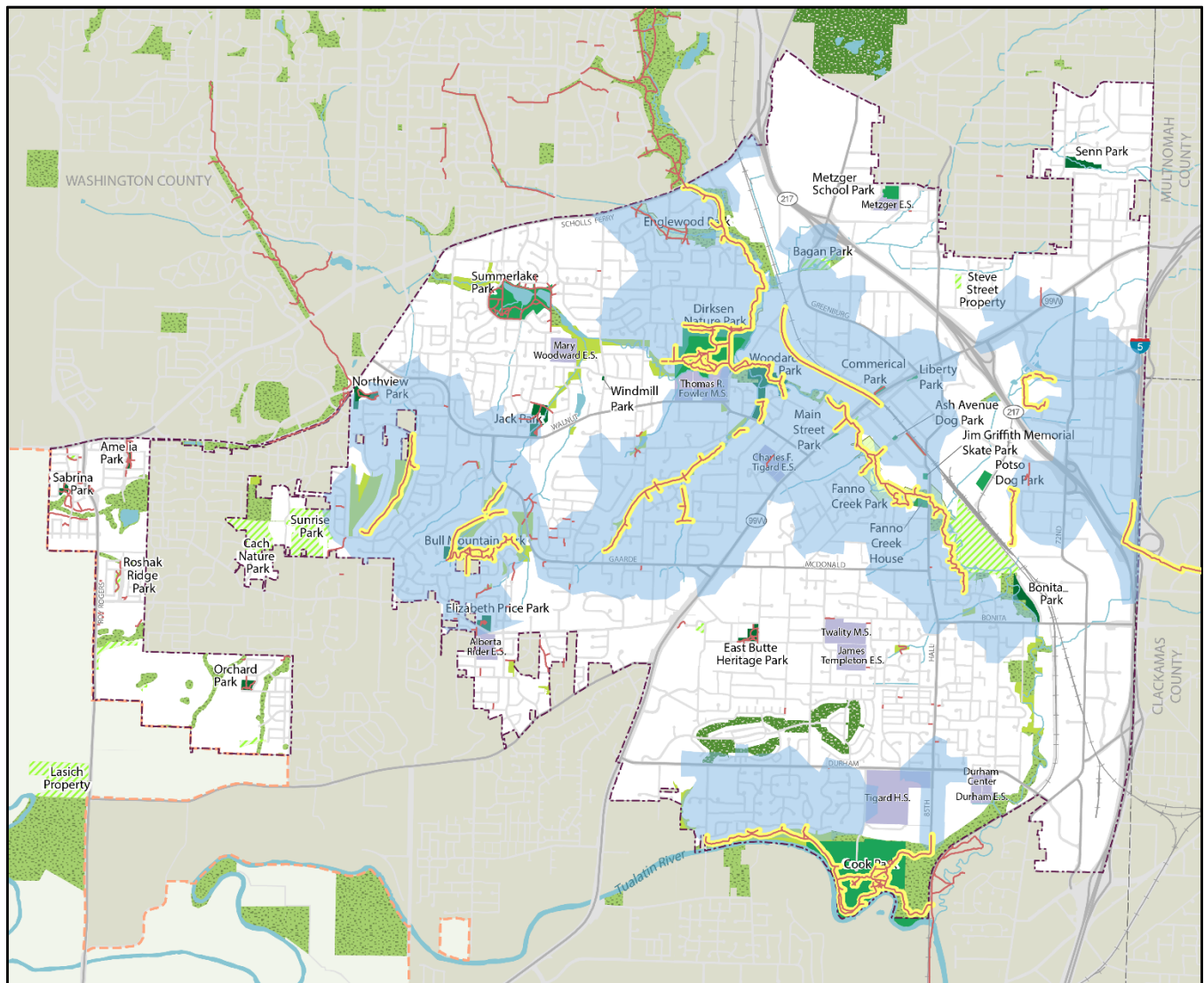
Figure 3: Park Property Acquired 2009-2020



Trail System

Tigard's 16 miles of trails includes the paved, off-street routes that extend multiple blocks, between developments, or across neighborhoods. Figure 4 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.

Figure 4: Tigard Trail Systems and 10-Minute Walk Access

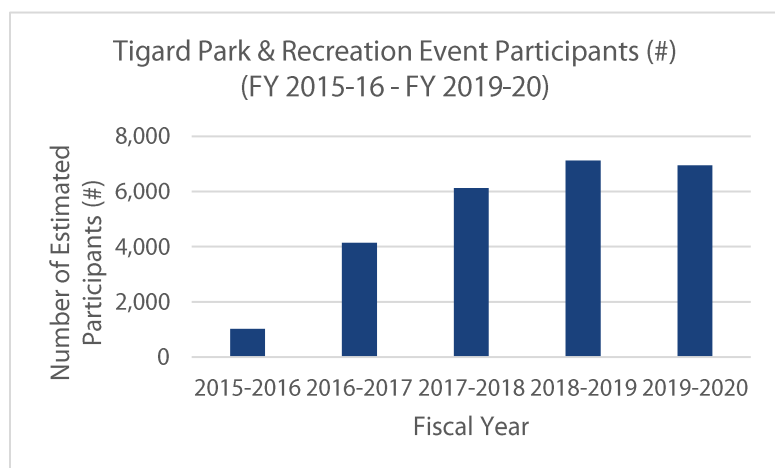
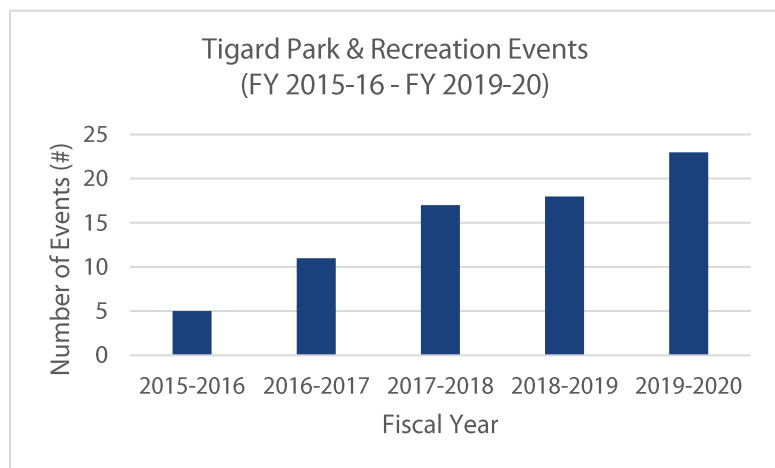


Recreation

Events

The City of Tigard increased its park and recreation event offerings between Fiscal Year (FY) 2015-16 and FY 2019-20. Between FY 2015-16 and FY 2019-20, the number of events and estimated participants increased by 360% and 575% respectively. The average number of estimated participants per event increased from 206 participants in FY 2015-16 to 302 participants in FY 2019-20.

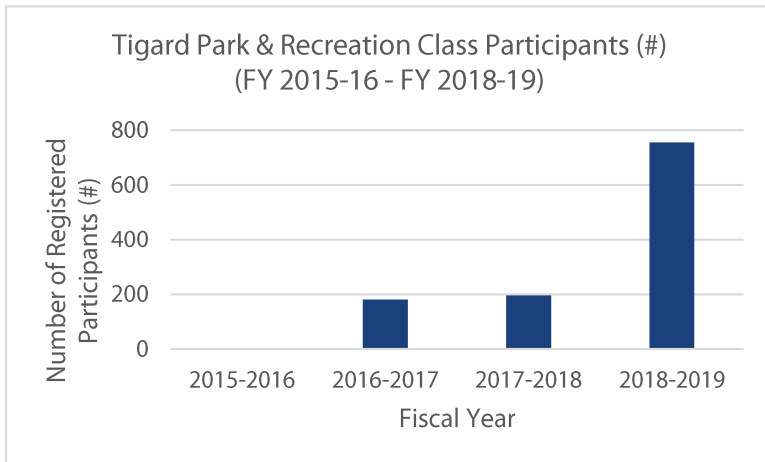
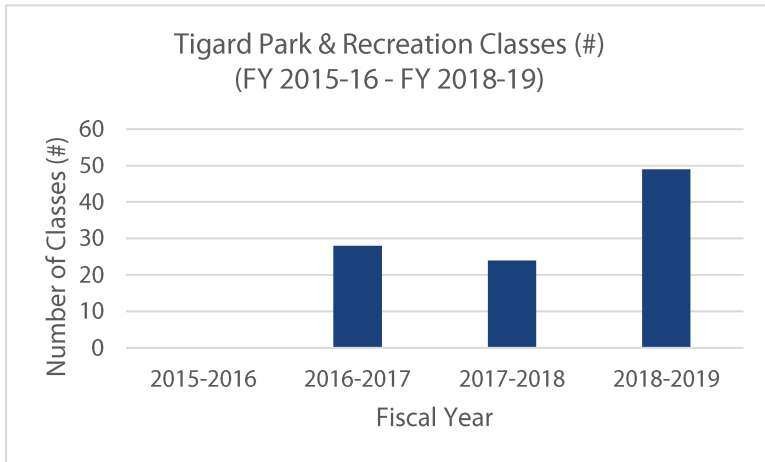
These figures do not include attendance at the annual Festival of Balloons, an event that takes place in Cook Park. The Festival of Balloons is a non-profit organization that puts on the three-day festival to raise funds for non-profit groups in Tigard. The event has taken place for 35 years, attracting an audience from throughout the region.



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Classes

The City of Tigard began offering park and recreation classes in FY 2016-17. Between FY 2016-17 to FY 2018-19 the number of classes and registered participants increased by 75% and 318% respectively. The average number of participants per class increased from 6 participants in FY 2016-17 to 15 in FY 2018-19.

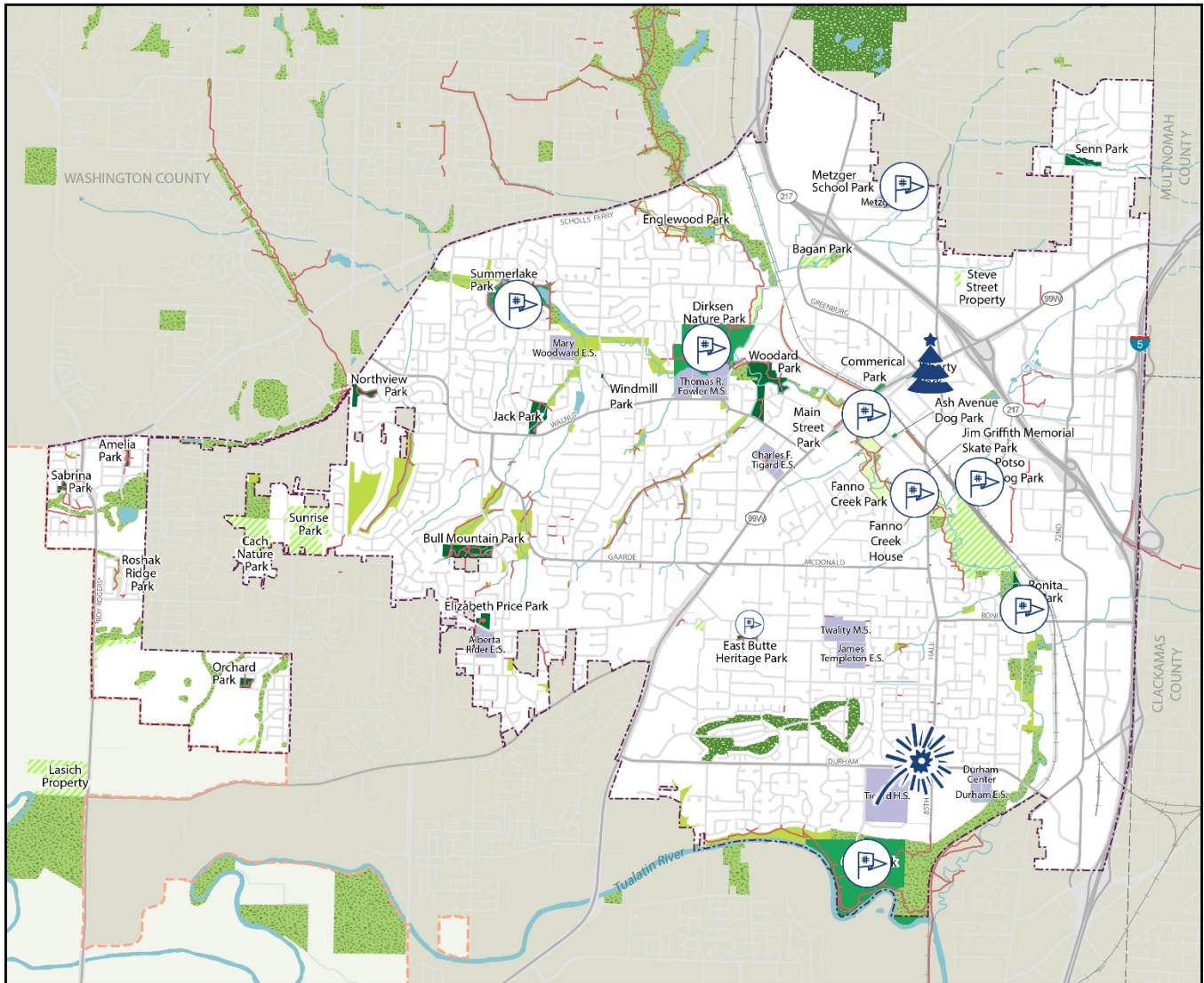


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Recreation Program Locations

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.

Figure 5: Recreation Program Locations 2019



Funding Parks and Recreation

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

- Capital: resources for acquiring, designing, building, and renovating; and
- Operations: resources for the staff and ongoing maintenance.

Capital Improvements

The Capital Improvement Plan (CIP) is the city-wide budget for capital projects and funding. This process matches the large-scale improvements to the anticipated resources over a rolling 6-year timeline. Projects are added for consideration in the CIP process after review by staff, the Park and Recreation Advisory Board, and, in the case of trails, the Tigard Transportation Advisory Committee and Bike Pedestrian Committee. The Parks and Recreation Master Plan is an important source for these projects and informs the prioritization by these groups.

Funding applied to projects in the current CIP comes from the following sources:

- Parks System Development Charges: for park projects that enhance capacity in the system;
- Transportation System Development Charges: for trail projects named in the Transportation System Plan;
- Special funds: for storm water, water, and urban forestry related projects
- Transient Lodging Tax: for tourism oriented projects;
- Grants: from local and regional agencies such as Metro;
- Urban Renewal (Tax Increment Financing): City Center and Tigard Triangle Urban Renewal Districts have park and trail projects identified for funding; and
- 2010 Parks Bond: nearly expended, with one remaining property acquisition targeted.



In Tigard, a capital project:

- *Adds value to Tigard's infrastructure*
- *Costs \$50,000 or more*
- *Has a useful life of, or extends the useful life for, 5 years or more.*

The capital planning process is detailed at:

https://www.tigard-or.gov/city_hall/cip.php

Park and Recreation Operations

The regular, ongoing maintenance of Tigard's parks and natural areas is completed by the Park Maintenance Division. This has been a growing responsibility as the City has acquired and developed additional park land. Park maintenance is also staff-intensive, so the cost of maintenance also continues to rise as the cost of living and salaries increase. In adopting the 2020 Budget with funding for two additional maintenance workers, a total of 12.5 FTE, the City Council has acknowledged this growing need. The total budget approved for park maintenance in 2020 was \$3,302,385.

Tigard's recreation program has already faced budget cuts and the prospect of being eliminated entirely. However, in 2019, City Council approved an increase in the Park and Recreation Fee to provide a stable source of funding and allow the general funds that had been supporting the 2.35 full time equivalent employees and the limited expenses of the program. The total Recreation Division budget approved for 2020 is \$454,363.

Funding for operations of both parks and recreation comes from two main sources.

- General Fund: the City's main operating resources, collected from taxes and fees and used to fund everything from police to parks (approximately \$2.2 million for parks and recreation); and
- Park and Recreation Fee (PARF): a fee charged to all City utility customers on their water bill since 2016. These funds are dedicated to park maintenance and supporting recreation programming. In 2021, the City collected approximately \$2.4 million.



In 2020, the cost of maintenance for developed parks is:

\$12,251 per acre

The current staffing level equates to:

1 FTE: 21.6 acres

B

APPENDIX B

TIGARD PARK EVALUATION SUMMARY

Appendix B: Park Evaluation Approach and Results

Introduction

In September 2020, the PRMP consulting team completed an evaluation of each Tigard park property focused on assessing the overall quality of the facility. This evaluation supplements the 10-minute walk analysis used to assess park access and is intended to help identify potential needs for operational and maintenance resources. This summary provides an overview of the methodology used and general findings. Table 1 provides a park-by-park scoring matrix.

Summary of Findings

An initial summary of the findings of this evaluation are provided below. The intent of this effort is to collect a comprehensive data set that can be used in further analysis of the system and in development of recommendations.

- 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 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.
- 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.

As the assessment is refined, considering other elements, such as geography and adjacent demographics, will help clarify the equitable distribution of quality parks in Tigard and the populations they serve.

Methodology

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”.

Quality means fitness for use:
“Products and services that
meet the needs of those
members of society who will
actually use them”

-Joseph Juran

The criteria described below address “fitness for use” and can be objectively evaluated. At each park, a score of 0, 1, or 2 was given for each criterion, with 2 representing highest ranking. A full summary for each park is provided in Table 1. Scores for each criterion were assigned based on a walk-through assessment of each site by a MIG Landscape Architect. The score reflects the overall quality of the site. Site notes were collected to identify the fitness for use of specific features in the inventory (such as courts, fields, etc.). These scores and notes make up a robust and honest assessment of the condition of Tigard’s parks that can be used in combination with other analyses to make decisions about future investment of capital and maintenance resources.

In addition to the observations on the ground, the analysis considered the following existing sources of information about each park:

- Park and Facility inventory
- ADA Transition Plan evaluation of the site
- Access points used in the 10-minute walk analysis

Criteria

Variety of Experience

Parks that offer a variety of recreation opportunities provide a better user experience and invite different types of users into the park. Tigard's park design guidelines lay out a minimum set of features that inform this criterion.

0 – Missing one or more of:

- a picnic area (picnic table or shelter structure),
- designed play environment (playground, nature play), or
- at least one other outdoor recreation facility (ballfield, sports court, dog park, skate park, etc.)

1 – Includes a picnic area (picnic table or shelter structure), designed play environment (playground, sprayground) and at least one other outdoor recreation facility (ballfield, sports court, dog park, skate park, etc.)

2 – Includes more than one additional activity areas and features than those include in score 1.

Connectivity and Walkability

The connection of a park to the neighborhood and the city influences the volume of park use by making it an easy, low-stress destination for outdoor activity.

0 – Park is isolated from the walking and biking network, no evidence of sidewalk, pathway, trail, or bikeway linkages to the site.

1 – Basic connectivity includes a sidewalk or trail connected to at least one entrance to the park. Linkages include signage directing people to a nearby connection.

2 – Multiple connections to sidewalks and the trail system providing connections in more than one direction.

Park Condition



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The condition of a park impacts the usability of features as well as the perceived safety and quality of the site. For this criterion, observations from the park can be scored as follows.

0 – Poor condition: Many features are in visible need of maintenance or replacement.

1 – Mixed condition: Some features new or in top condition while others need replacement or major repair.

2 – Good condition: Few or no features are in visible need of maintenance, no broken or missing features.

Overall Assessment: Average Score

An average score is provided to give an overall perspective and comparison point for the park in relation to the system as a whole.

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Evaluation Scores

Table 1 provides a park-by-park scoring matrix.

Table 1. Evaluation Scores

Facility	Variety of Experiences (0-1-2)	Connectivity and Walkability (0-1-2)	Park Condition	Overall Assessment: Average
Neighborhood Serving Parks				
Greenfield Community Garden (132nd Avenue)	0	1	1	0.66
Emelia Park - River View Terrace	1	2	2	1.66
Bonita Park	2	2	1	1.66
Bull Mountain Park	2	1	2	1.66
East Butte Heritage Park	1	1	1	1
Elizabeth Price Park	1	1	1	1
Jack Park	1	2	2	1.66
Liberty Park	-1	2	1	0.66
Main Street Park				
Northview Park	1	0	1	0.66
Orchard Park - River View Terrace	2	2	2	2
Roshak Park - River View Terrace	2	2	2	2
Sabrina Park - River View Terrace	2	2	2	2
Senn Park (includes open space)	0	1	1	0.66
Windmill Park	0	1	1	0.66
Woodard Park	1	2	1	1.33
Community Serving Parks				
Ash Avenue Dog Park	0	1	2	1
Cook Park	2	2	1	1.66
Dirksen Nature Park	2	2	1	1.66
Jim Griffith Memorial Skate Park		2	1	1
Metzger School Park	1	1	1	1
Potso Dog Park	0	1	1	0.66
Summerlake Park	2	2	2	2
Linear Parks				
Commercial Park	0	2	1	1
Derry Dell Property	0	2	0	0.66
Englewood Park (east)	0	2	0	0.66
Englewood Park (west)	0	2	0	0.66
Fanno Creek House	0	1	2	1
Fanno Creek Park	0	2	1	1
Total Developed				
Natural Area				
Cach Nature Park	0	0	0	0
Fields Property	0	0	0	0
Undeveloped Land (with Intended Park Classification)				
Lasich Property (Community Serving)	0	0	0	0
Sunrise Park (Community/Neighborhood Serving)	0	0	1	0.33
Clute Property (Neighborhood Serving)	0	0	0	0
Bagan Park/Haring (Neighborhood Serving)	0	0	0	0
Steve Street Property (Neighborhood Serving)	0	1	0	0.33



APPENDIX C

10-MINUTE WALK ANALYSIS

Appendix C: 10-Minute Walk Analysis

Introduction

The national 10-Minute Walk campaign is working on many fronts to ensure that residents of all US cities are within a 10-minute walk (½ mile) of a quality park. The central part of that promise is the 10-minute walk, an emerging national standard for park systems. This analysis continues the City of Tigard's (City) established commitment to a walkable park system, which predates the campaign. The Trust for Public Land (TPL) has established a methodology and a Geographic Information Systems (GIS) tool called ParkServe¹ that evaluates the walkability of a city's park system and summarizes data about the portion of the population within a 10-minute walk. Using this methodology as a starting point, the planning team developed a refined GIS model of access to Tigard's parks and summarized additional information about the population and housing types outside of this area. This document summarizes the key findings of this analysis as well as the process and impacts of future parks and the trail system. Attached are maps of the areas inside and outside of a 10-minute walk.

Key Findings

- Not all of Tigard's residents enjoy the same walkability. Approximately one-third (34%) of Tigard's population has to walk more than 10 minutes to reach a developed park.
- This lack of access is not spread evenly across the population. Pockets of Black, Indigenous and People of Color (BIPOC) and low-income residents must travel further to enjoy the benefits of the park and recreation system. Understanding the population characteristics of underserved areas can guide a focus on equity in the City's investments.
- Tigard's standards and this analysis align with the national 10-Minute Walk Campaign. To strengthen the City's commitment, the Mayor could sign on to 10-minute walk pledge.²

¹ Walkability data collected and standardized for ParkServe by the Trust for Public Land, details about the methodology available at: <https://www.tpl.org/parkserve/about>

² The details and the Mayors who have signed on to the 10 Minute Walk Pledge can be found at <https://10minutewalk.org/#Mayors>

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- Developing Bagan Park and the Steve Street Property could provide new service to over 600 existing Tigard households, a total population of approximately 1,600 residents.
- Trail corridors have the potential to expand coverage substantially, raising the question, “is trail access equivalent to park access?”
- Areas with little or no residential population may be redeveloped to become more mixed use, like what is happening in the Triangle. These type of development trends could create new gaps in service.
- The quality of the park at the end of the 10-minute walk is very important to the experience that Tigard’s park users have.
- A school-park partnership at the Tuality Middle School/Templeton Elementary School campus could serve as many as 1,500 underserved households without needing to acquire new park land. School parks generally have limits on the hours of use which should be considered in relation to park service.
- Implementing the Fanno Creek Trail connection and the already approved Hunziker Core trails, which will connect the existing trail to Potso Dog Park and the Fields Property, have the potential to serve over 900 households that currently have to travel much further than 10 minutes to a park.
- The gap areas defined in this analysis will be incorporated into the Gaps and Opportunities Analysis and Recreation Needs Summary Report, along with other evaluations of the park and recreation system.

Methodology

This section describes the methodology used to determine what parts of the City are located within a 10-minute walk to a park. There are two parts of this analysis, including the geographic model and the demographic overlay.

The 10-minute walk analysis (one task within the scope of work to update Tigard's Parks and Recreation Master Plan) identified areas in the City of Tigard that are currently underserved by parks and open space. The Scope of Work directed MIG to use TPL ParkServe™ data as a basis for the 10-minute walk analysis to identify gaps in the park access.

Recognizing the limitations of this data (some of the sources, described here <https://www.tpl.org/parkserve/about> are proprietary to ESRI), MIG used the TPL methodology as a guide in developing the analysis specifically for Tigard that also considered other demographic information. The benefits of using the TPL methodology around key data (access points, park development/access status, etc.) is that it can be included in future annual updates by TPL's ParkServe team.

The analysis was also informed by the City's focus on providing equitable service. This required an exploration of available data to describe the residents' inside and outside of a 10-minute walk by demographic characteristics as well as living situation.

Adaptations and Limitations

The methodology described here builds from the work TPL updates annually for ParkServe. Important differences include:

- Tigard analysis included trail access points, while TPL includes only access to land identified as park (which may or may not have trails)
- Tigard analysis benefited from a more refined understanding of the on-the-ground situation (parks that are developed/open, verified access points)
- The Tigard analysis considered a slightly different set of underlying demographics, and included some basic land-use information not available in the TPL analysis.

It is important to note that TPL has developed a process for updating their data so that future ParkServe releases reflect a more accurate understanding of

access. Collaborating within the TPL effort would potentially provide Tigard with an annual update of the park service areas and total population statistics.

Neither the TPL model nor the analysis completed for Tigard by MIG includes consideration of the pedestrian experience along these routes. The presence of sidewalks, the quality and availability of crossings, and the impact of higher speed or “high stress” roadways would be further opportunities to refine this analysis.

Determining Access

The planning team developed a Geographic Information Systems (GIS) model of the City of Tigard that includes the street and trail network, the location of all park and natural area property, and the access points for entering a park or the trail system. The ESRI Network Analyst software calculated a ½ mile area (the distance a person travelling the average walking speed can cover in 10 minutes) from every access point along connecting streets and trails. The total area covered by all of the possible directions is shaded to show it is inside a 10-minute walk.

The project team updated Tigard’s parks and trail system map to reflect acquisitions and development since 2010. This included an update to the access points where trails, formal entrances, and adjacent roads create places to enter. These access points were identified using aerial imagery and Google Streetview, with some on-the-ground verification. This map was confirmed by City staff prior to completing the analysis. The updated park and trail system map, with access points, was combined with the City’s streets centerline fileⁱ to create a network datasetⁱⁱ of pedestrian accessible routes. This network included:

- All streets (with and without sidewalks), excluding freeways
- Trails and pathways

This network (through the existence or lack of formal crossings) naturally accounts for barriers such as rivers, railroads, and freeways, where no pedestrian crossing exists.

The MIG team created a set of service areas for each park and trail corridor using ESRI’s ArcGIS (10.8) Spatial Analyst extensionⁱⁱⁱ. This involves creating a polygon from each access point that extends to a set distance (in this case ½ mile, approximately a 10-minute walk at average walking speed) along the defined

network. In the case of parks with more than one access point, these polygons are merged into one service area for each park.

Demographic Overlay

With the area inside of a 10-minute walk identified, the team looked at the remaining area to determine how many residents lived in the underserved areas of Tigard. The planning team generated a demographic and housing profiles for each underserved area (identified by a number on the map and described below). The profiles include following topics:

- Total Population
- Households
- Age
- Race/Ethnicity
- Income Level and % Below Poverty Level
- Housing Type (Detached, Attached and Multi-Unit)
- Number of Dwelling Units
- Average Lot Size

Population characteristics (e.g. age, race/ethnicity, income level and poverty) are estimated based on 2018 American Community Survey data for each Census Block Group attributed to individual property parcels; parcel level population and housing type data was assembled by Urban Footprint³. Data for each area outside of a 10-minute walk was compared to city-wide averages to identify concentrations of particular characteristics that could inform our understanding of gaps in access to parks and trails.

Gaps in Access

Twelve (12) gap areas were identified for this analysis. These areas are defined based on the edges of the area within a 10-minute walk, residential land uses, and major barriers such as freeways and arterial streets. All are outside of a 10-minute walk from any developed Tigard park. Each gap area is numbered and

³ Population attributed to individual parcels through a methodology developed by Urban Footprint for their base canvas, details available here:

<https://urbanfootprint.com/wp-content/uploads/2018/07/Base-Canvas-Creation-Methodology.pdf>

described below with highlights of the demographic overlay. A map of these areas is appended to this analysis with the gap area numbers indicated in circles. A complete set of the estimated statistics is provided in Table 1.

Gap Area #1

- 457 households with a population of 1,308
- Within 10-minute walk to a trail system
- More youth under 17 (29%) than Tigard average (21%)
- More seniors over 65 (16%) than Tigard average (14%)
- Higher proportion of Asian residents (10%) than Tigard average (8%)
- Average Household Income (\$131,963) is nearly twice the Tigard median (\$70,120). Less than 1% of the population lives under the poverty level
- All housing is detached with an average lot size of $\frac{1}{4}$ acre

Gap Area #2

- 132 Households with a population of 393
- Outside of a 10-minute walk from either parks or trails
- More youth under 17 (28%) than Tigard average (21%)
- Higher proportion of Asian residents (14%) than Tigard average (8%)
- Average Household Income (\$125,110) is nearly twice the Tigard median (\$70,120). Only 3% of the population lives below the poverty level
- Nearly all housing is detached and the average lot size is $\frac{1}{4}$ acre

Gap Area #3

- 1,179 households with a population of 3,273
- Within 10-minute walk to a trail system
- More youth under 17 (24%) than Tigard average (21%)
- More seniors over 65 (15%) than Tigard average (14%)
- Average Household Income (\$108,796) is well above the Tigard median (\$70,120) and 7% of the population lives below the poverty level (Tigard average is 9%)
- Most housing is detached, with around 150 of 1,200 dwelling units either attached or multi-unit.

Figure 1. Gap Area Demographic Overlay Statistics

	Tigard Averages	Gap Area 1	Gap Area 2	Gap Area 3	Gap Area 4	Gap Area 5	Gap Area 6	Gap Area 7	Gap Area 8	Gap Area 9	Gap Area 10	Gap Area 11	Gap Area 12
Summary													
Population		1,308	393	3,273	1,191	1,907	3,351	2,055	361	511	1,292	616	996
Households		457	132	1,179	422	1,002	1,557	740	165	234	550	266	391
Dwelling Units		466	138	1,212	435	1,053	1,568	756	169	240	586	280	410
Age													
Percent Population Under 5		3.42%	5.94%	7.70%	5.30%	0.26%	5.05%	7.39%	0.00%	4.64%	4.14%	4.35%	8.05%
Percent Population 5-17		25.81%	22.39%	16.07%	20.88%	1.79%	12.19%	19.66%	14.01%	12.45%	5.49%	4.91%	11.89%
Subtotal: Under 17	21.00%	29.23%	28.33%	23.77%	26.18%	2.04%	17.24%	27.05%	14.01%	17.09%	9.63%	9.26%	19.94%
Percent Population 18-24		5.21%	6.01%	5.66%	7.41%	6.62%	4.52%	6.30%	9.05%	9.58%	7.71%	8.45%	7.96%
Percent Population 25-44		24.65%	29.12%	24.62%	29.51%	11.30%	19.47%	32.76%	39.85%	31.71%	37.10%	36.88%	42.57%
Percent Population 45-64		25.08%	24.74%	30.80%	26.20%	21.29%	22.10%	23.92%	26.28%	26.62%	32.22%	32.51%	18.96%
Percent Population 65 Plus	14.00%	15.81%	11.80%	15.15%	10.71%	58.74%	36.67%	9.97%	10.80%	15.02%	13.33%	12.91%	10.58%
Race/Ethnicity													
Percent Hispanic	11.00%	2.28%	10.44%	8.47%	7.77%	8.11%	5.51%	13.94%	14.31%	5.06%	11.62%	12.30%	26.38%
Percent White Alone	82.00%	70.42%	70.32%	80.83%	68.86%	77.76%	86.86%	76.16%	78.39%	80.18%	80.93%	80.11%	64.18%
Percent Black Alone	2.00%	0.16%	0.85%	0.29%	0.36%	0.02%	2.03%	0.47%	3.80%	0.57%	2.15%	3.58%	2.49%
Percent American Indian / Alaska Native Alone	0.40%	0.01%	0.27%	0.09%	0.11%	0.00%	0.52%	1.49%	0.00%	0.00%	0.00%	0.00%	0.52%
Percent Asian Alone	8.00%	10.12%	13.85%	6.98%	17.56%	7.75%	2.48%	5.57%	3.07%	4.30%	2.72%	2.45%	3.55%
Percent Native Hawaiian Alone	0.70%	0.00%	0.00%	0.01%	1.83%	0.19%	0.00%	0.00%	0.00%	0.93%	0.07%	0.00%	0.00%
Percent Other Race Alone	2.00%	0.01%	0.40%	0.14%	0.17%	0.05%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%
Income													
	Median Income												
Avg Agg Household Income	\$ 70,120	\$ 131,963	\$ 125,110	\$ 108,796	\$ 147,332	\$ 51,835	\$ 84,885	\$ 103,882	\$ 61,938	\$ 45,906	\$ 98,580	\$ 100,420	\$ 51,201
Percent Persons Below Poverty Level	9.10%	0.45%	3.15%	7.47%	5.97%	10.62%	4.78%	11.58%	8.91%	29.85%	9.88%	8.99%	22.15%
Housing by Type													
Detached													
# Parcels		450	129	907	207	61	1,490	719	64	65	383	204	167
Population		1,308	390	2,894	817	165	3,351	2,047	163	178	984	498	437
Dwelling Units		466	137	1,064	305	86	1,568	753	75	83	442	227	168
Average Lot Size (acres)		0.25	0.25	0.27	0.40	0.28	0.16	0.17	0.40	0.41	0.26	0.23	0.18
Attached													
# Parcels		0	1	4	0	132	0	1	0	6	65	0	19
Population		0	3	44	0	482	0	3	0	27	278	0	92
Dwelling Units		0	1	20	0	283	0	1	0	12	130	0	37
Average Lot Size (acres)		0	2.39	0.02	0	0.01	0	2.14	0	0.36	0.01	0	0.06
Multi-unit													
# Parcels		0	0	5	3	9	0	0	2	5	1	3	9
Population		0	0	332	374	1,260	0	0	196	154	26	118	465
Dwelling Units		0	0	127	130	684	0	0	93	73	12	53	204
Average Lot Size (acres)		0	0	1.57	3.20	5.78	0	0	2.33	0.99	1.02	1.44	1.89



Gap Area #4

- 422 Households with a population of 1,191
- Outside of a 10-minute walk from either parks or trails
- More youth under 17 (26%) than Tigard average (21%)
- Higher proportion of Asian residents (18%) than Tigard average (8%)
- Higher proportion of Native Hawaiian (1.8%) than Tigard average (0.7%)
- Average Household Income (\$147,332) is more than twice the Tigard median (\$70,120) and 6% of the population lives below the poverty level (Tigard average is 9%)
- Most housing is detached, with around 130 of 430 dwelling units in multi-unit developments

Gap Area #5

- 1,002 households with a population of 1,907
- Outside of a 10-minute walk from either parks or trails
- Far more seniors over 65 (59%) than Tigard average (14%)
- Average Household Income (\$51,835) is lower than the Tigard median (\$70,120) and 11% of the population lives below the poverty level (Tigard average is 9%)
- Most of the population lives in attached or multi-unit housing, 960 of 1,053 dwelling units.

Gap Area #6

- 1,557 households with a total population of 3,351
- Outside of a 10-minute walk from either parks or trails
- Far more seniors over 65 (37%) than Tigard average (14%)
- The proportion of Black (2%) and American Indian/Alaska Native (0.5%) are closer to Tigard averages (2% and 0.4%) than most other areas
- Average Household Income is \$84,885, above the Tigard median of \$70,120, and 5% of the population lives below the poverty level (Tigard average is 9%)
- All of the housing is detached and the average lot size is small (0.16 acres)

Gap Area #7

- 740 households with a total population of 2,055
- Outside of a 10-minute walk from either parks or trails, separated from gap area 6 by Hall Boulevard
- More youth under 17 (27%) than Tigard average (21%)
- Higher proportion of Hispanic residents (14%) than Tigard average (11%)
- Average Household Income is \$103,882, well above the Tigard median of \$70,120, and 12% of the population lives below the poverty level (Tigard average is 9%)
- Housing is almost entirely detached with a small average lot size 0.17 acres

Gap Area #8

- 165 households with a total population of 361
- Within 10-minute walk to a trail system, separated from parks by railroad tracks
- Higher proportion of Hispanic residents (14%) than Tigard average (11%)
- Higher proportion of Black residents (4%) than Tigard average (2%)
- Average Household Income is \$61,938, below the Tigard median of \$70,120, and 9% of the population lives below the poverty level (Tigard average is 9%)
- Housing is split between multi-unit (93 units) and detached (75 units), with detached units having a larger average lot size at 0.4 acres.

Gap Area #9

- 234 households with a total population of 511
- Within 10-minute walk to a trail system
- More seniors over 65 (15%) than Tigard average (14%)
- Higher proportion of Native Hawaiian (1%) than Tigard average (0.7%)
- Average Household Income is \$45,906, below the Tigard median of \$70,120, and 30% of the population lives below the poverty level (Tigard average is 9%)
- Housing is split between attached or multi-unit (85 units) and detached (83 units), with detached units having a larger average lot size at 0.4 acres.

Gap Area #10

- 550 households with a total population of 1,292
- Outside of a 10-minute walk from either parks or trails
- Higher proportion of Hispanic residents (12%) than Tigard average (11%)
- Higher proportion of Black residents (4%) than Tigard average (2%)
- Average Household Income is \$98,580, above the Tigard median of \$70,120, and 10% of the population lives below the poverty level (Tigard average is 9%)
- Most housing is detached, with 142 of 586 dwelling units in attached or multi-unit developments
- Detached homes average 0.26 acres of lot size

Gap Area #11

- 266 households with a total population of 616
- Higher proportion of Hispanic residents (12%) than Tigard average (11%)
- Higher proportion of Black residents (4%) than Tigard average (2%)
- Average Household Income is \$100,420, higher than the Tigard median of \$70,120, and 9% of the population lives below the poverty level (Tigard average is 9%)
- Most housing is detached, with 53 of 280 dwelling units in multi-unit developments
- Detached homes average 0.23 acres of lot size

Gap Area #12

- 391 households with a total population of 996
- Higher proportion of Hispanic residents (26%) than Tigard average (11%)
- Slightly higher proportion of Black residents (2.5%) than Tigard average (2%)
- The proportion of Black (2.5%) and American Indian/Alaska Native (0.5%) are closer to Tigard averages (2% and 0.4%) than most other areas
- Average Household Income is \$51,201, below the Tigard Median of \$70,120, and 22% of the population lives below the poverty level (Tigard average is 9%)
- Much of the housing is attached or multi-unit (241 of 410 units) and detached housing units have a small average lot size (0.18 acres)

Tigard Parks and Recreation Master Plan

Oregon Business Park, Washington Square and the undeveloped portion of River Terrace were not included in this analysis due to the lack of residential populations. Regarding River Terrace, planned park and street construction will fill in the area between existing parks. For the other, primarily employment, areas of Tigard the City should consider the appropriate type of park or trail access, particularly if these areas were to redevelop and add residential uses.

Using This Analysis

Developing and Applying an Equity Lens for Guiding Tigard's Investments

Understanding the demographics of the underserved areas in Tigard allows the City to guide investment to address inequity in access to the parks and recreation system. Directing resources to historically disadvantaged communities should be accompanied by other strategies to preserve or provide affordable housing and avoid displacement of the current residents.

Consider Quality of Parks as Equal in Importance to Access

Providing access within a 10-minute walk is only half of the campaign pledge. The second portion is ensuring that the park at the end of that walk provides a high-quality experience is very important. Ensuring quality draws in consideration of maintenance, variety of activities, beauty of the setting and programming or activation of the park. Further analysis and recommendations will add these considerations to this planning process.

Understanding the Potential Impact of Future Park Sites

Tigard's future park properties will be important additions to park access.

- **Bagan Park:** This park will be within a 10-minute walk of densely developed residential areas south of Highway 217 at Greenburg Road (Gap Area 12)
- **Steve Street Property:** This park will serve existing neighborhoods (Gap Area 11) cut off from other parks by Highway 217. Much of the housing in the area is multi-unit, meaning that many people live without private outdoor space.
- **Sunrise Park:** Access into the east side of this property will have the most impact on the surrounding Tigard neighborhood (Gap Area 1).
- **Roshak Park:** this park will serve new housing in the middle of River Terrace.

The gap area demographic summaries can guide the timing of investing in these future park properties.

Enhancing Existing Trail Corridors Can Provide Access

Trails provide opportunities for many park experiences and open access to some of Tigard's natural areas. While not the same as a developed park, which might include trails and natural areas as well as other opportunities, being within a 10-minute walk of public land with a trail corridor is considered adequate by the 10-minute walk campaign. Trail corridors extend the 10-minute walk coverage in Tigard in the following areas:

- **Central Tigard (Gap Area 3):** the nearly continuous trail from Woodard Park to Gaarde links several otherwise isolated clusters of homes. This leaves a gap west of 121st Avenue around Marion St, James St and Hallow Ln (Gap Area 2) that is outside of a 10-minute walk from either park or trail.
- **West of Bull Mountain (Gap Area 1):** The trail corridor through a natural area provides 10-minute walk access to most of this area. Sunrise Park could also provide 10-minute walk access to much of this area.
- **Tigard Triangle (Gap Area 9):** Trail corridors at the edges of the Triangle create opportunities to walk through the wetlands south of Dartmouth St and to cross I-5 safely at the Highway 217 interchange.

Adding Trail Connections Can Expand Access

By providing a way for pedestrians to walk more directly to a park, more area can be brought into the 10-minute walk service area.

- **Hunziker Core Area (Gap Area 8):** the approved trail connections, once built, will connect this area to the existing Potso Dog Park and the Fields Property. As part of the Fanno Creek Trail Amenities Project, the library backyard was investigated to provide both trail and library users recreation facilities.
- **Tigard Triangle (Gap Area 9):** Trail connections can extend the reach of new parks to be added in the redevelopment of this area.

ⁱ Technical note: A fragment in the street dataset was identified that create a missing network junction at the intersection of Burnham St. and Ash Ave, by the Ash Ave Dog Park. The four adjoining street segments did not share a common endpoint or vertex, which initially prevented an accurate walkshed from being generated by this park. The network was adjusted and repaired to create a connected network dataset.

ⁱⁱ The following settings were used when creating the network dataset:

- Version: 10.1
- Model Turns: No
- Connectivity: Any Vertex
- Model Elevation: None
- Travel Mode Type: Walk
- Establish driving directions: No

ⁱⁱⁱ The following properties were assigned to the service area:

- Analysis Settings:
 - Impedance: Length (Feet)
 - Default Breaks: 2640
- Polygon Generation: Merge by break value



APPENDIX D

RECREATION TRENDS ASSESSMENT

Appendix D: Recreation Trends Assessment

Introduction

This assessment identifies local and national parks and recreation trends to inform the development of the Tigard Parks and Recreation Master Plan and help the City of Tigard (City or Tigard) better serve the needs of Tigard park users.

Relevant trends were identified based on the planning team's understanding of Tigard and the Metro region and initial community input. Resources and references are cited throughout. The trends described in this memorandum address the following topics:

- Social activities and community involvement
- Demographic change
- Health and wellness
- Activating public spaces
- Programs and activities
- Multi-use and dynamic parks
- Demand for trail-based activities
- COVID-19

Social Activities and Community Involvement

Public spaces encourage social gatherings and build community by creating opportunities for neighbors to get to know one another.¹ Spaces that create a sense of belonging and inclusion can encourage social cohesion and reduce isolation. Being connected to the community positively impacts residents' well-being and having more people out and about increases public safety.²

Public spaces further provide opportunities for cultural expression. Public spaces should be inclusive, accommodating a variety of people and abilities in varying locations.³

Providing public gathering places will become increasingly important for Tigard as housing stock diversifies and demographic changes will require a deeper consideration in how people use parks and what amenities will be needed. Residents will increasingly desire public spaces that provide activities for diverse needs.

Engaging communities in designing and programming public spaces builds consensus and improves outcomes by ensuring that community values and preferences are reflected in the design and implementation of these services.



Figure 1. In 2013, the City of Corpus Christi formed the [Mayor's Fitness Council \(MFC\)](#) to promote active lifestyles. The MFC developed coalitions and public-private partnerships to support public engagement efforts and overcome the Corpus Christi's strong car culture. With support from the community, the MFC implemented multi-modal improvements, including enhancements to existing trails and the development of new trails.

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

² Ibid.

³ Ibid.

Demographic Change

Tigard’s changing demographics indicate evolving park and recreation needs. Between 2010 and 2017, Tigard residents grew older and more diverse, reflecting demographic changes across the state of Oregon more broadly.

Parks and recreation services for working age adults look very different from parks services for children and seniors. Outdoor recreation participation rates decrease as people age, particularly for physically demanding activities.⁴ Meanwhile, disability rates increase as people age. A 2007 Oregon Statewide Comprehensive Outdoor Recreation Plan (SCORP) survey found that a third of Oregonians over the age of 60 indicated that they or someone in their household had a disability.⁵

Research indicates that cultural and ethnic groups use public spaces differently and experience unique barriers to accessing park and recreation services. According to the 2019 SCORP, minority groups are less likely to participate in outdoor recreation relative to white Oregonians.⁶

The 2019 SCORP recommends that park and recreation providers prioritize better serving the outdoor recreation needs of Oregon’s Latino and Asian populations. These populations were also identified as priority demographic groups for park and recreation services in Washington County. Table 1 presents SCORP findings around increasing participation for priority demographic populations.



Figure 2. Tukwila, Washington is a Seattle suburb with a diverse and growing population. In 2017, the city developed an equity policy that defines equity as “eliminating systemic barriers and providing fair access to programs, services and opportunities to achieve social, civic and economic justice.” To improve equity for parks, Tukwila’s Mayor selected criteria to prioritize park development and maintenance. These criteria helped to identify a community with a critical gap in park access, which supported the city in obtaining a grant to address this gap.

Source: <https://www.nrpa.org/parks-recreation-magazine/2019/october/improving-systems-to-achieve-equitable-park-access/>

⁴ Oregon Parks and Recreation Department. 2019 – 2023 Statewide Comprehensive Outdoor Recreation Plan. 2019.

⁵ Ibid.

⁶ Ibid.

Table 1. 2019 Statewide Comprehensive Oregon Recreation Plan Findings to Increase Participation among Senior, Latino, Asian and Low-Income Populations⁷

Population	Priorities for Park Improvements	Priorities for Programming	Barriers	Agency Actions to Improve Participation
Senior	<ul style="list-style-type: none"> - Cleaner restrooms - More restrooms - Soft surface walking trails and paths - Public access sites to waterways - Nature and wildlife viewing areas - Picnic areas and shelters for small visitor groups - Placing more benches and restroom facilities along trails - More places and benches to observe nature and others 	<ul style="list-style-type: none"> - Farmer’s markets - Concerts - Historical tours - Water exercise - Computer education 	<ul style="list-style-type: none"> - Access: disabilities, distance to parks -Transportation: lack of parking, lack of public transportation, bad roads, dangerous crosswalks 	<ul style="list-style-type: none"> - Clean and well-maintained parks and facilities - More free-of-charge opportunities - Making parks safer from crime - More parks and walking and hiking trails closer to home - Expanding park facilities - Placing more benches and restrooms along trails - Improved walking routes to parks
Latino	<ul style="list-style-type: none"> - Cleaner restrooms - More restrooms - Playgrounds with natural materials - Nature and wildlife viewing areas - More places and benches to observe nature and others - Security cameras in key places 	<ul style="list-style-type: none"> - Farmer’s markets - Concerts - Historical tours - Arts and crafts 	<ul style="list-style-type: none"> - Access: distance to parks - Transportation: lack of parking, too much road traffic, no car, lack of public transportation 	<ul style="list-style-type: none"> - More free-of-charge recreation opportunities - Ensuring clean and well-maintained parks and facilities - Making parks safer from crime - Clean and well-maintained parks and facilities - More parks and walking and hiking trails closer to home - Improved walking routes to parks

⁷ 2019 Oregon SCORP defines Low Income as households with \$25,000 or less in income.



Table 1. 2019 Statewide Comprehensive Oregon Recreation Plan Findings to Increase Participation among Senior, Latino, Asian and Low-Income Populations⁷

Population	Priorities for Park Improvements	Priorities for Programming	Barriers	Agency Actions to Improve Participation
Asian	<ul style="list-style-type: none"> - Cleaner restrooms - Security cameras in key places - More restrooms - More places and benches to observe nature and others - Paved/hard surface walking trails and paths - Dirt/other soft surface walking trails and paths 	<ul style="list-style-type: none"> - Farmer’s markets - Concerts - Quiet zones for reading or meditating - Outdoor sports - Arts and crafts 	<ul style="list-style-type: none"> - Access: distance to parks - Transportation: lack of parking, too much road traffic, no car, no sidewalks 	<ul style="list-style-type: none"> - More free-of-charge recreation opportunities - Ensuring clean and well-maintained parks and facilities - Making parks safer from crime - Clean and well-maintained parks and facilities - More parks and walking and hiking trails closer to home - Improved walking routes to parks
Low-Income	<ul style="list-style-type: none"> - Cleaner restrooms - More restrooms - Playgrounds with natural materials - Picnic areas and shelters for small visitor groups - Dirt/other soft surface walking trails and paths - Nature and wildlife viewing areas 	<ul style="list-style-type: none"> - Farmer’s markets - Concerts - Outdoor movies 	<ul style="list-style-type: none"> - Access: distance to parks - Transportation: lack of parking, lack of public transportation 	<ul style="list-style-type: none"> - More free-of-charge recreation opportunities - Ensuring clean and well-maintained parks and facilities - Making parks safer from crime - Clean and well-maintained parks and facilities - More walking and hiking trails closer to home

Health and Wellness

Physical inactivity and poor diet are two of the greatest risk factors for mortality in the United States.⁸ As Americans become increasingly sedentary, the health

⁸ Maizlish. *ITHIM: Integrated Transport and Health Impact Modeling*. 2016.



care sector is exploring active living as a form of preventative health care to improve health outcomes and reduce health care costs.

Research has linked neighborhood park amenities and programming with an increase in physical activity.⁹ The 2019 SCORP finds that parks and recreation providers can play a key role in increasing physical activity.¹⁰

The following activities and facilities are associated with increases in park use:

- **Programming:** Each additional supervised activity increases park use by 48% and physical activity by 37%, particularly among seniors and teenage girls.¹¹
- **Walking Loops:** Walking loops increase overall park use by 80%, senior activity by 100% and levels of exercise by 90%.¹²
- **Play Areas:** Every play element added to a playground increases its use by 50%.¹³
- **Marketing:** On-site banners, posters and signs increase park use by 62%.¹⁴

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 3. As part of a comprehensive effort to reduce high rates of obesity and diabetes in the City of San Antonio, the San Antonio Metropolitan Health District and San Antonio Housing Authority created walking and biking trails at four public-housing developments, each with about 4,000 residents. Fitness stations were also constructed at three of the four trails. Trail access was made available to the surrounding communities as well.

Source: <https://www.nrpa.org/success-stories/collaboration-is-changing-the-way-san-antonio-is-encouraging-healthy-lifestyles/>

⁹ Caryn Ernst, Peter Harnik and Linda Keenan. *Active Parks, Healthy Cities*. 2018.

¹⁰ Oregon Parks and Recreation

¹¹ Caryn Ernst, Peter Harnik and Linda Keenan. *Active Parks, Healthy Cities*. 2018.

¹² Ibid.

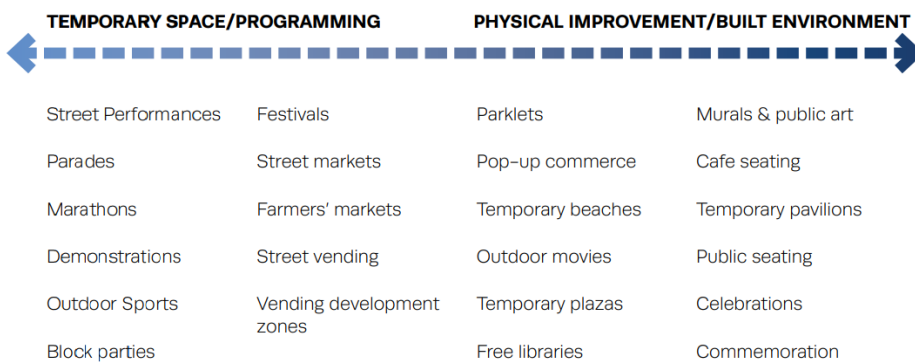
¹³ Ibid.

¹⁴ Ibid.

Activating Public Spaces

Activating public spaces improves quality of life, addresses spatial equity, increases health, safety and security; brings people together and creates a shared sense of identity.¹⁵ According to the *District of Columbia Public Space Activation and Stewardship Guide*, strategies for activating spaces takes many forms, from temporary programming interventions to permanent physical improvements.

Figure 4. District of Columbia Public Space Stewardship Guide’s Spatial Activation Spectrum



Programming, such as Tigard’s pop-ups facilitating arts and crafts, board games and other activities, are an essential strategy for activating public spaces.

Cities are leveraging rights-of-way and public institutions to increase recreational opportunities, including sidewalks, streets, medians and school-owned properties like the community garden at Metzger School. Another example is the City of San Francisco, which has developed a system of parklets that provide amenities with small footprints to activate underutilized sidewalk and street spaces. The cities of Berkeley, Tucson and Vancouver in British Columbia have all leveraged traffic circles to construct community gardens.

Multi-Use and Dynamic Parks



Figure 5. San Francisco's [Parklets Program](#) facilitates public-private partnerships to repurpose underutilized parking spaces into parklets. Businesses and organizations submit proposals and fund the construction of temporary public spaces and amenities.



Figure 6. A group of residents formed the Quesada Initiative, which constructs and manages edible gardens in underserved communities that lack access to open space and basic services such as grocery stores.

¹⁵ District of Columbia Office of Planning. *District of Columbia Public Space Activation and Stewardship Guide*. 2018.

Tigard Parks and Recreation Master Plan Update

Laying multiple uses can get more use out of existing spaces, encourage regular activity, and help address community needs and preferences, particularly in land constricted urban areas. Cities are updating single-sport dedicated fields to support a variety of activities by incorporating multiple stripings and multi-function goal posts. These multi-use fields are used more heavily, which can help alleviate supply shortages.

Park and recreation providers are also introducing new uses and additional activities, particularly those that can be enjoyed year-round. For example, existing tennis, volleyball and basketball courts can be updated with markings to accommodate pickleball. Futsal is another option that can leverage smaller spaces unsuitable for full-sized sports fields. Providing a greater variety of activities can attract more park users, including park users with varying preferences, needs and abilities.

Even parks that have a strong focus, such as sports fields, can benefit from additional features for family members to enjoy. Adding play features, perimeter walking paths or dog parks near sports fields or other single-use recreation areas add enjoyment for parents and younger siblings.

Water access is a unique opportunity for some parks. People are drawn to water for a variety of recreational activities. The 2019 SCORP identified water access as priority park improvements for Oregonians. Parks can provide access points and ramps, and identify these access points using maps and signage. Varied and safe opportunities to see, touch and interact with rivers and lakes is a near-guaranteed draw for a park site.



Figure 7. Tualatin's Community Park has evolved through a series of updates to facilities, including new play features, and strategic additions, such as a dog park in an underutilized corner of the park. The park now supports a wide range of experiences,



Figure 8. Sherwood added pickleball courts to tennis courts placed on top of a water tank reservoir at Snyder Park, providing a new activity and stunning views for residents.

Programs and Activities

Across the United States, cities are getting more out of their parks and public spaces by providing programming and offering mobile recreation programs. Bringing programming to existing and new parks, plazas and public spaces can enhance community benefits, particularly in land constricted urban areas and areas with limited resources.

Programming can also increase outdoor recreation participation among underserved groups. The 2019 SCORP suggests providing free and low-cost programs as a strategy for increasing outdoor recreation participation among senior, Latino, Asian and low-income populations.

In addition to activating public spaces, programming can provide essential services to vulnerable populations and underserved communities by expanding access to fitness programs, healthy foods and even health care.

Farmer's markets and food programs can bring fresh produce to communities that lack grocery stores. Mobile health clinics connect vulnerable populations with badly needed affordable health services such as urgent care and preventative health screenings.



Figure 9. New York City's [Green Carts](#) program provides permits to local farmers and vendors to sell fresh fruits and vegetables in neighborhoods that otherwise have limited access to fresh produce.

Park Land in Developed Areas

Land constricted cities are implementing strategies to expand access to park and recreation services by leveraging non-traditional park spaces and developing local partnerships.

These strategies can be applied to parks or facilities of all types, including:

- **Parklets.** Cities are designing parklets to accommodate amenities with small footprints, such as seating, landscaping, bike parking and public art.
- **School-Owned Properties.** Some cities have partnered with local School Districts to make school playgrounds and sports fields available to community members outside of school hours.
- **Nature Play.** Incorporating natural play features and loose parts, or simply designating areas where it is ok to move things around, explore and create, can add a play experience to a natural area or trail.
- **Temporary Street Closures.** Temporarily closing streets allows cities to leverage their roadways, particularly during off-peak hours and weekends. These closures increase foot traffic along designated corridors, promoting neighborhood businesses and destinations. Closed streets often provide settings for neighborhood block parties and special events.



Figure 10. The City of Portland's Sunday Parkways is a series of events closing its streets to vehicle traffic, allowing residents and visitors to enjoy a traffic-free loop of streets connecting parks and schools and filled with activities, music and vendors. The events are organized by the Portland Bureau of Transportation in partnership with public agencies and private organizations.

Demand for Trail-Based Activities

Tigard envisions being an equitable community that is walkable, healthy, and accessible for everyone. This aligns closely with local, state-wide and national trends for trails and related activities.

Trail-based activities such as walking, hiking and running are highly popular in the United States. The Outdoor Foundation's 2016 Outdoor Participation Study found that 50% of Americans seven years and older walk as a form of physical exercise. Eighteen percent (18%) of Americans seven years and older run outdoors and 13% hike.

The 2019 SCORP asked Oregonians about their priorities for the future and found that soft surface walking trails were the second highest priority for residents. Community trail systems were the highest priority for Oregon's public recreation service providers. The SCORP also identified walking trails and paths close to home as priority improvements and agency actions to improve participations rates, respectively, for Oregon's senior, Latino, Asian and low-income populations.



Figure 11. The Madison-based [Walk with Ease](#) program uses a science-based, six-week exercise and wellness program teaches participants how to incorporate physical activity into their daily lives, reduce arthritic pain and improve their overall health.

COVID-19

In January 2020, the United States announced its first confirmed COVID-19 case. By March 2020, states across the country began to report cases, prompting local and state governments to issue stay-at-home orders and close non-essential businesses including schools, restaurants and bars.

On March 23, Oregon Governor Kate Brown directed Oregonians to stay home, following guidance from health care workers and officials. When leaving their homes to purchase groceries or obtain health care, Oregonians were directed to keep at least six feet away from others.

One notable exception to stay-at-home orders was recreational activities such as jogging or hiking, so long as people can maintain six feet of distance from others. Trails, parks and open spaces large enough to accommodate both crowds and social distancing provided the opportunity for those under stay-at-home orders to leave their homes and exercise. As a result, park and recreation service providers experienced an increase in demand for parks, trails and open spaces. Meanwhile, service providers experienced a decrease in program and facility rental revenues.

The Centers for Disease Control and Prevention (CDC) flagged mental health as a top concern amid the COVID-19 pandemic. The National Recreation and Park Association (NRPA) highlighted the role that parks can play in supporting Americans' mental health during this time, noting that parks provide access to the outdoors and green space and opportunities for physical activity, all of which are demonstrated to reduce stress and improve mental health.¹⁶

The NRPA released guidelines to support safe use of parks and trails during the COVID-19 pandemic. The NRPA encouraged all park users to:

- Refrain from using parks or trails if they are exhibiting symptoms
- Follow the CDC's guidance on personal hygiene before and during park and trail use
- Prepare for limited access to public restrooms or water fountains



Figure 12. The West Linn Parks & Recreation Department is maintaining a [Virtual Community Center](#), which provides links to free, online resources related to health and wellness, arts and crafts, education and community service.



Figure 13 El Cajon, CA mobile recreation team, the Rec Squad, responded to social distancing by bringing the park to people's homes. Residents could sign up online to have the squad come and chalk in a hopscotch on their street or driveway.

¹⁶ National Recreation and Parks Association. "Joint Statement on Using Parks and Open Space While Maintaining Physical Distancing." 2020.

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- While using trails, warn other users of your presence and step aside to let others pass
- Follow CDC guidance on the recommended size of social gatherings
- Maintain at least 6 feet distance from other individuals. If this is not possible, users should leave and find an alternate location
- Consult your local and state ordinances for the most up to date recommendations

To support community members and park users, park and recreation service providers created or enhanced virtual resource centers, sometimes dubbed “virtual community centers.” These centers created a centralized location for community members to access free, virtual resources related to education, recreation, exercise and other topics related to health and wellness.

Over the course of the pandemic, communities have implemented re-opening plans. In mid-2020, NRPA released a “Path to Recovery” that provides useful guidance to park and recreation agencies, working alongside public health officials and other government entities. Details of this framework can be found at: <https://www.nrpa.org/our-work/Three-Pillars/health-wellness/coronavirus-disease-2019/path-to-recovery/>



APPENDIX E

PARK DEVELOPMENT GUIDELINES

Appendix E: Park Development Guidelines

Background

The 2009 Plan included a set of park design and development guidelines, contained in Appendix B of the document. These guidelines have been used since adoption of the 2009 Plan in site acquisition, master planning and design efforts. As part of the 2021 PRMP, these are updated to reflect current park classifications and a more user-friendly format. In addition, they are retitled “park development guidelines” to better reflect their content.

Purpose of the Guidelines

Park development guidelines are intended to provide site planning and site programming parameters and direction. Because site conditions and characteristics vary, these guidelines are not intended to override site specific concerns or judgments. For example, during the design of a specific park, if community preferences differ from the guidelines but are consistent with park function and the overall guidance of the PRMP, citizen preferences should be strongly considered.

For each park classification, the guidelines are structured as follows:

- “Purpose” describes the intended function of the park classification.
- “Considerations for Site Selection” provides access and site configuration guidance.
- The “Minimum Park Features to Include” section identifies the essential resources that should be provided in every park of that classification.
- The “Additional Park Features to Consider” section identifies resources that are also appropriate within parks of that classification if there is space, funding or community interest.
- The “Park Features to Avoid” section identifies resources that are not compatible with a classification’s function.

Neighborhood-Serving Parks

Purpose:	Neighborhood-serving parks are the foundation of the parks and recreation system, providing nearby public spaces that meet the day-to-day recreation and social needs of residents to walk, play, exercise and be outdoors.
Site Selection Considerations:	<ul style="list-style-type: none"> • Locate central to the area served, considering the ½-mile walkshed and without crossing a major arterial street • At least one acre is desirable • Site should be relatively level • If feasible, locate adjacent to greenways, linear parks or other public facilities such as schools, fire stations or libraries
Minimum Park Features to Include:	<ul style="list-style-type: none"> • Playground, nature play or play environment • Picnic area with small shelter • Open lawn area, minimum 75' x100' and relatively level • At least one sports court (e.g., basketball, tennis, pickleball, futsal, bocce) • Park pathway (including accessible route) • Site furnishings scaled for the intended level of use, including benches, picnic tables and trash receptacles • Shade trees • Water fountain • Bicycle parking near all entry points • Park identification sign and wayfinding signs
Additional Park Features to Consider:	<ul style="list-style-type: none"> • Sports fields for soccer, lacrosse, baseball, softball and other field sports • Additional sports court • Skate park or skate feature • Bicycle pump track or skills course • Other skills facility • Paved or soft surface looped path, preferably a measured distance • Community gardens • Off-leash dog area • Public art or interpretive features • Permanent restrooms • Trailhead or trail connection (if adjacent to a trail) • Green stormwater infrastructure facilities • Off-street parking • Other features that are intended for local audiences
Park Features to Avoid	<ul style="list-style-type: none"> • Large group picnic areas (100+ capacity) • Sports complexes or destination facilities • Indoor space/recreation buildings

Community-Serving Parks: Community Parks

<p>Purpose:</p>	<p>Community-parks are designed to serve a communitywide audience and attract people from across Tigard for their features, facilities or programs. This classification includes larger, more expansive parks and smaller ones that house a specialized facility or are more urban in character. The defining characteristic is the communitywide draw of the park.</p>
<p>Site Selection Considerations:</p>	<ul style="list-style-type: none"> • Size varies depending on the intended destination facility or facilities to be housed in the park. • The minimum desirable size for new community-serving parks located in residential areas, outside of Downtown Tigard and the Tigard Triangle, is a minimum of 10 developable acres. These sites should have physical characteristics that are attractive for park design, such as suitable soils, positive drainage, varying topography, and a variety of vegetation. Geological or historic resources may be present. Views are desirable. If a portion of the site is within the floodplain, facilities should be located upland or be designed to withstand periodic inundation. • New community-serving parks in Downtown Tigard and the Tigard Triangle should be sized to accommodate the desired community-serving facility or facilities to be included on the site. Sites in these more urbanized locations should be relatively level and outside of sensitive or protected areas. • All community-serving parks should be located away from highways and high speed roads and should be connected to both the street and bicycle networks.
<p>Minimum Park Features to Include:</p>	<ul style="list-style-type: none"> • At least one community-serving facility • Park pathway (including accessible route) • Site furnishings scaled for the intended level of use, including benches, picnic tables and trash receptacles • Shade trees • Water fountain • Restroom (on site or in nearby public facility) • Bicycle parking near all entry points • Park identification sign and wayfinding signs
<p>Additional Park Features to Consider:</p>	<ul style="list-style-type: none"> • Playground, nature play or play environment • Destination play area • Picnic areas (including some with small shelter) • Large group picnic area (50+) • Performance stage with lighting and sound system • Indoor space: recreation center, nature center, fieldhouse • Interactive fountain/sprayground • Open lawn area, minimum 75' x100' and relatively level

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	<ul style="list-style-type: none"> • Sports court (e.g., basketball, tennis, pickleball, futsal, bocce) • Sports fields for soccer, lacrosse, baseball, softball and other field sports • Sports complex • Disc golf course • Skate park • Bicycle pump track, skills course or bike park • Other skills facility • Community gardens • Off-leash dog area • Paddle access • Concessionaire facilities (food and beverage, equipment rentals, etc.) • Public art or interpretive features • Permanent restrooms • Trailhead or trail connection (if adjacent to a trail) • Green stormwater infrastructure facilities • Off-street parking • Other facilities that attract a communitywide audience
Park Features to Avoid	<ul style="list-style-type: none"> • Regional-scale facilities (water park, 50-meter pool, ice arena)

Community-Serving Parks: Urban Parks

Purpose:	Urban parks provide opportunities for smaller, focused public spaces within downtown and dense, mixed-use development. They provide gathering spaces for residents and are designed to be flexible for pop-up events. Larger urban parks may also provide neighborhood-serving recreation features and amenities.
Site Selection Considerations:	<ul style="list-style-type: none"> • Locate central to the area served, considering the ½-mile walkshed and without crossing a major arterial street • Varies by location and amenities. Up to one acre is desirable (NOTE: Universal Plaza is approximately one acre. For comparison, Director Park in downtown Portland is approximately 0.7 acres). • Site should be level • If feasible, locate adjacent to transit and bicycle facilities, linear parks or other public facilities such as schools, fire stations or libraries
Minimum Park Features to Include:	<ul style="list-style-type: none"> • Seating areas and active spaces to provide flexibility for events and pop-up uses • Water fountain • Electrical and water hookups for temporary uses • Restrooms provided on-site or at nearby public facilities • Bicycle parking near all entry points • Site furnishings scaled for the intended level and intensity of use, including benches, picnic tables and trash receptacles. Urban parks may require a higher durability of features. • Park identification sign and wayfinding signs
Additional Park Features to Consider:	<ul style="list-style-type: none"> • Water feature • Public art • Weather coverings for a portion of the site • Green stormwater infrastructure facilities • Shade, using trees, awnings, or other features • On-street parking on adjacent streets • Other features that are intended for local audiences
Park Features to Avoid	<ul style="list-style-type: none"> • Large group picnic shelter or area (50+ capacity) • Large, dedicated sports facilities that cannot be used for temporary uses • Indoor space/recreation buildings

Linear Parks

Purpose:	Linear parks provide opportunities for trail-oriented outdoor recreation along built or natural corridors, connect residences to major community destinations, and may also provide neighborhood-serving recreation features and amenities.
Site Selection Considerations:	<ul style="list-style-type: none"> • Minimum corridor width should accommodate a multi-use trail plus any required buffer or setback, generally a minimum of 25' to 50' in width.
Minimum Park Features to Include:	<ul style="list-style-type: none"> • A trail, defined as a paved off-street transportation facility for pedestrians and bicyclists that spans multiple developments, lots, or blocks. • Water fountain • Bicycle parking near all entry points • Site furnishings scaled for the intended level of use, including benches, picnic tables and trash receptacles • Park identification sign and wayfinding signs
Additional Park Features to Consider:	<ul style="list-style-type: none"> • Soft surface trails • Boardwalks • Water access points/water trail facilities • Restrooms • Public art • Neighborhood-serving park features (see neighborhood-serving park guideline) • Trailhead/ informational kiosk • Green stormwater infrastructure facilities • Off-street parking • Other features that are intended for local audiences
Park Features to Avoid	<ul style="list-style-type: none"> • Large group picnic shelter or area (50+ capacity) • Sports complexes or destination facilities • Indoor space/recreation buildings

Natural Areas

Purpose:	Natural areas, sometimes called greenways and open spaces, protect valuable natural resources and sensitive areas, preserve wildlife habitat and natural functions and manage stormwater. While these sites are protected for their natural resource or green infrastructure value, they also can offer opportunities for nature-based outdoor recreation, such as viewing and studying nature and participating in trail activities.
Site Selection Considerations:	<ul style="list-style-type: none"> • The quality of the resources is the most important determinant for site selection. • Sites that provide medium to high potential for environmental education, nature-based recreation, and outdoor or trail-oriented recreation are preferred. • The recommended corridor width is approximately 200'; the minimum width is 50'.
Minimum Park Features to Include:	<ul style="list-style-type: none"> • Trail or soft surface trail • Site furnishings scaled for the intended level of use, including benches, picnic tables and trash receptacles • Park identification sign and wayfinding signs
Additional Park Features to Consider:	<ul style="list-style-type: none"> • Boardwalks • Water access points/water trail facilities • Restrooms • Neighborhood-serving park features (see neighborhood-serving park guideline) • Small shelter • Outdoor classroom • Public art or interpretive facilities • Indoor facility: Environmental education or nature center • Trailhead/ informational kiosk • Green stormwater infrastructure facilities • Bicycle parking • Off-street parking • Other features that are intended for local audiences
Park Features to Avoid	<ul style="list-style-type: none"> • Any features that conflict with or detract from the site's natural resources, such as turf, ornamental plantings, and sports fields or courts.



APPENDIX F

CAPITAL PROJECTS MATRIX

Table F-1: Parks and Facility Capital Projects
Updated 6/28/2021

Facility	Total Park Acreage	Recommendation Categories														Other Project	Other Cost	Total Planning Level Cost
		Park Acquisition	ROW Acquisition (Access Points)	Site Design	Site Master Plan	Park Development	Trail Development (Indicate Miles)	Landscape Enhancement	Park Amenity Improvement	Sports Courts (indicate number of courts)	Sport Field Upgrade (Turf/Lights)	Play Area Upgrade/Replacement	Accessibility and Connectivity Improvements	Activation and Programming Enhancement	Restroom			
Neighborhood Serving Parks																		
Greenfield Community Garden (132nd Avenue)	0.2							1					1					\$ 150,000
Emilia Park	0.9							1	1									\$ 150,000
Bonita Park	7.2								1				1	1	1			\$ 880,000
Bull Mountain Park	10.2								1				1					\$ 200,000
East Butte Heritage Park	2.6							1										\$ 50,000
Elizabeth Price Park	2.6							1										\$ 50,000
Jack Park	10.0									1			1			1		\$ 780,000
Liberty Park	0.3							1										\$ 50,000
Main Street Landscaping Area	0.3																	\$ -
Northview Park	3.5			1					1			1	1					\$ 450,000
Orchard Park	2.0							1										\$ 50,000
Roshak Park	1.9												1					\$ 100,000
Sabrina Park	1.4												1					\$ 100,000
Senn Park (includes open space)	4.7			1				1				1	1					\$ 400,000
Windmill Park	0.1			1				1										\$ 100,000
Woodard Park	10.3			1				1				1				1		\$ 900,000
Subtotal	58.1	0	0	4	0	0	0	9	4	1	0	3	8	1	3			\$ 4,410,000
Community Serving Parks																		
Ash Avenue Dog Park	0.4			1					1									\$ 150,000
Cook Park	75.0			1			0.5		1				1			Dock and ramp replacement	\$ 400,000	\$ 1,150,000
Dirkson Nature Park	48.0						0.5		1		1	1	1	1				\$ 2,380,000
Jim Griffith Memorial Skate Park	0.5																	\$ -
Metzger School Park	3.4						0.5		1	1			1	1	1			\$ 1,340,000
Potso Dog Park	1.8				1				1				1					\$ 250,000
Summerlake Park	29.8			1				1		1	1	1	1					\$ 1,880,000
Universal Plaza	0.3													1		Phase 2 of the approved design, cost not included		\$ 80,000
Subtotal	159.1	0	0	3	1	0.5	1	3	4	2	2	2	5	3	1			\$ 7,230,000
Linear Parks																		
Commercial Park	0.8			1					1					1				\$ 230,000
Derry Dell Property	5.5			1				1	1									\$ 200,000
Englewood Park (east and west)	15.0					0.25	0.75	1					1					\$ 1,650,000
Fanno Creek House	1.6																	\$ -
Fanno Creek Park	29.7		1				1	1					1					\$ 1,250,000
Subtotal	52.6	0	1	2	0	0.25	1.75	3	2	0	0	0	2	1	0			\$ 3,330,000

Natural Area																			
Cach Nature Park	19.5						1										\$ 1,000,000		
Fields Property	25.6		1		1	1	0.5	1						1			\$ 5,970,000		
Other Tigard Natural Areas (total)	188.8																Natural resource inventory and sta \$ 500,000	\$ 500,000	
Subtotal	233.9	0	1	0	1	1	1.5	1	0	0	0	0	1	0	0		\$ 7,470,000		
Undeveloped Land (with Intended Park Classification)																			
Annand Property (Neighborhood Serving)	0.9			1		1											\$ 230,000		
Lasich Property (Community Serving)	27.9					1					2						Facilitate bringing this property into the UGB, allow for use	\$ 8,390,000	
Sunrise Park (Community Serving)	19.4		1	1		1		1	1	2	2		1		1		\$ 7,840,000		
Clute Property (Neighborhood Serving)	1.4			1													\$ 50,000		
Bagan Park (Neighborhood Serving)	2.9		1		1	1											Community Garden	\$ 75,000	\$ 860,000
Steve Street Property (Neighborhood Serving)	1.4					1		1	1				1				Community Garden	\$ 75,000	\$ 600,000
Subtotal	53.9	0	2	3	1	5	0	2	2	2	4	0	2	0	1		\$ 17,970,000		
Future Improvements (by service gap area)																			
Gap Area 1			1	1			0.25		1				1				Enhancing trail corridor with park amenities; developing existing park land (addressed above)	\$ 700,000	
Gap Area 2			1				1										Connecting existing parks	\$ 1,100,000	
Gap Area 3				1					1				1				Enhancing trail corridor with park amenities	\$ 350,000	
Gap Area 4	3.0	1			1	1											Acquire and develop park land (assuming 3 acre park)	\$ 2,050,000	
Gap Area 5	3.0	1			1	1											Acquire and develop park land (assuming 3 acre park)	\$ 2,050,000	
Gap Area 6									1		1	1					Create school park	\$ 1,700,000	
Gap Area 7				1			1		1				1				Enhancing trail corridor with park amenities	\$ 1,350,000	
Gap Area 8			1				1										Connecting existing parks; developing existing park land (addressed above)	\$ 1,100,000	
Gap Area 9	3.0	1			1	1											Acquire and develop park land (assuming 3 acre park)	\$ 2,050,000	
Gap Area 10	3.0	1			1	1											Acquire and develop park land (assuming 3 acre park)	\$ 2,050,000	
Gap Area 11																	Developing existing park land (addressed above)	\$ -	
Gap Area 12																	Developing existing park land (addressed above)	\$ -	
Subtotal	12.0	4	3	3	4	4	3.25	0	4	0	1	4	0	0	0		\$ 14,500,000		
Total	557.6	4	7	15	7	11	8	18	16	5	7	9	18	5	5		\$ 54,910,000		



APPENDIX G

FUNDING OPTIONS

Appendix G: Funding Options

Introduction

The future of Tigard's parks and recreation system will depend on creative and flexible application of multiple funding sources. This appendix includes options for the City to consider when developing the funding plan for individual capital projects as well as increasing the investment in the ongoing funding of operations. Throughout this plan the following definitions are used for understanding the difference between capital and operations:

- Capital: resources for acquiring, designing, building, and renovating; and
- Operations: resources to fund staff and ongoing programming and maintenance activities.

Some funding sources will be applicable to only one or the other of these types of projects. For each funding source, the following information is provided (as applicable):

- Applicability: Capital or Operations (or both)
- Advantages
- Limitations
- Current Parks and Recreation Use (if any)

Property Taxes

Property taxes are the most significant source of operating revenue for Oregon cities. Property tax revenues are based upon the assessed value of a property, which differs from the property's real market value (the estimated value it would sell for), due to the limitations put in place by Measures 5 and 50 (passed by Oregon voters in the 1990s). Property taxes collect (along with some other sources) in the General Fund.

- **Applicability:** The General Fund, including property tax revenue, is primarily used to fund operations but can be used for capital at the City Council's discretion.

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- **Advantages:** The large part of total City revenues and the ability to direct these funds to Council priorities (operational or capital) makes this a flexible funding choice.
- **Limitations:** Property tax limits overall mean that the cost of services funded by the General Fund are generally rising faster than property taxes are allowed to increase. This creates difficult choices between services and limits expansion of any of them.
- **Current Parks and Recreation Use:** In Tigard, property taxes account for approximately \$2.2 million of the current parks and recreation budget.

Utility Fee (Park and Recreation Fee)

A park utility fee creates dedicated funds to help offset the cost of park and facility maintenance. Most City residents pay water and sewer utility fees. Park utility fees apply the same concepts to City parks and facilities. Under Tigard's Park and Recreation (Utility) Fee, all City utility customers have been paying a small fee with their water bill since 2016.

- **Applicability:** Can be used for capital or operations
- **Advantages:** Provides stable, ongoing capital or operational funding that is dedicated to parks and recreation.
- **Limitations:** Can be regressive, impacting lower income households disproportionately.
- **Current Parks and Recreation Use:** These funds are dedicated to park maintenance and supporting recreation programming. The total income from PARF in 2019 was approximately \$1.8 million.

System Development Charges

Oregon State Law allows local jurisdictions to impose Systems Development Charges, known as SDCs, to equitably spread the cost of essential capital improvements to new development and pay for infrastructure expansion required to serve the additional demand.

- **Applicability:** Can be used for capital projects



- **Advantages:** Charged to offset the impact of new park development to serve new neighborhoods, this source does not impact existing resident tax rates directly. A reimbursement portion of this fee can also be used to upgrade or replace facilities in existing parks.
- **Limitations:** New and expanded parks funded by SDCs must be maintained, using limited General Fund dollars and PARF funding.
- **Current Parks and Recreation Use:** Acquisition, development and expansion of recreation spaces and facilities in newly developing areas or to increase capacity in the system.

Tax Increment Finance District (Urban Renewal)

Tax increment financing uses property taxes from within an area to fix identified problems in that same area. It often focuses on improving an area's transportation and utility infrastructure since these kinds of improvements can unlock an area's development potential. Tax increment financing can also be used to attract and retain small businesses, support affordable housing, and develop public spaces such as parks, plazas, and trails.

- **Applicability:** Capital project funding
- **Advantages:** Additional funding for projects in specific areas.
- **Limitations:** Project must be approved by the Town Center Development Agency and align with the goals of the TIF District.
- **Current Parks and Recreation Use:** Both of Tigard's TIF Districts (City Center and Tigard Triangle) prioritize multi-modal transportation including trails, parks and recreation.

Transient Lodging Tax (TLT)

This is a 2.5% tax on overnight stays in lodging properties such as hotel., motels, bed & breakfasts, and online vacation rentals such as Airbnb. Under State law, 30% can be used for existing City services and the other 70% must be used in support of tourism and tourism related activities.

- **Applicability:** Can be used for capital or operations.
- **Advantages:** Flexibility. This source recognizes the direct impact that parks and recreation can have on the City's tourism economy.
- **Limitations:** The City is currently saving a large portion of the tax revenue for future bonding to develop a facility that generates tourism. This source has also been impacted by the decline in tourism due to COVID-19 and is subject to the ups and downs of tourism generally.
- **Current Parks and Recreation Use:** Supporting capital projects at Cook Park and the Heritage Trail Outdoor Museum.

General Obligation Bond (Bond Measure)

General Obligation Bonds are voter-approved bonds with the authority to levy an assessment on real and personal property. The proceeds can be used for capital improvements but not maintenance. This property tax is levied for a specified time period.

- **Applicability:** Capital projects only
- **Advantages:** Allows voters to decide on a limited-term tax increase to raise a substantial amount of capital funding.
- **Limitations:** Capital funding only; existing debt limits the amount that could be raised. Further capital development without a parallel operations funding commitment can reduce the quality of existing park maintenance.
- **Current Parks and Recreation Use:** Tigard is currently repaying a 2011 voter-approved park acquisition measure (\$17 million) and a 2002 library bond.

Public Agency Grants

Federal, state and other public agency grant funding may be available for parks and recreation improvements. Federal Land and Water Conservation Fund (LWCF) is administered by Oregon Parks and Recreation Department (OPRD) and is one of the most common funding sources. The lottery-funded Local Government Grant Program helps local government agencies fund outdoor park and recreation areas and facilities and acquire property for park purposes. The Oregon Department of Fish and Wildlife also offers grants for land conservation and habitat improvements. Travel Oregon's Competitive Grant program also provides funding support for projects that are linked to tourism and demonstrate a direct tie to the mission of Travel Oregon.

- **Applicability:** Capital projects only
- **Advantages:** Recreation facilities are appealing to granting agencies, and grants can expand the capital resources available.
- **Limitations:** Competitive, providing capital funding only. Many grant programs will not fund indoor facilities. Nearly all grant programs require a substantial local contribution (matching funds or in-kind contribution). Application and management of grant contracts requires staff time and expertise.
- **Current Parks and Recreation Use:** Tigard has been successfully completed for grants in the past, including Metro Regional Flexible Funds, Metro Nature in Neighborhoods Capital Grants, Oregon State Parks Local Government Grants, Oregon Watershed Enhancement Board, Oregon Marine Board, National Endowment for the Arts (NEA) and Washington County grant funds.

Donations

The donations of labor/in-kind services, land, or cash by service agencies, private groups, or individuals can provide sources of revenue, most typically for specific projects or programs. Service agencies such as Lions and Rotary often fund small projects such as playground improvements or shelter.

- **Applicability:** Typically capital-only
- **Advantages:** Builds community ownership in projects. Expands the fundraising reach of the City. Can be used in some cases for matching funds to leverage larger local and state grants.

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- **Limitations:** Can contribute to large-scale projects such as recreation facilities but are not likely to be a major part of the financial support. Can contribute to inequity in investment due to the resources and time needed to pursue donations.
- **Current Parks and Recreation Use:** The community has organized donations and fundraisers for Tigard parks, including Bull Mountain Park and for specific park features.

Operating Levy

Levies are voter-approved assessments on real property that extend for up to a 5-year term and can be used for maintenance and operations. While operating levies to support parks and recreation have been passed in other jurisdictions, Tigard has no current operating levies for this purpose.

- **Applicability:** Operations funding
- **Advantages:** Allows an increase in operational funding.
- **Limitations:** Requires voter approval and renewal at least every five years. Could be seen as a duplication of the City's existing utility fee (PARF).
- **Current Parks and Recreation Use:** The City of Tigard does not currently utilize this source for parks and recreation.

Park and Recreation District

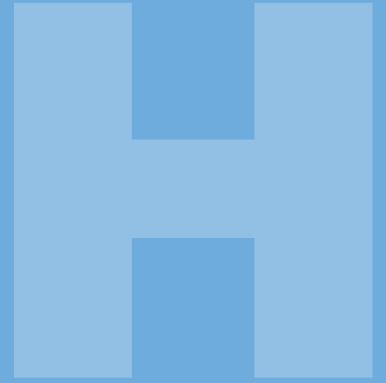
Oregon communities are allowed to form special districts to provide park and recreation facilities in several ways. Park and Recreation Districts (ORS Chapter 266), Metropolitan Service Districts (ORS Chapter 268) and County Service Districts (ORS Chapter 451) all allow for the construction and operation of park and recreation facilities. This new entity is independent and governed by a board of three to five members. Districts levy their own taxes, which are limited depending on the type of district. These funds can be used for operations or capital projects.

- **Applicability:** Capital or operations funding

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- **Advantages:** Provides dedicated capital and operational funding for parks and recreation. Districts can be defined separately from City limits.
- **Limitations:** Creates a separate governmental entity that would either supplement or take over existing parks and recreation services. This comes with some loss of control for City government. Impacted heavily by any compression of taxes¹.
- **Current Parks and Recreation Use:** The Tigard-Tualatin Aquatics District (separate from the City) maintains two community pools.

¹ Compression is when local taxes exceed the Constitutional limit that can be collected per \$1,000 of real market value. In this event, tax collections are reduced according to a formula that starts with local option taxes and then proportionally reduces other taxes until the total collection is within the limit. Compression occurs when Cities are close to their limits or the real market value of property declines, such as in a recession.



APPENDIX H

ORGANIZATIONAL ASSESSMENT

Appendix H: Organizational Assessment

Introduction

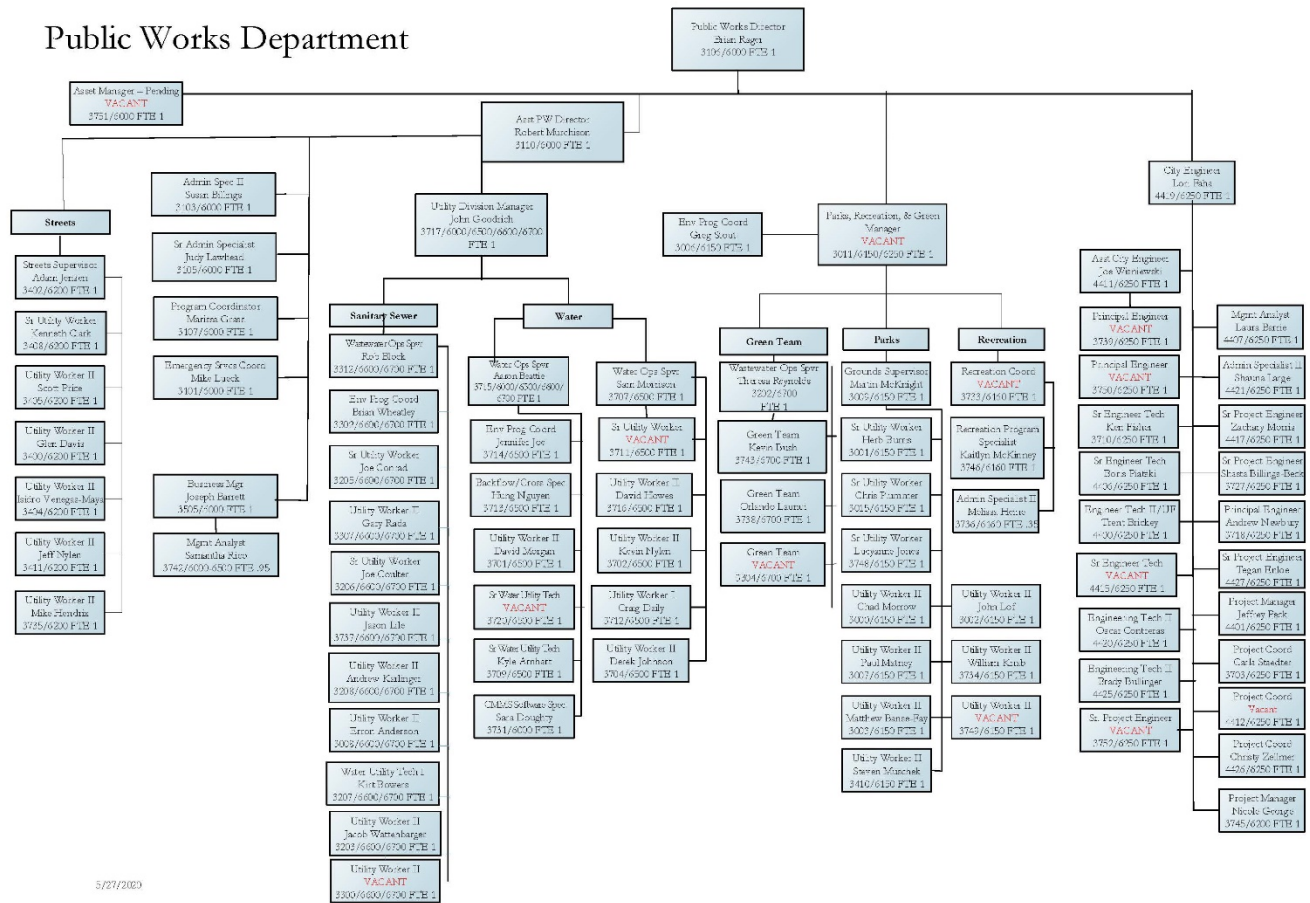
The purpose of this organizational assessment is to analyze and evaluate staffing and funding for Tigard's parks and recreation services and provide organizational recommendations within the Parks and Recreation Master Plan. This memo is organized into four main sections:

- Staffing and Funding Baseline Assessment discusses current staffing levels and patterns over time.
- Benchmarking and Comparisons looks at national and regional comparatives for context.
- Staffing and Funding Needs identifies essential functions needed for effective service provision.
- Organizational Approaches describes three alternative structures that build from Tigard's organizational strengths and capacities.

Staffing and Funding Baseline Assessment

The Public Works Department is responsible for management of the parks and recreation system in Tigard, including maintaining parks, trails, building structures, recreational programs, events, and volunteer activities. The Public Works Director reports directly to the City Manager and oversees Tigard's largest department, as shown in Figure H-1.

Figure H-1: Public Works Department Organizational Chart



This organizational structure has evolved over time. Recreation staff positions were added based on the implementation plan included in the 2015 *Recreation Program Plan*. There has been staff turnover during the PRMP process, with the retirement of the long-time Division Manager and the departure of the Recreation Coordinator for a position with another city. A second Parks and Grounds Supervisor position was authorized for Fiscal Year 2020/21, but was not yet filled or added to the organizational chart as of March 2021.

A Program Coordinator reporting to the Assistant Public Works Director (1 FTE) provides COMMUNICATIONS and outreach support for the entire Department. There is no dedicated communications position within the Division.

The Public Works organizational structure was last updated in May 2020. After a hiring process that occurred during the COVID pandemic, the



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Division Manager position was filled in November 2020. The Division Manager is responsible for Parks (parks maintenance), Recreation (recreation programs) and the Green Team (green stormwater infrastructure maintenance).

Table H-1 shows the funded positions over the last four budget cycles within the Division, not including Green Team positions for better comparability with other parks and recreation agencies.

Table H-1: Funded Positions (Full-Time Equivalents)

Position Title	2017/ 18	2018/ 19	2019/ 20	2020/ 21
Parks Maintenance				
Environmental Program Coordinator	1	1	1	1
Parks & Grounds Manager	.4	.5	.5	.3
Parks & Grounds Supervisor	1	1	1	2
Sr. Utility Worker	2.0	2.0	3.0	3.0
Utility Worker II	6.0	6.0	7.0	9.0
Subtotal Parks Maintenance	10.40	10.50	12.50	15.30
Recreation				
Parks & Grounds Manager	0.0	0.0	0.0	0.10
Program Specialist	1.0	2.0	1.0	1.0
Recreation Coordinator	0.0	0.0	1.0	1.0
Administrative Specialist II	1.35	0.35	0.35	0.35
Subtotal Recreation	2.35	2.35	2.35	2.45
Total	12.75	12.85	14.85	17.75

Most park and recreation agencies provide services using a mix of permanent full-time and part-time staff, seasonal employees, and contractors. Full-time staff work 2,080 hours per year, and staffing levels are expressed in terms of Full Time Equivalents (FTEs) for ease of comparison. A part-time staff person who works 520 hours in a year is considered 0.25 FTE. As Table H-1 shows, positions have been added in the last two fiscal years, bringing the total parks and recreation staffing to 17.75 FTE in FY 2020/21.

Table H-2: Parks and Recreation Operational Funding

Budget Category	2017/ 18	2018/ 19	2019/ 20	2020/ 21
Parks Maintenance				
Personnel Services – Salaries	\$849,793	\$826,195	\$1,048,866	\$1,294,780
Personnel Services – Benefits	\$352,198	\$334,942	\$437,566	\$467,532
Supplies	\$34,734	\$33,807	\$41,050	\$49,980
Professional/Contractual Services	\$201,267	\$74,629	\$84,585	\$103,580
Other Services	\$362,638	\$367,596	\$498,071	\$588,610
Capital Improvement (vehicles, computers, equipment)	\$132,351	\$125,255	\$198,000	\$258,000
Internal Services	\$247,787	\$1,115,556*	\$1,051,144	\$1,215,227
Subtotal Parks Maintenance	\$2,180,768	\$2,877,980	\$3,359,282	\$3,977,709
Recreation				
Personnel Services – Salaries	\$110,051	\$83,121	\$190,268	\$206,596
Personnel Services – Benefits	\$35,954	\$19,183	\$79,724	\$40,198
Supplies	\$245	\$433	\$1,100	\$1,600
Professional/Contractual Services	\$21,350	\$529	\$20,500	\$20,000
Other Services	\$85,608	\$129,298	\$117,452	\$117,775
Capital Improvement (vehicles, computers, equipment)	\$2,337	\$0	\$0	\$0
Internal Services	\$51,195	\$151,314*	\$104,111	\$188,076
Subtotal Recreation	\$306,740	\$383,878	\$513,155	\$574,245
Total	\$2,487,508	\$3,261,858	\$3,872,437	\$4,551,954
Total, Minus Internal Services	\$2,188,526	\$1,994,988	\$2,717,182	\$3,148,651

*In 2018/19 the City allocated additional charges across all services to reflect the cost of providing services more accurately.

Tigard has a sophisticated cost allocation approach that charges the cost of shared services to individual divisions and groups within the municipal budget. Since most cities have not implemented cost allocation to the level that Tigard has, Tigard’s operating budget for parks and recreation is not directly comparable to other agencies. For the purposes of comparison, Tigard’s the internal services charges should be deducted for more accurate comparability with other parks and recreation agencies. The bottom two lines in Table H-2 shows the total operating budget with and without the internal services charges. The figures that subtract internal services charges used for comparisons in this analysis.

Benchmarking and Comparisons

This section evaluates organizational data for comparative agencies, looking at national averages using NRPA Park Metrics data, service models for Metro-area agencies and more detailed discussions of Sherwood, Tualatin and West Linn.

NRPA Park Metrics

The National Recreation and Park Association (NRPA) provides a benchmarking data source called NRPA Park Metrics. This set of data represents information on parks agencies throughout the United States, with data self-reported by each agency in the categories set forth by NRPA. Tigard reports to NRPA and is included in the data set.

NRPA issues benchmarking reports each year that aggregate agency self-reported data into groups. For each group, a median figure and upper and lower quartile figures are provided to allow comparisons with an “average” agency within the grouping. This data set is best for providing a high-level perspective on agencies nationwide and is not suitable for fine-grained comparisons.

Several considerations should be kept in mind when using Park Metrics data for comparison:

- For some metrics, NRPA breaks out agencies based on resident population size. While Tigard is in the size class of agencies with a population of 50,000 to 99,999, its population is on the lower end, with just over 54,000 residents. For this reason, comparisons are shown for cities in two size classes: 20,000 to 49,999 residents and 50,000 to 99,999 residents.
- For comparability, Tigard’s Green Team staff counts are excluded.

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Agency Responsibilities

NRPA asks agencies about the scope of their responsibilities. This information does not indicate the level or scale of the responsibilities, but the results do provide a snapshot of which services are typical. As the sidebar to the right shows, Tigard's parks and recreation services are in alignment with agencies around the country. By adding recreation programming, Tigard became more like its peer agencies, the vast majority of whom provide recreation programming.

Tigard operates and maintains indoor facilities, as do many peers. Tigard's indoor facilities are the Fanno Creek House and the education center at Dirksen Nature Park. In comparison, two-thirds of agencies serving 50,000 to 99,999 people provide recreation centers and more than 63% provide community centers, typically larger facilities than Tigard's that offer more options for recreation programming.

Tigard's responsibility for community gardens is not as common, with only 41% of agencies having this as a responsibility.

Recreation Programming

Tigard's recreation programming is a more recent addition to its services. Prior to the pandemic, Tigard's recreation staff had steadily grown the recreation programming options even without having an indoor recreation center. Even with modest staffing, Tigard offered many of the "typical" types of programs, according to *Park Metrics* pre-pandemic. The sidebar to the right show figures for all agencies. Agencies serving larger populations (Tigard's size class and above) offer more programming types. The sidebar to the right show figures for all agencies.

Note that Tigard does not offer aquatics, a typical program type, because the separate Tigard Tualatin Aquatic District operates the indoor pool and provides aquatics programming.

In addition to offering additional programming types than listed in the sidebar, many agencies serving populations of 50,000 to 99,999 offer

Responsibilities of the "typical" parks agency:

- 96% operate and maintain park sites
- 93% provide recreation programming and services
- 88% operate and maintain indoor facilities
- 77% conduct major jurisdiction-wide special events
- 77% operate, maintain or manage trails, greenways and/or blueways
- 72% operate, maintain or manage special-purpose parks and open spaces
- 41% administer community gardens

Programs offered by the "typical" parks agency:

- Themed special events (88%)
- Team sports (87%)
- Social recreation events (87%)
- Fitness enhancement classes (82%)
- Health and wellness education (81%)
- Aquatics (76%)
- Individual sports (74%)



targeted recreation programming, with 91% of agencies offering summer camps, 86% offering specific senior programming, 73% offering teen programs and 70% offering programs for people with disabilities.

Staffing

Table H-3 compares Tigard, with 3.2 staff per 10,000 residents, with other agencies. This table looks at staffing for all agencies and for two agency size classes, also showing the lower and upper quartiles for comparison. Tigard’s figure is based on the FY 2020/21 staffing level of 17.75 FTEs, an increase over prior years.

Table H-3: FTEs per 10,000 Residents

	All Agencies	Agencies serving populations 20,000 to 49,999	Agencies serving populations 50,000 to 99,999	Tigard
Median	8.1	8.9	9.3	3.2
Lower Quartile	4.5	5.0	4.5	3.2
Upper Quartile	14.9	15.6	17.2	3.2

As Table 3 indicates, Tigard’s staffing level is low compared to other agencies: one-third the median for agencies serving populations 50,000 to 99,999 and 29% lower than the lower quartile of agencies in that same size class.

Operating Budget

Using a population of 55,514, Tigard’s per capita operating costs in FY 2019/20 were \$56.71 based on a total operating budget \$3,872,437. Since the 2020 Park Metrics report was based on data reported in 2018 and 2019, the FY 2019/2020 data is more comparable to other agencies than the 2020/21 adopted budget. Note that these costs are based on the gross operating cost, not net operating cost which takes into account revenue generated by programs and facility rentals.

If internal service charges are excluded for better comparability to other agencies, the total operating budget in 2019/20 was \$2,717,182, a per capita cost of \$48.94, the figure included in Table H-4.



Regardless of which comparison figure is used, Tigard’s level of funding is far below the median for agencies in its size class and is 31% of the funding level for the upper quartile. This is consistent with Tigard’s lower levels of staffing compared to other agencies since personnel costs typically account for the majority of an agency’s operating budget.

Table H-4: Per Capita Gross Operating Costs

	All Agencies	Agencies serving populations 20,000 to 49,999	Agencies serving populations 50,000 to 99,999	Tigard
Median	\$81.19	\$95.34	\$88.53	\$48.94
Lower Quartile	\$45.97	\$54.90	\$52.91	\$48.94
Upper Quartile	\$149.60	\$167.50	\$156.90	\$48.94

Parks and Recreation Service Provision in the Metro Region

Table H-5 lists the 23 cities within the Metro Service Area in alphabetical order, identifying how parks and recreation services are provided and listing the residential population for each. The Metro region includes incorporated cities of varying sizes, from Rivergrove with less than 400 residents all the way up to Portland with more than 650,000.

As the Park Metrics data indicates, parks and recreation services increase as cities increase in population size. One of NRPA’s population size class thresholds is 20,000 residents. Looking at Metro area cities with 20,000 or more people reveals the majority of the 15 cities with populations of 20,000 or more provide parks and recreation services through a parks and recreation department or by inclusion within a larger special purpose district. There are four exceptions, discussed below the table.

Table H-5: Parks and Recreation Services in Metro-Area Cities

City	Population	Parks and Recreation Services Provider
Beaverton	99,102	THPRD
Cornelius	12,680	Parks Department
Fairview	9,257	Parks Division (within Public Works Dept)
Forest Grove	24,852	Parks and Recreation Department
Gladstone	12,504	Parks and Recreation Division (within Public Works Dept)
Gresham	109,216	Parks Department (park maintenance), Urban Design and Planning Dept (park planning and design, community gardens, urban forestry planning), Community Livability Dept (a few events)
Happy Valley	25,144	Public Works Department and Community Services Dept
Hillsboro	112,489	Parks and Recreation Department
Johnson City	633	None
King City	4,103	Public Works Department
Lake Oswego	40,726	Parks and Recreation Department
Maywood Park	859	None
Milwaukie	21,090	NCPRD
Oregon City	37,839	Parks and Recreation Department
Portland	664,103	Parks and Recreation Bureau
Rivergrove	376	None
Sherwood	20,019	Community Services Division, Operations Department (Public Works Division)
Tigard	57,538	Parks Division and Recreation Division (within Public Works Dept)
Troutdale	16,179	Parks and Facilities Division (within Public Works Dept)
Tualatin	27,668	Parks and Recreation Department
West Linn	26,944	Parks and Recreation Department
Wilsonville	25,356	Parks and Recreation Department
Wood Village	3,961	Public Works Department

Source: World Population Review, 2020 Oregon Cities

As this table shows, there are four exceptions:

- **Tigard.**
- **Gresham.** Gresham has struggled to fund parks and recreation services due to its very low tax rate. A very small parks department provides maintenance of Gresham’s parks and other responsibilities are distributed among other departments.
- **Happy Valley.** Happy Valley was served by NCPRD until July 1, 2020. In response to a vote of residents, legislation was enacted in

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February 2020 to withdraw Happy Valley from NCPRD as of July 1, 2020. Happy Valley will now provide parks and recreation services locally, and the City's organizational approach is likely to evolve over the next few years.

- **Sherwood.** Sherwood, less than half the size of Tigard, has only five departments total. Community Services is responsible for recreation programs and facilities (and Sherwood's Library) with Public Works responsible for maintenance of parks and facilities. Note that unlike most other cities in the region, in Sherwood, divisions report to the City Manager and departments are subunits within divisions.

Local Peers: Tualatin, Sherwood and West Linn

This section looks more closely at the staffing and operating budgets in three nearby cities. Within the Metro area, Lake Oswego is the next closest in population size to Tigard. However, it has a much different park system than Tigard, with an indoor tennis center and golf course as well as Luscher Farm. The three comparison cities, though smaller in population than Tigard, share similar urban contexts and have park systems more comparable to Tigard's.

As the comparisons indicate, each of these cities has more staffing and allocates more operating budget for parks and recreation services than Tigard does. Each city has a slightly different approach to services that offer potential models for Tigard to consider.

West Linn

The City of West Linn has a full-service Parks and Recreation Department. The Department operates the Adult Community Center and several recreation and historic buildings, including Sunset Fire Hall, Robinwood Station and the McLean House. The Department is responsible for 548 acres, almost half of which is more natural in character, including forests and wetlands. Trails are a focus, and the inventory includes multiple riverfront parks on both the Willamette and Tualatin Rivers, with boat ramps and docks.

Table H-6 summarizes the staffing of the Parks and Recreation Department. Note that in 2020, the long-time Parks and Recreation Director retired and the Assistant Director was promoted as part of a planned transition strategy. This is the reason for the .5 FTE for the Parks and Recreation Director position.

Table H-6: West Linn Parks and Recreation Staffing and Budget Summary

West Linn	
.5	Parks and Recreation Director
1.0	Assistant Parks and Recreation Director
1.0	Park Maintenance Supervisor
1.0	Arborist
4.0	Park Maintenance Worker II
2.0	Park Maintenance Worker I
1.0	Park Program Manager - Maintenance
3.0	Recreation Coordinator II
.25	Park Ranger
.5	Office Specialist
7.0	Seasonal help
21.25	Total FTEs
7.9	FTEs per 10,000 residents
\$3,080,000	Adopted Operating Budget, FY 2019/20 (minus transfers out, capital and grant line items)
\$114.31	Per capita gross operating cost

West Linn’s citywide Urban Forestry program is within the Parks and Recreation Department. Fleet and equipment responsibilities are within the Public Works Department. The Department also oversees the City’s Facilities Division, one employee who is responsible for all City buildings including City Hall and fire stations.

The Parks and Recreation Department manages its departmental social media accounts (Facebook, Instagram, Twitter), provides content



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management of its Department web pages on the overall City website, and created in-house program guide and brochure. Recreation program staff take on those communications and marketing roles. The Department also uses Active.com as a promotional tool to reach out with targeting marketing. The administrative/office specialist is tasked with managing the registration system, reporting from the system, and sending out communications and reminders to system users. Recreation staff enter their classes and activities into the system.

Historically, parks capital projects have been completed within the Department. There is a capacity issue due to the passage of a bond in 2018 and the increased funding for project implementation, including complicated land transactions and permits. According to the current Parks and Recreation Director, there is a need for an in-house parks planner/project manager and a management analyst.

Tualatin

The Parks and Recreation Department operates the Juanita Pohl Senior Center and several smaller buildings, maintains parks and facilities, provides signature community events and offers a full suite of recreation programs including camps and Youth Advisory Council. The City is known for its extensive trail and greenway network and its well-designed parks with customized features and incorporation of art. Like West Linn, the Department is responsible for street trees. Fleet and Building Maintenance are within Public Works. Previously, the Department had a Management Analyst position.

Within the City Manager's office are two positions related to volunteer recruitment and management and a community engagement coordinator. Tualatin has an extensive volunteer program and the City's management approach to volunteers is a key component in its success.

Table H-7 summarizes the staffing and budget for Tualatin's Parks and Recreation Department.

Table H-7: Tualatin Parks and Recreation Staffing and Budget Summary

Tualatin	
1.0	Parks and Recreation Director
1.0	Parks and Recreation Manager
1.0	Parks Planning and Development Manager
1.0	Office Coordinator
.75	Recreation Program Specialist
1.0	Juanita Pohl Center Supervisor
1.0	Program Specialist
1.0	Parks Maintenance Manager
6.0	Parks Maintenance Technician I
2.0	Parks Maintenance Technician II
15.75	Total
5.69	FTEs per 10,000 residents
\$3,291,435	Total Operating Budget, 2019/20
\$118.51	Per capita gross operating cost

Sherwood

While Sherwood is less than half the population size of Tigard, it offers more indoor facilities than Tigard does. It does not have a parks and recreation department. Community Services provides programs and services, including operating the Sherwood Arts Center, the Sherwood Fieldhouse, the Senior Center and the Sherwood Library. Operations (within Public Works) maintains parks and trails and manages capital projects. The City built and owns the YMCA building, which is maintained and operated through an agreement by the YMCA. This arrangement has meant that Sherwood residents have had access to an indoor recreation center and swimming pool for more than 20 years, despite the small population size.

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Events and volunteer programs are also managed by Community Services, as is management and rentals of the City's indoor facilities. Communications and marketing for programs and events is also the responsibility of the Community Services team.

One of the reasons this arrangement works well is that there are only five departments within the City, and three of the five have a role in parks and recreation. Community Development takes on parks planning responsibilities. There is direct connection between the Community Services Director and the City Manager, as well as between the Public Works Director and the City Manager.

Sherwood has two facilities staff within Public Works who maintain all City facilities, including City Hall, the Library and recreation facilities. As with West Linn and Tualatin, these staff are excluded from the staffing comparisons for consistency.

Until recently, Sherwood maintained school fields and grounds at Sherwood School District sites, totaling 78 acres. This included striping and lining the sports fields for games. In addition to maintaining school fields, the City was responsible for scheduling all School District and City sports fields. An agreement between the School District and the City spelled out responsibilities, and the School District paid the City a specified amount for field and grounds maintenance annually. The agreement was not renewed, and Sherwood School District intends to take over maintenance and scheduling of its own facilities. The permanent City staff who previously maintained school facilities have been reassigned within Public Works and have taken on previously contracted out maintenance tasks.

Public Works is responsible for maintaining streets, parks, trails and bike lanes, and has responsibility for fleet. Public Works also has responsibility for all types of capital improvements, including parks and trails.

Table H-8: Sherwood Parks and Recreation Staffing and Budget Summary

Sherwood	
1.0	Community Services Director
.4	Administrative Support
1.0	Volunteer Coordinator
1.0	Field House/Recreation Supervisor
1.0	Recreation Specialist/Field House
.75	Seasonal/On-Call Staff/Field House
1.0	Sherwood Center for the Arts Manager
.6	Admin II/Front Desk
1.0	Recreation/ Program Coordinator
.5	Seasonal/On-Call Staff/Center for the Arts
1.0	Senior Center Manager
.625	Chef
9.875	Community Services Total
.5	Operations Supervisor II (oversees parks and streets maintenance)
6.0	Parks Maintenance
1.5	Seasonal Parks Maintenance
8.0	Public Works Total
17.875	Parks and Recreation Total (Community Services + Public Works)
8.92	FTEs per 10,000 residents
\$2,079,718	Total Operating Budget, 2017/18
\$103.88	Per capita gross operating cost

Key Takeaways

- **Comparability.** For the purposes of making comparisons to other agencies, Tigard should subtract its internal service charges from the total operating budget. The City's system 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, including when Tigard staff conduct benchmarking studies in the future.
- **Staffing and Funding Level.** Despite increases in recent years, Tigard's staffing and funding levels for parks and recreation is low, compared to national data and local peers.
- **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 contained within a Public Works Department.
- **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.
- **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, Tigard 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.

Parks and Recreation Service Provision Needs

Drawing from Tigard’s existing services and the national, regional and local comparisons, this section identifies the essential functions needed for parks and recreation service provision. Functions such as Finance, IT, Human Resources, Legal, etc. are assumed to be provided citywide as they currently are.

Table H-9 organizes the essential functions by area and describes each.

Table H-9: Essential Functions for Parks and Recreation Service Provision

Essential Function	Description
Land Management	
Parks Maintenance	Regular maintenance of developed parks.
Natural Areas Management	Management of natural areas and greenways, including invasive species management, vegetation management, restoration, etc.
Green Infrastructure Management	Managing green stormwater infrastructure. Tigard-specific essential function (the Green Team).
Urban Forestry	
Park Trees	Tree care and replacement of trees in parks and on public lands.
Street Trees	Oversight of or tree care of trees in the public R.O.W.
Facility Operations and Maintenance	
Buildings Maintenance	Janitorial care of buildings and building upkeep.
Restrooms (freestanding) Maintenance	Regular cleaning of restrooms, minor plumbing repairs.
Graffiti Abatement	Removal of graffiti.
Trails Maintenance	Regular sweeping of paved trails, maintenance/repair of surfaces
Pedestrian Bridge Maintenance	Monitoring and maintenance of pedestrian bridges. Tigard-specific function due to the number of bridges.
Sports Fields Maintenance	Maintenance and care of sports fields, requiring more specialized activities than standard landscape maintenance.

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Essential Function	Description
Outdoor Recreation Facilities Maintenance	Maintenance and care of sports courts, dog parks, picnic shelters, and other facilities in parks. Each may have its own protocol.
Facility Rentals/Reservations	Customer service and scheduling of facilities. Coordination with maintenance and programming staff.
Community Gardens	Management of community garden plot rentals.
Plaza Maintenance	Maintenance of plazas and associated areas, including fountains. Three plazas are coming online in Tigard.
Special Events	
Event Permits	Customer service and scheduling of special events in parks. Requires interaction with multiple city departments and customer service with community members and organizations. Examples of events that require permitting are the Balloon Festival, the 5k and the farmers market.
Managing Event Spaces	Customer service and scheduling of event spaces, including Universal Plaza. Likely to require coordination with multiple city departments, such as for street closure permits.
Event Set-up and Support	Set up and take down for scheduled events for which City event support is being provided. Requires coordination with event permits and event space management.
Event Production (e.g., movies in the park)	Organizing and executing a special event or series of special events, such as movies in the park. Requires coordination with multiple departments and with communications staff.
Recreation Programs and Services	
Direct Program Provision	Designing and implementing a program using City staff (permanent, PT or seasonal).
Contract Program Provision	Recruiting and managing contract instructors to provide programs at a park or city facility.
Program Coordination	Providing information about programs provided by outside providers that meet City criteria (sports leagues, scouting groups, clubs and organizations).
Registration System Management/Reporting	Managing the registration system, including inputting programming data, managing the system, sending notifications, and exporting reports.
Communications and Marketing	
Marketing and Promotion (programs, events, facility rentals, etc.)	Marketing and promoting Tigard’s programs and facilities, across all media. Includes the program guide and social media updates. May include radio and online promotions. Requires coordination internally and externally.

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Essential Function	Description
Social Media Communications	Managing social media presence of Tigard Parks and Recreation. Requires coordination internally.
Website Management	Managing the parks and recreation pages on the city website.
Community and Partner Engagement	Ongoing communication with partners, community organizations, advocates and community groups.
Capital Improvements	
Parks and Recreation Facility Planning	Managing consultants or completing long range planning and master planning efforts in-house.
Land and Trail Acquisition	Negotiating fee-simple and easement acquisitions
Parks and Recreation Facility Design	Overseeing consultants to design parks and facilities or renovations. Includes development review of developer-proposed parks to ensure they meet City requirements.
Parks CIP Project Management	Management of capital improvement projects. May include oversight of consultants and management of bidding processes.
Grant Writing and Management	Evaluating grant opportunities, pursuing grants and managing grant compliance for successful grants
Other Functions	
Parks and Recreation Advisory Board	Management of the PRAB and associated responsibilities
Contract Management (e.g., Riverkeeper)	Management of concessionaire and vendor contracts. May include landscape maintenance contracts.
Infrastructure Coordination (Streets, Water)	Coordination with other divisions and departments on infrastructure, especially to coordinate projects
Downtown and URA Coordination	Coordination with the URA
Volunteer Recruitment and Management	Recruitment and management of volunteers
Intergovernmental Coordination	Ongoing coordination with other governmental entities, including Tigard-Tualatin School District, the Tigard Tualatin Aquatic District, neighboring agencies, etc.
Administrative Support	Effective administrative support extends the capacity of specialized staff

There are multiple possible approaches to providing essential parks and recreation functions in Tigard. 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 add more capacity or bring in a specialized resource without committing to permanent staffing. Organizational restructuring can redefine how essential functions are provided by the City of Tigard and is discussed next.



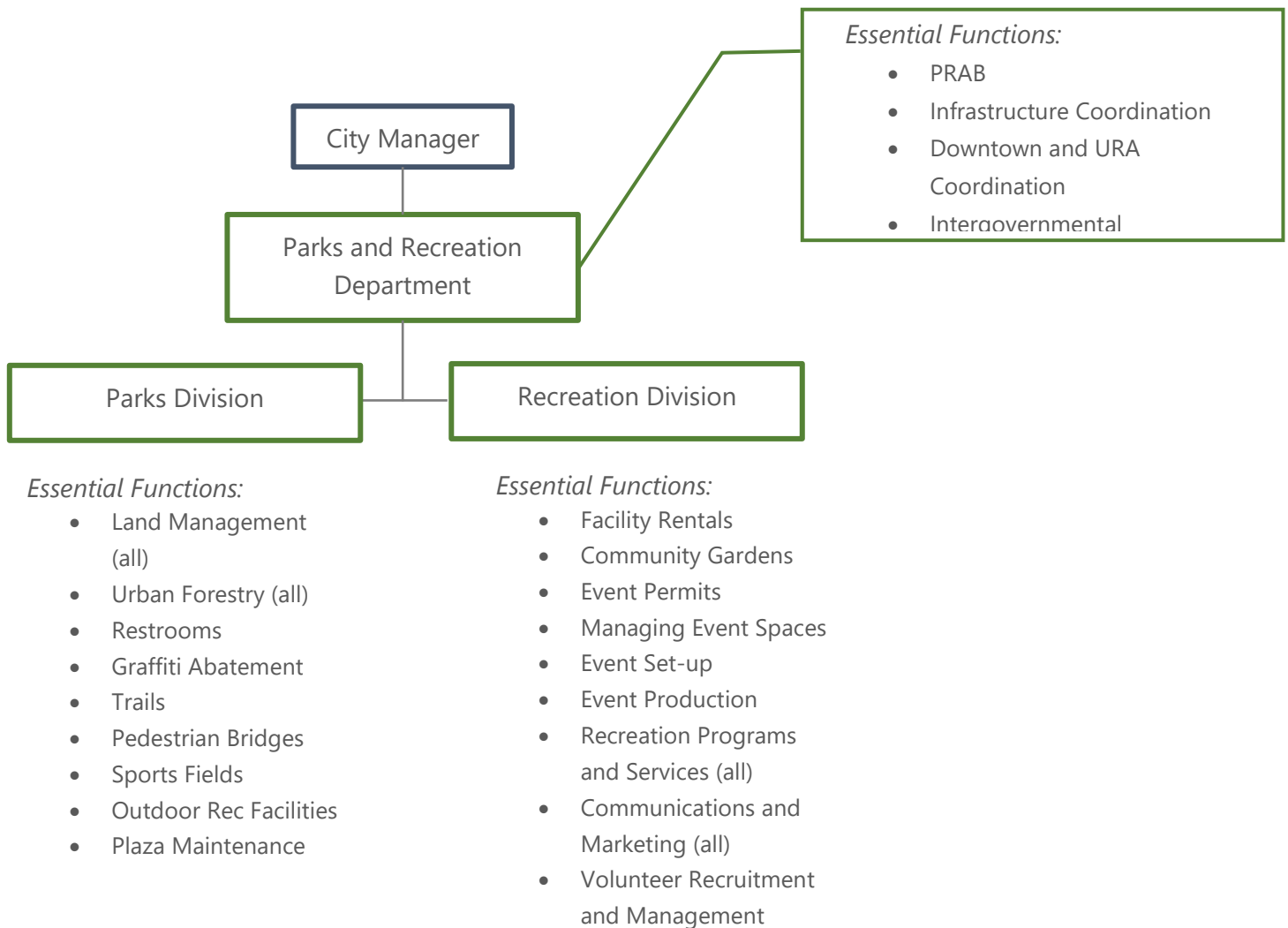
Organizational Alternatives

This section discusses three organizational concepts, outlining where responsibility for each of the essential function categories would be held.

Alternative 1: Parks and Recreation Department

The Parks and Recreation Department concept would create a new Department, similar to how most of Tigard’s regional peers provide parks and recreation services. Most essential functions would move to this new department, as shown in the diagram below. Capital Improvement functions would stay with Public Works under this model, as would Buildings.

Figure H-2: Parks and Recreation Department Organizational Concept



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 H-3.

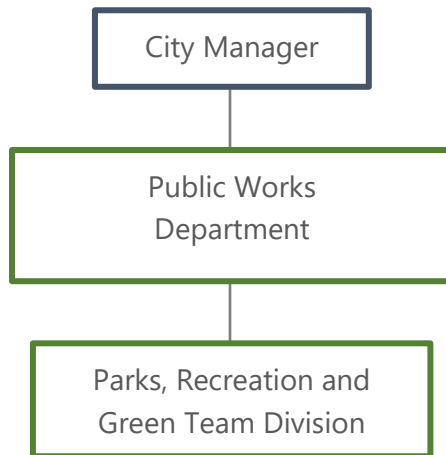
Figure H-3: Two Departments Organizational Concept



Alternative 3: Tigard’s Current Structure, Refined

Alternative 3 would retain the current structure, refining it to bolster some essential functions that are currently distributed or not part of the Department’s responsibilities. Tigard’s Public Works Department is currently the largest in the City, with the broadest range of activities. These refinements would potentially further expand the responsibilities of the Department.

Figure H-4: Current Structure Organizational Concept



Potential refinements to the current structure include:

- Bolstered community engagement and marketing/communications functions, including more staffing.
- Additional parks maintenance staffing
- Additional recreation staffing
- 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.