

# Parks & Recreation Master Plan





Once a small farming town, Woodburn has grown into a hub of community, industry, and retail opportunitie. With free, year-round special events, miles of trails and parks to explore, Woodburn is a wonderful town to call home.

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# Message from the Director

## Welcome to the 2024 Woodburn Parks and Recreation Master Plan

The Parks and Recreation Master Plan (PRMP) was developed through extensive input from the community, as well as careful consideration of industry standards and trends.

The PRMP represents a collaborative effort of our residents, community stakeholders, and staff who together believe in a strategic direction to achieve our goals. The Plan aims to provide a sustainable and balanced system of parks and recreation programs that are accessible and inclusive for every one of our residents to enjoy. We also believe this Plan will continue our commitment to shape the character of Woodburn and enhance the quality of life for our residents.

Many of the ideas found within this document mirror emerging needs that citizens believe are important. Our collective challenge is to use this Plan as a foundation to build upon to ensure future generations will have an opportunity to enjoy an outstanding park and recreation system. It is our responsibility to strategically evaluate our facilities and operations to meet our future vision. This Plan will allow us to focus on maintaining and improving our community assets and be better equipped to meet the challenges of the future.

As staff, we feel privileged to serve this tremendous community and honored to have the support of the Recreation & Parks Board with the development of the PRMP. We are especially grateful to our residents who have voiced their opinions and attended our public meetings.

Our promise is to use this PRMP to continue our efforts to create a community that offers quality of life, while anticipating future community needs.

Jesse Cuomo  
Community Service Director

## Acknowledgements

### City Council

- Frank Lonergan, Mayor
- Debbie Cabrales, Ward I
- Mark Wilk, Ward II
- Robert Carney, Ward III
- Sharon Schaub, Ward IV
- Mary Beth Cornwell, Ward V
- Eric Morris, Ward VI

### Recreation & Parks Board

- Richard Irish
- Kasi Pankey
- David Piper, Board Chair
- Ricardo Rodriguez
- Beronica Rios
- Isabella Baldisseri (Student Position)

### City Staff

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### Consultant Team

- Conservation Technix, Inc.
- IZO Public Relations & Marketing
- JLA Public Involvement



## Chapter 1

# ACTIVE. THRIVING. ENGAGED.

## Introduction & Overview

### Purpose of the Plan

The City of Woodburn 2024 Parks and Recreation Master Plan (PRMP) is an update to the 2009 Parks and Recreation Master Plan that builds on the previously completed planning work and incorporates the feedback from an extensive community engagement process conducted in 2023. This Plan creates a vision for an innovative, inclusive and interconnected system of parks, trails and open space that promotes recreation, health, environmental conservation and fiscal responsibility as integral elements of a thriving, livable Woodburn.

The PRMP serves as a blueprint for the management, enhancement and growth of Woodburn's park and recreation system. It assists in guiding decisions related to planning, developing and maintaining parks, open space and recreational facilities. This Plan also identifies priorities for recreation programs, community events and cultural activities.

The 2024 PRMP provides updated system inventories, community

profile, needs analyses and a comprehensive capital project list. The Plan identifies parks and recreation goals and establishes a long-range plan for the Woodburn parks and recreation system, including action items and strategies for implementation over the next ten years or more. The recommendations in this Plan are based on community input, evaluations of the existing park system, operating conditions and fiscal considerations.

The PRMP is part of the City's broader Comprehensive Plan and reflects the guidelines established by Oregon's Statewide Planning Goal 8 on Recreation Planning. Local residents are proud of Woodburn for its sense of small town character and for what has been accomplished in the park system with modest resources, but they also are interested in improvements. This Plan documents those desires and provides a framework for addressing capital development and funding in the near-term.





## Planning Process

This PRMP represents the culmination of a year-long planning effort and reflects the community's interests and needs for parks, open space, trails and programming. The planning process, which included a variety of public outreach activities, encouraged public engagement to inform the development of the priorities and future direction of Woodburn's park and recreation system. Community members expressed their interests through surveys, public meetings, stakeholder discussions, online outreach, tabling events and Recreation and Parks Board meetings.

In addition to community engagement, the actions identified in this Plan are based on:

- An inventory and assessment of the City's existing park and recreation facilities to establish the system's current performance and to identify needed maintenance and capital repair and replacement projects, and
- Service level and walkability assessments to quantify the system's ability to serve current and future residents.

The Plan's capital improvements section and accompanying implementation strategies are intended to sustain and enhance, preserve and steward the City's critical parks and recreation infrastructure.

## Department Overview

The Community Services Department serves as the community's key resource for providing parks, trails, recreation, aquatic facilities and programs, and community events and supports tourism and economic development, as well as providing an enhanced quality of life for its citizens. Thousands of participants and visitors join the many programs offered each year. There are 25 city-owned park sites totaling 135 acres and more than 4.5 miles of trails in the Woodburn park system.

The park and recreation system is supported by 20.5 full-time employees in four divisions: Aquatics, Recreation, Parks & Facilities Maintenance, and Recreation Administration.

- The Aquatics division staffs the Woodburn Aquatic Center, which offers fitness, recreational and learn-to-swim programs for individuals of all ages. Facility amenities include a 10-lane swimming pool with water slide, rope

swing, group exercise room, party rental room, basketball hoop, wading pool, spa, fitness equipment and saunas.

- The Recreation division offers community-wide leisure opportunities including youth and adult sports, community events, youth leadership programs, summer camps, active adult and recreation trips and community education classes. The division also coordinates and maintains active partnerships with several community partners, including YMCA of Marion and Polk Counties, Woodburn FC, and Boys and Girls Club, in support of recreation options for the Woodburn community.
- The Parks and Facilities Maintenance division is responsible for maintaining parks, grounds, buildings and providing custodial services for City facilities. The Parks and Facilities Maintenance Supervisor reports to the Community Services Manager. City staff custodial services provides support services to departments. Commercial contracts support other facility services initiated by facilities maintenance staff. Commercially-contracted facilities maintenance services include heating, ventilation, and air-conditioning (HVAC); electrician services for both maintenance and improvements; fire protection equipment; elevator, locksmith; roofing and painting.
- Administration focuses on long-range planning, acquisition and development of park facilities, the development of park site master plans, and pursuing and administering grants. Administration provides overall support for the Department in areas of budgeting, communications, customer service, contracts and capital projects administration, among others.

Additionally, the efforts of the Department are guided by the Recreation and Parks Board, a seven-member advisory group to the City Council. The Board meets monthly to provide guidance and give recommendations on policy and issues relating to the delivery of park and recreation services. The Recreation and Parks Board is appointed by the Mayor and City Council, and members serve for three year terms.



### Guided by Values

Woodburn’s City Council adopted its most recent annual budget in June 2022, and it reinforced the vision and priorities for the City’s future.

#### City Council Vision Statement

Woodburn will be a safe, vibrant, full-service community. Woodburn will be a community of unity, pride, and charm. It will be a sustainable, technologically advanced community with a functional multi-modal transportation system. Woodburn will thrive as a regional focus for the advancement and enjoyment of the arts, culture, leisure and recreational activities. Woodburn will be a great place to live, work and visit.

#### Council Priorities

Create an inclusive environment where residents and civic organizations participate and are engaged in the community that is vibrant, safe, and active.

Promote an environment that encourages sustainable economic health maximizing our geographic, workforce, cultural, and community assets.

These citywide values provided a foundation for the policies and recommendations within this Plan. Also, the Department’s mission statement provides a framework for future planning and guided the development of goals and project recommendations for this PRMP.

#### Community Services Department Mission Statement

It is the mission of the Community Services Department to build a strong sense of community and improve the quality of life for all Woodburn residents. We accomplish this mission by providing an excellent system of parks, open spaces, facilities and leisure services, as well as a strong collection of informational materials, opportunities for lifelong learning and the promotion of literacy.







## Accomplishments since the 2009 PRMP

The 2009 Parks and Recreation Master Plan guided City officials, management and staff in making decisions about planning, operating and implementing various parks and recreation services. A majority of projects listed in the 2009 Plan have been accomplished. The following represents a short list of the major accomplishments realized following the adoption of the previous Plan:



Legion Park Improvement project including, state of the art turf field, updated LED lighting, 800 person stadium, concession stand and restroom improvements and basketball, futsal and pickle-ball courts.



Centennial Park playground installation



Centennial splash pad



Downtown Plaza gazebo



Aquatic Center repairs



Secured over 25 acres of new parkland through purchases and developer agreements



Mill Creek Greenway Trail construction (multiple phases) & trail corridor acquisitions



Hazel Smith Plaza construction (in coordination with developer)



Library Square playground & restrooms



Woodburn Museum and Bungalow Theatre





### Current Challenges & Future Considerations

As with any citywide strategic planning effort, current community challenges provide a context for developing and assessing strategies for the future. The following macrotrends are anticipated to be important priorities over the next decade.

#### *Growth, Development & Density*

The City of Woodburn has witnessed tremendous growth in recent years, and the City’s population has risen nearly 40% between 2000 and 2020. By 2045, Woodburn is projected to be home to more than 31,000 residents. More residents and new development will increase the use of existing parks and facilities and increase the need for recreational spaces and experiences across the city. Rapid growth also will intensify existing community needs for safe and accessible walking and biking routes, as well as the preservation of open space and natural resources. In response, this Plan outlines several policies and projects to improve recreation facilities and parks to adapt to emerging needs, complete important connections in the City’s burgeoning trail network, and acquire or preserve open space in strategic areas.

#### *Equity, Inclusivity & Accessibility*

Maintaining and enhancing social equity across recreational opportunities and facilities should be a core function of municipal park and recreation systems. Through this Plan, the City of Woodburn made a concerted effort to reach out to, connect with, and engage the diversity of local communities, and the City also committed to outreach in its three major languages: English, Russian and Spanish. Through direct engagement during various community and cultural events, a three-language community survey, and live interpretation during open house meetings, the City endeavored to make all voices welcome during the PRMP process. A focus on diversity, equity and inclusion also carries into adaptive recreation programs and ongoing accessibility upgrades of parks and amenities. The City must continue to find ways to provide safe and equitable access to parks, trails, facilities, recreation programs and other services.



### ***Continued Investments in Park and Recreation System***

From accessible playgrounds to splash pads to connected trails to natural areas, the range of play experiences offered by the City will need to change and diversify over time. Also, the diversity of the Woodburn community will influence the needs for different or expanded recreational experiences, such as extended family gatherings, cultural programs, community events and social activities, and cultural arts, among others. The demand for new amenities also must be balanced against preserving and maintaining existing parks and natural areas. The development of new amenities may require the use or re-use of existing parkland or more parkland may be required to support the community's evolving, future needs.

The on-going planning for, and anticipated construction of, a new Woodburn Community Center will be an expansion and restoration of the existing Aquatics Center to provide a significant boon for indoor recreation and activities in Woodburn and offer a variety of gathering places for the community. Recent conversations with community members suggest a continued interest in expanding, or having access to additional, indoor recreation facilities, as well as additional spaces for classes, exhibits and multi-purpose uses.



Research on recreation also provides information on how park distribution, park proximity, park facilities and conditions have an impact on people's desire to engage in physical activity. It will be valuable to re-evaluate current park designs and maintenance policies to ensure barrier-free, engaging park environments and operational efficiencies. The City will continue to play a major role in enabling healthy lifestyles for Woodburn citizens and should continue to adapt the park and trail system and recreation offerings.

### ***Stewardship & Asset Management***

Established park systems require ongoing maintenance in order to safely and effectively serve the community. Public recreation providers across the country consider maintaining existing park facilities to be a key management issue. Poorly maintained assets – from benches to playgrounds to pools – can fail, either structurally or operationally, posing safety risks and reducing their recreational value. Aging infrastructure also may fail to meet community expectations or need capital upgrades to adapt to changing community interests. However, recreation providers often struggle to establish adequate funding mechanisms for routine and preventative maintenance and repair of facilities, as well as the major rehabilitation of existing outdoor recreation facilities at the end of their useful life.

This Plan includes a condition assessments of City parks to provide a baseline of current conditions to inform facility, maintenance and operations policies and improvements. Proper maintenance of recreation assets will prevent deterioration, thereby reducing long-term capital and operating costs, maintaining safety, improving public perception and facilitating extended community use.

### **Active Older Adults**

Older adults, ages 55 years plus, make up 29% of Woodburn’s population, and Woodburn Estates is the largest community for adults over 55 in Oregon. This indicates a potential local need for active recreation opportunities for active older adults. Nationwide, active seniors are often looking at retirement age differently, and many are transitioning to new careers, finding ways to engage with their community, and focusing on their health and fitness. To meet the needs of active older residents, Woodburn will need to consider how the City’s park and recreation facilities, programming, and partnerships can meet the needs of this growing group.

### **Fiscal Challenges**

As a fast-growing city with a strong agricultural heritage, tremendous pressure exists on capital and operating funding sources for the maintenance and expansion of City services and amenities. This Plan is structured with these constraints in mind and considers listed capital projects for their potential to leverage other funding sources, affects to future maintenance and operations demands, and estimated development costs.

## **Guiding Documents**

This PRMP is one of several documents that comprise Woodburn’s long-range planning and policy framework. Past community plans and other relevant documents were reviewed for policy direction and goals as they relate to parks, open space, trails, and recreation opportunities across Woodburn.

- Parks and Recreation Master Plan Update (2009)
- Mill Creek Greenway Master Plan (2007)
- Community and Aquatic Center Market Analysis (2019)
- City of Woodburn Comprehensive Plan (2022)
- Woodburn Transportation System Plan (2019)
- Highway 99E Corridor Plan (2012)

## **Plan Contents**

The remainder of this Parks and Recreation Master Plan is organized as follows:

- Chapter 2: Community Profile – provides an overview of the City of Woodburn and its demographics.
- Chapter 3: Community Engagement – highlights the methods used to engage the Woodburn community in the development of the Plan.
- Chapter 4: Classifications & Inventory – describes the inventory and classifications for existing park system.
- Chapters 5: Parks & Open Space – describes community feedback, trends, local needs and potential improvements for parks and open space.
- Chapter 6: Trails – describes community feedback, local interests and potential improvements for the recreational trail network.
- Chapter 7: Recreation – describes community feedback, trends, local needs and potential improvements for recreation services, facilities and events.
- Chapter 8: Goals & Objectives – provides a policy framework for the park and recreation system grouped by major program area.
- Chapter 9: Projects & Implementation Strategies – describes a range of strategies to consider in the implementation of the Plan and details a 10-year program for addressing park and facility enhancement or expansion projects.
- Appendices: Provides technical or supporting information to the planning effort and includes a summary of the community survey, stakeholder notes, funding options, among others.



## Chapter 2

# COMMUNITY PROFILE

ONCE A SMALL FARMING TOWN, WOODBURN HAS GROWN INTO A HUB OF COMMUNITY, INDUSTRY, AND RETAIL OPPORTUNITIES.



## Woodburn's Engine #1785

Woodburn is a railroad town in the most fundamental way possible. The historic downtown is focused on the tracks that run through city center. In 1957, Woodburn would receive a classic 1902 built steam locomotive through donation by the Southern Pacific Railroad. Engine 1785 is part of Woodburn's historic core, and part of local railroad heritage. It has undergone gradual but extensive changes that have transformed it into both a museum-quality exhibit and a living part of Woodburn's landscape.

Source: woodburn-or.gov

## Location

Woodburn is a diverse community of over 26,000 residents in Marion County, Oregon. The City is located along both Interstate 5 and State Route 99 and is surrounded by the fertile farmlands of the central Willamette Valley. It offers residents a small-town feel with convenient access to both the Portland and Salem-Keizer metropolitan areas. The community is home to downtown shopping, the Woodburn Premium Outlet Mall, as well as numerous Mexican restaurants and shops, historic attractions, and popular events like Fiesta Mexicana and regional events like the Wooden Shoe Tulip Festival.

Woodburn's downtown area is centered on Front Street, just to the west of the Union Pacific rail line,

and includes multiple restaurants and small stores, the Woodburn City Hall, Downtown Plaza, and Library. The Woodburn Aquatic Center and Settlemier Park are located just to the south and the Woodburn branch of Chemeketa Community College just to the east of downtown. The City has two major commercial areas, located along I-5 to the east and State Route 99E to the west. Most of the City's residential neighborhoods, a mix of single-family, multi-family and mobile home areas, are located in between I-5 and I-99E, including Woodburn Estates, one of the state's largest 55+ communities. The northeastern portion of the City includes Woodburn's primary industrial areas and the MacLaren Youth Correctional Facility.





## Demographic Profile

Today, Woodburn is a rapidly growing community whose population has more than doubled over the past twenty years. It is home to many families with children, making up more than four in ten households, who enjoy the recreational opportunities provided by the City's parks and open spaces.

Figure 1. Population Characteristics: Woodburn, Marion County, and Oregon State

Demographics	Woodburn	Marion County	Oregon
<b>Population Characteristics</b>			
Population (2022) <sup>1</sup>	26,468	348,616	4,281,851
Population (2010) <sup>2</sup>	25,377	315,335	3,831,074
Population (2000) <sup>3</sup>	20,861	284,834	3,421,399
Percent Change (2000-22)	26.9%	22.4%	25.1%
Persons with Disabilities (%) <sup>4</sup>	14.9%	15.0%	14.4%
<b>Household Characteristics <sup>4</sup></b>			
Households	8,605	121,132	1,658,091
Percent with children	36.0%	33.0%	28.2%
Median Household Income	\$54,330	\$64,880	\$70,084
Average Household Size	2.49	2.76	2.99
Average Family Size	3.03	3.3	3.59
Owner Occupancy Rate	64.3%	61.2%	63.2%
<b>Age Groups <sup>4</sup></b>			
Median Age	38.6	37	39.6
Population < 5 years of age	6.9%	6.4%	5.3%
Population < 18 years of age	28.0%	24.6%	20.8%
Population 18 - 64 years of age	54.1%	59.7%	61.5%
Population > 65 years of age	17.9%	15.7%	17.7%

Sources:

- \*1: 2022 Portland State University Certified Population Estimates
- \*2: U.S. Census Bureau, 2010 Decennial Census.
- \*3: U.S. Census Bureau, 2000 Decennial Census.
- \*4: U.S. Census Bureau, 2021 American Community Survey 5-Year Estimates



## Population

After incorporation in 1889 with a population of about 400 residents, Woodburn's population grew quickly to about 1,600 residents in 1910 as settlers moved to the area, before remaining stable through the first half of the 20th Century. Beginning in the 1940s, the Bracero Program brought thousands of Mexicans to the Willamette Valley to work on farms short of workers due to World War II. These Mexican workers, their families, and future migrants, made up the City's early Latino population. In the 1950s, members of the Molokans religious sect moved to the Woodburn area. They encouraged fellow Old Believers, who had also broken away from the Russian Orthodox Church, to immigrate to the area. These two groups helped the City's population more than double in the 1960s and formed the foundation for Woodburn's large present-day Latino and Russian-language communities.

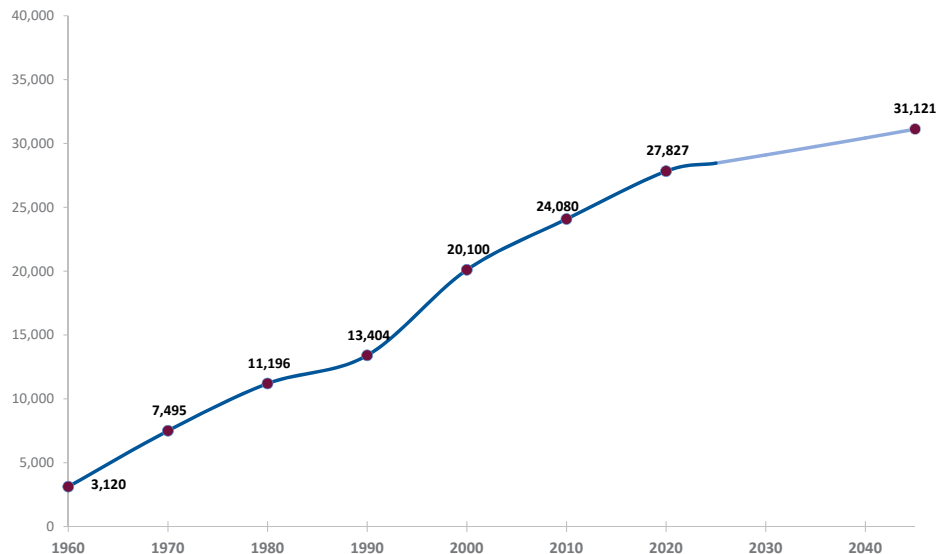
The development of Senior Estates, now Woodburn Estates, the largest community for adults over 55 in Oregon, brought approximately 2,500 retirees to the City between 1960 and 1980. In the decades since, Woodburn's population has continued to

grow approximately 4% annually. As of the 2022 State population forecast, the City's population was 26,468 residents.

Woodburn's urban growth boundary includes numerous agricultural and low-density residential lots that could be annexed into city limits, supporting future growth. The Portland State Population Research Center forecasts that Woodburn will grow slowly over the coming decades, at an average of about 1% per year, reaching approximately 31,121 residents by 2045.

The size of a community and its anticipated growth over time are key indicators of whether existing park and recreation facilities will be sufficient to meet future needs. Population growth can also result in increased residential density and/or the development of currently vacant land within a city, potentially increasing the need for away-from-home recreation opportunities, while simultaneously reducing potential locations for park and open space acquisition. Planning for parks and recreation facilities can help ensure residents can enjoy sufficient, conveniently located parks, open space, and recreation facilities, while the community grows and evolves.

Figure 2. Population Change – Actual and Projected: 1960 – 2045



**27% population increase (2000-2022)**



**36% households with children**



**Increased diversity (2000-2020)**





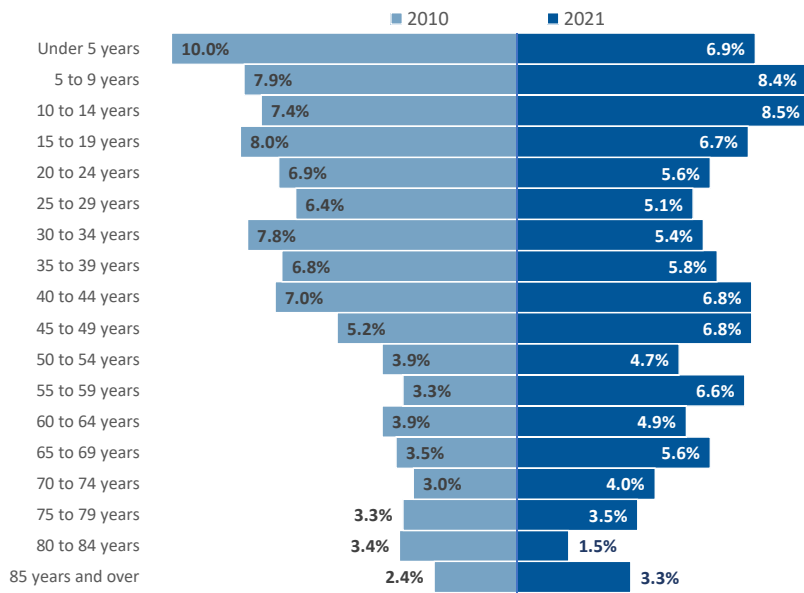
## Age Group Distribution

Woodburn’s population has a median age of 38.6 (2021), older than Marion County as a whole (37.0) but lower than the statewide average (39.6). Youth under 20 years of age make up the City’s largest 20-year population group, comprising 31% of the overall population in 2021. This has important implications for park and recreation needs.

- Approximately 7% of Woodburn’s population are youth under 5 years old. This group represents users of preschool and tot programs and facilities, and as trails and open space users, are often in strollers. These individuals are the future participants in youth activities.
- Children 5 to 14 years make up current youth program participants. Approximately 17% of the city’s population falls into this age range.
- Teens and young adults, age 15 to 24 years, are in transition from youth program to adult programs and participate in teen/young adult programs where available. Members of this age group are often seasonal employment seekers. About 12% percent of the city’s residents are teens and young adults.

- Adults ages 25 to 34 years are users of adult programs. About 11% of residents are in this age category, see Figure 2. These residents may be entering long-term relationships and establishing families. About 36% of households in the city are families with children.
- Adults between 35 and 54 years of age represent users of a wide range of adult programs and park facilities. Their characteristics extend from having children using preschool and youth programs to becoming empty nesters. This age group makes up 24% of Woodburn’s population.
- Older adults, ages 55 years plus, make up 29% of Woodburn’s population. This group represents users of adult and senior programs. These residents may be approaching retirement or already retired and may be spending time with grandchildren. This group also ranges from very healthy, active seniors to more physically inactive seniors.

Figure 3. Age Group Distributions: 2010 & 2021<sup>5</sup>



## Race & Ethnicity <sup>5</sup>

Woodburn is a diverse community whose residents predominantly identify as White or Hispanic/Latino. In 2021, 62% of the population of Woodburn identified as White, 23% as some other race not listed on Census forms, 11% as two or more races, 1.5% as Asian or American Indian and Alaskan Native (each), and 1% as Black or African American. No residents identified as Native Hawaiian or other Pacific Islander. Over half (56%) of residents identify as Hispanic or Latino of any race, with most identifying as Mexican. While Woodburn's population has retained similar overall levels of diversity over the past decade, there has been an increase in the percentage of residents identifying as two or more races and a decline in those identifying as American Indian or Alaskan Native, see Figure 4.

Figure 4. Changes in Racial Composition - 2010 to 2021

Racial Identification	2010 <sup>6</sup>	2021 <sup>5</sup>
White	62.8%	62.0%
Some other race	28.1%	23.2%
Two or more races	2.3%	11.3%
Asian	1.2%	1.4%
American Indian and Alaska Native	5.3%	1.4%
Black or African American	0.3%	0.8%
Native Hawaiian and Other Pacific Islander	0.0%	0.0%
Hispanic or Latino (of any race)	53.9%	56.3%

According to the 2021 American Community Survey, about 73% of Woodburn's residents were born in the United States, with about 26% born abroad. The vast majority of foreign-born residents (90%) have lived in the U.S. for at least a decade. Approximately 55% of residents speak a language other than English at home, and significantly, over 23% speak English less than very well. Most of these residents speak Spanish. The City should continue to provide information and programming in Spanish to ensure recreation is accessible to these residents.

People of color and residents who speak languages other than English may face barriers in accessing parks, recreation facilities, and activities. The City's planning for future park and recreational opportunities should prioritize inclusivity and consider how best to meet the diverse recreational needs of its growing and vibrant community. Inclusion will not only enhance social cohesion, but also enrich the community's overall well-being and quality of life.

## Persons with Disabilities <sup>5</sup>

The 2021 American Community Survey reported 15% of Woodburn's population (3,850 persons) have a disability that interferes with life activities. This is on par with county and state averages (14-15% each). Approximately 3% of youth under 18 years of age, 11% of adults 18 to 64, and 46% of residents over age 65 live with a disability, signaling a potential need to design inclusive parks, recreational facilities, and programs.

Planning, designing, and operating a park system that facilitates participation by residents of all abilities will help ensure compliance with Title II of the Americans with Disabilities Act (ADA). In addition to ADA, there are other accommodations that people with disabilities may need to access parks and participate in recreation programs. Woodburn should consider community needs for inclusive and accessible parks, recreational facilities, programs, marketing, and communications.

## Household Characteristics <sup>5</sup>

In 2019, the average household in Woodburn was 2.99 people, higher than the state (2.49) and county (2.76) average. The average family is larger, at 3.59 people. Of the 8,605 households in the City, 36% were families with children under 18, and 26% were individuals living alone.

Most Woodburn households own their home (64%), on par with the average throughout Marion County (61.2%), while 36% rent. This ratio is indicative of the mix of housing stock in the city, which includes both single-family homes and multiple apartment complexes.

## Employment & Education <sup>5</sup>

The 2021 work force population (16 years and over) of Woodburn is 19,314 (75%). Of this population, 56% percent is employed, 3% is unemployed, and 41% is not in the labor force. Residents work in a wide variety of industries - about 22% of employed residents work in manufacturing, while 16% work in the education and health care industry and 12% work in retail trade. Several other industries - professional and management services, construction, and agricultural and forestry sectors - each employ between 7 and 10 percent of workers and contribute significantly to the local economy.

The majority (70%) of Woodburn residents over 25 years of age have a high school degree or higher, significantly lower than the statewide average

(92%). About 16% of city residents have a Bachelor's degree or higher, lower than statewide rates (35%).

Higher levels of employment and educational attainment positively correlate with both the income and health status of a community – both of which have further impacts on the use and need for park and recreation facilities, as described in the next two sections.

## Income & Poverty <sup>5</sup>

A community's level of household income can impact the types of recreational services prioritized by community members as well as their ability to pay for recreational services. In 2021, the median household income in Woodburn was \$54,330. This income level was about \$10,500 (19%) lower than the median income for Marion County households.

Higher income households typically have an increased capacity to pay for recreation and leisure services and often face fewer barriers to participation. Approximately 21% of Woodburn households have household incomes in the higher income brackets (\$100,000 and greater), lower than the county average (29%).

Lower-income residents may face barriers to physical activity, including reduced access to parks and recreational facilities, a lack of transportation options, a lack of time, and poor health. Low-income residents may also be less financially able to afford recreational service fees or to pay for services, such as childcare, that can make physical activity possible. In Woodburn, 19% of households earn less than \$25,000 annually, and 9% of local families live below the poverty level (\$26,500 for a family of four), slightly higher than county rates. Poverty affects 19% of youth under 18 and 14% of adults.

## Health Status

The overall health of a community's residents can impact their ability to participate in recreation and other physical activity and may also reflect, in part, the locality's level of access to appropriate and convenient green spaces, recreation opportunities, and active transportation facilities.

Information on the health of Woodburn's residents is not readily available. However, according to the 2022 County Health Rankings, Marion County ranks in the higher-middle range compared to all Oregon counties for health outcomes, including length and quality of life, and the low-middle quartile for health factors like health behaviors, clinical care, social and economic factors, and the physical environment.<sup>7</sup>

In Marion County, 81% of residents have access to adequate physical activity opportunities, which is also on par with the average for all Oregon residents (80%). This suggests that the County has a reasonable number of places where residents can participate in physical activity, including parks, trails, and public or private community centers, gyms, or other recreational facilities. Approximately 37% of Marion County adults are overweight or obese, higher than the average among all Oregon adults (29%). Also, 29% of Marion County adults aged 20 and older report getting no leisure-time physical activity – a rate similar to the statewide average of 24% and the nationwide average of 26%.

### Sources

- 5 U.S. Census Bureau, 2021.
- 6 U.S. Census Bureau, 2010 American Community Survey, 5-year estimates.
- 7 Data on the health status of Marion County and Oregon State residents taken from: University of Wisconsin Population Health Institute. "Oregon Rankings Data". County Health Rankings. Available at <https://www.countyhealthrankings.org/app/oregon/2022/rankings/marion/county/outcomes/overall/snapshot>. Accessed January 2023.







## Chapter 3

# COMMUNITY ENGAGEMENT

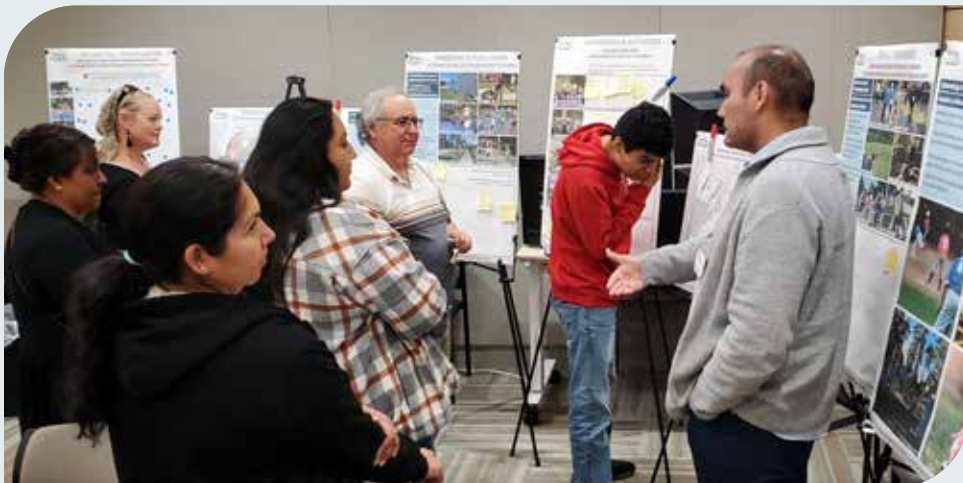
## COMMUNITY ENGAGEMENT PLAYED AN ESSENTIAL ROLE IN DEVELOPING THE 2024 PARKS AND RECREATION PLAN UPDATE.

Several outreach methods were used to connect with the community, seek their input and provide information about the Plan through convenient online and in-person activities. Public outreach methods were varied and extensive, including:

- Random-sample mail survey and online community-wide survey in English, Spanish and Russian
- One hybrid in-person/virtual public meeting
- One online open house
- Stakeholder group discussions
- Tabling and outreach at multiple community events
- Meetings with Recreation and Parks Board and City Council
- Woodburn city website with plan information and feedback opportunities
- Multiple social media postings, email notifications, and city newsletter articles

### Community Survey

A community-wide, online survey was conducted to assess the recreational needs and priorities of Woodburn residents. The survey was available in English and Spanish, and the cover letter accompanying the printed mail survey was written in both languages and included unique QR codes to access each in-language survey online. The City mailed 2,500 surveys to randomly chosen households in Woodburn on March 16, 2023, of which 262 surveys were completed and returned (10.5% response rate, 5% margin of error). Online versions of the survey in English, Spanish and Russian were posted to the City's website on March 27th. An additional 256 surveys were completed from the general, community-wide online surveys. In all, 518 surveys were collected, which includes 44 Spanish surveys.



## OVER 700 PARTICIPANTS PROVIDED FEEDBACK

The PRMP update utilized a range of methods to engage with and listen to the Woodburn community



Information about the survey was promoted through several channels, including on the City's website, through multiple social media postings, and through direct outreach to partner organizations and recreation program participants. The survey was closed on June 3, 2023.

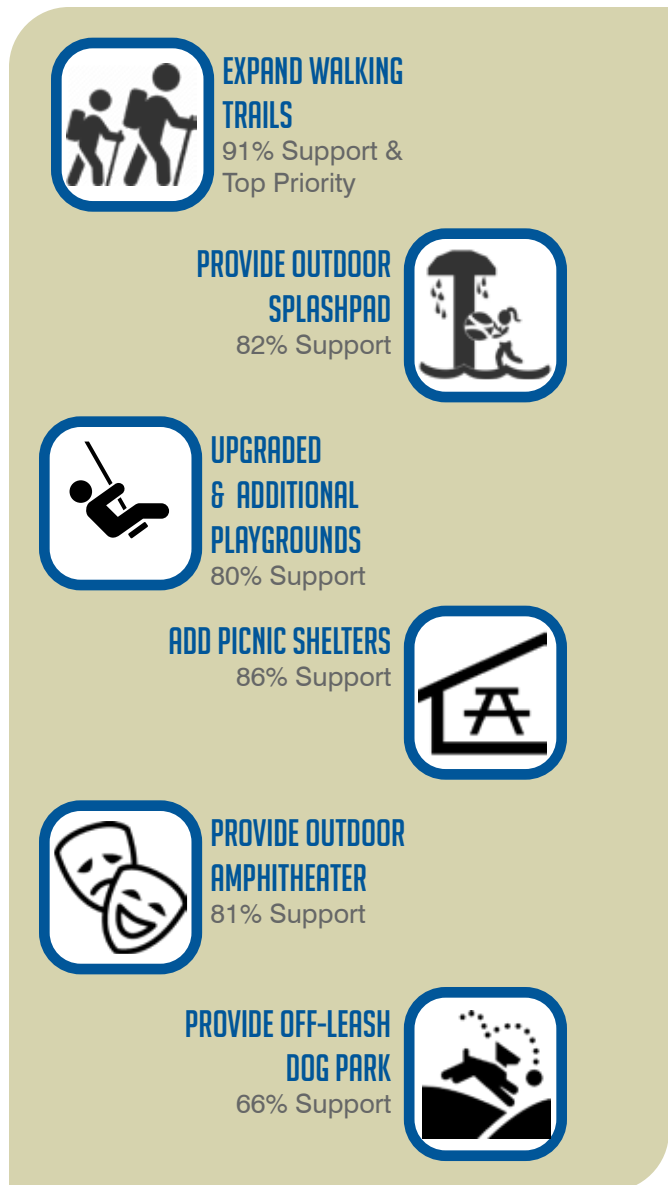
The survey measured current levels of satisfaction and which facilities were primarily being used by residents. Residents were asked about future improvements and the types of recreational amenities they would like to see considered for the park system. Survey respondents were asked about:

- Performance and quality of programs and parks;
- Usage of city parks and recreation facilities;
- Overall satisfaction with the value of services being delivered by the city;
- Opinions about the need for various park, recreation, and trail improvements; and
- Priorities for future park and recreation services and facilities.

Survey findings are highlighted below, and a more detailed discussion of results can be found in the needs assessment chapters covering parks and open space, recreation, and trails (Chapters 5 - 7).

#### Major Survey Findings:

- **Livability:** Nearly all respondents (96%) feel that public parks and recreation opportunities are important or essential to the quality of life on Woodburn.
- **Usage:** Park visitation is high, with 72% of respondents visiting parks or recreation facilities at least once a month. Respondents visit local parks and recreation facilities for a variety of reasons, but the most popular reason is to walk or run (69%). More than one in three respondents visit to use a playground (44%), walk a dog (42%), for fitness or exercise (40%), to relax (39%), or to attend community events or concerts (36%).
- **Park Upgrades:** When asked to prioritize potential improvements, community members ranked improving and upgrading existing parks as their top priority. In other questions, they called for additional walking trails, picnic areas, playgrounds, and sport courts. In open-ended responses, community members also asked for additional amenities like covered basketball courts, pickleball courts, disc golf courses, skateparks, and picnic areas.
- **Walking Trails:** The community seeks an expansion of walking trails and the establishment of bike paths, emphasizing the importance of connectivity between parks. Residents also specifically requested better lighting along trails, wheelchair-friendly paths, and pet-friendly trails.
- **Park Maintenance and Safety:** Community members cited maintenance and safety concerns as top reasons why they do not visit more often, and written comments expressed a desire for improved maintenance and safety in existing parks. They advocated for additional cleaning and trash removal in parks, repairs to broken equipment, and increased lighting and enforcement of park rules.



The complete survey summary is provided in Appendix A.





### Dual In-Person & Virtual Public Meeting

On May 31, 2023, the City hosted an in-person public meeting from 7:00 - 8:30 p.m. at the Woodburn City Hall. The project team prepared a presentation and informational displays covering the major themes of the Parks Master Plan. These displays included Project Overview, Survey Highlights, Parks & Outdoor Recreation, and Investing in the Future. The meeting was conducted as a hybrid (online & in-person) event and in English and Spanish. Attendees were encouraged to talk to project team members and record their comments. City staff and project team staff engaged with participants to identify general needs and interests for park and recreation in Woodburn. Approximately 12 people attended the meeting to review materials and provide comment. A summary of comments for the first online open house is provided in Appendix B.

### Online Open House

The City hosted a second public forum as an online open house to allow community members to participate at their convenience. On September 15, 2023, the City published an online open house in English and Spanish that was open through October 1, 2023. The online open house provided residents an opportunity to respond to a series of questions about Woodburn’s recreational opportunities and solicit input about which park and recreation amenities, services and facilities are important to them. The online open house was promoted in multiple languages via social media

posts, email blasts, radio announcements and public meeting announcements. In all, 170 responses were collected.

### Online Open House Highlights:

- The majority want to see improved maintenance of existing facilities and parks.
- Building a community center and renovating Settlemier Park and upgrading playgrounds were the top two investment priorities.
- Most people were in favor of building a citywide trail loop, as well as building more trails in natural areas.
- Participants would like to see the following trail amenities installed: trailhead restrooms, benches along trails, and drinking fountains or water bottle filling stations.
- The majority are interested in more program offerings, in general. This included interest in more medium- or large-sized city events, more swim lesson offerings, and more affordable sports programs.

A summary of responses to the second online open house is provided in Appendix C.

### Community Event Tabling

City staff, Recreation and Parks Board members and project team members conducted a series of tabling activities at community events and festivals. Tabling occurred between July and September to build awareness of the Plan and solicit input on park and recreation program enhancements. Tabling activities were held at Fiesta Mexicana and Music in the Park events.

## Stakeholder Discussions

In-person and online group discussions with external stakeholder were conducted to more broadly assess local needs and opportunities for partnership, coordination and communication. Stakeholders were identified by City staff based on their past coordination their involvement or interest in the future of recreation, park, and sport or trail facilities. Group discussions were held with participants from the Farmworker Housing Development Corporation, an English class for Spanish speakers at Chemeketa Community College, and a mix of local residents with various park and recreation interests.

Many recommended development of a community center, additional sport fields and courts, splash pad, trails and playground upgrades. Other comments included interest in improved restrooms at parks, enhanced maintenance and additional parkland, in general. Specific recommendations are incorporated in the needs assessment sections (Chapters 5 – 7), and a full summary is provided in Appendix D.

## Recreation and Parks Board Meetings

The Recreation and Parks Board provided feedback on the development of the PRMP during three regularly scheduled public sessions during 2023. The first session occurred on February 14th, shortly after the planning project was initiated. The Board discussed the update and provided their perspectives on a vision for the system, specific challenges, opportunities and ideas about parks, trails and programs. Subsequent sessions were used to review public feedback and solicit direction from the Board on priorities and recommendations for the new Parks and Recreation Master Plan.

## Other Outreach

In addition to the direct outreach opportunities described above, the Woodburn community was informed about the planning process through a variety of media platforms. The following methods were used to share information about the project and provide opportunities to participate and offer their comments:

- City website home page
- Parks and Recreation Master Plan project page
- Email outreach through the City's distribution list and through partner organizations
- Social media via Facebook
- Announcements at Council and Recreation and Parks Board public meetings



**¡Acompáñenos virtualmente!**  
¿No puede asistir en persona?  
¿Algún problema, puede unirse en línea?

**¡Vamos a ponerle más diversión a Woodburn! Asista al Open House de la Ciudad para planificar los espacios de recreación.**

**Miércoles, 31 de mayo, a las 7 p.m.**

**Woodburn City Hall**  
270 Montgomery St.  
Woodburn, OR 97071

**¡Participe y corra la voz!**

**WOODBURN**  
Incorporated 1887



# BENEFITS OF PARKS, RECREATION & OPEN SPACE

A number of organizations and non-profits have documented the overall health and wellness benefits provided by parks, open space and trails. The Trust for Public Land published a report called *The Benefits of Parks: Why America Needs More City Parks and Open Space*. This report makes the following observations about the health, economic, environmental and social benefits of parks and open space:

- Physical activity increases with access to parks.
- Contact with the natural world improves physical and physiological health.
- Value is added to community and economic development sustainability.
- Benefits of tourism are enhanced.
- Trees are effective in improving air quality and assisting with stormwater control.



## Physical Activity Benefits

Residents in communities with increased access to parks, recreation, natural areas and trails have more opportunities for physical activity, both through recreation and active transportation. By participating in physical activity, residents can reduce their risk of being or becoming overweight or obese, decrease their likelihood of suffering from chronic diseases, such as heart disease and type-2 diabetes, and improve their levels of stress and anxiety. Nearby access to parks has been shown to increase levels of physical activity. According to studies cited in a 2010 report by the National Park and Recreation Association, the majority of people of all ages who visit parks are physically active during their visit. Also, the Centers for Disease Control and Prevention (CDC) reports that greater access to parks leads to 25% more people exercising three or more days per week.



## Community Benefits

Park and recreation facilities provide opportunities to engage with family, friends, and neighbors, thereby increasing social capital and community cohesion, which can improve residents' mental health and overall well-being. People who feel that they are connected to their community and those who participate in recreational, community and other activities are more likely to have better mental and physical health and to live longer lives. Access to parks and recreational facilities has also been linked to reductions in crime, particularly juvenile delinquency.



## Economic Benefits

Parks and recreation facilities can bring positive economic impacts through increased property values, increased attractiveness for businesses and workers (quality of life), and through direct increases in employment opportunities.

In Oregon, outdoor recreation generates \$6.5 billion in consumer spending, creates 73,400 direct jobs and results in \$3.6 billion in outdoor recreation wages. According to the 2021 Outdoor Recreation Satellite Account published by the Outdoor Industry Association, outdoor recreation can grow jobs and drive the economy through management and investment in parks, waters and trails as an interconnected system designed to sustain economic dividends for citizens.





## Chapter 4

# CLASSIFICATIONS & INVENTORY

THIS CHAPTER DESCRIBES THE PARK CLASSIFICATION SYSTEM AND PROVIDES AN OVERVIEW OF THE PARKS AND OPEN SPACES IN WOODBURN.

## Classifications

Parkland is classified to assist in planning for the community's recreational needs. The classifications also reflect standards that inform development decisions during site planning, in addition to operations and maintenance expectations for the level of developed facilities or natural lands. The Woodburn park system is composed of a hierarchy of various park types, each offering recreational opportunities and natural environmental functions. Collectively, the park system is intended to serve the full range of community needs.

Classifying parkland by function allows the City to evaluate its needs and to plan for an efficient, cost effective, and usable park system that minimizes conflicts between park users and adjacent uses. Several factors are considered when classifying parks:

- Specific needs in neighborhood, service area, or community;
- Suitability of a site for a particular use;

- Cost and effort of development;
- Possibility for public-private partnerships; and
- Operating and maintenance costs.

Each park classification defines the site's function, expected amenities, and recreational uses. The classification characteristics serve as general guidelines addressing the size and use of each park type. The following six classifications are used in Woodburn's park system:

- Community Parks
- Neighborhood Parks
- Pocket Parks
- Open Space
- Trails / Linear Parks
- Special Use Facilities



## COMMUNITY PARKS



Community parks are larger parks, typically between six and 30 acres, providing a wide variety of recreation opportunities that appeal to the entire community. Typically, these sites are designed for active and passive recreation, supported by facilities such as sport fields, outdoor courts, skate parks and recreation centers. Athletic fields may be natural, synthetic turf, or a combination of surfaces, with or without field lighting. Community parks can accommodate large numbers of people and offer a wider variety of facilities than neighborhood parks, such as skate parks, volleyball, tennis courts, performance stages, dog parks and group picnic areas. These parks also may include significant natural areas and trails. For this reason, community parks require support facilities such as restrooms, parking lots and maintenance facilities. Community parks can also serve as local neighborhood parks for their immediate areas, and they may be connected to schools or other community facilities.

### Typical Amenities

#### Passive Recreation

- Seating
- Casual Use Spaces
- Internal Walking Trails
- Water Access
- Community Gardens
- Unique Landscape Features
- Natural Spaces

#### Active Recreation

- Creative Play Attractions
- Playgrounds
- Biking Trails
- Outdoor Fitness / Exercise Facilities
- Rectangular Fields
- Diamond Fields
- Basketball Courts
- Tennis / Pickleball Courts
- Volleyball Courts
- Water Play

#### Facilities

- Individual Picnic / Sitting Areas
- Group Picnic Areas
- Park Shelters
- Skateparks / Bike Skills
- Splash Pads / Spray Parks
- Outdoor Event Spaces
- Off-leash Areas
- Restrooms
- Parking

### Size

- 6 to 30 acres

### Service Area

- 2-mile travelshed

### Existing Facilities

- Centennial Park
- Legion Park
- Settlemier Park



# NEIGHBORHOOD PARKS



### Size

- 0.5 to 5 acres

### Service Area

- ½-mile travelshed

### Existing Facilities

- Burlingham Park
- Hermanson Park North
- Nelson Park
- North Front St Park
- Senior Estates Park
- Wyffels Park

### Future Facilities

- Boones Crossing (undeveloped)
- Dove Landing (undeveloped)
- Killian’s Well Park (undeveloped)

A neighborhood park is typically 0.5 to 5 acres in size, depending on a variety of factors including neighborhood need, physical location, and opportunity. Neighborhood parks are intended to serve residential areas within close proximity (up to ½-mile walking or biking distance) of the park and should be geographically distributed throughout the community. Topography and population density can influence the location of a neighborhood park. Access to neighborhood parks is mostly pedestrian, and park sites should be located such that people living within the service area can reach the park safely and conveniently. Connecting and frontage streets should include sidewalks or other safe pedestrian access. Neighborhood parks should be located along road frontages to improve visual access and community awareness of the sites. Additionally, street plans should encourage maximum connectivity and public access to park sites. These parks can offer both active and passive recreation on a limited scale, but they are used primarily for unstructured recreational activities. Amenities may include playgrounds, picnic areas, small facilities for active recreation, open lawn areas, and gathering spaces. Support facilities may include restrooms and off-street parking.

## Typical Amenities

### Passive Recreation

- Seating
- Casual Use Spaces
- Internal Walking Trails
- Water Access
- Community Gardens
- Unique Landscape Features
- Natural Spaces

### Active Recreation

- Creative Play Attractions
- Playgrounds
- Biking Trails
- Outdoor Fitness / Exercise Facilities
- Rectangular Fields
- Diamond Fields
- Basketball Courts
- Tennis / Pickleball Courts
- Volleyball Courts
- Water Play

### Facilities

- Individual Picnic / Sitting Areas
- Group Picnic Areas
- Park Shelters
- Skateparks / Bike Skills
- Splash Pads / Spray Parks
- Outdoor Event Spaces
- Off-leash Areas
- Restrooms
- Parking

## POCKET / MINI PARKS



These are small parks that provide a single purpose such as a garden, historic marker, resting places, benches or civic recognition. These parks are typically located on small parcels and provide passive or limited active recreation opportunities. They are generally less than 0.5 acres in size and provide modest recreational amenity to residents within a ¼-mile walking distance. Development of these types of park spaces will depend on the values of the community and available opportunities to preserve special spaces. No specific numerical development standard is established as this type of park space often comes about as the result of special circumstances (such as a personal dedication of land) that may not lend themselves for advanced planning.

### Typical Amenities

#### Passive Recreation

- Seating
- Casual Use Spaces
- Internal Walking Trails
- Water Access
- Community Gardens
- Unique Landscape Features
- Natural Spaces

#### Active Recreation

- Creative Play Attractions
- Playgrounds
- Biking Trails
- Outdoor Fitness / Exercise Facilities
- Rectangular Fields
- Diamond Fields
- Basketball Courts
- Tennis / Pickleball Courts
- Volleyball Courts
- Water Play

#### Facilities

- Individual Picnic / Sitting Areas
- Group Picnic Areas
- Park Shelters
- Skateparks / Bike Skills
- Splash Pads / Spray Parks
- Outdoor Event Spaces
- Off-leash Areas
- Restrooms
- Parking

### Size

- < 0.5 acres

### Service Area

- ¼-mile travelshed

### Existing Facilities

- Alvah Cowan Park
- Dahlia Plaza Pocket Park
- Downtown Plaza Park
- Hazel Smith Plaza
- Heritage Park
- Library Square

# OPEN SPACE



## Size

- Unique to each site

## Service Area

- N/A

## Existing Facilities

- Hermanson Pond
- Senecal Creek Park

Open spaces are undeveloped lands primarily left in a natural state and typically places that are geographically or geologically unique, with passive recreation use as a secondary objective. Open spaces can provide for connected or linked corridors that can support broader ecological functions than standalone properties. Open spaces can be individual or isolated tracts of open space or connected to a larger natural area network. Open spaces may serve as trail corridors, and low-impact or passive activities, such as walking and nature observation may be allowed, where appropriate. No standards exist or are proposed for open spaces as they are often dependent on characteristics of the natural resources within the City.

## Typical Amenities

### Passive Recreation

- Seating
- Casual Use Spaces
- Internal Walking Trails
- Water Access
- Community Gardens
- Unique Landscape Features
- Natural Spaces

### Active Recreation

- Creative Play Attractions
- Playgrounds
- Biking Trails
- Outdoor Fitness / Exercise Facilities
- Rectangular Fields
- Diamond Fields
- Basketball Courts
- Tennis / Pickleball Courts
- Volleyball Courts
- Water Play

### Facilities

- Individual Picnic / Sitting Areas
- Group Picnic Areas
- Park Shelters
- Skateparks / Bike Skills
- Splash Pads / Spray Parks
- Outdoor Event Spaces
- Off-leash Areas
- Restrooms
- Parking



## TRAILS / LINEAR PARKS



The purpose of trails/linear parks is to provide safe and readily accessible connections between neighborhoods, City parks, and centers of local importance to encourage walking, jogging, bicycling, and other forms of non-motorized recreational travel. Trail development may coincide with the installation of sidewalks in some locations where there is a logical connection between activity centers or there is a need to place pedestrian walkways adjacent to City streets. Trails/linear parks help people of all ages incorporate exercise into their daily routines by connecting them with places they want or need to go. The Mill Creek Greenway has some segments completed and will eventually provide a complete north-south connection through Woodburn – linking multiple City parks.

### Typical Amenities

#### Passive Recreation

- Seating
- Casual Use Spaces
- Internal Walking Trails
- Water Access
- Community Gardens
- Unique Landscape Features
- Natural Spaces

#### Active Recreation

- Creative Play Attractions
- Playgrounds
- Biking Trails
- Outdoor Fitness / Exercise Facilities
- Rectangular Fields
- Diamond Fields
- Basketball Courts
- Tennis / Pickleball Courts
- Volleyball Courts
- Water Play

#### Facilities

- Individual Picnic / Sitting Areas
- Group Picnic Areas
- Park Shelters
- Skateparks / Bike Skills
- Splash Pads / Spray Parks
- Outdoor Event Spaces
- Off-leash Areas
- Restrooms
- Parking

#### Size

- Unique to each site

#### Service Area

- N/A

#### Existing Facilities

- Hermanson Park Middle
- Hermanson Park South
- Mill Creek Greenway

#### Future Facilities

- Madame Dorion Trail

# SPECIAL USE FACILITIES



## Size

- Unique to each site

## Service Area

- N/A

## Existing Facilities

- Bungalow Theatre
- Frank Scheer Locomotive Park
- Woodburn Aquatic Center
- Woodburn Museum

## Future Facilities

- Future Community Center

Special use areas are sites that are occupied by a specialized facility or that fulfill a specialized purpose. Some uses that fall into this park type include recreation or aquatic centers, plazas, historic sites, botanical gardens, community gardens, single purpose sites used for a particular field sport, or other sites that offer indoor recreation opportunities.

## Typical Amenities

### Passive Recreation

- Seating
- Casual Use Spaces
- Internal Walking Trails
- Water Access
- Community Gardens
- Unique Landscape Features
- Natural Spaces

### Active Recreation

- Creative Play Attractions
- Playgrounds
- Biking Trails
- Outdoor Fitness / Exercise Facilities
- Rectangular Fields
- Diamond Fields
- Basketball Courts
- Tennis / Pickleball Courts
- Volleyball Courts
- Water Play

### Facilities

- Individual Picnic / Sitting Areas
- Group Picnic Areas
- Park Shelters
- Skateparks / Bike Skills
- Splash Pads / Spray Parks
- Outdoor Event Spaces
- Off-leash Areas
- Restrooms
- Parking

## Park & Open Space Inventory

The park and open space inventory identifies the recreational assets within Woodburn. The City provides 135 acres of public parkland and recreation facilities distributed among 25 parks and natural areas.

Figure 5. Woodburn Park System Inventory

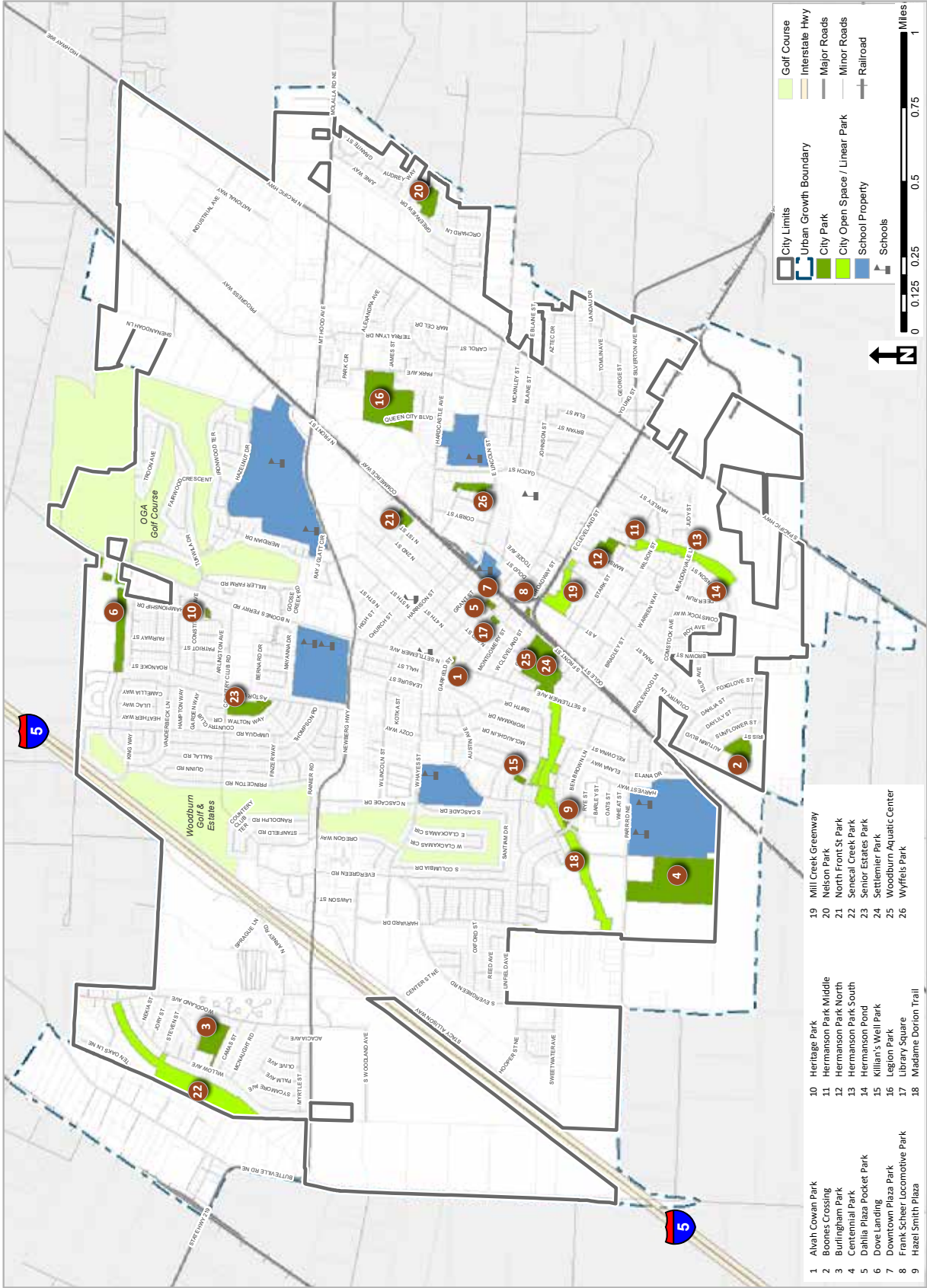
Park Type / Name	Classification	Status	Acreage
<b>Community Parks</b>			
Centennial Park	Community		24.8
Legion Park	Community		16.2
Settlemier Park	Community		10.0
<b>Neighborhood Parks</b>			
Boones Crossing	Neighborhood	Undeveloped	3.0
Burlingham Park	Neighborhood		5.4
Dove Landing	Neighborhood	Undeveloped	8.0
Hermanson Park North	Neighborhood		1.7
Killian's Well Park	Neighborhood	Undeveloped	0.5
Nelson Park	Neighborhood		3.2
North Front St Park	Neighborhood		1.1
Senior Estates Park	Neighborhood		4.0
Wyffels Park	Neighborhood		2.3
<b>Pocket/Mini Parks</b>			
Alvah Cowan Park	Pocket		0.2
Dahlia Plaza Pocket Park	Pocket		0.05
Downtown Plaza Park	Pocket		0.5
Hazel Smith Plaza	Pocket		1.4
Heritage Park	Pocket		0.3
Library Square	Pocket		0.3
<b>Special Use Facility</b>			
Frank Scheer Locomotive Park	Special Use		0.3
Woodburn Aquatic Center*	Special Use		
<b>Trail/Linear Park</b>			
Hermanson Park Middle	Linear Park		1.2
Hermanson Park South	Linear Park		3.0
Madame Dorion Trail	Linear Park		13.2
Mill Creek Greenway	Linear Park		10.6
<b>Open Space</b>			
Hermanson Pond	Open Space		3.8
Senecal Creek Park	Open Space		20.0
<b>Total City-Owned Park Acres</b>			<b>135.0</b>

\* Note: acreage included as part of Settlemier Park

The following map shows the location of existing parks and open space within the City.

The following sections provide an overview of other nearby recreational opportunities and site-specific inventory information and recommendations for public parklands managed by City of Woodburn.





- 1 Alvañ Cowan Park
- 2 Boones Crossing
- 3 Burlingham Park
- 4 Centennial Park
- 5 Dahlia Plaza Pocket Park
- 6 Dove Landing
- 7 Downtown Plaza Park
- 8 Frank Scherer Locomotive Park
- 9 Hazel Smith Plaza
- 10 Heritage Park
- 11 Hermanson Park Middle
- 12 Hermanson Park North
- 13 Hermanson Park South
- 14 Hermanson Pond
- 15 Killian's Well Park
- 16 Legion Park
- 17 Library Square
- 18 Madame Doiron Trail
- 19 Mill Creek Greenway
- 20 Nelson Park
- 21 North Front St Park
- 22 Senecal Creek Park
- 23 Senior Estates Park
- 24 Settlemier Park
- 25 Woodburn Aquatic Center
- 26 Wyffes Park

Map 1: Existing Parks & Open Space

## City-owned Facilities

### Woodburn Memorial Aquatic Center

The Aquatic Center currently is the only permanent indoor recreation space in Woodburn. Its amenities include a 25 meter x 25 yard lap pool, a wading pool, water slide, rope swing and warm water therapy pool. In addition, there is a fitness room, spa and saunas. The Center offers lifeguard certification classes, swim lessons and runs an entry level swim team. Swim team participation includes coaching on proper swim strokes and options to compete in swim meets. Settlemier Park adjoins the Aquatic Center and the future expansion of a Community Center.

### Woodburn Museum & Bungalow Theatre

The Woodburn Museum was founded in 1986 by Woodburn Citizens. Since then the City and Community partners have renovated the Museum and the Bungalow Theatre in a space for history and community gathering reopening in January of 2023.

### Settlemier Teen Center (Boys & Girls Club)

The Boys & Girls Club of Woodburn operates the Teen Center located at Settlemier Park. Programs for youth and teens in experiential learning are designed to empower young people's capacity for healthy and successful growth and development. The continuum of services target teenagers in the Woodburn Teen Center, renovated in 2014. The center features free meals, computers and daily activities and is open Monday through Friday from 2-6pm during the school year. Woodburn's programs focus on opportunities for teenagers grades 6-12 to encourage academic success, citizen and character development, and healthy lifestyles.

## Non-City Recreation

### Woodburn School District

The Woodburn School District comprises one high school, one alternative school, two middle schools and four elementary schools. Spring athletics include baseball, golf, softball, tennis and track. Winter sports programming includes basketball, cheer and wrestling. Fall sports involve cheer, cross country, football, soccer and volleyball. Outdoor sports are supported by the high school football and track facility, one baseball field, one softball fields and two

multi-use sports fields. Four tennis courts and two futsal courts are also on the high school campus. The OGA golf Course is near the high school campus providing support for the spring golf season. The Valor Middle School has a multi-use sport field suitable for football and soccer. The French Prairie Middle School has a multi-use sport field that can support three youth soccer fields. The four public elementary schools in Woodburn have playgrounds, but like the sports fields, these outdoor recreation facilities are not open to the general public during school hours.

### Woodburn Family YMCA

The Woodburn Family YMCA, located in the Woodburn Aquatic Center, is part of the Family YMCA of Marion and Polk Counties. Youth sport programs include soccer, volleyball, flag football, basketball and t-ball. Adult sports of kickball and basketball may be available seasonally. Other youth sports programming for gymnastics, cheerleading and cross country may be available within the YMCA outside of Woodburn but within the group of Marion & Polk County's Family YMCA facilities. The Woodburn YMCA collaborates with the City of Woodburn Recreation and Parks Department to provide a robust slate of programming for the Woodburn community.

### Other

- The Oregon Golf Association (OGA) Golf Course is one of six amateur golf associations across the country that operates a for-profit public golf course. The 18-hole course encourages the development of the next generation of golfers and offers player development programs throughout the year. The OGA offers lessons, junior golf programs and ladies clinics and hosts a variety of events and tournaments.
- The Senior Estates Golf and Country Club (aka Woodburn Estates & Golf) is affiliated with the 55+ retirement community. This is a private, 18-hole course with a clubhouse with an auditorium, swimming pool, restaurant, billiards room, fitness center and crafts room. The Club offers a variety of social events and activities to its residents.
- The Woodburn Golf Club, a nine-hole golf course, is located outside city limits, west of Senecal Creek and north of Highway 219.
- Woodburn Dragstrip is a ¼-mile National Hot Rod Association dragstrip that hosts annual event on the NHRA Lucas Oil Series. Race track is located about 2 miles west of Woodburn on Highway 219.
- Jesse H. Settlemier House Museum is located on Settlemier Avenue.



## Alvah Cowan Park

Alvah Cowan Park is located on the corner of Settlemier Avenue and Garfield Street and was originally adopted by the Settlemier Knott Garden Society. The Society initiated a beautification project in summer 2013 that spruced up the flower beds and added new perennials and flowers. This spring, the diseased roses were replaced, boxwood hedges were planted, and invasive ivy was removed from the Park's trees during an Earth Day event.

The Park was named by a Council Resolution in 1984, recognizing Mr. Cowan's accomplishments and years of service to the community, particularly in the area of recreation and parks. The park's original name was Triangle Park, which, along with Settlemier Park, was one of Woodburn's first two parks.

### Design Opportunities

- Site has no ADA accessibility. A paved pathway system could be added to create universal access and help define the garden beds and accentuate the parterre layout.

### Management Considerations

- None noted.

## Pocket Park

0.2 acres

### Amenities

- Bench
- Grass pathways
- Park identification sign
- Planting beds: Boxwood parterre & rose garden
- Shade trees
- Trash receptacle



## Neighborhood Park

5.4 acres

### Amenities

- Basketball court
- Climbing rockwall
- Lighting
- Mutt Mitt dispenser
- On-street parking
- Open grass field (soccer uses)
- Park identification & rules sign
- Picnic tables
- Playground structure
- Portable toilet
- Shade trees
- Swing set (2 tot & 2 strap)
- Trash receptacles



## Burlingham Park

Burlingham Park is located at 3350 Linda Street in West Woodburn. The park has a playground, basketball court, and large play field.

### Design Opportunities

- No formal access from Willow Avenue. A side entry could be added with a paved pathway that connects to a perimeter paved loop path connecting to site's amenities.
- Currently, there are no ADA accessible routes to park features. More recreation amenities could be added to the park and a perimeter paved pathway could link to all park areas.
- Consider adding a permanent restroom with small picnic shelter to support longer visits (and soccer uses).

### Management Considerations

- Remnant concrete pad in eastern section of wooded area could be removed and additional rec amenities added to the park (further from edge of property).
- As non-native ornamental trees die-off, replace with native Pacific Northwest canopy trees.



## Centennial Park

Centennial Park is Woodburn's largest park and includes 4 baseball fields, 2 full soccer fields, a playground, workout stations, a picnic shelter and splash pad. This park is also home to Woodburn's largest dog park.

Centennial Park has many amenities that make it great, but it is also a wonderful gathering place for community events. Each year, Woodburn's Fourth of July Celebration takes place at Centennial Park bringing in food vendors, live music, fireworks and fun to the whole community.

### Design Opportunities

- Picnic tables to be added to the ballfield pavilion should have wheelchair seating space to help balance adequate ADA amenities.
- Pave path around soccer field.

### Management Considerations

- Basketball court needs fresh striping. Parking lot needs re-striping.
- Newly planted trees exist on site; inspect for need of replacements (at least one appears to be failing)
- Bleachers should all have safety railing to meet International Building Code requirements.
- Restrooms need sign upgrades to improve visibility & meet ADA requirements.
- Batting cages would benefit from wood fiber surfacing.

## Community Park

24.8 acres

### Amenities

- Ballfields (4) with dugouts, batting cage, bleachers, restroom/concession building, picnic tables, score boards
- Basketball court
- Benches
- Bike rack
- Drinking fountain
- Exercise stations
- Flagpole
- Irrigation
- Informational kiosk
- Lighting
- OLA/dog park (large & small dog area with water & picnic table)
- Open grass area
- Park identification & rules signs
- Parking
- Paved loop path
- Picnic pavilion with electricity
- Playgrounds (2 areas for 2-5 yr olds & 5-12 yr olds with equipment and swing sets)
- Restrooms
- Shade trees
- Soccer field
- Splash pad



## Pocket Park

0.46 acres

### Amenities

- Benches
- Bike racks
- Chess/checkers table
- Fountain
- Lighting
- Open grass areas
- Park rules sign
- Paved plaza & pathways
- Pavilion
- Picnic tables
- Public art (Children & dog sculpture)
- Drinking fountain
- Shade & palm trees
- Trash cans



## Downtown Plaza Park

The Downtown Plaza is located in the heart of downtown Woodburn and is the site of many special events each year. From Taste of Woodburn, to Trunk or Treat, you will always find community gathering here. Not only is it home to some great events, but it is also a great spot to sit and relax among many downtown businesses. You will find benches, picnic tables, and even a community checkers and chess table.

### Design Opportunities

- None noted.

### Management Considerations

- Some trash cans overflowing; consider more frequent pick-up cycles.
- Plaza has no park identification sign; consider installing one.







## Heritage Park

Heritage Park is a lovely neighborhood park with a small play structure and a single hoop basketball court.

### Design Opportunities

- Add a formal connection to the Lexington cul-de-sac.
- Add park identification signage.
- Add basketball court striping

### Management Considerations

- Play area has access barrier and needs a ramp or other ADA access treatment.
- The play equipment has no ADA accommodations. Provide ADA-compliant play equipment when renovation or replacement is scheduled.
- Tactile warning strip is needed at curb cut into parking area.
- A dedicated handicapped parking space(s) is needed.

## Pocket Park

0.34 acres

### Amenities

- Basketball ½ court
- Entrance ramp with railing
- Open grass area
- Park rules sign
- Parking
- Playground
- Trash receptacle



## Neighborhood / Linear Park

5.8 acres (combined)

### Amenities

- Benches
- Mutt Mitt dispensers with can
- Natural riparian areas
- Paved and crushed rock trail
- Picnic tables
- Playground (near Stark St.) with play structure, swing set & climbing boulder
- Trail identification signs (no park identification sign)
- Trash receptacles



## Hermanson Park (North, Middle, South)

### Design Opportunities

- South section of pathway has eroded gravel. Sections of boardwalk have uneven connections with trail surface that create tripping hazards & ADA barriers. A fully-paved trail would allow ADA access and eliminate tripping hazards at wood decking connections.
- Play equipment has limited physical play opportunities. When replaced, provide a wider range of play options.
- Picnic tables are free-standing in grass areas without any ADA accessible route. Add paved pathway for ADA compliance to 50% of site furnishings.

### Management Considerations

- Tactile warning strip is needed at Stark Street pedestrian crosswalk and grinding of curb cut lip to meet ADA compliance.
- Wood fiber play surfacing needs complete replacement evidenced by lack of buoyancy and weed growth.



## Hermanson Pond

### Design Opportunities

- Trail at this end of Greenway is surfaced with crushed rock (unpaved). Edges of the gravel have eroded due to the last flooding event. Consider providing paved asphalt to create an ADA-compliant pathway at the pond to connect to rest of paved Greenway Trail.
- Parking can then be reasonably configured to accommodate an ADA handicapped space.

### Management Considerations

- Provide permanent informational signage for high water warnings and environment safety education signs.
- The observation deck requires a step up onto the boardwalk – creating an architectural barrier for ADA access. If the gravel pathway was permanently paved that step could be eliminated.

## Open Space

3.8 acres

### Amenities

- Bench
- Mutt Mitt dispenser with can
- Viewing platform
- Park rules sign
- Parking (for 3 cars)
- Pond
- Trail identification sign
- Trailhead parking for Greenway
- Trash receptacles





## Community Park

16.2 acres

### Amenities

- 4-square
- Basketball court
- Benches
- Chess board ('life-sized')
- Deck hockey/Futsal court
- Exercise stations
- Hopscotch
- Interactive soccer wall
- Interactive play arch
- Interpretive signs (fossil dinosaurs)
- Lighting
- Mutt Mitt dispensers
- Natural riparian corridor
- Open grass area
- Park identification sign
- Parking
- Paved pathways
- Pavilion with picnic tables & electricity
- Pickleball courts (4)
- Picnic tables
- Playground (dinosaur theme)
- Synthetic turf soccer field with spectator seating, concession stand, lighting & scoreboard
- Wooded area



## Legion Park

Legion Park is Woodburn's oldest park site. At nearly 16 acres, Legion Park has a full sized soccer field, stadium, picnic pavilion, numerous picnic tables, grass playfields, and densely wooded Douglas Fir tree grove. An archeologically themed nature play area was installed in May 2013.

### Design Opportunities

- Permanent signage needed on restrooms within soccer facility.

### Management Considerations

- Poison oak in natural areas adjacent to pathways needs to be controlled. Add plant identification and cautionary signs along the path.
- Remove or replace unique rack next to restroom building.
- Picnic tables across the grass are not on accessible routes for universal access. Consider how best to provide access for 50% of those tables.



## Library Square

At the corner of First and Garfield, Library Square is a one acre site situated on the grounds of the Woodburn Public Library. The Park hosts the popular "Music in the Park" program, featuring a full schedule of outdoor concerts.

### Design Opportunities

- None noted.

### Management Considerations

- Trash receptacles were overflowing. Heavy use over the weekend may warrant extra cans and more frequent pick-up cycles.

## Pocket Park

0.34 acres

### Amenities

- Benches
- Bikes racks
- Elevated stage with seasonal shade cover
- Lighting
- On-street parking
- Open grass area
- Ornamental plantings
- Park identification sign
- Paved pathways
- Picnic tables with umbrellas
- Playground with play structure, spring toy & climbing tunnel.
- Restrooms (exterior of Library)
- Shade trees
- Trash receptacles



## Special Use Facility

0.29 acres

### Amenities

- Locomotive Engine SP1785
- Interpretive sign
- Railroad 'accessories'
- Perimeter fencing with locked gates
- Cover
- Lighting



## Frank Scheer Locomotive Park

In 1957, Woodburn would receive a classic 1902 built steam locomotive through donation by the Southern Pacific Railroad, which is displayed as part of the community's history.

### Design Opportunities

- Does not function as a public park space, due to lack of access or other park amenities.

### Management Considerations

- None noted.





## Mill Creek Greenway

The City's vision for an interconnected trail system through the Mill Creek Greenway corridor dates back to the 1960's, as properties were acquired and set aside for future development. The City furthered its plans with the completion of the Mill Creek Greenway Master Plan in 2006.

The first phase of the trail system, completed in 2011, is approximately one mile in length and runs from Cleveland Street at the North to Deer Run Street at the south. The majority of the trail surface is asphalt, but transitions to gravel in the natural area around Hermanson Pond, south of Wilson Street.

### Design Opportunities

- Continue to implement the Mill Creek Greenway Trail Plan.

### Management Considerations

- Parking area at trailhead needs fresh striping to identify designated spaces.
- Install solar trail lighting.

## Linear Park

4.5 acres

### Amenities

- Benches
- Bike rack
- Greenway identification signs
- Light pole in trailhead parking area
- Mutt Mitt dispensers with can
- Parking with handicapped stall (8 + 1 handicapped)
- Paved trail along Mill Creek
- Trash receptacles



## Neighborhood Park

3.2 acres

### Amenities

- Basketball ½ court
- On-street parking
- Open grass area
- Park identification & rules signs
- Perimeter loop path (wood chips)
- Picnic shelter with tables
- Picnic tables
- Playground (5-12 yr olds structure, climbing rock, swing set, tire swing)
- Shade trees



## Nelson Park

Nelson Park is located at 1200 Greenview Drive on the east side of Hwy 99E. The park includes amenities such as a picnic shelter and playground.

### Design Opportunities

- Add all-weather accessible routes to recreation amenities.
- Re-align loop path to provide slight meanders and more distance from Pin Oak trees. Replace loop path wood chip surfacing with asphalt pavement.
- Add more native canopy/shade trees.
- Low spot in picnic shelter should be alleviated if perimeter pathway is graded (to help drain shelter pad) when loop path is paved.

### Management Considerations

- Pin Oaks growing adjacent to perimeter path will constantly create eye-poking hazard due to genetic branching pattern. Control the hazard until pathway can be relocated further away.
- Create mulch rings around tree trunks to keep mowers and string trimmers from damaging tree bark.
- Check for adequate depth of play safety surfacing.
- Basketball sports court could benefit by adding painted play lines.





## North Front Street Park

North Front Street Park is located at 1080 N. Front St. The park has a playground and open play field.

### Design Opportunities

- Create a paved pathway connection between 1st Street and Front Street, diagonally through park.
- A lot of room exists for additional recreation amenities. Consider a master plan for park upgrades and paved pathway loop.

### Management Considerations

- No ADA compliance within park. Plan for numerous upgrades.
- Play safety surfacing may need to be completely replaced to ensure adequate depth.

## Neighborhood Park

1.1 acres

### Amenities

- Bench
- On-street parking
- Open grass area
- Picnic table
- Playground (5-12 yr olds structure + tire swing)
- Shade trees
- Trash receptacle





## Open Space

20 acres

## Amenities

- Natural wooded riparian area - no improvements



## Senecal Creek Park

Senecal Creek Greenway is a 20 acre natural wooded riparian area that runs along Senecal Creek near Bulingham Park. Currently this area does not have any functional improvements as the space stays in its natural state.

### Design Opportunities

- Limited access.

### Management Considerations

- Natural area may need hazard tree management and eventual reforestation efforts if native trees are dying back from root rot.



## Senior Estates Park

Senior Estates Park is a great space filled with a paved walking path, benches, beautiful vegetation and an off-leash dog area.

### Design Opportunities

- Park has room for more amenities, if desired by immediate neighborhood.
- Provide accessible routes to all park amenities.
- Add new picnic tables and benches with ADA access.

### Management Considerations

- Bench replacements needed at horseshoe pits.
- Picnic tables and benches are placed in grass and are not ADA accessible.

## Neighborhood Park

4 acres

### Amenities

- Benches
- Drinking fountain (new)
- Horseshoe pits (4)
- Mutt Mitt dispensers
- OLA/dog park (new)
- Open grass area
- Park identification signs
- Paved loop pathways
- Picnic shelter (new)
- Picnic tables
- Shade trees
- Trash receptacles



## Community Park

10 acres

### Amenities

- Ball field (old, unused)
- Benches
- Open grass area
- Lighting
- Park historic monument (Jesse Settlemier)
- Park identification sign
- Parking (2 lots)
- Paved pathways
- Picnic shelters (2)
- Picnic tables
- Playground with swing set
- Restrooms with drinking fountain
- Shade trees
- Richard Jennings Skate Park
- Tennis courts
- Trash receptacles



## Settlemier Park

Settlemier Park is a 10 acre site that was donated to the City by the Settlemier Park Association in 1946. The Park has a playground, restrooms, and 2 covered picnic shelters to the north and south of the park. You will find paved walking paths that take you through the grove of mature fir trees. Settlemier Park is nestled behind the Woodburn Aquatic Center and near the Boys & Girls Club Teen Center.

### Design Opportunities

- Site has limited ADA access. In conjunction with future community center project, park should get complete upgrade of amenities to provide better park layout and ADA access.
- Ballfield is no longer used (and otherwise would require complete renovation). Park space should be reconfigured when new with future community center is planned/constructed to maximize park amenities and its outdoor recreational value.

### Management Considerations

- Pavement repairs needed in parking lot (at Aquatic center) and along pathways. Tennis courts will need resurfacing.
- Replace benches at skate park.
- Parking lot needs fresh striping for spaces & travel aisles for handicapped space. Pathway from parking lot should have tactile warning strip and a bollard.
- Aquatic Center lacks identification signage at street entry.
- Large dead tree could have topmost branches removed to eliminate any potential hazard (while retaining much of the trunk for wildlife value).





## Neighborhood Park

2.3 acres

### Amenities

- Undeveloped
- Natural riparian area

## Wyffels Park

### Design Opportunities

- Continue to pursue development of Mill Creek Greenway trail.
- Consider value of restoring this section of the Creek to its historic alignment and character. The 'straightness' of the stream channel on this flat land suggests that the stream was channelized to accommodate past land uses. Most ecological value could come from recreating the historic stream channel.

### Management Considerations

- Some neighboring properties are encroaching on public parkland.
- Southernmost neighbor uses vehicle access for his backyard gate.
- Consider identifying the parkland with an identification sign.

## Chapter 5

# PARKS & OPEN SPACE

## ASSESSING COMMUNITY NEEDS FOR PARK AND OPEN SPACE SYSTEM ENHANCEMENTS

The park system planning process assesses recreational needs and priorities for park facilities, active use areas, and trails in Woodburn. The park assessment includes a discussion of specific local needs with consideration given to the City's broader park system. Public input and information on park inventory conditions also were heavily relied upon in the planning process.

### Park & Recreation Trends

A review of several recognized park and recreation resources provide a background on national, state, and regional trends, market demands, and agency comparisons. These outdoor recreation trends, combined with community interests in parks, trails, and open space and an assessment of current conditions and levels of service, help identify and shape recommendations for park system improvements. Examining current recreation trends can help inform potential park and recreation improvements and opportunities that may enhance the community and create a more vibrant parks system as it moves into the future.

The following national and state data highlights some of the current park usage trends and may frame future considerations for Woodburn's park system. Additional trend data and summaries are provided in Appendix G.

- 90% of U.S. adults believe that parks and recreation is an important service provided by their local governments. <sup>(1)</sup>
- 84% of U.S. adults seek high-quality parks and recreation when choosing a place to live. <sup>(1)</sup>
- Running, jogging, and trail running are the most popular outdoor activities across the nation, based on levels of participation, followed by hiking, fishing, biking, and camping. <sup>(2)</sup>









- A significantly higher percentage of seniors (ages 55+) are participating in outdoor recreation. In 2022, the senior participation rate hit a record high of 35% and is rising. <sup>(2)</sup>
- Participation nearly doubled for pickleball in 2022, increasing by 85.7% year-over-year. In 2022 for the first time in over seven years, every racquet sport increased its total participation number compared to the previous year. <sup>(3)</sup>
- Wildlife viewing and paddle sport participation increased statewide by 28% since 2017. <sup>(4)</sup>
- Nationally, outdoor recreation economic activity increased 19% from 2020 to 2022, while the overall U.S. economy only saw a 5.9% increase. <sup>(5)</sup>

According to the Sports and Fitness Industry Association, participation nearly doubled for pickleball in 2022, increasing by 85% year-over-year. In 2022 for the first time in over seven years, every racquet sport increased its total participation number compared to the previous year. In terms of team sports, the overall participation rate approached, but did not exceed, the 2019 rate. Basketball, outdoor soccer, and flag football all posted three-year increases of over 4.5%, with basketball leading the way with a 13% increase since 2019. Lifestyle activities generally remained very popular. Golf and tennis have grown more than 20% since 2019, and yoga grew more than 10% in that same time period. Trail running and day hiking participation grew for the fifth straight year.

The 2019-2023 Statewide Comprehensive Outdoor Recreation Plan (SCORP), entitled Outdoor Recreation in Oregon: Responding to Demographic and Societal Change, constitutes Oregon's basic five-year plan for outdoor recreation. The plan addresses five important demographic and societal changes facing outdoor recreation providers in the coming years including:

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

As part of its SCORP process, the State of Oregon conducted the 2017 Oregon Resident Outdoor Recreation Survey. The survey showed that 95% of Oregonians participated in at least one outdoor recreation activity in Oregon during the past year. Close-to-home activities dominated the total user occasions for Oregon residents, since these activities can occur on a daily basis with limited travel time. Aside from walking, bicycling and jogging on local

streets, top outdoor activities include walking on local trails, dog walking, walking or day hiking on non-local trails. Top activities based on total user occasions for Oregonians in 2017 are provided in the Figure 6. User occasions are the number of times people engage in an activity.

Figure 6. User Occasions and Participation in Outdoor Recreation in Oregon (OR SCORP)

Top Outdoor Recreation Activities	User Occasions (millions)
Walking on local streets/sidewalks	313
Walking on local trails/paths	113
Relaxing, hanging out, escaping heat/noise, etc	93
Dog walking/going to dog parks/off-leash areas	78
Taking your children or grandchildren to a play	57
Sightseeing/driving or motorcycling for pleasur	55
Bicycling on roads,streets/sidewalks	51
Walking/day hiking on non-local trails/paths	44
Jogging/running on streets/sidewalks	37
Bicycling on paved trails	26

The survey inquired about the top needs in "your community" to help gauge priorities for the future. These responses can help direct park and forest agencies to determine in which outdoor recreation facilities and amenities to invest.

Figure 7. Top Outdoor Recreation Needs Identified for Local Park Systems (OR SCORP)

Top Local Community Needs
Cleaner restrooms
Soft surface walking trails
More restrooms
Playgrounds with natural materials (natural play areas)
Nature and wildlife viewing areas
Public access to waterways

#### Sources:

- (1) 2022 American Engagement with Parks Report, National Recreation and Park Association
- (2) 2023 Outdoor Participation Trends Report, Outdoor Foundation
- (3) 2023 Sports, Fitness, and Leisure Activities Topline Participation Report, Sports and Fitness Industry Association
- (4) 2022 Assessment of Resident Demand, Washington State 2023 Recreation & Conservation Plan (draft)
- (5) 2022 Outdoor Recreation Satellite Account data, U.S. Bureau of Economic Analysis

# Local Insights & Feedback

Beyond the broader perspectives of national and state recreation trends, local needs were explored through a community survey, online comments, stakeholder interviews, tabling events, and public open house meetings to gather feedback on priorities, interests, and future needs for Woodburn’s park system.

## Community Survey

The community survey confirmed that Woodburn residents strongly value their local parks, recreation options and open space opportunities. Virtually all survey respondents (96%) feel that local parks and recreation opportunities are important or essential to the quality of life in Woodburn. Residents of all ages value parks and recreation similarly – there were no significant differences between age groups.

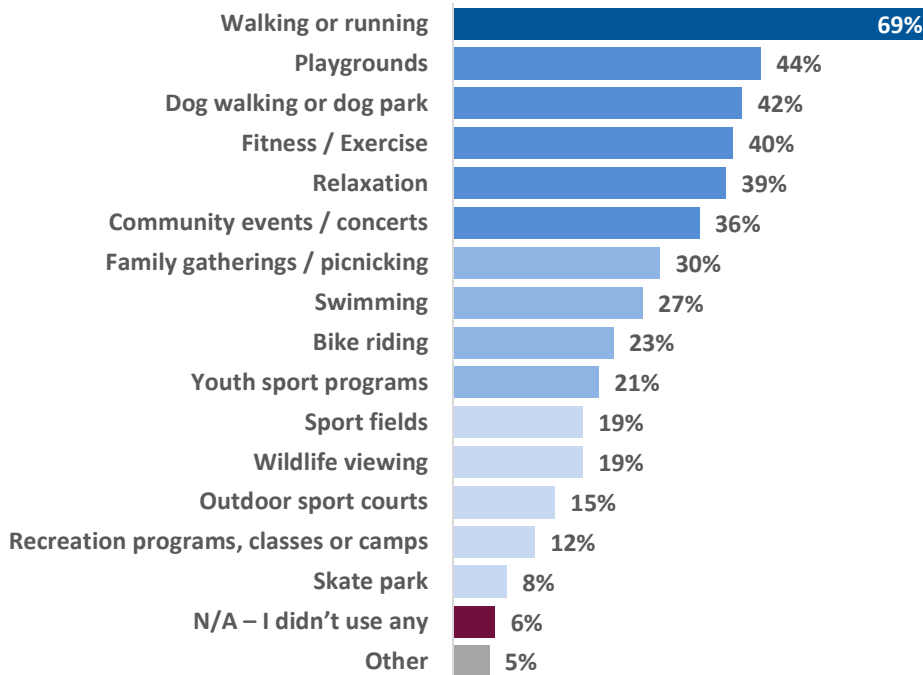
Respondents visit local parks and recreation facilities for a variety of reasons, but the most popular reason is to walk or run (69%). More than one in three respondents visit to use a playground (44%), walk a dog (42%), for fitness or exercise (40%), to relax (39%), or to attend community events or concerts (36%).



**Work with what we have already and increase accessibility! It's important that vulnerable groups of people of woodburn still have access to parks, trails, aquatics, programs, etc. And I think making it more accessible would increase interest! Add accessibility information to flyers/notices for events and programs, and a lot more people will be interested in engaging in them without worrying about if they can even participate.."**

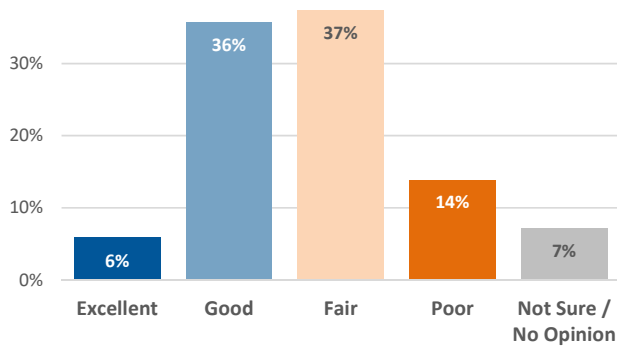
- Survey respondent

Figure 8. Main Reasons for Visiting Local Parks



Survey respondents showed a high use of parks regardless of age and location of residence. When asked which parks they visit most, over 60% of respondents cited Centennial Park as most frequented. Woodburn residents, when asked about the overall condition of the parks they have visited, shared a positive view with 79% of responses being fair to excellent, leaving 14% stating poor condition and 7% with no opinion. Although there is a positive perception of the maintenance condition of parks, the community desires more amenities and park upgrades, with only 57% of respondents being satisfied to very satisfied with Woodburn’s parks, recreation facilities and open spaces.

Figure 9. Sentiment Toward Condition of City Parks & Facilities

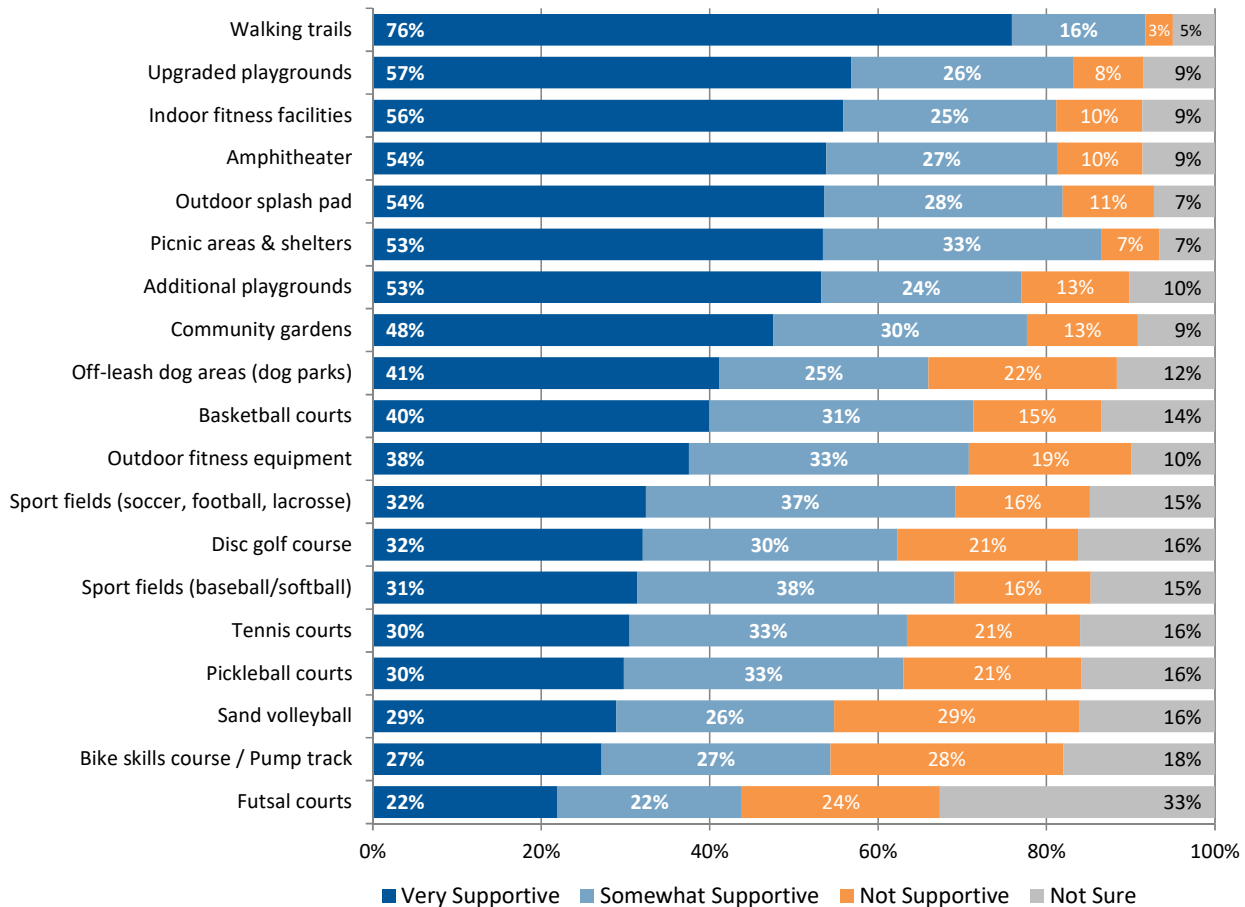


Respondents were asked to rank a list of potential park system investments. Survey respondents identified improving and upgrading existing parks as their top priority, followed closely by expanding trail opportunities. Adding new recreational options in existing parks and acquiring additional land for future parks were moderate priorities.

The survey asked residents about their support for a variety of potential additions to the park system. Virtually all residents are either very or somewhat supportive of additional walking trails (92%), picnic areas and shelters (86%), upgraded or renovated playgrounds (83%), outdoor splash pads (82%), an amphitheater or outdoor performance area (81%), and indoor fitness and exercise facilities (81%).

Large majorities are also supportive of the City adding more playgrounds (77%), community gardens (78%), basketball courts (71%), and outdoor fitness equipment (71%). More than half of residents support the City adding more off-leash dog areas, sports fields, sports courts, a disc golf course, and a bike skills course or pump track.

Figure 10. Relative Priorities for Various Amenities





Respondents were asked to describe one thing that they would like to see the City of Woodburn do to improve parks, trails, aquatics, and/or recreation programs. With over 380 specific comments and ideas, a few themes emerged:

- **Park Maintenance and Safety:** Respondents expressed a desire for improved maintenance and safety in existing parks. Many spoke of concerns about the upkeep of parks, including regular cleaning, lawn care, removal of litter, and repairs to broken equipment. Others mentioned concerns about safety in parks, including issues like drugs, homeless individuals, and the need for police patrols. There were requests for lighting and enforcement of park rules to ensure a safe environment.
- **Park Upgrades:** While community members emphasized the importance of maintaining existing parks and facilities, they also called for upgrades such as improved playgrounds, restroom renovations, and well-maintained walking trails. In their responses, community members also asked for additional amenities like covered basketball courts, pickleball courts, disc golf courses, skateparks, and picnic areas. There are also suggestions to renovate existing facilities and playgrounds to provide safe and enjoyable experiences for all age groups.
- **Dog Parks & Off-Leash Areas:** Enhancing dog parks is a priority, with requests for improvements such as shelters, seating areas, and increased maintenance and cleanliness. The community also desires the creation of more dog parks and off-leash areas to cater to the needs of pet owners.
- **Communication & Information:** Some survey respondents asked for improved communication channels, such as a city cable channel or newsletter, to inform residents about community events, park offerings, and important happenings in town. Others requested a more user-friendly website that provides easy access to information, including programs, activities, and registrations, reducing the need to search through multiple sources.

## Stakeholder Discussion Sessions

A series of stakeholder groups were formed to discuss issues, opportunities and needs for city park and recreation amenities. Participants were queried about improvements that are needed in the park system and thoughts for enhanced infrastructure and services for the future. Suggestions were varied and included programming elements, recreational amenities and infrastructure improvements. Common themes were around park maintenance and expanding recreation options. The following highlights the suggestions that were offered:

- Build the new community center

- Conduct more general park maintenance, clean and renovate restroom, and add safety enhancements such as night lights in parks
- Expand the playgrounds and include more games for kids; Provide splash pads for kids
- Add more benches and resting areas with shade; Add more tables and grills for barbecue
- Enhance sport fields and explore options to host tournaments
- Include a bike station or location to fix bicycles
- Buy property to expand or build more parks
- Invest in off-leash areas and expand dog parks around the city
- Build more skateboard parks

## Public Meetings

The City of Woodburn hosted two public meetings to gather community feedback and identify gaps or deficiencies in the park system. During the first open house, meeting displays included a 'dot' exercise to explore top investment priorities using a list of eight potential project types. The highest rated amenities included additional walking trails, picnic shelters, outdoor splash pad, and shade structures for playgrounds.

Through the second open house (conducted as an online open house), participants indicated interest in maintaining and enhancing existing parks, such as adding or upgrading playground equipment, picnic shelters, splash pads and restroom facilities.

The top priority listed by participants is to build a new community center and renovate Settlemier Park. Other priorities included building additional picnic shelters for group gatherings, building additional paved and/or accessible walking trails in parks, and building sport courts at Nelson and North Front Street Parks. When asked to rank a set of specific project types, the majority identified playground upgrades and replacement, followed closely by improved, permanent restrooms and picnic shelters and tables for gathering.

Participants also commented that they would like to see improved maintenance and upgrades to existing parks and facilities. Participants specifically noted Centennial Park (e.g., fix broken picnic tables, clean splash pad, and power wash picnic shelter), Hermanson Pond and trail, Legion Park (e.g., upgrade playground), Burlingham Park, Nelson Park, Heritage Park, park at Senior Estate and Wyffels Park, as well as the aquatic center, baseball fields, dog park and park or trail bathrooms.

## Trends in Playgrounds

Woodburn residents strongly value their parks and recreation facilities and park playgrounds are an important element in outdoor recreation. Reported in Landscape Architect magazine, the top five playground industry trends for 2021 were compiled from data and feedback from parks professionals, landscape architects, and educators.

1. **Inclusive Playgrounds**, increasingly popular over the last few years, have been evolving beyond meeting basic ADA guidelines. Designers are seeking to expand accessible playground equipment, consider multi-generational play, and leverage inclusive play to help overcome societal barriers.
2. **Rope-based Playgrounds**, climbers and playground nets provide a technique for working around natural environments and unusual topography. Their flexibility in placement offers more options for connecting with the landscape rather than working around difficult topography.
3. **Outdoor Fitness** has increased importance during the COVID-19 pandemic as many gyms and indoor fitness centers closed and forced more people to seek outdoor options. Outdoor fitness spaces are being increasingly integrated into park and trail designs to encourage health and physical fitness for all ages.
4. **Outdoor Learning** has been implemented during the pandemic to replace or supplement indoor classrooms. Outdoor classrooms can encourage activity in children to counteract the reduction in recess time due to hybrid class schedules and remote learning. Seating, tables, shelters, hand sanitizer stations and other outdoor products are helping create outdoor classrooms.
5. **Human-powered Play** engages users to provide physical energy to “power-up” the activity, such as turning a handle, pressing foot pedals, rotating wheels. These products often relate to sensory experiences like lights and music, story-telling, or social games.

Spurred on by the social distancing of the pandemic, these five trends in playground design and development point to more human-to-human interactions that reinforce the value of social connections, even in a physically distanced environment.





**Update the wonderful spaces we already have, before creating new ones. Restrooms at Centennial Park need a major overhaul, as well as the pool. Then move on to adding other items/facilities.”**




- Survey respondent

## Park Conditions Assessment

The overall condition of park infrastructure and amenities is one measure of park adequacy and assurance of public safety. Proper stewardship of park infrastructure requires developing a long-term maintenance and capital plan to ensure the safety of park users that aligns with community needs and allocates limited funding resources properly. General park infrastructure include walkways, parking lots, restrooms, drainage and irrigation, lighting systems and vegetation. Amenities include picnic shelters, play equipment, site furnishings, sports courts, sports fields and other recreational assets. Deferred maintenance over a long time period can result in unusable amenities when perceived as unsafe or undesirable by park patrons. Compliance with the Americans with Disabilities Act (ADA) guidelines also provide a measure of acceptable condition.

The current conditions of the Woodburn park system were assessed to identify existing site maintenance issues and opportunities for future capital improvements. The assessment included walkways, parking lots, park furniture, drainage and irrigation, vegetation, and other amenities. The following conditions assessment matrix (Figure 11) summarizes the results of these assessments. These inform developing project prioritization strategy for park improvements, identifying funding strategies, and updating the ten-year Capital Improvements Plan.

The matrix on the following page indicates the types of amenities within each park facility, and park infrastructure and amenities are rated based on the following scale:

-  1 – Good Condition: Generally, amenities in ‘good’ condition offer full functionality and do not need repairs. Good facilities have playable sports surfaces and equipment, working fixtures, and fully intact safety features (railings, fences, etc.). Good facilities may have minor cosmetic defects and encourage area residents to use the park.
-  2 – Fair: In general, amenities in ‘fair’ condition are mainly functional, but need minor or moderate repairs. Fair facilities have play surfaces, equipment, fixtures, and safety features that are operational and allow play, but have deficiencies or periods where they are unusable. Fair facilities remain essential amenities for the community but may slightly discourage the use of the park by residents given the current condition.
-  3 – Poor: In general, amenities in ‘poor’ condition are largely or completely unusable. They need significant repairs to be functional. Some examples include athletic fields that are too uneven for ball games, irreparably broken features, buildings that need structural retrofitting, etc. Poor facilities discourage residents from using the park and may present safety issues if left open or operational.

Good conditions should be the goal for the management and stewardship of park facilities. Where infrastructure or amenities are rated as ‘fair,’ strategies should be developed for repair or restoration. Park features, structures, amenities, or landscapes rated as ‘poor’ should receive immediate attention and be prioritized for near-term maintenance, capital repairs, or a new capital project. Facilities in poor condition should also be evaluated and taken out of operation if they are deemed unsafe.



Figure 11. Park Site Conditions Assessment Matrix

Site Name	Acres	Recreation Amenities											Site Amenities					Park Structures				Vegetation			ADA
		Playgrounds	Sports Courts	Soccer Fields	Baseball / Softball Fields	Pathways / Trails	Splash Pad / Spray Park	Skate Park	Exercise Stations	Other Rec Element	Site Furnishings	Lighting (Y/N)	Signage	Parking Areas	Restrooms	Picnic Shelters	Concession Stand	Kiosks	Natural Turfgrass	Park Trees	Landscaped Beds	Natural Areas	Compliance*		
Alvah Cowan Park	0.2	1.3	-	-	-	-	-	-	-	1	N	1	-	-	-	-	-	1	1	1	-	-	3		
Burlingham Park	5.4	1.4	2	1	-	-	-	-	-	1	Y	1	-	pt	-	-	-	1	1	-	-	3			
Boones Crossing (undeveloped)	3.0	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-			
Centennial Park	24.8	1.2	1	2	1	1	1	1	-	1	Y	1	2	1	1	1	1	1	2	-	-	2			
Downtown Plaza Park	0.5	1.2	-	-	-	-	-	-	-	1	Y	2	-	-	1	-	-	1	1	-	-	1			
Heritage Park	0.3	1.7	2	1	-	-	-	-	-	-	N	2	2	-	-	-	-	1	-	-	-	2			
Hermanson Greenway	4.2	1.0	-	-	-	1	-	-	-	1	N	1	-	-	-	-	-	-	-	-	1	1			
Hermanson Park	1.7	1.6	2	-	-	1	-	-	-	2	N	2	-	-	-	-	-	1	-	-	1	2			
Hermanson Pond	3.8	1.4	-	-	-	-	-	-	-	-	N	1	2	-	-	-	-	-	1	-	1	2			
Legion Park	16.2	1.3	2	1	1	-	-	-	-	2	Y	1	2	1	1	1	-	1	1	-	1	2			
Library Square (next to Downtown Plaza)	0.3	1.0	1	-	-	1	-	-	-	1	Y	1	-	1	-	-	-	1	1	-	-	1			
Locomotive Park	0.3	2.3	-	-	-	-	-	-	-	-	Y	1	3	-	-	-	-	-	-	-	-	3			
Mill Creek Greenway	4.5	1.2	-	-	-	1	-	-	-	1	Y	1	2	-	-	-	-	-	-	-	1	1			
North Front Street Park	1.1	1.8	2	-	-	-	-	-	-	2	N	2	-	-	-	-	-	1	1	-	-	3			
Nelson Park	3.2	1.7	2	1	-	2	-	-	-	2	N	1	-	-	2	-	-	1	1	-	-	3			
Senecal Creek Park (North & South)	20.0	1.0	-	-	-	-	-	-	-	-	N	-	-	-	-	-	-	-	-	-	1	-			
Senior Estates Park	4.0	1.2	-	-	-	1	-	-	1	2	N	1	-	-	1	-	-	1	1	1	-	2			
Settlemier Park	10.0	1.6	1	-	-	1	-	-	-	2	Y	1	2	2	1	-	-	1	2	-	-	2			
Smith Creek (Killian's Well Park, Hazel Smith Plaza)	14.2	1.1	-	-	-	1	-	-	-	1	Y	1	-	1	1	-	-	1	1	1	1	2	1		
Wyffles Park	2.3	2.0	-	-	-	-	-	-	-	-	N	-	-	-	-	-	-	-	-	-	-	3			
<b>Average:</b>		<b>1.4</b>	<b>1.7</b>	<b>1.3</b>	<b>1.0</b>	<b>2.0</b>	<b>1.2</b>	<b>1.0</b>	<b>1.0</b>	<b>1.0</b>	<b>1.4</b>	<b>1.2</b>	<b>2.1</b>	<b>1.2</b>	<b>1.1</b>	<b>1.0</b>	<b>1.0</b>	<b>1.0</b>	<b>1.2</b>	<b>1.0</b>	<b>1.1</b>	<b>2.0</b>			

**RATING SCALE**

**Playgrounds:**

1	In good condition: no drainage issues; 0-10% material deterioration safety surfacing with a border at the site.
2	In fair condition: drainage issues; 10-25% material deterioration; some small compliance issues that could be spot fixed.
3	In poor condition: drainage issues; 25% or greater material deterioration; needs repair or replacement (but workable).

**Paved Courts:**

1	In good condition: no cracks in surfacing; fencing is functional, free of protrusions, and free of holes/passages; painting and striping are appropriately located, whole, and uniform in color.
2	In fair condition: hairline cracks to ¼", surfacing required; fencing has minor protrusions, or holes/passages that do not affect game play; painting and striping have flaking or color fading.
3	In poor condition: horizontal cracks more than ½" wide, surfacing required; fencing has large protrusions, holes/passages or defects; painting and striping are patchy and color has faded dramatically.

**Signage:**

1	In good condition: a signage system for the site, appropriate signs, no damaged signs.
2	In fair condition; multiple signage system within one site, a few damaged signs (0-10%), need maintenance.
3	In poor condition; multiple signage systems within one site, signs that are not legible from a reasonable distance, some damaged signs (10-25%), old logos, deteriorated materials, no signage.

**Public Art:**

1	In good condition: no vandalism; no signs of weathering.
2	In fair condition: minor signs of weathering or wear.
3	In poor condition: metal leaching/concrete efflorescence/paint peeling/wood chipped or carved into or warping; vandalized.

**Park Structures (Restrooms, Picnic Shelters, Etc.):**

1	In good condition: roof has no leaks; floor shows little sign of wear; finishes are fresh with no graffiti or vandalism; all elements are in working order.
2	In fair condition: roof shows signs of wear but is structurally sound; floor shows some wear; finishes show some wear with some marks or blemishes.
3	In poor condition: roof leaks or otherwise needs repair; floor show significant wear and is difficult to maintain; finishes are dull or discolored, have graffiti, or are not easily maintained; some elements not working or in need of repair (e.g., non-functioning sink).

**Park Trees:**

1	In good condition: trees overall have good form and spacing; no topping; free of disease or pest infestation; no vandalism; no hazard trees.
2	In fair condition; some crowding may exist but overall health is good; less than 5% of trees show signs of topping, disease or pest infestation; vandalism has not impacted tree health (graffiti, not girdling).
3	In poor condition; Form or spacing issues may exist; evidence of disease or pests; vandalism affecting tree health; some hazard trees or trees in danger of becoming hazard trees.

**ADA Compliance:**

1	Appears to comply with ADA standards.
2	Some items appear to not comply, but could be fixed by replacing with relative ease.
3	A number of park assets appear not to comply, including large-scale items like regrading.

**Sport Fields:**

1	In good condition: thick grass with few bare spots; few depressions; no noticeable drainage issues, proper slope and layout; fencing if present is functional, free of protrusions, and free of holes.
2	In fair condition: grass with bare turf areas in high-use locations, some drainage issues in overuse areas, slope is within one percent of proper field slope, infields have grading problems (bump) at transition to grass and have no additive, may not have proper layout and/or orientation, fencing if present has minor protrusions, or holes/passages that do not affect game play.
3	In poor condition: bare areas throughout the year, uneven playing surface that holds water in certain places, drainage issues, slopes not uniform and/or more than one percent from proper field slope, improper layout and/or orientation; fencing has large protrusions, holes/passages or defects.

**Pathways / Trails:**

1	In good condition: surface generally smooth and even; proper width and material for type of pathway; proper clearances; minimal drainage issues.
2	In fair condition: uneven surfaces in places; some drainage issues; some cracking; narrow widths in some places.
3	In poor condition: uneven surfaces; inadequate width; significant cracking or heaving; clearance issues.

**Turf:**

1	In good condition: lush and full, few weeds, no drainage problems.
2	In fair condition: some bare spots, some drainage problems.
3	In poor condition: irrigation problems, bare spots, weeds, soil compacted.

**Site Furnishings:**

1	In good condition; not damaged; free of peeling or chipped paint; consistent throughout park. Trash receptacles, drinking fountain, picnic tables, benches on paved surface.
2	In fair condition; 0-20% furnishings are damaged and require replacing parts; some peeling or chipped paint; furnishings are not consistent, but are operational.
3	In poor condition; 20% or more are damaged and require replacing parts; significant peeling or chipped paint; multiple styles within park site require different maintenance.

**Parking Areas:**

1	In good condition: paving and drainage do not need repair; pavement markings clear; pathway connection provided to facility; proper layout.
2	In fair condition: paving needs patching or has some drainage problems; has wheel stops and curbs.
3	In poor condition: surfaces (gravel, asphalt, or concrete) needs repair; uneven grading; limited signage; no delineation for vehicles.

**Natural Areas:**

1	In good condition: barely noticeable invasives, high species diversity, healthy plants.
2	In fair conditions: Noticeable invasives, fewer species but still healthy.
3	In poor condition: Invasives have taken over, low diversity, unhealthy plants.

**Amphitheater/Stage:**

1	In good condition: paving, stage and stair materials have little to no cracking or peeling; vegetation that is present is healthy; seating and other furnishings show modest signs of wear; views to stage from all seating vantage points.
2	In fair condition: paving, stage and stair materials have some cracking or peeling; vegetation that is present is healthy, but some soil compaction might be present; seating and other furnishings show signs of wear, but are still usable; stage orientation not be ideal for all viewers.
3	In poor condition: paving, stage and stair materials have significant cracking or peeling; vegetation is unhealthy (pests, disease, topped trees), compacted soil; seating and other furnishings need repair or replacement; redesign of space is needed for proper viewing and access.

**Landscaped Beds:**

1	In good condition: few weeds; no bare or worn areas; plants appear healthy with no signs of pest or disease infestation.
2	In fair condition: some weeds present; some bare or worn spots; plants are still generally healthy.
3	In poor condition: many weeds present; large bare or worn areas; plants show signs of pests or disease; compacted soils.

## Park Conditions Summary

Beyond the individual park facilities, the following summaries offer highlights from park conditions observations as well as some suggestions for improvement and upgrade considerations. More detailed notes are provided within each park summary noted in the previous chapter.

### Park Infrastructure

#### Site Furnishings

Benches, picnic tables, drinking fountains, bike racks, and trash & recycling receptacles are common site furnishings provided in public parks. In Woodburn's park system, there is an assortment of different styles, ages and types of park benches, picnic tables and bike racks. In conjunction with a unified signage system, the City could develop a set of standards for its site furnishings such as benches, picnic tables and bike racks. Coordinated colors and styles can be linked to ADA-compliant designs and allow for simplified replacement processes as different amenities age or need repair. For future park improvements and prior to implementing new master plans for undeveloped parks, it would be beneficial to use the same standard design, style and color for benches, picnic tables, etc.

#### Pavement & Surfacing

Sections of boardwalk along the Hermanson Park greenway trail have uneven connections with the crushed rock trail surface that create tripping hazards and accessibility barriers. A fully-paved trail would allow ADA access and eliminate tripping hazards at wood decking transitions. In parks where site furnishings are installed on concrete and the pathways are asphalt pavement, aging and settling can create a gap or lip resulting in non-compliance with ADA access.

Pavement/Asphalt management should be identifying pavement cracks as they occur and marking them with paint to alert path users to the tripping hazard, while awaiting repairs or resurfacing. Tennis and other sport courts should be inspected semi-annually to predict the need for resurfacing. The cost for resurfacing warrants inclusion in the capital improvement program. Cracks at Settlemier Park tennis may be affecting quality of play. The City should consider resurfacing these courts. Some parking areas were in need of fresh striping, as well as sports court needing re-applied paint lines.

#### Wayfinding & Branding

Sign types and signage consistency varies within the park system. Trail signs are typically found at the beginning or ends of existing trail segments. The "Greenway Trail" signs are wood with inset lettering in green. While perfectly adequate for designating the trail, the design is difficult to see from a distance in a vehicle and misses the opportunity to clearly identify this great park system feature and also giving credit to the City for providing the amenity. Hermanson Park has a greenway trail sign identifying the paved pathway, but it lacks a park identification sign. North Front Street Park also lacks a park identification sign.

The Park identification signs used throughout the system also are difficult to read from a distance. Dark lettering on dark wood is not clearly distinguished as approached in a vehicle or from afar on foot. The new Smith Creek greenway and park space is identified as part of the Mill Creek Greenway Trail. Adopting this signage design for all the greenway wayfinding would provide consistency throughout the trail system. The new style could be gradually integrated by using the new style for smaller side entry park identification signs (generally lacking in most parks with secondary access points). Side entry signs could remain at a similar size to those used on Smith Creek's trail and park development sites.

### Amenities

#### Play Equipment

Play equipment in City parks has been installed over different years, and some equipment parts are showing signs of wear. The need for replacements should be based on existing conditions, as well as predicted by charting past installation dates and planning for complete replacements when the assets have reached their expected lifespan. Older structures (greater than 20 years) should be scheduled for replacement in the near future to avoid potential injury and manage play safety risk. Some of Woodburn's parks have old play equipment that needs to be inspected to ensure safe continued use or planned future replacement.

Access to playground areas was not always barrier-free. Several play areas used plastic edging (to contain wood chips) that created accessibility barriers from park pathway pavement to the lower safety surfacing of the playground. The drop-off edges varied, exceeding the maximum 1/2-inch tolerance.



### Play Safety Surfacing

In some play areas, the wood fiber play surfacing needs complete replacement, as evidenced by lack of buoyancy and weed growth. Regular playground inspections should include checking the depth and condition of engineered wood fiber for its resiliency to provide safe fall support. Most playgrounds using wood fiber require additional applications at least every two years. The City should consider transitioning to longer lasting safety surfacing, such as tiled or poured-in-place rubber.

### Park Structures

While this planning process does not include any architectural or engineering assessments of built structures, a general recommendation includes regular inspections for structural integrity and operational function. Lights, outlets, roof coverings, surfacing and other elements can be visually inspected. Tracking the age of typical structures, such as restrooms and picnic shelters, can help predict the likelihood and timing for repair, renovation or replacement for the capital investment program.

## ADA Compliance

### Universal Access

As with many older parks, some architectural barriers were present in the park system. Updating and providing Americans with Disabilities Act (ADA) accessibility and compliance with federal guidelines should be part of a regular capital repair schedule to ensure the reasonable access on older pavements, parking, playgrounds, picnic amenities, restrooms and recreational elements.

ADA compliance issues were observed regarding park access at parking areas, missing tactile warning strips, and barriers to access into playground areas, as well as many benches and picnic tables lacking accessible routes. In several parks, picnic tables are free-standing in grass areas without any accessible route. Trash receptacles also are placed out of reach of paved pathways and may limit access for persons with mobility limitations. In older parks, the picnic shelters and restrooms may lack accessible routes. Picnic tables within the shelters may not provide for wheelchair seating or afford the space for a wheelchair to maneuver between tables. The dog park at Centennial Park could have the pavement extended beyond entry gates to provide improved accessibility.

Standards for park furnishing such as picnic tables, drinking fountains, bike racks, trash receptacles and

other common amenities used throughout the park system can be instrumental in assuring consistent ADA compliance and streamlined maintenance and repairs. The City will want to develop an ADA Compliance Checklist to identify and prioritize these deficiencies and develop a methodology for bringing all their parks into compliance.

## Landscape/Environment

### Park Trees

Dead or missing trees exist within some City parks and should be scheduled for replacement. Some tree trunks in natural areas could be retained when the trees die to provide nesting sites for birds and small mammals. Parking lot shade trees in Centennial Park were recently planted, and some have died and need replacement. The City should continue to monitor the success of tree establishment to ensure future tree health and good canopy cover.

## Park Site Planning, Development & Improvements

Older parks where previous park elements have been removed, are outdated, or need replacement may provide an opportunity to conduct a site planning process to involve the public to help determine the future park amenities to be provided. The proposed Settlemier Park improvements presented in the Community Center plan would provide great new additions to the facility and park. North Front Street, Nelson and Burlingham Parks have room for additional park amenities, and including neighborhoods voices into the design process would be beneficial to identify local preferences for outdoor recreation amenities. Site plans that incorporate significant public involvement weigh favorably with granting agencies when seeking funding for improvement projects.

## Safety & Crime Prevention Through Environmental Design (CPTED)

Much of the park layouts and landscapes seemed to meet the basic Crime Prevention Through Environmental Design (CPTED) principles of good visibility and overall positive perceptions of public safety. Park safety conditions were generally good throughout the park system with a few notable exceptions. At Centennial Park, the bleachers did not all have safety railings. The International Building Code (IBC) requires safety rails on any bleacher

seating with two or more tiers. These bleachers should be retrofitted with IBC-compliant designs.

Playground fall safety surfaces were in a range of conditions. The wood chips surfacing at several parks has deteriorated enough to support grass and other vegetative growth. To meet required safety specifications, engineered wood fiber needs to be a minimum of 15 inches in depth. This depth rarely can support plant growth, since it dries very quickly. When weeds are growing beneath play equipment, it is a good indication that the safety material is deteriorating. Hermanson Park and North Front Street Park also appeared to need full replacement of the play safety fall surfacing material.

# 92%

**Residential areas  
within 1 mile of  
community or  
neighborhood park**

## Park Distribution – Gap Analysis

Understanding the known gaps in the park system and evaluating the City's existing levels of service for parks will provide a foundation for strategic planning to ensure that tomorrow's residents have equitable access to a balanced distribution of parks, trails, and recreation amenities to stay healthy and active.

To better understand the distribution of existing recreation amenities and where acquisition efforts should be considered, a gap analysis of the park system was conducted to examine and assess the community's current access to various recreation opportunities across the City.

The gap analysis used travelsheds for each park classification and calculated travel distances along the road network starting from known and accessible access points at each park:

- For pocket/mini parks, travelsheds were derived using a ¼-mile service area with travel distances calculated along the road network starting from known and accessible access points at each park.
- For neighborhood parks, travelsheds were derived using a ¼-mile primary and ½-mile secondary service area with travel distances calculated from known and accessible access points.
- For community parks, travelsheds were derived using ¼-mile, ½-mile, 1-mile and 2-mile travel distances to acknowledge that these park types (including athletic fields) serve a wider array of users and driving to such sites is typical.
- A composite map of these classifications and all City parks and open space illustrate the entirety of City parks to the ½-mile travelshed.

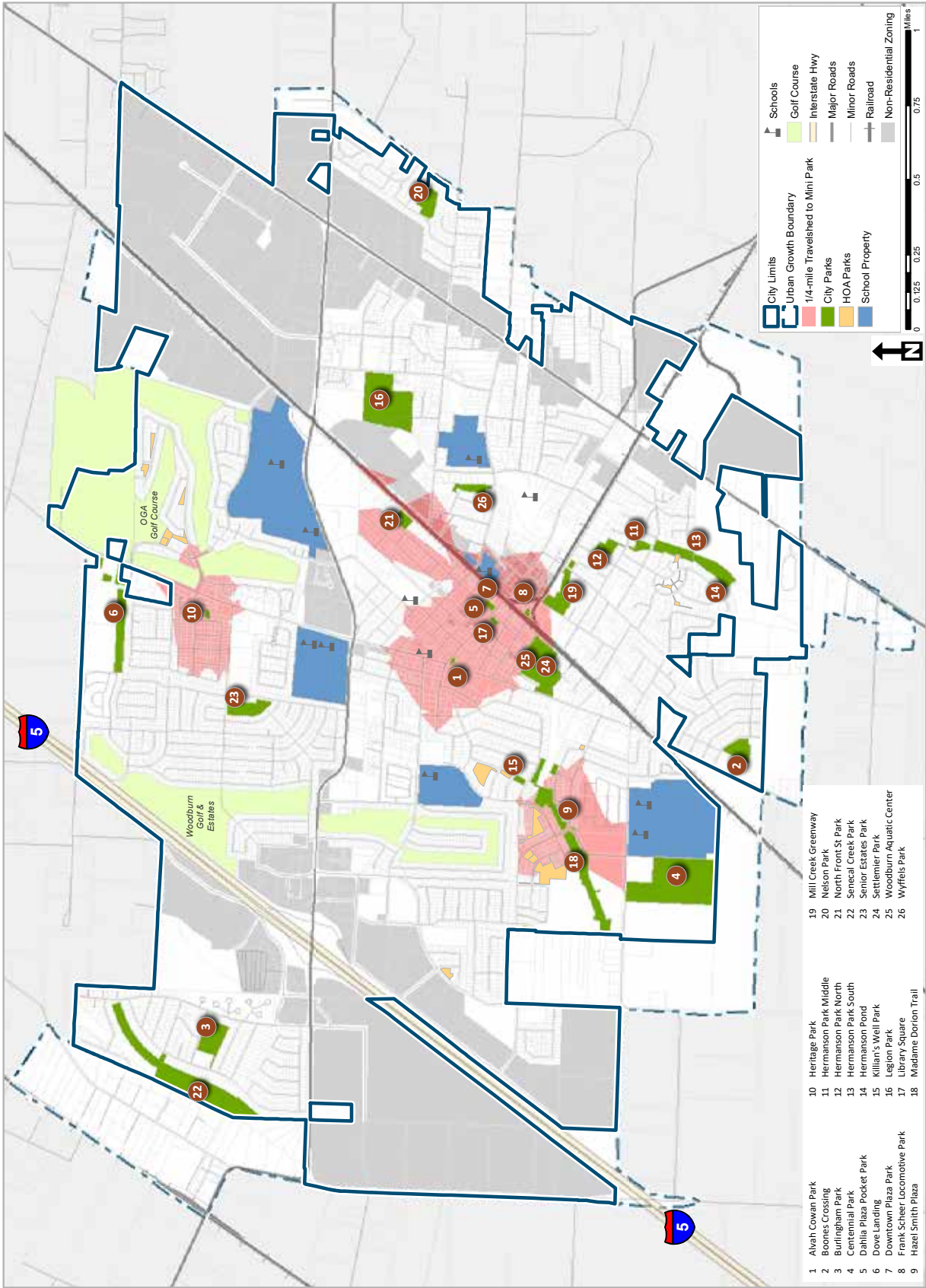
Maps 2 through 5 illustrate the application of the distribution criteria from existing parks. Areas in white do not have a public park within reasonable

distance of their home (½-mile). The illustrated 'travelshed' for each existing Woodburn park highlights that certain areas within the City do not have the desired proximity to a local park. Gaps between these service areas constitute "unserved" neighborhoods.

Striving to provide a neighborhood park within a reasonable distance (e.g., ½-mile) may require acquiring new park properties in currently underserved locations or improving multi-modal transportation connections to allow local residents to safely and conveniently reach their local park.

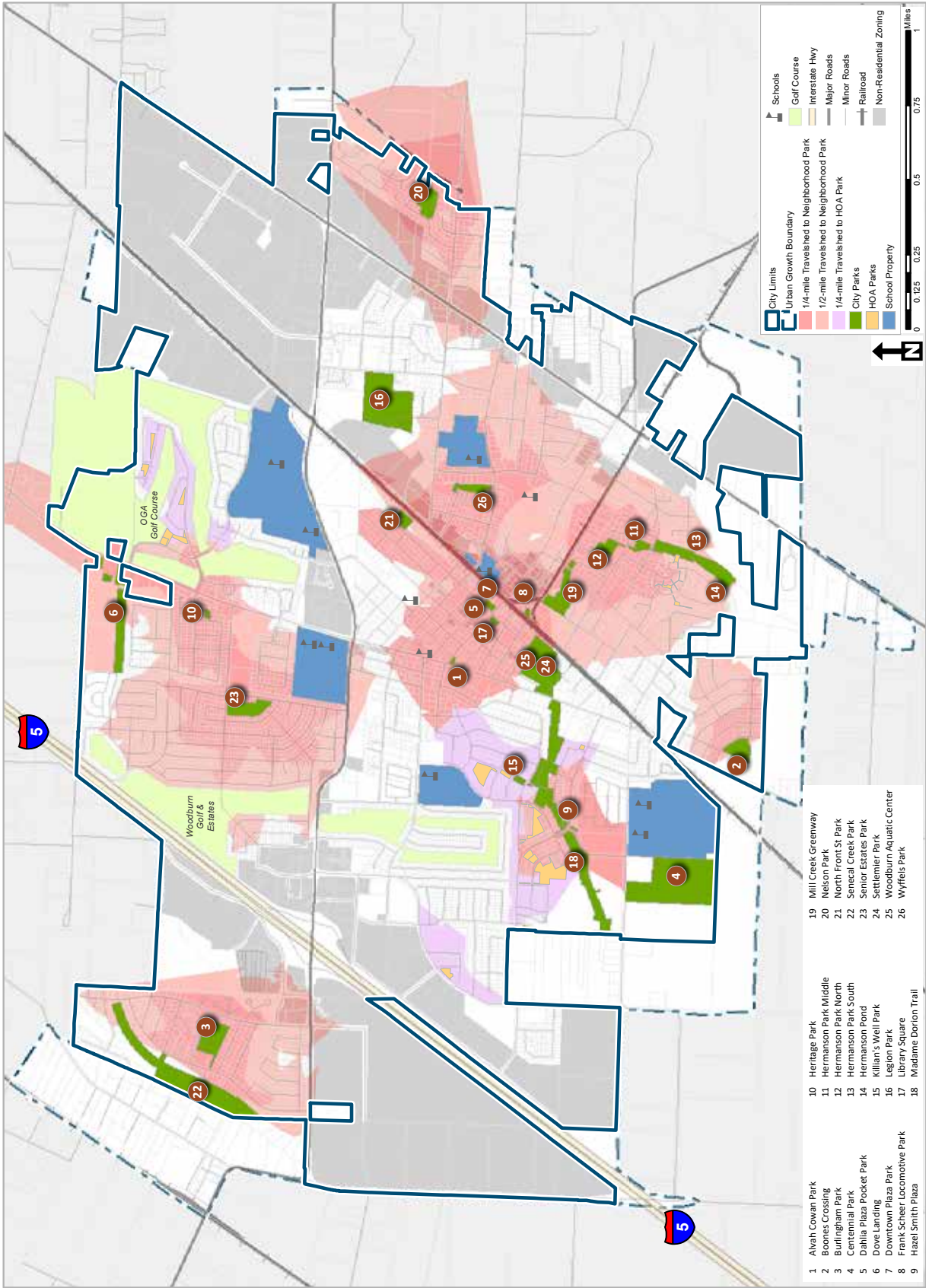
The mapping of park distribution and 'travelsheds' helps to illustrate the underserved parts of Woodburn. Areas of south, east and west Woodburn have limited access to public parks or are in areas of future growth as indicated by white areas on Map 6. These areas of the City should be targeted for future acquisitions to help create more equitable access for all residents. While these generalized acquisition areas do not identify a specific parcel(s) for consideration, the area encompasses a broader region in which an acquisition would be ideally suited.

Gap analysis modeling also assessed the distribution of various recreation amenities, including playgrounds, sport fields, sport courts, and trails, among others. Maps 7 through 14 illustrate the geographic distribution of these amenities, and this information is helpful in future park planning to improve access to the variety of recreation options desired by the community.

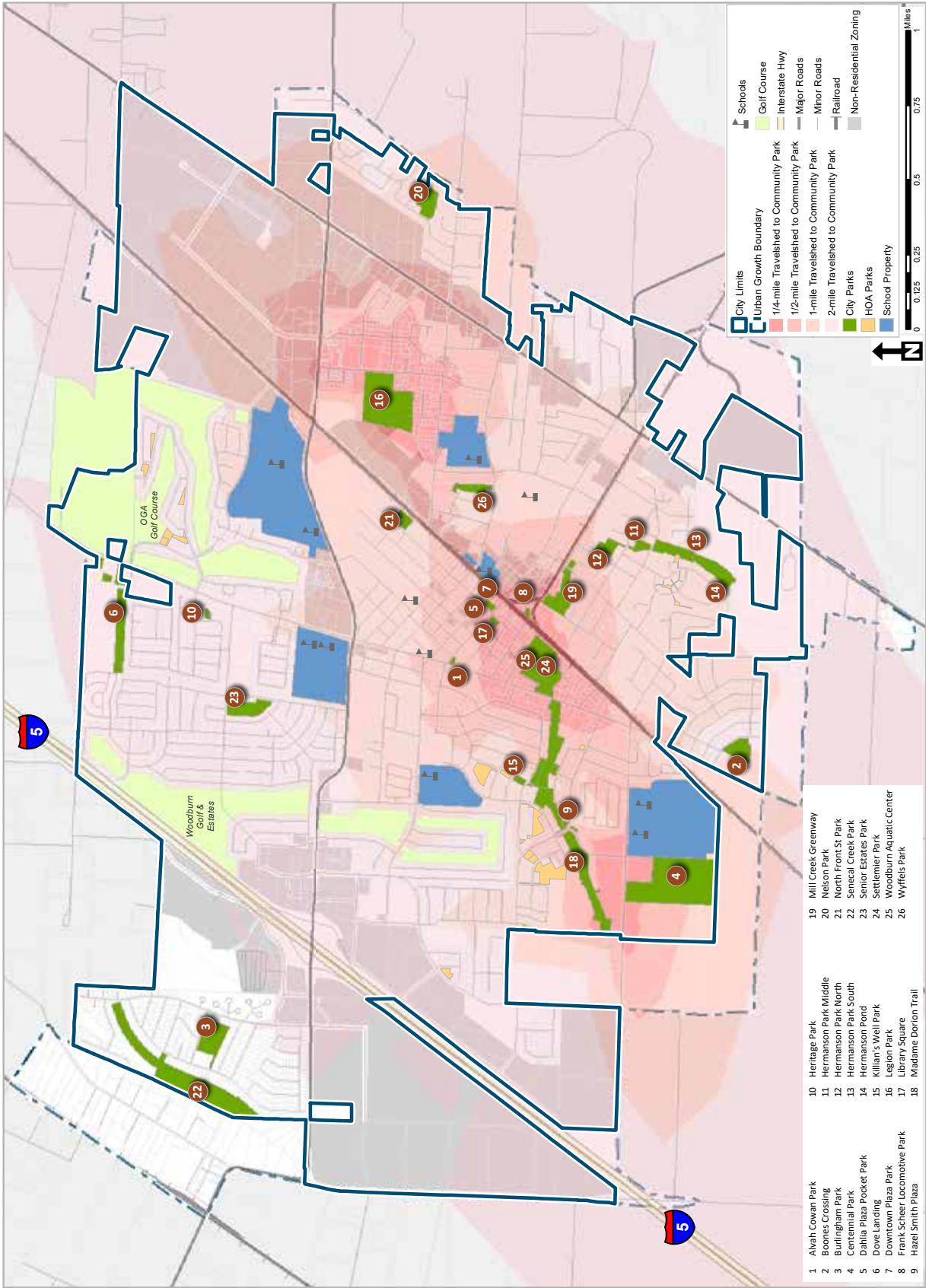


Map 2: Travelsheds for Pocket / Mini Parks (1/4-mile)



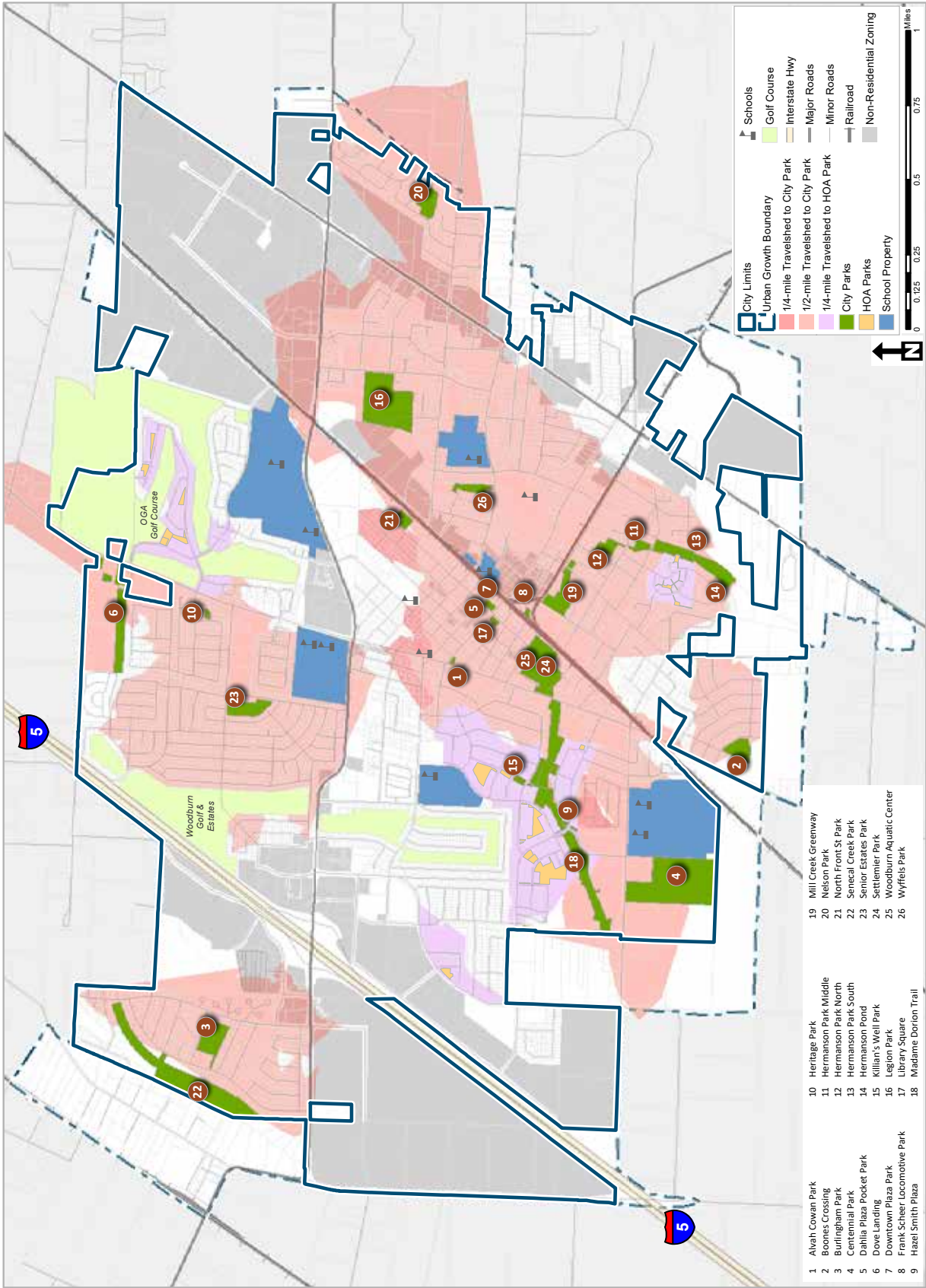


Map 3: Travelsheds for Neighborhood & HOA Parks (1/4- & 1/2-mile)



Map 4: Travelsheds for Community Parks (to 2 miles)

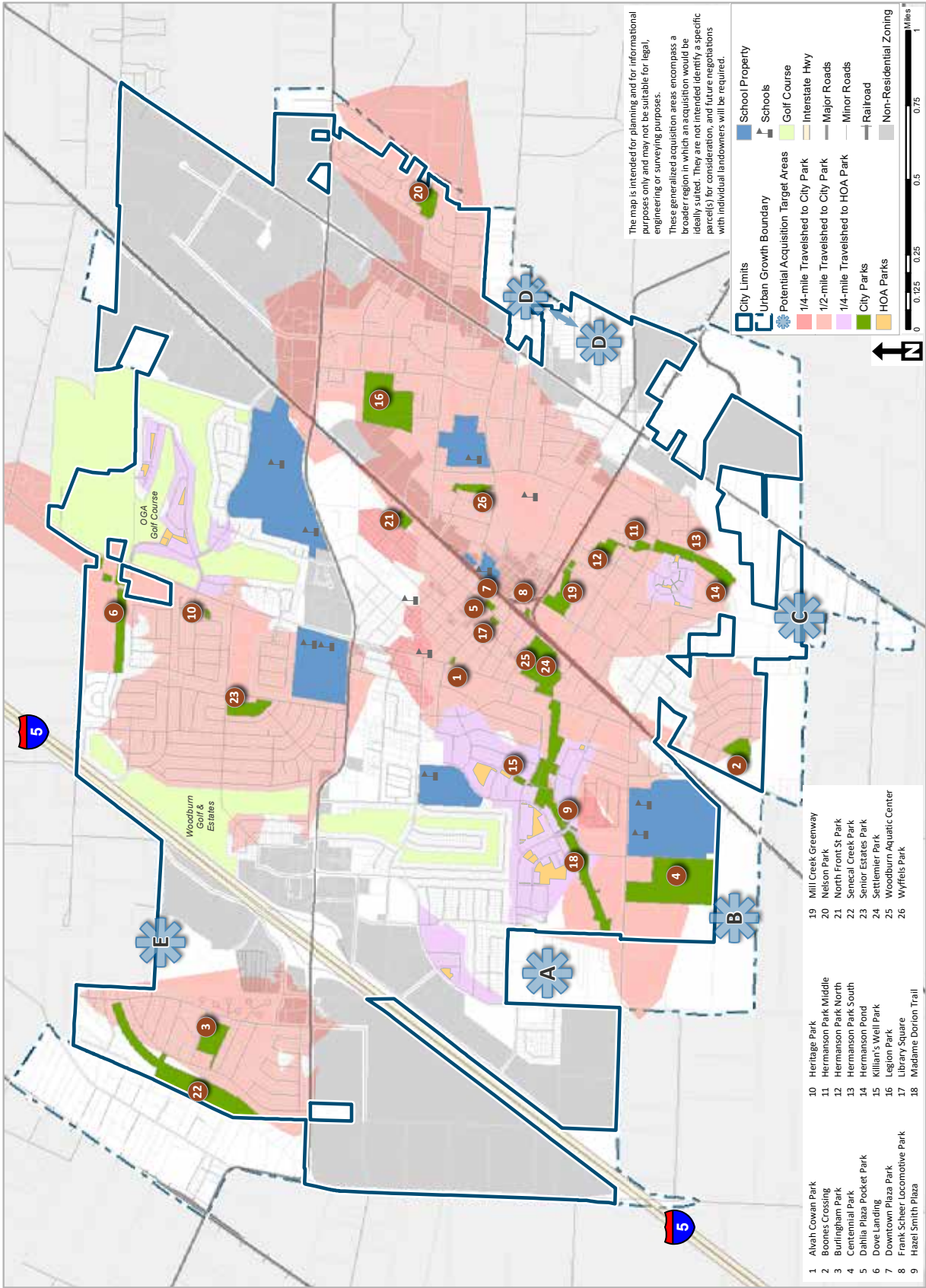




- 1 Alvah Cowan Park
- 2 Boones Crossing
- 3 Burlingham Park
- 4 Centennial Park
- 5 Dahlia Plaza Pocket Park
- 6 Dove Landing
- 7 Downtown Plaza Park
- 8 Frank Scheer Locomotive Park
- 9 Hazel Smith Plaza
- 10 Heritage Park
- 11 Hermanson Park Middle
- 12 Hermanson Park North
- 13 Hermanson Park South
- 14 Hermanson Pond
- 15 Killian's Well Park
- 16 Legion Park
- 17 Library Square
- 18 Madame Doiron Trail
- 19 Mill Creek Greenway
- 20 Nelson Park
- 21 North Front St Park
- 22 Senecal Creek Park
- 23 Senior Estates Park
- 24 Settlemier Park
- 25 Woodburn Aquatic Center
- 26 Wyffels Park

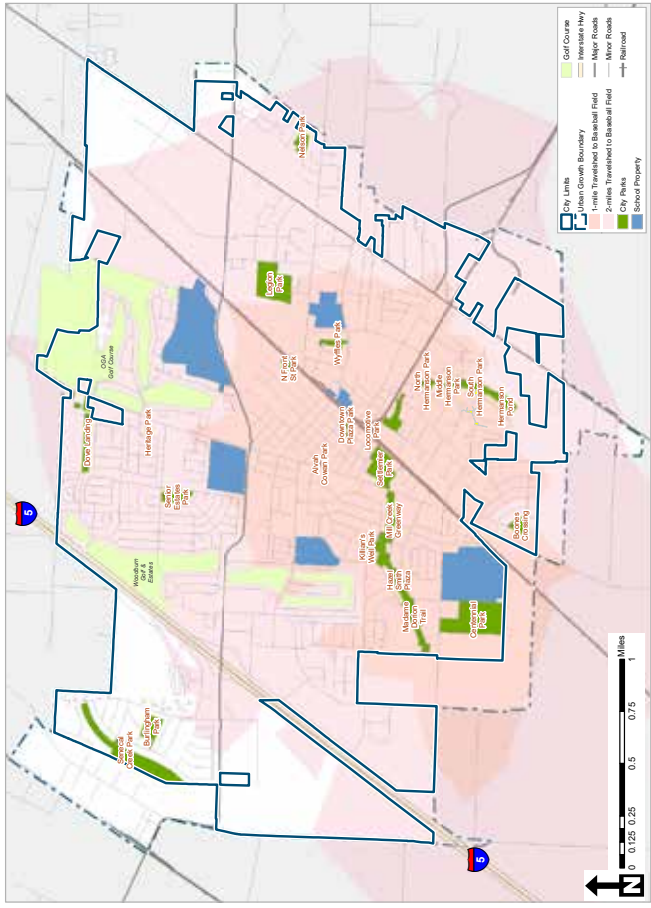
Map 5: Composite Travelsheds for Community, Neighborhood & Pocket Parks (1/4- & 1/2-mile)



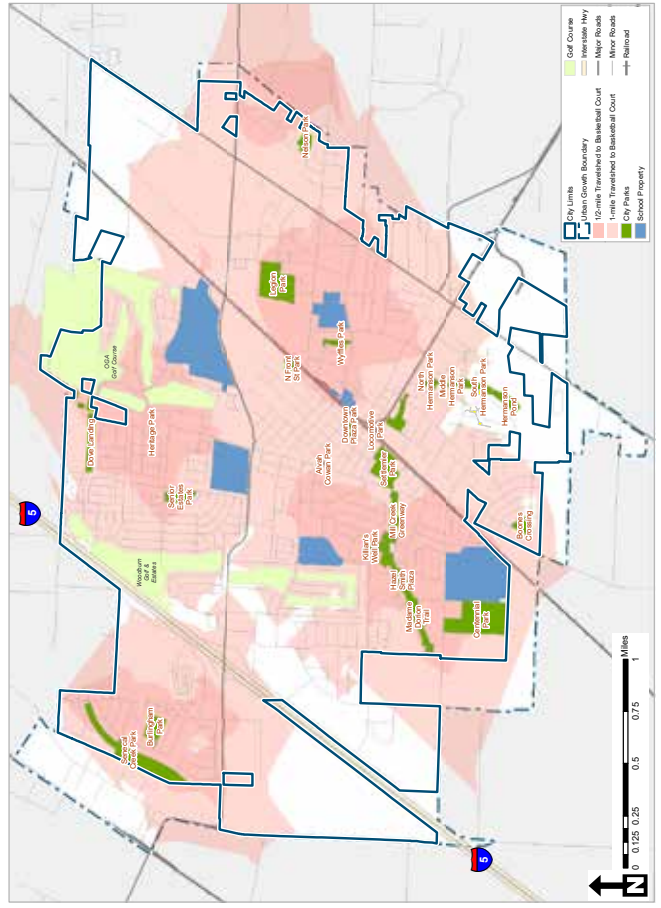


Map 6: Travelsheds & Potential Acquisition Targets

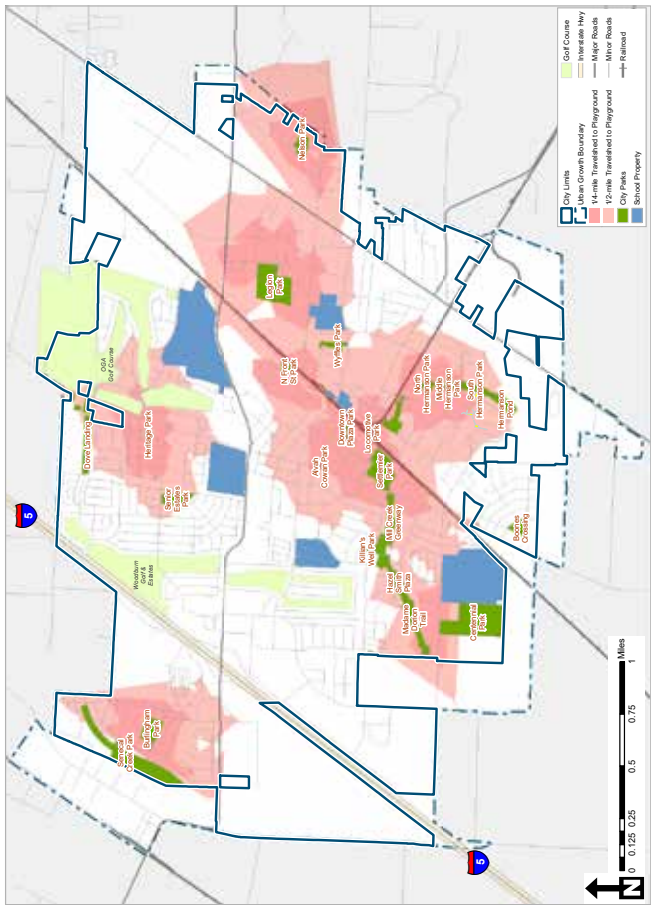
- 1 Alvah Cowan Park
- 2 Boones Crossing
- 3 Burlingham Park
- 4 Centennial Park
- 5 Dahlia Plaza Pocket Park
- 6 Dove Landing
- 7 Downtown Plaza Park
- 8 Frank Scheer Locomotive Park
- 9 Hazel Smith Plaza
- 10 Heritage Park
- 11 Hermanson Park Middle
- 12 Hermanson Park North
- 13 Hermanson Park South
- 14 Hermanson Pond
- 15 Killian's Well Park
- 16 Leglon Park
- 17 Library Square
- 18 Madame Doiron Trail
- 19 Mill Creek Greenway
- 20 Nelson Park
- 21 North Front St Park
- 22 Senecal Creek Park
- 23 Senior Estates Park
- 24 Settlemier Park
- 25 Woodburn Aquatic Center
- 26 Wyffels Park



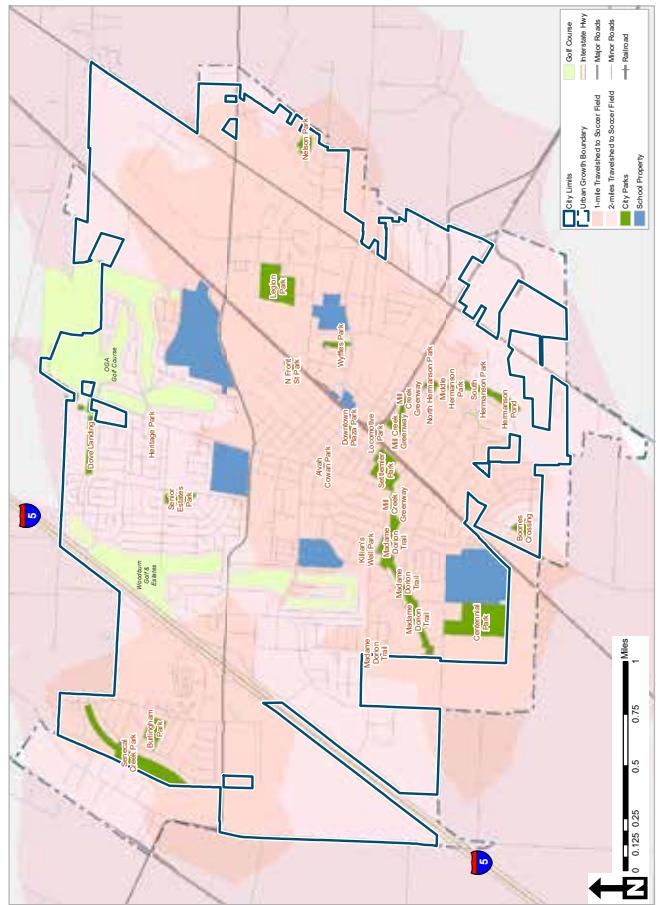
Map 8: Travelsheds: Baseball/Softball Fields (1- & 2-mile)



Map 10: Travelsheds: Basketball Courts (1/2- & 1-mile)

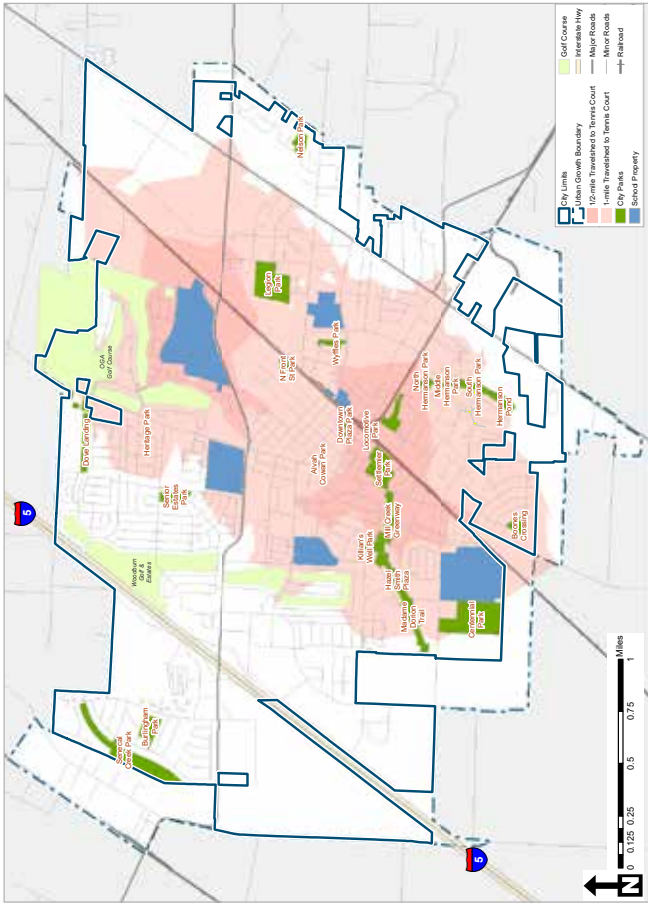


Map 7: Travelsheds: Playgrounds (1/2-mile)

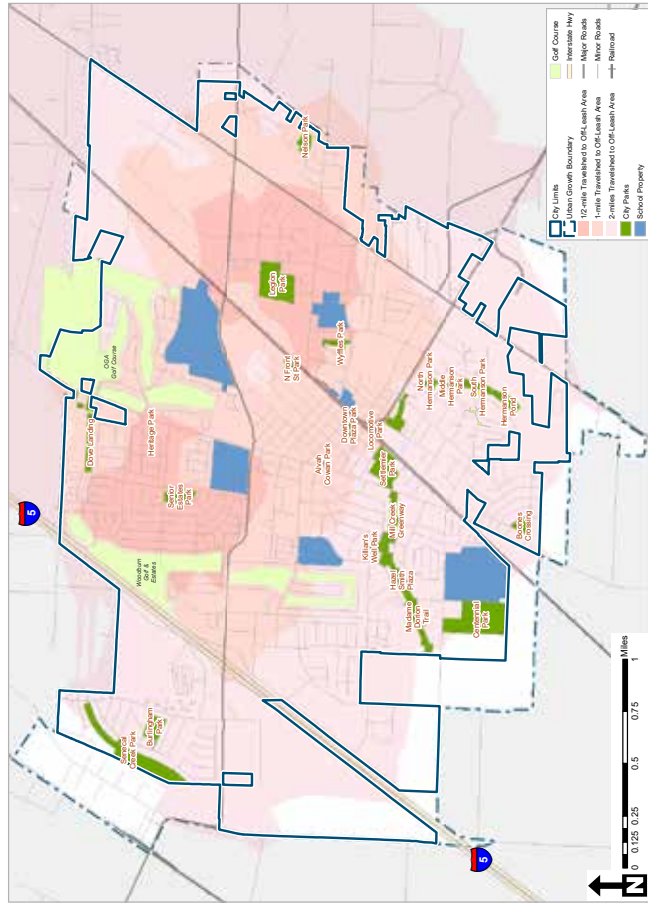


Map 9: Travelsheds: Soccer Fields (1- & 2-mile)

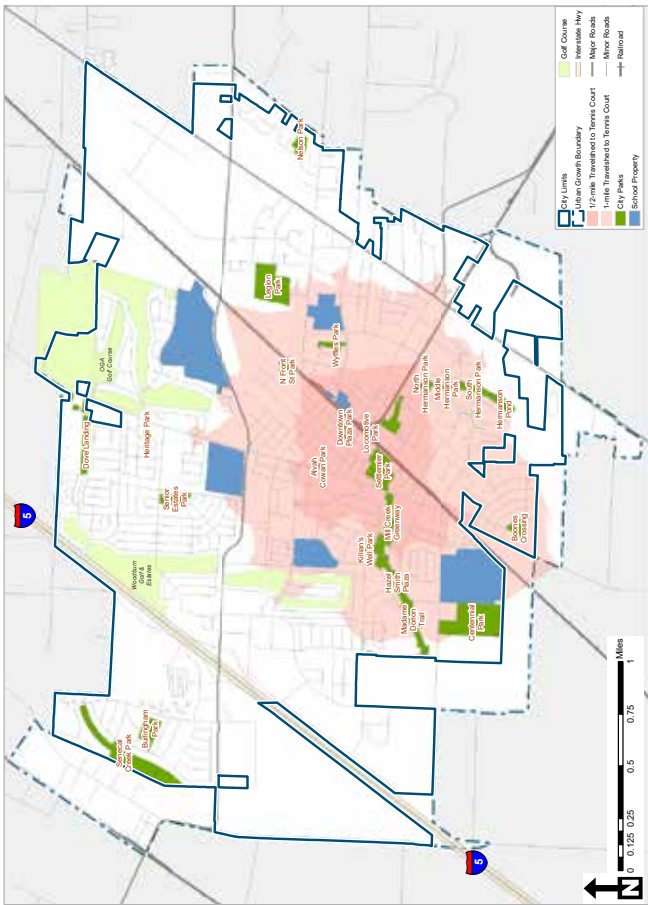




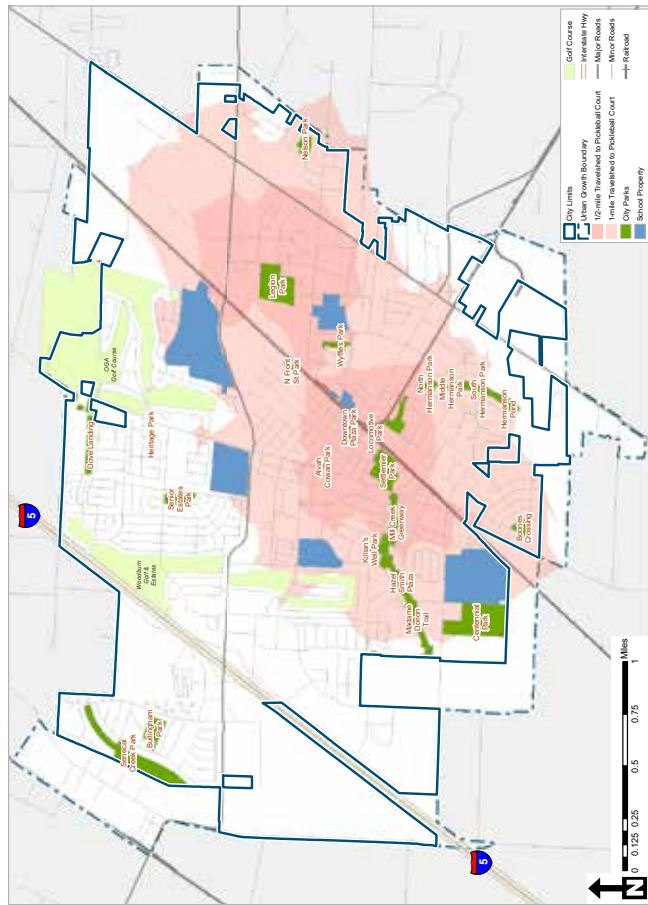
Map 12: Travelsheds: Tennis with Schools (1/2- & 1-mile)



Map 14: Travelsheds: Off-Leash Dog Park (1/2, 1- & 2-mile)



Map 11: Travelsheds: Tennis Courts (1/2- & 1-mile)



Map 13: Travelsheds: Pickleball Courts (1/2- & 1-mile)



## Levels of Service

Service standards offer a benchmark for measuring how well the City is meeting the expectations for the provisions of parks, open space, and outdoor recreation facilities for the community. As guidance for assessing current quantities and qualities of parklands and facilities, the level of service (LOS) in Woodburn can be compared other agencies across the country. The traditional measurement focused on acres of parkland for the population. While this standard should not be used exclusively, it can offer a starting point for examining a number of more customized and diverse approaches to evaluating the City's current service levels through a variety of metrics.

### National Recreation & Parks Association Agency Performance Review

The 2023 National Recreation and Parks Association (NRPA) Agency Performance Review and accompanying Park Metrics provide comprehensive park and recreation-related data to inform park and recreation professionals and key stakeholders about the state of the industry. The 2023 NRPA Agency Performance Review presents data from more than 1,000 unique park and recreation agencies across the United States, as reported between 2020 and 2022. These data provide guidance to inform decisions and demonstrate the full breadth of service offerings and responsibilities of park and recreation agencies across the United States. This

comparison of nationwide data with the City of Woodburn can provide guiding insights rather than target benchmarks.

The NRPA data are used to compare different park and recreation providers in communities across the country; however, the Park Metrics database relies on self-reporting by municipalities. Some agencies only include developed, active parks, while others include natural lands with limited or no improvements, amenities, or access. The comparative standards in the table on the following page should be viewed with this variability in mind.

### Acreage-based Metrics

The NRPA Agency Performance Review provides a comparative of parkland acreage metrics across a range of jurisdiction population sizes. Parkland refers to both maintained parks and open space areas, such as greenspaces and plazas. The current population of Woodburn fits within the category of communities 20,000 and 49,999 people. For that population category, the median is 11.3 acres of parkland per 1,000 residents. The current parkland acreage per 1,000 residents in Woodburn is 5.1 acres per 1,000 residents, which is lower than the median and below the lower quartile for comparably-sized communities – based on a parkland inventory of 135 acres and excludes the acreage of local homeowners association open space and golf courses.

Figure 12. NRPA Park Acreage Metrics by Jurisdiction Size

	All Agencies	Less than 20,000	20,000 to 49,999	50,000 to 99,999	100,000 to 250,000	More than 250,000
Median	10.8	13.0	11.3	11.2	8.9	10.1
Lower Quartile	5.3	6.0	5.9	5.0	4.5	5.2
Upper Quartile	18.4	21.1	17.9	17.3	17.1	17.7



**Offer a city map and informational flyer or newsletter to let us all know what's available for free and for a fee with dates of community events or important happenings in town."**

- Survey respondent

### Staffing & Investment per Capita Metrics

Another method for assessing park levels of service examines the investment in parks and facilities using population and budget allocations. The NRPA data provides a comparison of annual operating expenses with other agencies and jurisdictions with similar population sizes. Applying the City's 2022-2023 budget data for the Community Services Department (expenditures of \$2,447,372, which exclude line items for the Library), the operating expense per capita is \$92.47 per resident, which is slightly less than the \$94.77 median for all agencies

and the \$103.95 median for park providers in cities with 20,000 to 49,999 residents, see Figure 13. With 135 acres of parkland (includes developed and undeveloped sites), Woodburn’s operating expenses per parkland acre equates to \$5,703, which also is lower than the median expenditures of all agencies in aggregate and those of other similarly-sized jurisdictions.

Figure 13 also provides the nationwide comparison coupled with aggregate metrics and data of jurisdictions with a similar population size to Woodburn. In most of the listed categories, the City’s provision of parks and recreation is within the range of other agencies in terms of residents per park and operating expenses per acres of parkland.

However, the number of full-time equivalent (FTEs) employees and the FTE ratio to population deviate from the NRPA median data, with Woodburn’s FTEs slightly lower than comparable agencies. As the park and recreation system expands, the City will need to consider how best to balance the growing demands placed on park maintenance and operations staff to care for parks at the level desired by the community.

The City’s capital budget spending over the past five years also is in line with the median of all agencies reporting to the NRPA.

Figure 13. NRPA Agency Performance Comparison

NRPA Metric	All Agencies	Jurisdiction Size (20,000-49,999)	Woodburn
Residents per Park (by jurisdiction size)	2,287	2,014	<b>1,059</b>
Acres of Parkland per 1,000 Residents	10.8	11.3	<b>5.1</b>
Miles of Trails	15	8	<b>4.5</b>
Park & Recreation Staffing (FTEs)	51.5	32.3	<b>20.5</b>
Parks & Recreation FTEs per 10,000 Residents	8.9	10.7	<b>7.7</b>
Parks & Recreation Annual Operating Expenses	\$5,500,000	\$3,255,771	<b>\$2,447,372</b>
Parks & Recreation Operating Expenses per Capita	\$94.77	\$103.95	<b>\$92.47</b>
Maintenance Operating Expenses per Park Acre	\$7,388	\$8,106	<b>\$5,703</b>
Five-year Capital Budget Spending (prior years)	\$10,000,000	\$5,000,000	<b>\$10,596,990</b>

Figure 14. NRPA & Woodburn Metrics by Amenity Type

Amenities	All Agencies	20,000-49,999	
		49,999	Woodburn
Amenities per 1,000			
Median Acres per 1,000	10.8	11.3	<b>5.1</b>
Median Trail Miles per 1,000	15	8	<b>4.5</b>
Amenity	Number of Residents per Amenity		
Playgrounds	3,759	3,028	<b>2,941</b>
Baseball (youth)	6,863	5,033	<b>5,294</b>
Soccer (youth)	7,228	4,947	<b>8,823</b>
Rectangular Field (multi-use)	9,177	7,674	<b>13,234</b>
Dog Parks	43,532	28,000	<b>13,234</b>
Skate Parks	53,144	32,000	<b>26,468</b>
Tennis Courts (outdoor)	5,860	5,815	<b>13,234</b>
Pickleball Courts (outdoor)	13,922	9,257	<b>4,411</b>
Multi-Use Courts (outdoor)	15,948	9,667	<b>N/A</b>
Basketball Courts (outdoor)	7,404	7,117	<b>6,617</b>

Looking at the provision of recreation amenities within the park system provides another perspective on the adequacy of park service delivery. From the NRPA Park Metrics data, ten amenities were compared with the median values from an aggregate of all agencies across the country, as well as from similarly-sized jurisdictions to that of Woodburn, see Figure 14. The comparisons indicate that Woodburn is not deficient in playgrounds, baseball fields, dog parks, pickleball courts and skate parks. However, the City provides fewer soccer fields, multi-use rectangular fields and tennis courts than the median of agencies reporting. Also, based on the mapping analysis provided earlier in this chapter, several areas of Woodburn do not have easy access to existing recreational amenities, and residents have to drive for access for various activities.

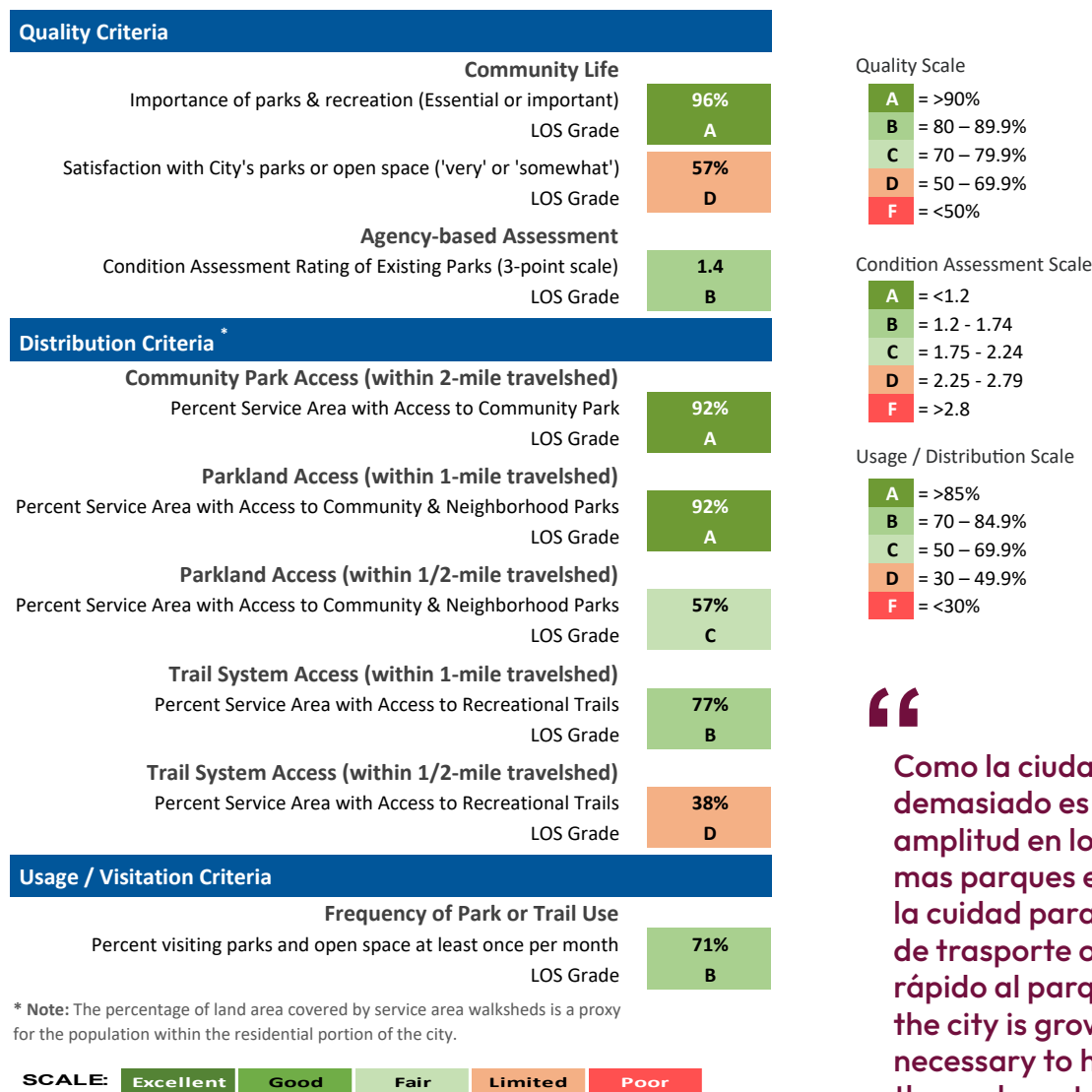
Other Performance Metrics

In reviewing the park system as a whole, Figure 15 illustrates the current levels of service across different performance measurements. From the community survey results, the frequency of park and trail visitation ranked as the strongest indicator for the park system.

These level of service metrics include distribution criteria to reflect the percent of travelshed coverage for each type of park in the community. Based on the gap assessment mapping, the City’s community parks within a 2-mile travelshed cover approximately

92% of Woodburn. Areas outside these community park travelsheds are mostly located along the east and southwest perimeters of the City. Coverage measured as a ½-mile walking distance for pocket, neighborhood or community parks was considerably lower, providing access to existing parks for only 36% of the City. The gap analysis conducted for this Plan reinforces the need for new park locations to fill known gaps in parkland distribution.

Figure 15. Distribution & Sentiment Metrics



\* Note: The percentage of land area covered by service area walksheds is a proxy for the population within the residential portion of the city.



Como la ciudad esta creciendo demasiado es necesario mas amplitud en los parques o crear mas parques en polos opuestos de la ciudad para acortar el tiempo de transporte o llegar mas rápido al parque mas cerca. (As the city is growing too much, it is necessary to have more space in the parks or to create more parks in opposite sides of the city to shorten the transportation time or to get to the nearest park faster.)”

- Survey respondent





## Chapter 6

# RECREATIONAL TRAILS

Trails and paths provide people with valuable links between neighborhoods, parks, schools, transit, business centers, and other destinations. This chapter provides an overview of the trails system in Woodburn, including recommendations on continuing initiatives.

Completing and expanding trail system connections was identified as one of the priorities during the community engagement process, and walking was the top activity for Woodburn residents. The community seeks an expansion of walking trails and the establishment of bike paths, emphasizing the importance of connectivity between parks. Continuing to manage and invest in the trail system, while also improving trail access to transit options, is essential to maintaining a healthy and livable community and promoting alternatives to vehicle use.

## Trail Trends

Walking and hiking continue to be the most popular recreational activities nationally and regionally. Furthermore, national recreation studies have consistently ranked walking and hiking as the most popular forms of outdoor recreation over the last ten years, and summaries of recreation trends are provided in Appendix G.

The Oregon Statewide Comprehensive Outdoor Recreation Plan confirmed that outdoor recreation is an integral part of life for most Oregon residents, with strong participation in the most popular category of activities, which includes walking on local streets/sidewalks (313 million user occasions) and walking on local trails/paths (113 million user occasions). Across the state, outdoor recreation participants rated the development of walking and hiking trails closer to home as high in importance. The most important funding need expressed by public recreation providers was for community trail systems.

The COVID-19 pandemic significantly impacted outdoor recreation activities, including trail use. Local and regional park and recreation agencies that managed trail systems were pressed to adapt to heavy usage and crowded trailhead parking, as many people shifted their daily exercise routines to outdoor activities, such as walking and bicycling.

An August 2020 report from the Outdoor Industries Association revealed that Americans took up new activities in significant numbers, with the biggest gains in running, cycling, and hiking. Walking, running, and hiking were widely considered the safest activities during pandemic shutdowns. Participation rates for day hiking rose more than any other activity.

The 2022 Outdoor Participation Report confirms the increase in outdoor recreation participants into 2021. Participation retained its momentum indicating that once someone begins to participate, they are likely to continue to participate. Hiking and running were the top two outdoor activities, a trend that has continued to build in recent years.

Notably, this 2022 report shares that the number of seniors, ages 65 and older, participating in outdoor activities grew by 16.8% (an astounding 2.5 million) since 2019. Trails and pathways are essential infrastructure to support outdoor recreation.

The annual study from the National Recreation and Parks Association of how Americans use their parks determined that people who live near parks and recreation facilities are more likely to arrive at that park by walking, biking or running, with walking being the most common method of transport.

With the rapid increase in electric-assist mobility and the potential for user conflicts due to increased speeds, Woodburn will want to determine the best approach for ensuring safety for all trail users and how best to promote trail etiquette on shared-use pathways.

## Community Insights

As noted in previous chapters, feedback from the community surveys and two public meetings provided a wealth of local insights on current usage and interests in various recreation amenities, including trails. Survey respondents visit local parks and recreation facilities for a variety of reasons, but the most popular reason is to walk or run (69%). About two-thirds of survey respondents would like to see more walking and biking trails (72%).

Respondents were asked about their support for a variety of potential additions to the park system. Virtually all residents were either very or somewhat supportive of additional walking trails (92%). From a list of potential park system investments, respondents identified improving and upgrading existing parks as their top priority, followed closely by expanding trail opportunities.

Respondents were asked to describe one thing that they would like to see the City of Woodburn do to improve parks, trails, aquatics, and/or recreation programs. One of the common themes that emerged from the 380 specific comments was walking trails and connectivity. The community seeks an expansion of walking trails and the establishment of bike paths, emphasizing the importance of connectivity between parks. Residents also specifically requested better lighting along trails, wheelchair-friendly paths, and pet-friendly trails.

The fall 2023 online open house provided additional community input toward trail improvements. Several respondents advocated for safe pathways connecting various parts of the community, schools, and downtown areas. Others mentioned they would like improvements to trail safety with lighting. Regarding potential trail amenities, open house participants more strongly favored trailhead restrooms, benches along trails, and drinking fountains or water bottle filling stations. The top three trail segments include a citywide loop trail around Woodburn, expanding Mill Creek trail between Settlemier Park and Woodburn High School, and connecting Centennial Park to Settlemier Park. Other comments included:

- Installing more seating along paths,
- Adding a bike repair center, and
- Improving trail accessibility.

These community needs are already informing future investments. The City's adopted Budget for 2023-2024 proposes to invest in additional development of the Mill Creek Greenway Trail with an estimated \$850,000. These funds could go further if leveraged with state and federal funding support. The City has also submitted a grant application to help fund several proposed segments of the Mill Creek Greenway Trail and connector pathways. The Oregon Community Pathways Grant helps fund off-street, shared use trails to connect employment, social services and school sites. The grant application targets five different trail segments that would help connect to existing trails, neighborhoods and destinations.

## Trail Planning

Implementing Woodburn's network of trails will expand access for all community members and support sustainability goals around reducing vehicle dependence. The trail network serves as foundational infrastructure for an interconnected system of outdoor recreation facilities. Connecting trails into and through urban centers and new neighborhoods will allow for alternative modes of accessing goods and services. Several past plans have articulated the need for, and continue to guide, an expanded trail system.

The City of Woodburn Comprehensive Plan recently amended in 2022 states the intent of the City to provide adequate parks, recreation facilities and open space to maintain Woodburn's livability and managed growth, and to provide social, economic and environmental benefits to individuals, families and the community. The Plan articulates policies for acquisition and development of adequate parkland for neighborhood parks, trails and open spaces. The City established a one-third mile walkability target for residents to have easy access to parks, trails, and indoor facilities. The implementation of the Mill Creek Greenway Master Plan and the provision of a continuous public greenway and pathway system is another policy within the Comprehensive Plan.

The Mill Creek Greenway Master Plan drafted in 2007 created system-wide recommendations for trail design, alignments and improvements along the Greenway. The Master Plan provides recommendations for trail routes, transition nodes, and support facilities such as restrooms, trailheads, benches, and signage. The Master Plan also provided a six-year plan for project implementation along sections currently owned by the City. The Plan cited the Marion County Transportation Plan as including a trail route along Mill Creek that would connect Woodburn with the City of Gervais to the south and Hubbard and Aurora to the north. This trail would continue Woodburn's Mill Creek Greenway system to the Pudding River, just north of Aurora.

The previous 2009 Woodburn Parks Master Plan included recommendations that identified the need to improve walkability to parks and recreation facilities and to the community as a whole. The Parks Master Plan also provided a ten-year list of recommended capital projects with proposed implementation timing and estimated costs. The first phase of the Mill Creek Greenway was constructed in 2011. Acquisition of properties and future trail construction projects were identified over the next ten years.

The Highway 99E Corridor Plan was developed for the transportation corridor that runs through the eastern edge of the City of Woodburn for the purpose of facilitating the revitalization of the corridor. The Plan examined pedestrian and bicycle access and safety and promoted redevelopment that would result in a more walkable safe streetscape with connections to adjacent neighborhoods. The Plan includes an access management plan to be implemented incrementally to improve traffic safety for motorists, bicyclists and pedestrians.

The Transportation System Plan (TSP) for the City of Woodburn set the goals for multimodal mobility to provide a multimodal transportation system that includes a network of bike lanes and routes, as well as sidewalks and off-street pathways, that improve bicycle and pedestrian mobility within neighborhoods and link other community destinations. The TSP names the Mill Creek Greenway as a high priority project and numerous connecting pathways as medium priority projects for implementation. The TSP cites the value of wayfinding signs for use on primary bicycle routes and multi-use paths to help define the route and direct users towards destinations with information about distances and average travel times. The TSP projects include a city-wide wayfinding signage system to support bike routes, multi-use paths, parks, schools and other destinations.

## Trail Classifications

As Woodburn's trail system grows and the extent of the Mill Creek Greenway Trail connects to neighboring cities, it will be beneficial to adopt a trail classification system to distinguish between types of trails and the standards of maintenance that would be expected. The Mill Creek Greenway Trail currently functions to connect the community across different neighborhoods, parks and destinations. The Greenway Trail also travels through some parks. Individually, some parks have interior paved pathways and trails that provide easy access to park amenities.

The Woodburn recreational trail classification system should be based on a tiered network and includes three primary trail categories: Regional, Connector, and Local/Park Trails. The differences between trail classifications are based on the purpose and intensity of use, which influences the trail width, material, and recommended support facilities.





## Regional Trails

Regional trails are typically planned and designed with active transportation and high volume recreation use as their primary purpose. The Mill Creek Greenway Trail future segments are planned as 10' paved pathways with 2' on each side (per current WDO). In general, regional trails are completely separated from roads by distance or barriers, and at-grade crossings of roadways are minimized to avoid conflicts. Regional trails should be a minimum of 10 feet wide under most conditions, with a minimum two-foot wide graded area on both sides that should be flush with the trail. These trails are intended to be long-distance routes that connect to other trails and extend to other cities. Coordination with adjacent jurisdictions including Marion County, community development programs, and transportation planning is central to developing a complete system of regional trails.

## Connector Trails

Connector trails are the key linkages between regional trails and other major areas. These trails can be paved or soft surface trails, but these are typically more narrow than regional trails, due to more limited

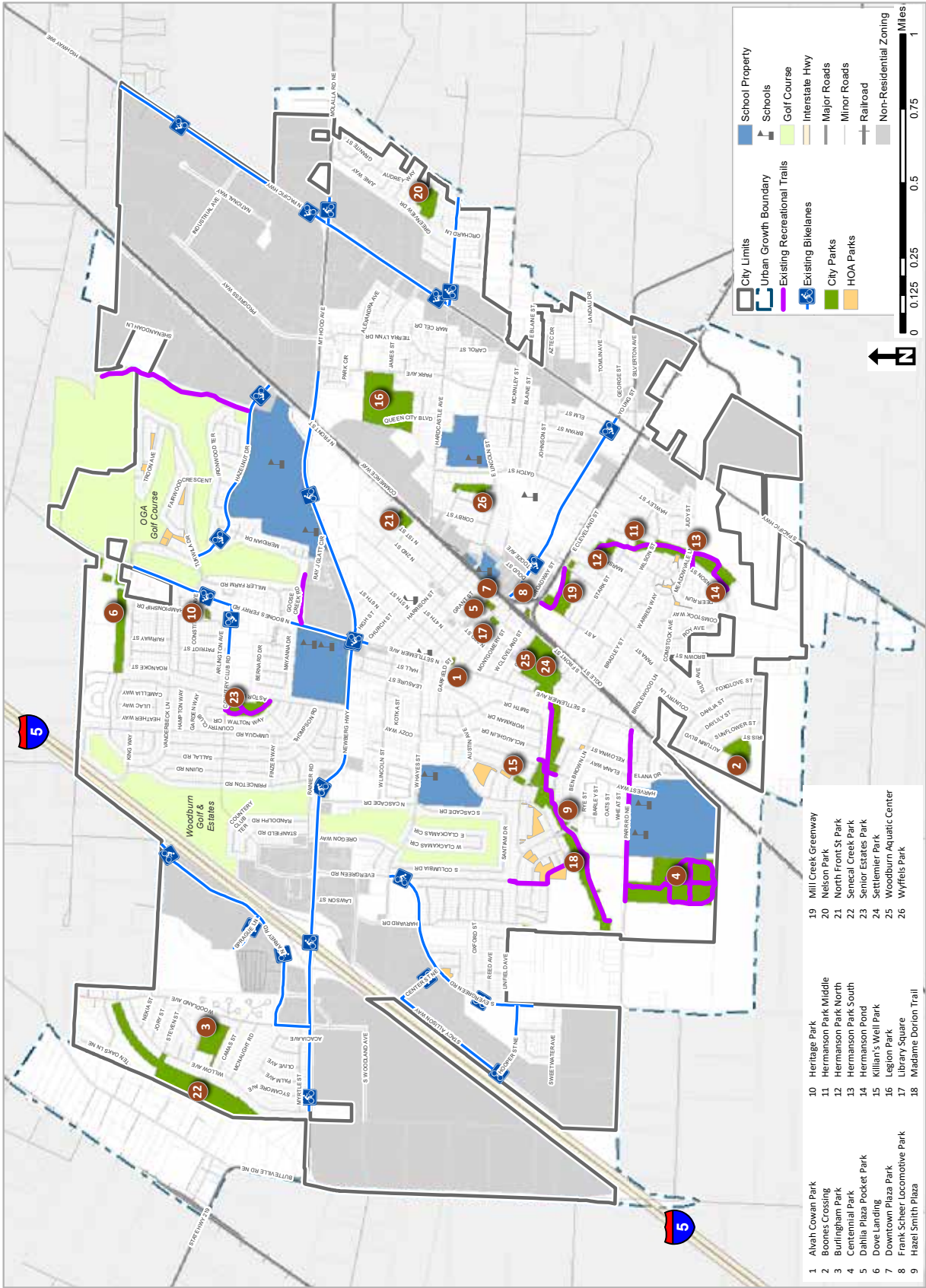
use and possible land access issues. These trails are designed for recreation and transportation uses. Connector trails should meet the City's sidewalk standards at a minimum and have a width of six to eight feet. Where feasible, connector trails could match the width and character of regional trail to provide a smooth transition and meet local demand.

## Local/Park Trails

Local trails are typically within or connected to parks and may be paved or soft surface trails that can range from a few feet foot to ten feet wide. These trails are typically designed for recreational uses, such as neighborhood links, park trails, and hiking, off-road bicycling, and equestrian trails. These trails can also meet special interest activities, such as BMX and mountain biking. Park trails are typically paved with concrete or asphalt. Other local trails may be constructed with native soil from the site or with a surface of gravel or wood chip material if additional reinforcement is required. Trail surfaces are graded slightly to reduce the potential for erosion.

Figure 16. Recommended Trail Classifications

Classification	Function	Use Type	Users	Surfacing	Width
<b>Regional Trail</b>	Major connections through community and beyond	Multi-use	Pedestrians, cyclists, skaters. Equestrians (where feasible)	Asphalt, concrete, boardwalk.	12-18'
<b>Connector Trail</b>	Connects parks, trails, neighborhoods and destinations	Multi-use	Pedestrians, cyclists, skaters.	Asphalt, concrete, boardwalk. Gravel, possible.	8-12'
<b>Local / Park Trail</b>	Interior loops or point-to-point routes in public spaces.	Multi- or single use	Pedestrians, cyclists, skaters.	Asphalt, concrete, boardwalk. Gravel, native soil, forest duff, wood chips also possible.	2-10'



- 1 Alvah Cowan Park
- 2 Boones Crossing
- 3 Burlingham Park
- 4 Centennial Park
- 5 Dahlia Plaza Pocket Park
- 6 Dove Landing
- 7 Downtown Plaza Park
- 8 Frank Scherer Locomotive Park
- 9 Hazel Smith Plaza
- 10 Heritage Park
- 11 Hermanson Park Middle
- 12 Hermanson Park North
- 13 Hermanson Park South
- 14 Hermanson Pond
- 15 Killian's Well Park
- 16 Legion Park
- 17 Library Square
- 18 Madame Doignon Trail
- 19 Mill Creek Greenway
- 20 Nelson Park
- 21 North Front St Park
- 22 Senecal Creek Park
- 23 Senior Estates Park
- 24 Settlemier Park
- 25 Woodburn Aquatic Center
- 26 Wyffels Park

Map 15: Existing Recreational Trails

## Trail System Inventory

In addition to paved pathways and natural surfaced trails within individual parks and open spaces, Woodburn has a growing network of trails providing outdoor recreation opportunities and connections across the city. These trails generally are part of the Mill Creek Greenway Trail system and offer a variety of surface types and accommodate pedestrians and cyclists. The existing recreation trail segments provide 4.5 miles for walking and biking.

Figure 17. Woodburn Trail Inventory

Trail Segment	Classification	Length (ft)	Length (mi)
Centennial Park	Park Trail	5,255	1.00
Mill Creek Greenway Trail	Regional Trail	7,065	1.34
Right-of-Way Route	Connector Trail	3,017	0.57
Senior Estates Park	Park Trail	1,311	0.25
Smith Creek Trail	Connector Trail	6,430	1.22
Other	Local Trail	875	0.17
<b>Total Length</b>		<b>23,953</b>	<b>4.54</b>



**Add walking trails and wildlife preserve areas. The city has a large amount of recent apartment buildings going up. Those people need nice places to get out and enjoy the outdoors.”**

- Survey respondent

# 74%

**Residential areas within 1 mile of recreational trail**

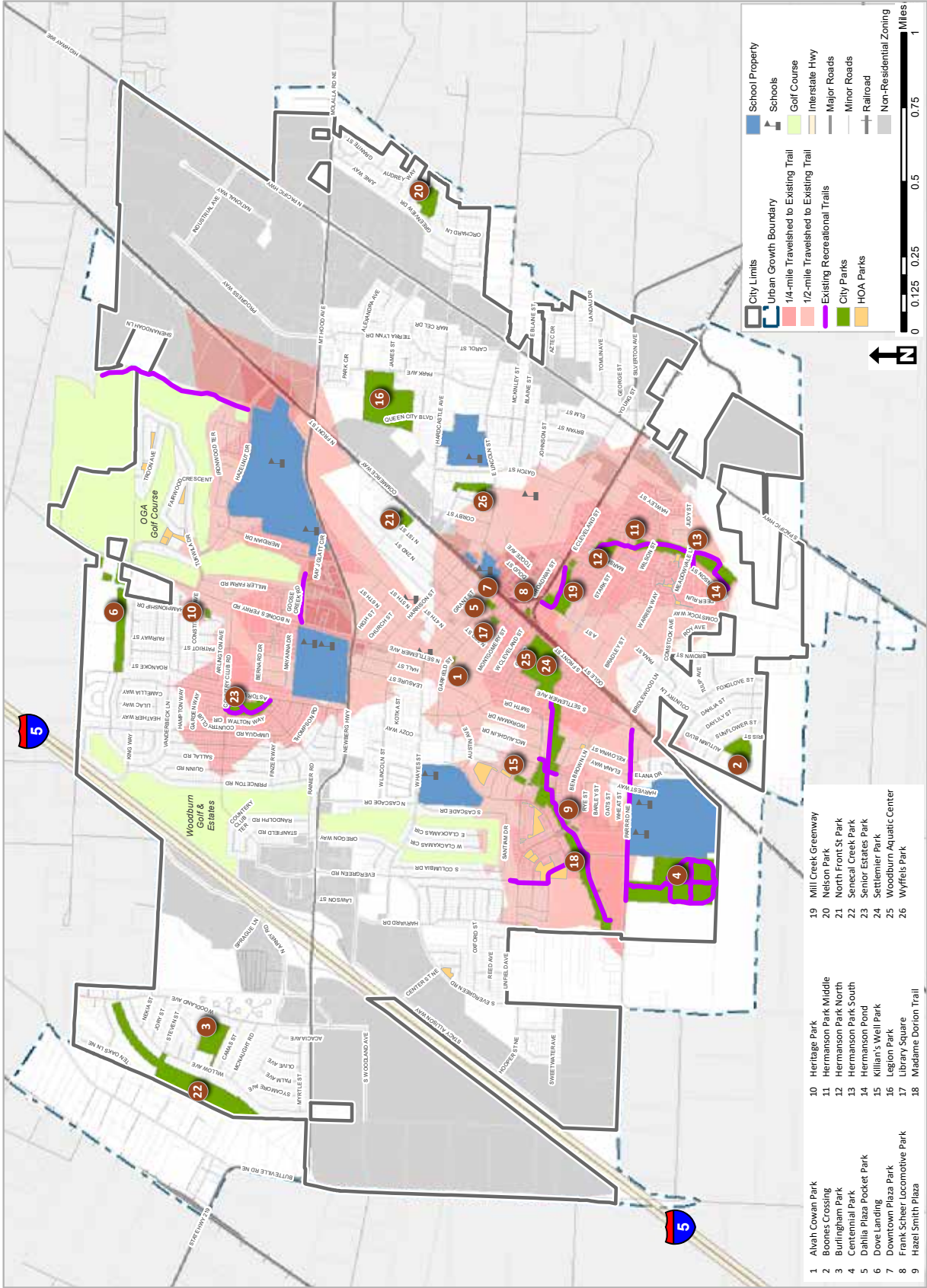
## Trail System Gap Analysis

A gap analysis was conducted to examine and assess the accessibility of existing recreational trails. As with the parkland analysis, travel distances were calculated along the road network starting from each existing trail segment's known access points. Local trails within parks were also depicted. Travelsheds were calculated with ¼-mile, ½-mile and 1-mile distances for major trails (e.g., Mill Creek Greenway Trail) and ¼-mile and ½-mile travelsheds for the remainder (e.g., local/park trails). Map 16 illustrates the citywide distribution of recreational trails and the relative access to these corridors within reasonable travel walksheds. Approximately 38% of the City has access to regional and recreational trails within a ½-mile. The service area grows to 76% of the City when the travelshed is expanded to a 1-mile distance for major trails and ½-mile distance for minor trails.

Similar to transportation planning, recreational trail planning should be geared toward connectivity as a system performance metric, rather than mileage. Only considering a mileage standard for paths within the Woodburn park system will result in an isolated and inadequate assessment of community needs with little consideration for better trail connectivity.

This Plan recommends a connectivity goal that re-states and reinforces the desire to improve overall connections across the City to enhance off-street linkages between parks, schools, and major destinations, as feasible. The use of policies and objectives is more appropriate for the expansion of the trails network with a focus on connectivity, rather than the use of a per capita distance metric (e.g., miles per 1,000 population). Therefore, this Plan does not propose a mileage-based trail facility standard. To be clear, the proposed exclusion of a mileage-based standard for trails does not diminish or reduce the importance of or value in continuing to expand and grow the trail network; the intent is merely to orient the City's efforts toward a policy-based approach of trail connectivity.





- 1 Alvah Cowan Park
- 2 Boones Crossing
- 3 Burlingham Park
- 4 Centennial Park
- 5 Dahlia Plaza Pocket Park
- 6 Dove Landing
- 7 Downtown Plaza Park
- 8 Frank Scheer Locomotive Park
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- 24 Settlemier Park
- 25 Woodburn Aquatic Center
- 26 Wyffels Park

Map 16: Travelsheds for Existing Trails (to 1/2-mile)

## Trail Amenities

### Alignments & Connections

The expansion of the trail network should prioritize trail alignments and locations that are optimal from multiple perspectives: trail user, trail experience, and trail connectivity. Cost, regulatory, and site suitability factors are typically incorporated into implementation timing. New trail alignments should strive to accommodate different trail use types (i.e., commuter vs. recreational/destination oriented) and utilize interim solutions, such as widening sidewalks and utilizing existing or planned utility corridors as opportunities for trail improvements. Integration of trail projects with other pedestrian infrastructure projects and other transportation projects implemented by the City is essential for expanding the reach of trail opportunities. Trail alignments for neighborhood and park trails should serve as connections to regional, shared-used trails to provide access and reduce the sole reliance on trailheads for providing access to the trail network. New developments also should provide for connections to nearby trails and pathways, wherever feasible. The Conceptual Recreational Trail System map (Map 17) indicates potential alignments that can vary depending upon landowner willingness, along with environmental constraints and design considerations.

### Areas of Respite

Beyond trailheads that can provide access to the trail with parking, restrooms, drinking water or seating, rest areas along trail segments can enhance the trail user's experience to enjoy the natural settings and/or urban dynamics of the trail's environment. Areas of respite are usually available within developed parks connected to the trail system, but longer sections of trails between trailheads and parks could offer places to rest, stop and chat, enjoy wildlife viewing, reconnoiter, meet-up with fellow trail users, etc. Differentiated from trailheads, these 'rest stops' can simply offer pull-offs with benches or picnic tables, observation or viewing platforms, or interpretive signs. These sites should also be included in the emergency response system with an identifying code to provide locator information.



## Trails for Walkable Communities

Parks are known to contribute to a healthier community by providing accessible outdoor recreation particularly through the walking trail within each park. Getting to a park by foot or bike can also offer a healthier choice integrated with the park destination and its amenities. In the NRPA publication *Safe Routes to Parks*, the elements of walkable, healthy community design are outlined as convenience, comfort, access and design, safety, and the park itself. Sidewalks, bikeways, and trails should provide an integrated alternative transportation system for residents to access parks and other destinations within their community. As further emphasis for the importance of a walkable community to promote public health, the Surgeon General has issued a Call to Action to "step it up" and promote more walking and build a more walkable world. A more connected network of trails, sidewalks, and bike lanes with links to public transit also provides economic values.





## Trails for Aging Populations

Today's active seniors are looking at retirement age differently, as many are retooling for a new career, finding ways to engage with their community, and focusing on their health and fitness. It will be critical for Woodburn's park and recreation system to take a comprehensive approach to the City's aging population needs. Accessibility and barrier-free parking and paths, walkability, and connectivity will be paramount to future planning. Providing experiences for today's older adults includes not only active and passive recreation, but also the type of equipment needed to engage in certain activities. Trails provide the infrastructure for the most popular and frequent outdoor recreation activity of older adults: walking.

## Access & Trailheads

Safe, convenient entryways to the trail network expands access for users and are a necessary component of a robust and successful system. A trailhead typically includes parking, kiosks, and signage and may consist of site furnishings, such as trash receptacles, benches, restrooms, drinking fountains, bike repair stations, and bike racks. More recent trailhead installations are adding electric bike charging stations to continue to expand alternative modes of transportation. Trailheads may be within public parks and open space or provided via interagency agreements with partner organizations (e.g., Marion County, Woodburn School District, ODOT, etc.) to increase use and reduce unnecessary duplication of support facilities. Specific trailhead designs and layouts should be created as part of planning and design development for individual projects and consider the intended user groups and unique site conditions.

## Trail Development Opportunities

Opportunities to develop additional trails and connections may be limited in areas with existing dense urban development. One underlying tenet of the recreational trail system is to enable the placement of trails within or close to natural features to provide access to the City's unique landscapes and connect outdoor recreational access to parks and natural areas. Mill Creek Greenway Trail follows the alignment of the creek and connects to parks, and new development has added the Smith Creek path system to the Greenway Trail.

The future planning and design of trail routes through natural areas should be based on sensitive and low-impact design solutions that offer controlled access to protect the resource, while providing for a positive experience for all modes of trail user. The determination of future trail alignments should prioritize natural resource and natural hazards planning and protections, in part to meet local land use policies and Oregon State requirements.



## Integrating Design Elements

The Monon Trail, a rail trail heading north almost 17 miles from downtown Indianapolis, illustrates some tools for helping visitors find the trail and find their way along the trail. The combination of a signature color, unified logos and icons, matching site furnishing, and signage styles help identify the location and direction of the trail and its support facilities, as part of a unified navigation system.

At crossroads and trailheads, the bright red colors used consistently in signs and furnishings mark the trail's presence. Kiosks and information signs help orient the trail user. Rule signs alert the user to trail behavior expectations and reinforce trail identity. The signage system helps identify place, provide information about trail distances and amenities, locate connections and interpret history and culture.



## Trail Signs & Wayfinding

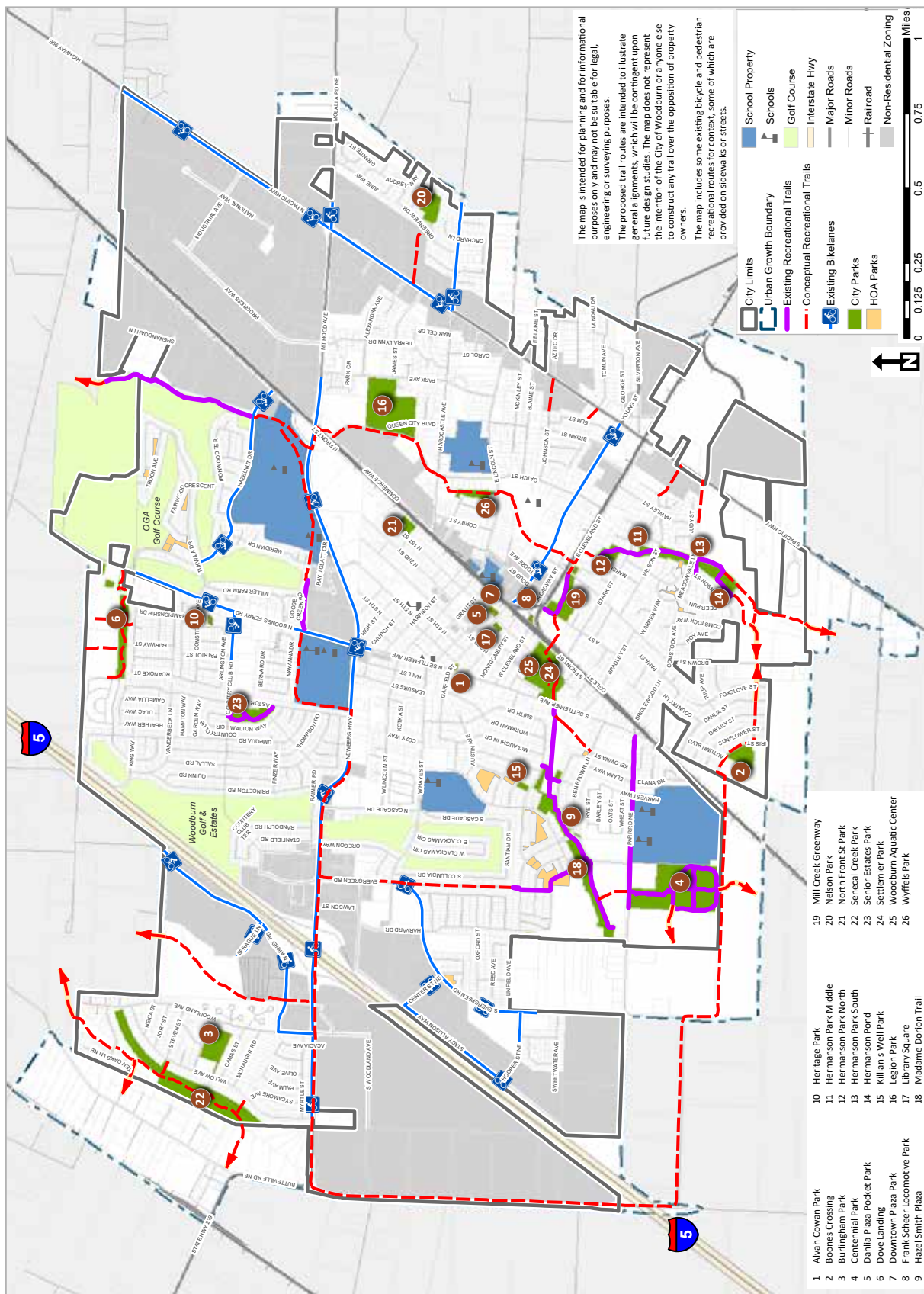
Coordinated signage plays an important role in facilitating a successful trail system. A comprehensive and consistent signage system, implemented according to the type, scale, and site of the trail setting, is a critical component of the trail network. It also is necessary to inform, orient, and educate users about the trail system itself, as well as appropriate trail etiquette. Such a signage system should include trail identification information, orientation markers, safety and regulatory messages, and a unifying design identity for branding.

“

**Have a walking path or map to connect to all parks. I'd like to walk the town and stop at parks.”**

- Survey respondent





Map 17: Existing & Conceptual Recreational Trail Corridors





## Chapter 7

# RECREATION, AQUATICS & EVENTS



The recreation facilities, offerings and events available within Woodburn are a major community asset and support the physical, mental, and social health of community members.

Various recreation options are available through a range of public and private recreation, health and fitness providers and facilities. The City currently provides programming through a mix of City-run programs and through partnerships and program contractors. At the present, the City has limited space and staffing for traditional programming.

## Recreation Trends

The following national and state data highlights some of the current trends in recreation and may frame future considerations in Woodburn's recreation offerings, events and partnerships. Additional trend data are provided in Appendix G.

- Nationwide, 82% of U.S. adults believe that parks and recreation are essential. <sup>(1)</sup>
- 72% of survey respondents indicate that having a high-quality park, playground, public open space or recreation center nearby is an important factor in deciding where they want to live. <sup>(1)</sup>
- Nearly all (93%) park and recreation agencies provide recreation programs and services. The top five most commonly offered programs include holiday or other special events (65%), educational programs (59%), group exercise (59%), fitness programs (58%), and day or summer camps (57%). <sup>(2)</sup>

- More than eight in ten agencies provide themed special events (90% of agencies), team sports (87%), social recreation events (88%), youth summer camps (83%), fitness enhancement classes (82%), and health and wellness education (80%).<sup>(3)</sup>
- America's children are spending more time outdoors over the past decade, and the COVID pandemic accelerated that trend. Overall, the percentage of children participating in outdoor recreation was high in 2021, at just over 70%.<sup>(4)</sup>
- Over the past two years, participation rates are up across the board for America's youth, with strong growth in participation by girls (4.9% higher for girls ages 6 to 12, and 5.3% higher for girls 13 to 17).<sup>(4)</sup>
- Yoga continued to have one of the largest gains in fitness activities.<sup>(5)</sup>
- Activities with the highest 5-year increase in participation include indoor climbing (13%) and pickleball (12%).<sup>(5)</sup>
- Nearly all park and recreation providers in the U.S. experienced a decline in revenue in 2020 due to the COVID-19 pandemic. As early as May 2020, most providers had to close facilities temporarily in accordance with health and safety directives. Nearly half also furloughed or laid off staff due to the funding and facility impacts of the pandemic.<sup>(6)</sup>
- Research from the US Bureau of Economic Analysis shows that arts and culture drive 4.2% of the US gross domestic product (GDP), generating \$ 876.7 billion in 2020.<sup>(7)</sup>
- People who say their neighborhood has easy access to quality arts and cultural activities tend to be more satisfied, identify more with local lifestyle and culture, and invest more time and resources in their communities.<sup>(8)</sup>



Recreation Management magazine's 2022 Report on the State of the Managed Recreation Industry summarizes information provided by a wide range of professionals working in the recreation, sports, and fitness industry. Regarding program options, respondents from community centers, park departments, and health clubs reported that they plan to add programs over the next few years. The ten most commonly planned program additions were:

- Mind-body balance programs
- Fitness programs
- Group exercise programs
- Educational programs
- Arts and crafts programs
- Teen programs
- Functional fitness programs
- Performing arts programs
- Environmental education
- Holidays and other special events

According to the 2022 Outdoor Participation Report, published by the Outdoor Foundation, just over half (54%) of Americans ages 6 and older participated in outdoor recreation at least once in 2021. The outdoor participant base has increased 6.9% since the COVID pandemic began in early 2020.

Addressing the COVID-19 pandemic required many respondents to either put programs or services on hold (82%) or cut programs or services entirely (34%). Additionally, many respondents have had to rethink their programming portfolios. Two-thirds of respondents (67%) had added online fitness and wellness programming as of May 2020, 39% were involved in programs to address food insecurity, and one in four was involved in programs to provide educational support to out-of-school children.

#### Sources:

- (1) American Engagement with Parks Survey
- (2) 2020 NRPA Agency Performance Review
- (3) 2022 NRPA Agency Performance Review
- (4) 2022 Outdoor Participation Report
- (5) 2022 Sport & Fitness Industry Association Sports, Fitness, And Leisure Activities Topline Participation Report
- (6) 2020 State of the Industry Report
- (7) US Bureau of Economic Analysis, 2022
- (8) Knight Foundation Community Ties survey Community-Ties-Final-pg.pdf (knightfoundation.org). Builds off Soul of Community Longitudinal Study (2008-2010) conducted by the Knight Foundation found key drivers of community attachment to be social offerings, openness, and aesthetics. <https://knightfoundation.org/sotc/overall-findings/>

# Community Feedback

Participants of both open houses and stakeholder group discussions offered feedback on recreation programs, facilities, and cultural activities. Community feedback from the first open house meeting included the following:

- Youth programs & camps, such as pottery, arts, S.T.E.M. or outdoor programs, summer youth camps, and free or low-resource program options for various age groups
- Adult or senior pottery classes
- Offer intergenerational events/classes

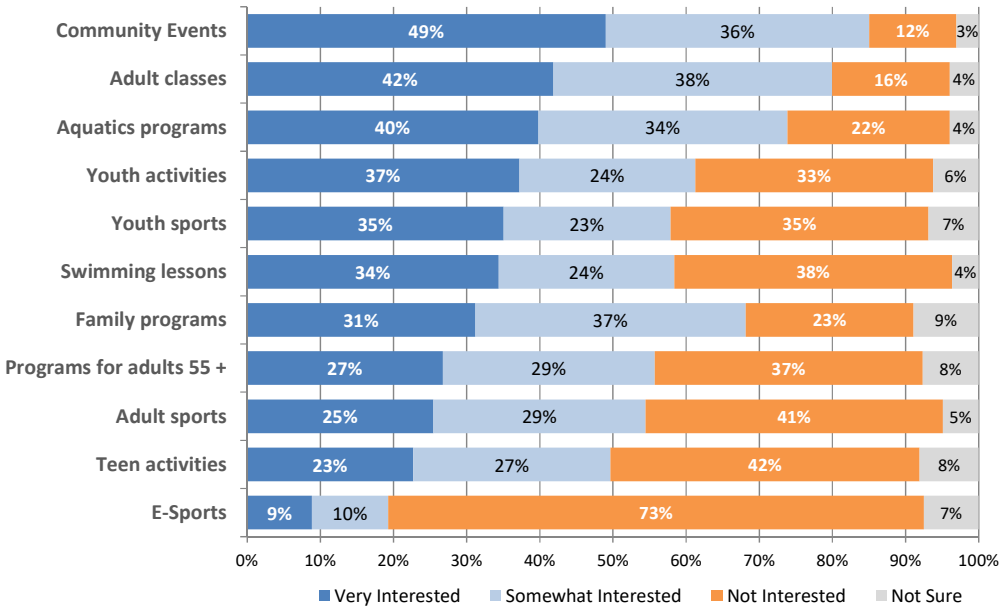
From the second open house meeting (online), the majority (61%) of respondents said they would like more adult or senior classes, adult sports leagues, youth programs, teen activities, and outdoor or nature camps.

Community survey respondents were asked about their level of interest in a variety of recreational programs and activities that the City of Woodburn does, or could, offer. More than three quarters of respondents were very or somewhat interested in seeing more community events, adult classes, and aquatics programs. More than half of respondents were interested in all the other recreational programs and activities listed, with the exception of E-sports, see Figure 18.

Younger residents, particularly those under 44, and those with children at home were more likely than older residents to express interest in youth activities and sports, family programs, adult classes, and swimming lessons. Older respondents showed more interest in programs for adults over 55. Open-ended responses on the survey included other feedback about recreation programs and facilities:

- Aquatic Center Enhancements: Community members expressed a desire for upgrades to the aquatic center, including expanded hours, additional aquatic classes, and improved indoor facilities. They also called for the addition of more slides, diving boards, and a wave pool to enhance the overall experience.
- Community Center and Recreation Programs: Building a new community center that offers various amenities and recreation programs is another common desire. The community would like to see more options for youth sports leagues, additional fitness facilities, and improved staffing and availability of programs, including swimming lessons and senior activities, to cater to the diverse needs and interests of residents.
- Communication and Information: Some survey respondents asked for improved communication channels, such as a city cable channel or newsletter, to inform residents about community events, park offerings, and important happenings in town. Others requested a more user-friendly website that provides easy access to information, including programs, activities, and registrations, reducing the need to search through multiple sources.

Figure 18. Interest for Various Recreation Program Types



“Anexar más parques y tener un centro comunitario para más actividades dentro y fuera. (Add more parks and have a community center for more activities inside and outside.)”

- Survey respondent



## Recreation Facilities

The City of Woodburn provides access to recreation programs and activities in its parks and in several municipal buildings. The day-to-day management, ongoing maintenance, and long-term reinvestment in City facilities are crucial to the success of Woodburn's recreation programs. Additionally, efficient scheduling and use of the facilities ensures that cost recovery, inclusion, program vitality and other goals are met.

### Woodburn Aquatic Center

The Woodburn Aquatic Center offers fitness, recreational and learn-to-swim programs for individuals of all ages. Facility amenities include a 10-lane swimming pool with water slide, rope swing, group exercise room, party rental room, basketball hoop, wading pool, spa, fitness equipment and saunas. The Center offers lifeguard certification classes, swim lessons and runs an entry level swim team. Swim team participation includes coaching on proper swim strokes and options to compete in swim meets. The Woodburn Aquatic Center also is part of the Silver & Fit and Renew Active membership programs. These programs provides free pool memberships for seniors (60+) with eligible health care plans.

### Settlemier Teen Center

The Boys & Girls Club of Woodburn operates the Teen Center located at Settlemier Park. The center features daily activities and is open Monday through Friday from 3-7pm during the school year. These programs focus on opportunities for teenagers (grades 6-12) to encourage academic success, citizen and character development, and healthy lifestyles.

### Woodburn Library

Aside from providing access to books, Periodicals, and digital media materials the Woodburn Library also serves as a venue for youth and community programs onsite at the library as well as remotely across the city with its bookmobile and community outreach. These include story times, cultural performances, ESL classes, arts and crafts, and traditional games and electronic games.

### Woodburn Museum & Bungalow Theatre

The Woodburn Historical Museum (formerly known as the Woodburn World's Berry Center

Museum) was constructed in 1905, and the Bungalow Theatre, the town's only remaining historic theater, was established as a theater in 1911. Both structures were recently restored to include seismic updates, facade improvements and interior remodels. Together, the two buildings offer a unique community meeting and event space that houses a stage for plays, presentations, and movies. The space also highlights the rich cinematic, architectural, and cultural history of Woodburn.

### Future Community Center

Since 2017, the City has been planning and engaging the community in discussions for a new community center, as an expansion on the current Aquatic Center at Settlemier Park. Through an extensive design process, building footprint and functional spaces were conceptualized, and the future community center is programmed to include the following possible amenities:

- Gymnasium and a walking/jogging track
- Fitness & cardio/weights space
- Warm water therapy and recreation pool
- Multipurpose classrooms for family, teen, and senior programming
- Community meeting rooms
- Flexible event space
- Arts & crafts classrooms
- Community partners/service providers' spaces

The construction of the future community center is dependent upon financing to support the estimated \$60 million cost for the building. The City is currently reviewing the potential timing for a bond measure election for public financing of the project, and the current timeline suggests a November 2024 election.

## Rental Facilities

Several City parks provide amenities or space available for events, parties, or special group visits.

- Aquatic Center pool and party room
- Centennial Park shelter
- Woodburn Museum & Theatre
- Downtown Plaza Gazebo
- Hazel Smith Plaza
- Legion Park shelter
- Senior Estates shelter
- Settlemier Park shelter



Renderings of future Community Center (Credit: Opsis Architecture)

“

Aquatics; I was very excited about the plans for a new recreation center and hope that is something that can be added to our community!”

- Survey respondent

## Recreation Programs

The City is the primary provider for aquatic programs and partners with other providers for most other recreation services. The YMCA, Boys & Girls Club, Woodburn Baseball/Softball Association and Woodburn Futbol Club are the primary providers of many programs and services that are associated with recreation, athletics and youth services. There are programs, such as After School Club, are provided by the Woodburn School District.



**Restore aquatic program to pre-pandemic status, maximize availability of daily hours, and maintain consistent sanitation in all areas.”**

- Survey respondent

### Program Area Categories

The categories below represent the major areas of focus for current Woodburn recreation programs. Program lists are based on a review of program offerings between 2018 and 2023.

Figure 19. Existing City Programs by Classification

Area	Focus	Programs
Sports	Youth	Soccer, Co-Ed Tee Ball, Youth Track, Youth Basketball, Volleyball, Basketball Camp, Flag Football, Baseball, Softball, Cheer Camp
	Teen+	Adult Basketball, Co-Ed Volleyball
Fitness	Preschool	
	Youth+	Gentle Yoga & Yoga, Youth & Adult Small Group Conditioning, Zumba
Cultural Arts	All ages or Teen+	Día de los Muertos, Hispanic Heritage Month Celebration, Woodburn Fiesta Mexicana
Aquatics	Youth	Swim Lessons, Swim Team, Parent/child swim, Open swim
	Teen+	Swim Lessons, Lap Swim, Aquarobics / Water Fitness, Deep Water Fitness, Aqua Zumba
Education	Youth	Language Exchange - Intercambios, Babysitting, First Aid CPR Classes
Specialty / General Interest	Adult	Adult Trips, ESL Classes, AARP Tax Preparation
Adaptive / Special Needs		
Special Events		City Council BBQ, Taste of Woodburn, Easter Egg Hunt, Fourth of July Fireworks Celebration, Relay for Life Run, Fiesta Mexicana, Underwater Egg Hunt, Water Safety Day, Music in the Park, Bassett Hound Games, Trunk-or-Treat, Mayor's Tree Lighting, Community Connection Day, Community Clean Up Day
Outdoor Education		
Self-Directed	Teen+	Fitness Room Drop-in
Senior / Human Services	Adult	Senior-specific programs provided by North Marion Adult Center

#### Program Area Definitions (generalized):

- Sports – Team and individual sports including camps, clinics, and tournaments. Also includes adventure/ non-traditional sports.
- Fitness – Group fitness classes, personal training, education, and nutrition.
- Cultural Arts – Performing arts classes, visual arts classes, literary arts, music/video production and arts events.
- Aquatics – Swim lessons, aqua exercise classes, swim team, and other programs.
- Education – Language programs, tutoring, science (STEM) classes, computer, and financial planning. Also included is CPR/AED/First Aid.



- Specialty / General Interest – Personal development classes and activities.
- Adaptive / Special Needs – Inclusive and adaptive programs for the physically and mentally impaired.
- Special Events – City wide special events that are conducted throughout the year.
- Outdoor Education – Environmental education, hiking, camping, kayaking, farm activities, and other activities.
- Individual / Self-Directed – This includes the opportunities for individuals to recreate on their own. This can include activities such as drop-ins, open gym, use of weight/cardio space, and lap/recreational swimming. Although not an organized program, time and space must be allocated for this purpose.
- Senior / Human Services – This can include senior nutrition and meal programs, social service support, job training, life skills training, childcare, and other activities such as health screenings.



**Make your website easier to navigate and find information especially for programs and activities. I feel like I have to look in at least 3 or 4 different places to find out about things going on. Seasonally it would be great to get a brochure with class and activity offerings to register for.”**

- Survey respondent

### Programs Available by Age Groups

Below is listed the basic program categories that are available for different age groups.

Figure 20. Segmentation of City Programs by Age Group

Program Category	Preschool	Youth	Teen	Adult
Sports		● ●	●	●
Fitness			●	●
Cultural Arts	●	●	●	●
Aquatics	●	●	●	●
Education	●	●	●	●
Specialty / General Interest		●	●	●
Adaptive / Special Needs				
Special Events	●	●	●	●
Outdoor Education				
Self-Directed			●	●
Senior / Human Services				

- City program
- Partner-provider

### Program Classifications

The following are the projected programming classifications for the City. It is important to realize that while certain program areas may be a focus for growth in programs and services, the Department’s role in providing the actual service may be different as indicated below.

#### Classification Definitions

- Core Programs are those programs that are a primary responsibility of the Parks and Recreation Department to provide as City-based activities.

- Secondary Programs are those programs that are a lower priority to be provided directly by the Department, but may be offered by other organizations through contract with the City.
- Support Programs are programs that are not a priority for the Department to be providing directly to the community, but where the City may provide support through facilities, program coordination, and promotion of activities for other organizations.

The following chart identifies and summarizes recommended future core programs, secondary programs and support program areas for the Department.

Figure 21. Future Program Types by Focus Area

Core Programs	Secondary Programs	Support Programs
Adult Sports	Education	Adaptive / Special Needs
Aquatics	General Interest	Senior / Human Services
Cultural Arts	Outdoor Education	
Fitness	Youth Sports	
Self-Directed		
Special Events		



**Add indoor recreation opportunities at the Aquatic Center to include more exercise equipment and a walking/running track. It rains A LOT in Oregon!!”**

- Survey respondent

## Special Events

The Community Services Department is responsible for the coordination of several community and special events throughout the year. These public events provide gathering opportunities, celebrations and activation of the downtown and City parks. While not every event is hosted or run by the City, these special events draw the community together, attract tourists and visitors from across Marion County and are popular with residents. A selection of recent community events include the following:

- Music in the Park
- Easter Egg Hunt
- Community Clean Up Day
- 4th of July Celebration
- Taste of Woodburn
- Hispanic, Latino & Indigenous Heritage Month Celebration
- Woodburn Fiesta Mexicana
- Trunk-or-Treat
- Dia de Los Muertos
- Mayor’s Tree Lighting
- Community Connection Day
- Basset Hound Games

Opportunities to connect are clearly crucial to Woodburn’s residents. Survey and public meeting responses showed strong interest for additional community events. Additionally, the City could explore ideas for additional events that draw from the diversity of the community; Woodburn Fiesta Mexicana, Dia de los Muertos and Mexican Heritage Month are great current events celebrating Latin American culture. There still may be additional events to celebrate Russian or Native American heritage and traditions. Also, when the new the community center is completed, it can provide another venue to promote cultural gatherings and other family celebrations.

Community gathering and special events should continue to be an area of emphasis; however, the overall number and breadth of City-sponsored special events should be carefully managed to align with the availability of resources and impacts to general park and facility use. This will ensure the City can adequately invest in its overall recreational offerings and maintain high-quality special events. Other community groups should be encouraged to be the primary funders and organizers of as many community-wide events as possible. A structured approach will help the City manage the growth of these popular offerings; ensure high-quality, adequately resourced events; and enlist community sponsorships, partnerships, and support.

In addition to maintaining the various events and program offerings, the City should continue to coordinate with local artists, galleries, and art organizations to periodically refresh the major events and explore other options to engage the community with the arts and attract visitors. Small-scale projects can take the form of electrical box coverings, building murals or temporary art, and larger-scale endeavors can include drone shows or expanded studio or maker space at the library or future community center.

An asset management program and art conservation fund should be considered for the nascent public art collection, in addition to the current Arts and Murals Committee. Each permanent art installation project should be accompanied with an allowance or calculation of future maintenance and costs. Artists should provide technical specifications about best management practices for the materials integrated in the art work, as well as a forecast of likely timing for the necessary cleaning and upkeep of the piece of work. The asset management practice for the public art collection should help track and manage the entire life cycle of each asset, as well as their distribution across Woodburn. In such a system,

the life cycle costs of each asset can be better predicted and managed to help engage appropriate maintenance tasks for each art work.

## Program & Facility Considerations

The City's current programming philosophy is to utilize other organizations and providers as the primary sources for many, non-aquatic recreation program services. The City has taken a strong role in coordinating with providers and promoting recreation offerings. To assist with future program planning, staff periodically should request and review participant data from providers to stay abreast of class and program utilization and consider the available program mix.

Also, the Department has demonstrated its commitment to excellence and continuous improvement. Staff should periodically review data from the following sources to determine community needs for programs and services:

- Historical registration trends/success of current programs and services
- Surveys and questionnaires
- Oregon Statewide Comprehensive Outdoor Recreation Plan
- Suggestions provided by current or prospective instructors and current employees

Additional, expanded or new program options may be limited today by indoor facility capacity, staffing, and available instructors. However, with the planned construction of the new community center, the City will be poised to expand recreation program offerings. Doing so will require advance program planning to determine the range of potential programs, scheduling, and the needs for full-time and temporary staff for programming and facility operations. Comments from public outreach indicate a latent demand for additional program options for family programs, adult classes (fitness, art, etc.), and aquatics programs (lap swim, aerobics class, etc.). Considerations about existing and planned programs should gauge performance and priority offerings based on a mix of criteria that include:

- Community interest or deficiencies
- Potential for increased participation
- Fill rates for programs (registrants compared to program capacity)
- Rate of program cancellations
- Availability of qualified and knowledgeable staff or contractors to provide consistency and reliability for program delivery

- Financial performance of individual programs (operating expenses vs. revenues)
- Program lifecycle assessment to balance the suite of new, mature, and declining programs
- Revenue potential, affordability, and accessibility
- Cost of service policy metrics

Also, as noted in the Parks and Open Space chapter, renovations to existing facilities are necessary for proper maintenance and to extend service life. Several components of the Aquatic Center are due for near-term renovations or replacements. These renovations will refresh the Aquatic Center as a main feature of the new community center and extend the life of the facility. These projects are noted in the Capital Improvements Plan and include the following:

- Roof repair & replacement
- Ceiling repair & paint
- HVAC system upgrade
- Pool re-plaster (multiple tanks)
- Re-tile pool area
- Replace storefront doors/windows

## Communications & Marketing

Feedback from the community survey suggested some limited awareness of the recreation options and amenities available to Woodburn residents. The City should continue to take a strong role in coordinating and promoting recreation services to improve awareness and inclusion for residents. The City's newsletter, website and Facebook page were noted as the three ways survey respondents would prefer to learn about Woodburn's parks, programs, and events. Stronger marketing efforts will be needed to inform and promote the recreation programs that are available and should continue to focus on the following areas:

- Website enhancement to better promote programs and services in addition to the periodic program guide, including searchable program offerings and services offered by other providers;
- Social media, email, flyers, and signage promotions of program registration options;
- Continued cross marketing and/or promotional opportunities with other organizations, such as the Boys & Girls Club, school district, and others; and
- Using appropriate communication channels to effectively market to various demographic segments.



## Chapter 8

# GOALS & OBJECTIVES

The goals and objectives described in this chapter define the recreation and park services that Woodburn aims to provide. These goals and objectives were derived from input received throughout the planning process, from city staff, the Recreation and Parks Board, and community members.

Taken together, the goals and objectives provide a framework for the Parks and Recreation Master Plan. The City's Comprehensive Plan follows statewide planning goals and provides the overarching direction for the City, while these goals and objectives focus the efforts toward tangible parks and recreation achievements.

Oregon's Statewide Planning Goal 8 on Recreation Planning states:

*"The requirements for meeting such needs, now and in the future, shall be planned for by governmental agencies having responsibility for recreation areas, facilities and opportunities: (1) in coordination with private enterprise; (2) in appropriate proportions; and (3) in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements. State and federal agency recreation plans shall be coordinated with local and regional recreational needs and plans."*

These elements are reflected in this Plan, which will guide future efforts for City of Woodburn. The goals and objectives are built on the foundation established in the previous Parks Master Plan, adopted in 2009, but have been updated to reflect feedback from the community, stakeholders and staff during this planning update process.

Also, these goals align with the National Recreation and Parks Association's Three Pillars, which are foundational concepts adopted by the national organization and

help frame recreation advocacy at the national level. These core values (below) are crucial to improving the quality of life for all Americans by inspiring the protection of natural resources, increasing opportunities for physical activity and healthy eating, and empowering citizens to improve the livability of their communities.

- Conservation – Public parks are critical to preserving communities' natural resources and wildlife habitats, which offer significant social and economic benefits.
- Health and Wellness – Park and recreation departments lead the nation in improving the overall health and wellness of citizens, and fighting obesity.
- Social Equity – Universal access to public parks and recreation is fundamental to all, not just a privilege for a few.



## Goals

A goal is a general statement that describes the overarching direction for the parks and recreation system.

## Objectives

Objectives are more specific and describe an outcome or a means to achieve the stated goals.

## Key Projects

Key project recommendations are specific actions intended to implement and achieve the goals and objectives and are contained in the Needs Assessment and Capital Planning chapters of the PRMP.



## COMMUNITY ENGAGEMENT & COMMUNICATIONS

### Goal 1: Encourage and support public involvement in park and recreation issues.

#### Objectives:

- 1.1 Involve residents and stakeholders in park and recreation facility planning and design and recreation program development in order to solicit community input, facilitate project understanding and engender public support.
- 1.2 Continue to support and promote the Recreation and Parks Board as the forum for public discussion of park and recreation issues.
- 1.3 Conduct periodic joint sessions between the Recreation and Parks Board and other standing City boards, such as the Planning Commission, Public Art Mural Committee and Tourism Advisory Committee, and with the City Council to improve coordination and discuss policy matters of mutual interest pertaining to recreational resources, opportunities and funding.
- 1.4 Encourage and promote volunteer park improvement and maintenance projects from a variety of individuals, service clubs, local non-profits, faith organizations and businesses.
- 1.5 Develop and expand volunteer programs for office and highly skilled volunteers, including the continued development of internships and creation job-shadowing opportunities.
- 1.6 Track and evaluate recreation trends, park use patterns, and park user needs.
- 1.7 Communicate the value of the City's investment in parks, open spaces, and recreational opportunities and provide information to the public about park and recreation funding and the stewardship of tax dollars.
- 1.8 Continue to use a variety of methods and media to publicize and increase resident awareness about recreational opportunities available in local neighborhoods and citywide.
- 1.9 Develop an evaluation process for marketing media such as newspaper, seasonal brochures, website, direct mail, targeted emails, radio, and television advertising to continuously determine effectiveness of marketing dollars.
- 1.10 Regularly update the City website and mobile interfaces to provide easy access to information about parks, trail routes, activities, events, and maps along with ensuring the website follows best practices for accessibility and inclusion.
- 1.11 Work with the Woodburn Area Chamber of Commerce and the Tourism Advisory Committee to coordinate on information packets that promote City services to tourists and new residents.



## COMMUNITY INCLUSION

**Goal 2: Provide park and recreation opportunities throughout parks, facilities and programming that engage all members of the community to the best of their ability.**

### Objectives:

- 2.1 Develop a Culturally and Community focused policy that creates a framework for the removal accessibility barriers (socio-economic, language, physical, geographic, transportation) to activities, facilities, programs, parks and trails.
- 2.2 Provide programming and services, as well as accompanying communications and marketing materials, that reflect City goals around Diversity, Equity and Inclusion.
- 2.3 Design and maintain parks and facilities to offer universal accessibility for residents of all physical abilities, skill levels and age; beyond compliance with the Americans with Disabilities Act (ADA) Standards for Accessible Design. Upgrade existing parks to remove any physical barriers.
- 2.4 Explore unique and/or specialized recreational amenities that expand the range of outdoor play experiences beyond the traditional options.
- 2.5 Have intentional engagement with diverse community groups to create and partner on new diverse events and community celebrations.
- 2.6 Continue to, and expand, translating program, event and communication materials into the most frequently spoken languages and provide additional language translation services upon request.
- 2.7 Pursue opportunities for alternative outreach and education to diverse groups, such as piloting youth parks stewardship programs and active communication through faith-based groups and non-profit organizations that work with minority and underserved communities.
- 2.8 Continue to implement signage and information in multiple languages at parks and trails, and include information about amenities, etiquette, trail length, difficulty, material/accessibility.
- 2.9 Prioritize park and recreation investments in underserved communities to improve equitable access to public amenities.
- 2.10 Identify appropriate locations within parks and public spaces for the installation of public art, interpretive signs or cultural displays while ensuring that these features are incorporated through a diversity, equity and inclusion lens.





## MAINTENANCE & SUSTAINABILITY

**Goal 3: Maintain Woodburn parks and recreation facilities to ensure longevity of assets, a positive aesthetic and sensory experience, preservation of habitat and natural systems, and safety for park patrons.**

### Objectives:

- 3.1 Maintain all parks and facilities in a manner that keeps them in safe and attractive condition; repair or remove damaged components immediately upon identification.
- 3.2 Maintain an inventory of assets and their condition; update the inventory as assets are added, updated or removed from the system and periodically assess the condition of park and recreation facilities and infrastructure. Integrate needed replacements into capital planning.
- 3.3 Conduct regular safety inspections of play equipment and play safety surfacing. Schedule replacement of older play equipment to upgrade & update play experiences and assure safe play environments.
- 3.4 Seek opportunities to eliminate barriers at existing facilities and prepare a city-wide ADA Transition Plan for park and recreation assets with budget allocations for annual ADA upgrades.
- 3.5 Standardize the use of graphics and signage to establish a consistent identity at all parks and facilities. Incorporate into a signage and wayfinding plan.
- 3.6 Standardize park furnishings and amenities (trash cans, tables, benches, fencing) to reduce inventory and replacement costs and improve appearance of, and maintenance consistency within the park system.
- 3.7 Develop city-owned or maintained park sites based on site-specific master plans or other adopted strategies to ensure parks reflect local needs, community input, recreational and conservation goals, and available financial resources.
- 3.8 Incorporate sustainable development and low impact design practices into the design, planning, and rehabilitation of new and existing facilities.
- 3.9 Utilize, as appropriate, native and lower resource requiring vegetation for landscaping in parks and city owned properties to minimize maintenance requirements, conserve water, reduce the need for fertilizer, provide native habitat for wildlife, and control invasive vegetation.
- 3.10 Develop tree planting guidelines and protocols to determine planting locations and species selection to foster resilient plant communities that can recover from disturbances and adapt to climate change and its impacts, such as forest fire and drought.
- 3.11 Improve tree management policies and practices and promote tree retention and succession.
- 3.12 Anticipate global climate change and foster climate-resilient landscapes in parks and open space areas. Assess greenway corridor facilities for potential flood-tolerant design to reduce recovery times and potential flood damage to trails and park amenities.
- 3.13 Promote environmental learning through interpretive signage programs in City parks and preserves, including native plant identification signs in and around restoration projects in city parks.



## PARKS & OPEN SPACE

**Goal 4: Provide a diversity of parks, recreation facilities and open space and a balance of opportunities for both passive and active recreation that meet the needs of different age groups, abilities, and interests.**

### Objectives:

- 4.1 Provide a distributed park and open space system, such that all residents live within a ½-mile access of a park, trail or open space.
- 4.2 Identify and prioritize lands for inclusion in the park and open space system based on factors such as contribution to level of service, known service gaps, connectivity, preservation and scenic or recreational opportunities for residents.
- 4.3 Evaluate older, existing parks for opportunities to upgrade and increase amenities to expand outdoor recreation experiences and serve wider user types. Revive aging park infrastructure to improve current facilities.
- 4.4 Pursue use or development agreements, easements, fee simple purchases or other arrangements to secure suitable locations for new parks and trails to serve existing and future residents.
- 4.5 Prioritize facility development based on demonstrated demand, population served, local user appeal, fiscal opportunity and revenue-generating potential.
- 4.6 Plan for a range of play types, universal access and a phasing plan when replacing or upgrading playground equipment.
- 4.7 Pursue opportunities to add an additional “destination playground” or a “boundless playground” to the park system.
- 4.8 Develop a wider variety of recreation opportunities and plan for sport fields, courts and specialized recreational facilities (e.g., pump track, splash pad, off-leash area, disc golf, etc.) with consideration of local needs, partner support/capacity, recreational trends, and availability of similar facilities within the city and region.
- 4.9 Consider incorporating alternative sport opportunities for youth and adults in the park system such as disc golf, futsal, bouldering, parkour, and other non-team physical activities.
- 4.10 Pursue opportunities to create an outdoor events/community gathering space to host community-wide events.
- 4.11 Integrate public art and park design from the onset of facility planning to create compelling, engaging, and captivating public places. Prioritize experiences that are interactive and allow for dynamic sensory exploration.
- 4.12 Provide environmental education opportunities in open space areas with creative and interactive interpretation strategies, such as hands-on displays, self-guided walks, and other engaging experiences.





## TRAILS & CONNECTIVITY

### **Goal 5: Expand and develop a network of shared-use trails and bicycle and pedestrian corridors to enable connectivity between parks, neighborhoods, and public amenities.**

#### Objectives:

- 5.1 Pursue the completion of the Mill Creek Greenway Master Plan.
- 5.2 Prioritize trail projects that address gaps between existing paths, create longer, more usable connections, and improve safety.
- 5.3 Work with City departments and community groups to ensure safe pedestrian access across physical barriers to parks and recreation facilities. Incorporate traffic calming strategies at access points to parks, open space, and trailheads. Incorporate traffic calming design techniques into design guidelines, as appropriate.
- 5.4 Integrate the planning for and prioritization of recreational trails with the City's Transportation Master Plan, utilizing the classifications and conceptual alignments provided within this Plan.
- 5.5 Continue to integrate the siting of proposed trail segments into the development review process; require development projects along designated trail routes to be designed to incorporate trail segments as part of the project.
- 5.6 Connect trails to nearby sidewalk facilities, wherever feasible, to facilitate the use of the off-street trail systems for non-motorized transportation and recreation. Where sidewalks are an integrated component of a trail system, sidewalks may be needed and should be designed to accommodate multiple uses.
- 5.7 Establish a maximum spacing standard for trail linkages within new residential developments, such that multiple entry points to a trail corridor are provided to improve access and convenience for residents.
- 5.8 Coordinate construction of trail projects with other capital improvement projects including utility and transportation projects.
- 5.9 Support the implementation of the Marion County Transportation System Plan for pedestrian and bicycle connections and coordinate with County to provide coordinated trail alignments that enable continuous walking and biking access between major local parks and other key destinations.
- 5.10 Work with regional agencies, utilities and private landholders to secure trail rights-of-way and easements and access to open space for trail connections.
- 5.11 Furnish trail systems with appropriate supporting trailhead improvements that may include interpretive and directory signage systems, rest stops, drinking fountains, restrooms, parking and loading areas, water, and other services.
- 5.12 Where appropriate, locate trailheads at or in conjunction with park sites, schools, and other community facilities to increase local area access to the trail system and reduce duplication of supporting improvements.
- 5.13 Develop and implement a system of signs (e.g., trailhead, etiquette, directional, mile markers, emergency location markers, etc.) to mark trails and non-motorized routes that coordinates with the City's streetscape and furniture standards and wayfinding signage program in accordance with best practices.
- 5.14 Create maps and guides with a universal graphic style for parks, trails, recreation facilities, and natural areas.





## **Goal 6: Provide a varied and inclusive suite of recreation opportunities and experiences to promote health and wellness, year-round activity, and social engagement.**

### **Objectives:**

- 6.1 Provide a variety of recreational programs that meet the community's demands for swimming and aquatic activities, sports, and other activities.
- 6.2 Strategically expand and enhance the diversity of recreation programs offered, considering programs that are in high demand, serve a wide range of users, utilize the City's unique indoor and outdoor assets, and complement services of other providers as facilities, staffing levels and partner opportunities allow.
- 6.3 Leverage City resources by forming and maintaining partnerships with other public, non-profit, and private organizations to deliver recreation services and secure access to existing facilities for community recreation.
- 6.4 Periodically evaluate recreation program offerings in terms of attendance, current trends, customer satisfaction, cost-to-subsidy, and availability of similar programs through other providers and make adjustments as necessary.
- 6.5 Provide and develop additional amenities, multi-purpose facilities, and centers that support and accommodate broad recreational usage; Construct a new community recreation center.
- 6.6 Periodically review and update the fee policy for programs, indoor facility uses and rental rates that support operational requirements and are measured against cost recovery goals.
- 6.7 Maintain and enhance program scholarships and other mechanisms to support recreation access for low-income residents.
- 6.8 Monitor local and regional recreation trends to ensure community needs and interests are addressed by available programming.
- 6.9 Foster the City's role as a convener of artists, arts organizations, and community groups to facilitate collaboration and efficiently serve the community through arts and culture programs and experiences.
- 6.10 Partner with the community and local organizations to foster a variety of cultural events and support community cultural celebrations.
- 6.11 Identify and implement opportunities for integrating arts and culture into parks and open space, including, where feasible and appropriate, through permanent and temporary public art installations, arts performance and events, interpretive strategies, and other dynamic expressions.
- 6.12 Encourage the collaboration of arts and culture marketing and communication efforts through shared event calendars, social media management, and other cohesive strategies.



## ADMINISTRATION & MANAGEMENT

**Goal 7: Provide clear leadership through exceptional management, partnerships, collaborations, and agreements that supports and promotes park, recreation, and open space system.**

### Objectives:

- 7.1 Assign responsibility and time frames and allocate resources necessary to complete each action identified in annual work plans.
- 7.2 Pursue sufficient financial resources to ensure a vibrant and well-maintained parks and recreation system and allocate adequate funding for maintenance, staffing and asset preservation.
- 7.3 Identify and implement partnerships with other public, private, non-profit, and community organizations to support capital projects, community events, programs, and other special initiatives.
- 7.4 Expand and promote a volunteer program to include recruiting, training, retaining, and rewarding volunteers in all program areas.
- 7.5 Continue to collaborate with developers for future park, facility or trail projects to meet the goals of this Plan.
- 7.6 Continue to develop a strong working relationship with the Police Department to ensure regular patrolling of parks and facilities, quick response times.
- 7.7 Explore "Park Ambassador" or adopt-a-park programs to help with park maintenance, beautification, and civic pride.
- 7.8 Create an annual "Sponsorship Manual" listing all the opportunities for the year and distribute within the community in a menu format that creates a sense of urgency within the business community.
- 7.9 Create and work with a Parks and Recreation Foundation to facilitate the receipt of grant funds and to conduct other fundraising activities.
- 7.10 Pursue alternative funding options and dedicated revenues, such as private donations, sponsorships, partnerships, and grants, along with support through partnerships with service organizations, volunteer groups, businesses and other agencies.
- 7.11 Stay abreast of best practices in technology and implement systems and tools to improve customer service and support efficient operations.
- 7.12 Invest in professional development opportunities that strengthen the core skills and commitment from staff, Board members and key volunteers, to include trainings, materials and/or affiliation with relevant national and regional associations.
- 7.13 Periodically update the capital improvements plan to address facility improvement needs.
- 7.14 Periodically review and update the Park System Development Charges and methodology and utilize SDCs to accommodate growth through the expansion of the recreation system.
- 7.15 Update the Parks and Recreation Master Plan periodically and approximately every ten years to ensure facilities and services meet current and future community needs and maintain eligibility for State grants.



## Chapter 9

# CAPITAL PLANNING & IMPLEMENTATION

## Key Project Recommendations

The following is a summary of key project recommendations which will require commitment from the City and its residents for the continued support a healthy park and recreation system that preserves and enhances the safety, livability and character of the Woodburn community.

### PARK DEVELOPMENT & ENHANCEMENTS



By securing new parklands through recent developer agreements, the City is poised to implement phased development of Dove Landing and Boones Crossing Parks that will offer residents a more diverse range of recreational experiences. Additionally, planned renovations to Settlemier Park as part of the design layout for a new community center will create an attractive destination and engage future park users. Considering local needs for types of park facilities and national trends, new park designs should include some of the following amenities, in addition to always supporting walking trails:

- Inclusive, boundless, or destination playgrounds,
- Splash pad/water play,
- Picnic areas for small group gatherings,
- Sport courts, including futsal and pickleball, and
- Off-leash dog areas.



Several parks have aging infrastructure that warrants upgrades. As older benches and tables are replaced, they should be re-installed with ADA-compliant versions that also include accessible routes to at least half of the furnishings per park. The City should upgrade playground experiences with new equipment and safety surfacing at sites including Burlingham, North Front Street and Nelson Parks. Also, the sport courts at Centennial and Nelson Parks should be resurfaced and re-stripped for safer play.



Other projects may include adding amenities to existing parks, such as picnic shelters for small gatherings and paved pathway connections to improve user circulation and ADA-compliant routes. A general consideration for the public is to create a park system that provided year-round facilities for all ages and all abilities to gather and recreate in diverse range of safe, clean and well-maintained park facilities that also balance fiscal stability.





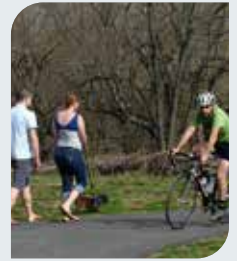
## RECREATION FACILITIES

Renovations to existing Aquatic Center is necessary for proper maintenance, to extend service life and to improve accessibility and usage. The City should proceed with a roof replacement and HVAC upgrade for the Aquatic Center. Also, building on the local interest and momentum for a community center at Settlemier Park, the City should continue to pursue financing options to facilitate construction in the near-term. The new center will greatly expand the City's capacity to offer and program indoor recreation for athletics, fitness, classes and community activities for all ages and abilities.



## TRAIL CONNECTIONS

Trail connections, including sidewalk and bike lanes improvements, are needed to help link destinations across Woodburn. Acquiring additional lands, easements, and/or rights-of-way for the expansion of the trail network are necessary and should be coordinated with the City's Public Works Department and Marion County. Priority trail segments should include the planned additional phases of the Mill Creek Greenway Trail, as well as linkages that extend existing routes or create looped routes. One potential extended loop route could connect the Mill Creek Greenway Trail along the Smith Creek trail to Centennial Park to Hermanson Pond. The City also should continue to review, comment and coordinate with the Community Development Department on local land development applications to facilitate the inclusion of pedestrian and bicycle routes that connect to the conceptual trail network.



## ACQUISITIONS TO FILL PARK SYSTEM GAPS

The acquisition of additional neighborhood parks is necessary to address existing gaps in park services in Woodburn and in anticipation of future growth. As land development continues, opportunities to acquire large park sites will be more difficult and require Woodburn to follow an intentional acquisition program, as well as think creatively and foster partnerships to provide desired public parkland with sufficient room for park amenities. To implement the acquisition program, the City may need to actively search out potential locations and property owners to secure future park sites, ahead of or concurrent with anticipated new development. Additionally, the City should continue to coordinate with local residential developers to include public parks in new subdivisions and utilize tools, such as system development charges, to facilitate the process.



## ADA &amp; OTHER ACCESSIBILITY ENHANCEMENTS

Minor improvements to access, such as providing ramped entrances to playgrounds or stable surface access to site furnishings, are necessary to conform to the Americans with Disabilities Act (ADA) and ensure universal accessibility. The site assessment summaries and the capital project list identified and includes upgrades to remove barriers and improve universal access. In general, the City should make improvements to existing parks as needed to ensure proper maintenance, usability, accessibility, and quality of park features and grounds.



WAYFINDING & SIGNAGE

Parks, trails, and other public open spaces are the primary targets for unifying the urban environment into a cohesive, accessible, and connected community through an identifiable wayfinding program. The City currently uses a variety of park identification signs, which lack a unifying identity. To clarify ownership and the managing agency, the City should install additional, graphically-unified signs to help users navigate the outdoor recreation experiences offered by the City. Signage should be installed at key trail nodes and all City parks (primary and secondary entry points) to include directional and mileage information, site and system maps, unique features, and user etiquette information. The new signage installed as part of the Smith Creek greenway and park space provides a good example of clear signage the City could implement across the park system.

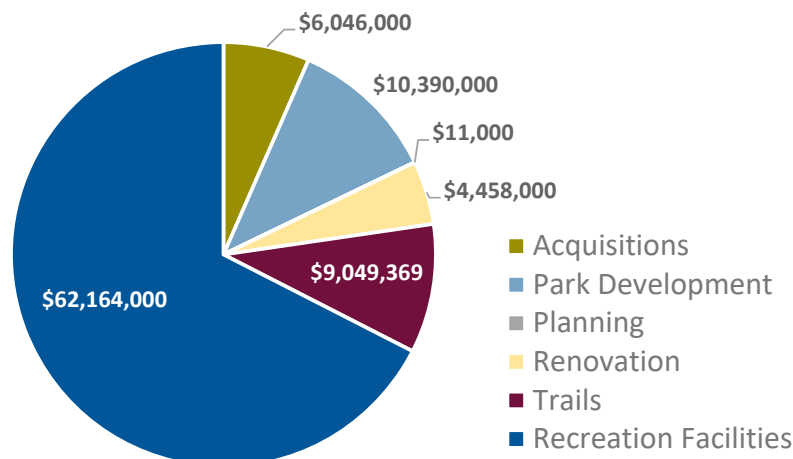


## Capital Improvements Plan

The following Capital Improvements Plan (CIP) identifies the park, trail, and facility projects considered for the next ten years, along with brief project descriptions. The majority of these projects entail the maintenance, acquisition, and development of parks, recreational amenities, and trails. Based on survey results and other feedback, Woodburn residents have indicated an interest in park facility upgrades and enhanced trail connections as priorities, and the Capital Improvements Plan is reflective of that desire.

The following table summarizes the aggregate capital estimates by park types for the next ten years.

Figure 23. 10-Year Capital Project Expenditures



The following Capital Improvements Plan provides brief project descriptions and sequencing to assist staff in preparing future capital budget requests.

As projects are phased over the next ten or more years, the planning-level project costs have been inflated at an increase of 6% annually. Overall, the inflated costs for projects identified in the CIP total over \$92 million. The proposed project list focuses primarily on improving existing facilities through timely repairs, replacements, and upgrades to ensure an ongoing, healthy, and safe recreation system for Woodburn.

# Woodburn Parks & Recreation 10-Year Capital Improvements Plan

**WORKING DRAFT**

date: 11/24/23

Inflation factor of 6% added to outgoing years to address rising rates and construction costs (rounded to \$1000).

Project Name	Description	Project Type	2023 Cost Opinion	2024	2025	2026	2027	2028	2029-2034	Totals
<b>PARK IMPROVEMENTS</b>										
Boones Crossing Park	Park development Phase I	D	\$450,000	\$477,000						\$477,000
	Park development Phase II	D	\$750,000						\$1,195,000	\$1,195,000
Burlingham Park	Improvement planning	P	\$10,000		\$11,000					\$11,000
	Rebuild existing shelter	R	\$65,000			\$77,000				\$77,000
	Paved loop trail -connect all amenities and side entries	D	\$125,000			149,000				\$149,000
	Play equipment upgrade & playground surfacing	D	\$240,000			\$286,000				\$286,000
	Restroom & drinking fountain	D	\$800,000			\$953,000				\$953,000
	Interactive play feature	D	\$100,000			\$119,000				\$119,000
	Soccer field upgrade	R	\$45,000			\$54,000				\$54,000
Centennial Park	Dog off-leash area (OLA) upgrades	R	\$125,000	\$133,000						\$133,000
	Parking lot repairs	R	\$100,000	\$106,000						\$106,000
	Restroom upgrade	R	\$50,000	\$53,000						\$53,000
	Sports field improvements	D	\$900,000			\$1,136,000				\$1,136,000
	Sports court resurfacing & lighting	R	\$300,000			\$379,000				\$379,000
Dove Landing	Dog Park (drinking fountain, shelter, play features, irrigation, fencing, concrete entry)	D	\$200,000					\$268,000		\$268,000
	Paved pump track (small and large)	D	\$600,000					\$803,000		\$803,000
	Playground Surfacing	D	\$120,000					\$161,000		\$161,000
	Irrigation extension	D	\$60,000					\$80,000		\$80,000
Heritage Park	Playground replacement, safety surfacing & improved access	R	\$180,000			\$214,000				\$214,000
	Connecting paved pathway (Lexington Ct. to Jamestown St.)	D	\$30,000			\$36,000				\$36,000
	Sport court resurfacing & striping	D	\$45,000			\$54,000				\$54,000
	ADA-compliant picnic table & bench	D	\$12,000			\$14,000				\$14,000
Hermanson Park	Playground replacement, safety surfacing & improved access	R	\$190,000				\$240,000			\$240,000
	Paved loop trail - connect all amenities to Trail	D	\$20,000				\$25,000			\$25,000
Hermanson Pond	Paved trail upgrade	R	\$80,000		\$90,000					\$90,000
	Viewing platform access improvements	R	\$30,000		\$34,000					\$34,000
Legion Park	Expand & improve parking areas	D	\$500,000		\$562,000					\$562,000
	Park and playground improvements	D	\$125,000	\$133,000						\$133,000
North Front St Park	Playground replacement & playground surfacing	R	\$190,000				\$240,000			\$240,000
	Paved interior loop trail & connecting pathway (N. Front St. to N. 1st St.)	D	\$80,000				\$101,000			\$101,000
	Sport court	D	\$70,000				\$88,000			\$88,000
Nelson Park	Paved loop trail, plus connect all amenities & side entries	D	\$100,000			\$119,000				\$119,000
	Playground replacement & playground surfacing	R	\$190,000			\$226,000				\$226,000
	Replace shelter	D	\$60,000			\$71,000				\$71,000
	Sport court resurfacing & striping	D	\$45,000			\$54,000				\$54,000
Senior Estates Park	Exercise stations	D	\$60,000					\$80,000		\$80,000
	Picnic tables & benches (ADA-compliant)	D	\$15,000					\$20,000		\$20,000
Settlemier Park	Sports court complex (replaces ballfield)	D	\$1,250,000				\$1,578,000			\$1,578,000
	Skate park upgrade	R	\$500,000				\$631,000			\$631,000
	Restroom replacement	R	\$600,000				\$757,000			\$757,000
	Replace shelter	R	\$250,000				\$316,000			\$316,000
	Expand parking lot	D	\$500,000				\$631,000			\$631,000
Wyffels Park	Destination / boundless playground (inclusive)	D	\$750,000				\$947,000			\$947,000
	Riparian restoration	R	\$200,000			\$238,000				\$238,000



Project Name	Description	Project Type	2023 Cost Opinion	2024	2025	2026	2027	2028	2029-2034	Totals
Systemwide	Wayfinding & signage	D	\$100,000	\$40,000	\$30,000	\$30,000				\$100,000
	Shade trees & tree replacement	R	\$70,000		\$15,000	\$15,000	\$15,000	\$15,000	\$10,000	\$70,000
	Security or low-level lighting	R	\$150,000		\$30,000	\$30,000	\$30,000	\$30,000	\$30,000	\$150,000
	Additional ADA Improvements	D	\$150,000	\$25,000	\$25,000	\$25,000	\$25,000	\$25,000	\$25,000	\$150,000
	Minor repairs & renovations	R	\$450,000	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000	\$200,000	\$450,000
<b>Total Park Improvements</b>			<b>\$12,032,000</b>	<b>\$1,017,000</b>	<b>\$847,000</b>	<b>\$2,814,000</b>	<b>\$7,189,000</b>	<b>\$1,532,000</b>	<b>\$1,460,000</b>	<b>\$14,859,000</b>
<b>FACILITY PROJECTS</b>										
Woodburn Aquatic Center	Spray features & water slides	D	\$400,000		\$400,000					\$400,000
	Roof repair & replacement	R	\$150,000				\$189,000			\$189,000
	Ceiling repair & paint	R	\$45,000			\$54,000				\$54,000
	HVAC system upgrade	R	\$150,000			\$179,000				\$179,000
	Pool re-plaster (multiple tanks)	R	\$175,000			\$208,000				\$208,000
	Re-tile pool area	R	\$75,000			\$89,000				\$89,000
	Replace storefront doors/windows	R	\$36,000				\$45,000			\$45,000
Woodburn Community Center	Center Design	P	\$1,000,000	\$1,000,000						\$1,000,000
Woodburn Community Center	Center construction	D	\$60,000,000	\$2,500,000	\$12,500,000	\$30,000,000	\$15,000,000			\$60,000,000
<b>Total Facilities Projects</b>			<b>\$62,031,000</b>	<b>\$3,500,000</b>	<b>\$12,900,000</b>	<b>\$30,530,000</b>	<b>\$15,234,000</b>	<b>\$0</b>	<b>\$0</b>	<b>\$62,164,000</b>
<b>PARK ACQUISITIONS (* Acquisition target areas are estimations and will require due diligence &amp; negotiation with current landowners)</b>										
Neighborhood Park	Acquisition in SW area (A)	A	\$800,000		\$899,000					\$899,000
	Acquisition in SW area (B)	A	\$800,000			\$953,000				\$953,000
	Acquisition in SE area (C)	A	\$1,000,000						\$1,594,000	\$1,594,000
	Acquisition in E area (D)	A	\$1,000,000				\$1,338,000			\$1,338,000
	Acquisition in NW area (E)	A	\$1,000,000				\$1,262,000			\$1,262,000
<b>Total Park Acquisitions</b>			<b>\$4,600,000</b>	<b>\$0</b>	<b>\$899,000</b>	<b>\$953,000</b>	<b>\$1,262,000</b>	<b>\$1,338,000</b>	<b>\$1,594,000</b>	<b>\$6,046,000</b>
<b>TRAILS</b>										
Mill Creek Greenway (MCG) Trail	Acquisitions for MCG Trail alignment	A	\$600,000	\$200,000		\$200,000		\$200,000		\$600,000
	Mill Creek Greenway Oregon Community Pathways grant for trail construction	D	\$1,932,369	\$500,000	\$500,000	\$500,000	\$250,000	\$182,369		\$1,932,369
MCG Trailhead upgrades	Add restrooms, lighting, drinking fountains, bike racks	D	\$700,000				\$500,000			\$500,000
Centennial to Hermanson Trail	Acquisitions for alignment	A	\$400,000			\$476,000				\$476,000
	Trail construction	D	\$1,500,000						\$2,391,000	\$2,391,000
Hermanson Pond	Hermanson Trail connections westward to Brown Street connections (OCP funds)	D	\$400,000		\$400,000					\$400,000
Settlemer Park	Trail construction (OCP funds)	D	\$250,000				\$250,000			\$250,000
Wyffels Park	Trail construction (OCP funds)	D	\$250,000			\$250,000				\$250,000
Trail System Acquisitions/Easements	Acquisitions or easements to support conceptual trail alignments	A	\$2,000,000			\$500,000	\$500,000	\$500,000	\$500,000	\$2,000,000
Trail System Management	Pavement & surfacing repairs or rehabilitations	R	\$250,000			\$30,000	\$30,000	\$30,000	\$160,000	\$250,000
<b>Total Trail Projects</b>			<b>\$8,282,369</b>	<b>\$700,000</b>	<b>\$900,000</b>	<b>\$1,956,000</b>	<b>\$1,530,000</b>	<b>\$912,369</b>	<b>\$3,051,000</b>	<b>\$9,049,369</b>
<b>Total CIP Projects</b>			<b>\$86,945,369</b>	<b>\$5,217,000</b>	<b>\$15,546,000</b>	<b>\$36,253,000</b>	<b>\$25,215,000</b>	<b>\$3,782,369</b>	<b>\$6,105,000</b>	<b>\$92,118,369</b>

Acquisition A  
Planning/Permitting P  
Renovation/Repair R  
Development/Expansion D

**NOTES:**

This list identifies planning-level cost estimates and does not assume the value of volunteer or other non-City contributions. Detailed engineering, design and/or costing may be necessary for projects noted. This list is not an official budget and is intended as a guiding document for City staff in the preparation of departmental budgets.

## Implementation Tools

A number of strategies exist to enhance and expand park and recreation service delivery for the City of Woodburn; however, clear decisions must be made in an environment of competing interests and limited resources. A strong community will is necessary to bring many of the projects listed in this Plan to life, and the Woodburn City Council has demonstrated its willingness in the past to support parks and recreation and a high quality of life for local residents.

The recommendations for park and recreation services noted in this Plan may trigger the need for funding beyond current allocations and for additional staffing, operations and maintenance responsibilities. Given that the operating and capital budget of the Community Services Department is finite, additional resources may be needed to leverage, supplement, and support the implementation of proposed objectives, programs, and projects. While grants and other efficiencies may help, these alone will not be enough to realize many ideas and projects noted in this Plan, especially regarding the construction of a community center. The following recommendations and strategies are presented to offer near-term direction to realize these projects and as a means to continue dialogue between City leadership, local residents, and partners. The tools presented only capture development of the capital improvements and not the long-term operations of the new assets.

Additionally, a review of potential implementation tools is included as Appendix G, which addresses local financing, federal and state grant and conservation programs, acquisition methods and others.

### Enhanced Local Funding

The City of Woodburn could explore a variety of local funding options for parks and recreation acquisition, development, operations and maintenance. The likelihood of success for local funding options depends on the community's willingness and ability to pay additional property taxes or fees to support higher levels of parks and recreation services.

According to the City budget, Woodburn maintains reserve debt capacity for local bonds and voter approved debt. The potential to bundle several projects from the Capital Improvements Plan or take advantage of unforeseen opportunities, such

as acquisitions, may warrant a review of debt implications and operating costs for the City, along with the need to conduct polling of voter support for such projects.

### General Obligation (G.O.) Bonds

To finance a large capital project, such as a community center, the City explore the use and timing of G.O. bonds, which are debt instruments sold by the City to fund new parks and recreation facilities or to make improvements to existing facilities. Bonds are repaid with property tax revenue generated by a special levy that is outside the limits imposed by ballot Measures #5 (1990) and #50 (1997). Voters must approve G.O. Bond sales either in a General Election, or in another election in which a minimum of 50% of registered voters participate. G.O. Bond revenues may not be used for operations, maintenance or repairs, but they may be used for renovations to existing facilities.

### Local Option Levies

Local option levies are separate property tax levies that can be assessed to fund capital improvements or operations and maintenance activities. Such levies are outside of the City's permanent tax rate limit, subject to the combined rate limit imposed under Measure #5. Local option levies require voter approval and are subject to the double majority (50% voter turnout and 50% approval) requirement of Measure #5. If used to fund capital improvements, revenues can be used to secure bonds or complete one or more projects on a pay-as-you-go basis, over a period of up to 10 years. Operations and maintenance levies are limited to a period of five years.

### Parks Utility Fee

A parks utility fee is an ongoing fee (often billed monthly) that provides revenue for the needs of the park system. When charged by a city, such a fee can be an additional line item on an existing utility bill. The revenue received can be used for both operational and capital needs, and it can be pledged to the debt service of revenue bonds. Establishment of a parks utility fee in Oregon requires compliance with legal requirements at both state and local levels. Several jurisdictions across Oregon have implemented and utilized a parks utility fee as supplemental funding to maintain and enhance their park systems. Woodburn could consider enacting a parks utility fee for the purpose of providing for the operation and maintenance of parks and facilities within the City and to ensure adequate resources are available for the sound and timely maintenance of existing recreation amenities.

## System Development Charges (SDCs)

Park System Development Charges (SDCs) are fees paid by new development to meet the increased demand for parks resulting from the new growth. SDCs can only be used for parkland acquisition, planning and/or development. They cannot be used for operations and maintenance of parks and facilities. The City of Woodburn currently assesses a Parks System Development Charges (SDC) on new residential development to assist with the cost of improvements needed to accommodate new growth. The City should prioritize the usage of Parks SDCs to secure new park properties and finance park or path/trail development consistent with the priorities within this Plan. Also, the City should periodically update the methodology and rate structure, as appropriate, to be best positioned to obtain future acquisition and development financing from residential development.

## Parkland Donations & Dedications

Land donations from development projects, individuals, or conservation organizations could occur to complement the acquisition of park and open space lands across Woodburn. Gift deeds or bequests from philanthropic-minded landowners could allow for lands to come into City ownership upon the death of the owner or as a tax-deductible charitable donation. The Department should vet any potential dedications to ensure that such land is located in an area of need and can be developed with site amenities appropriate for the projected use of the property.

## Grants & Appropriations

Several state, federal and private grant programs are available on a competitive basis, including those offered by the Oregon State Parks & Recreation Department (such as the Land and Water Conservation Fund). Pursuing grants is not a panacea for park system funding, since grants are both competitive and often require a significant percentage of local funds to match the request to the granting agency, which depending on the grant program can be as much as 50% of the total project budget. Woodburn should continue to leverage its local resources to the greatest extent by pursuing grants independently and in cooperation with other local partners.

Appropriations from state or federal sources, though rare, can supplement projects with partial funding.

State and federal funding allocations are particularly relevant on regional transportation projects, and the likelihood for appropriations could be increased if multiple partners are collaborating on projects

## Internal Project Coordination & Collaboration

Internal coordination with the Public Works and Community Development Departments can increase the potential of discrete actions toward the implementation of the proposed trail and path network, which relies heavily on street right-of-way enhancements, and in the review of development applications with consideration toward potential property acquisition areas, planned path corridors, and the need for easement or set-aside requests. However, to expand the extent of the park system and recreation programs, additional partnerships and collaborations should be considered.

## Partnerships

Public-private partnerships are increasingly necessary for local agencies to leverage their limited resources in providing park and recreation services to the community. Corporate sponsorships, health organization grants, stewardship programs and non-profit organizations are just a few examples of partnerships where collaboration provides value to both partners. The City has existing partners and should continue to explore additional and expanded partnerships, where feasible, to help implement these Plan recommendations.

Coordination with the Boys and Girls Club, Woodburn School District, YMCA and other private recreation providers should be ongoing to assess the range and type of recreation programs offered in the City and to maximize use of community facilities, such as fields, sport courts, gymnasiums, and other indoor spaces. The City may need to find and coordinate with other recreation program vendors for new programs and services to meet the interests of the community and address current gaps in program coverage.

## Health Benefit Partnerships

Woodburn also should explore partnership opportunities with regional health care providers and services, such as Salem Health Medical Clinic, Legacy Medical Group and the Marion County Health & Human Services Department, to further promote wellness activities, healthy living, and



communications about the benefits of parks and recreation. For example, this group could more directly cross-market services and help expand communications about local wellness options, and they could sponsor a series of organized trail walks through Woodburn as a means to expand public awareness of local trail opportunities and encourage residents to stay fit. For example, other communities have been successful with funding requests to regional hospitals for the development and printing of community walking guides that highlight the health benefits of walking and include trail system maps and descriptions.

### Volunteer & Community-based Action

Successful volunteer efforts – through volunteer groups, students, neighborhood groups, or sport and service organizations – can result in significant site improvements and can allow community members to gain a sense of ownership in the parks and recreation system. Volunteers and community groups already contribute to a variety of community programs and events, such as youth sport or aquatics support, at the Library, and special events like Fiesta Mexicana. The City could engage volunteers in additional park and recreation projects like tree plantings, trail maintenance, park clean-ups, and other small works or volunteer-appropriate projects. Woodburn currently maintains a webpage of volunteer-appropriate projects, which should continue to be updated and promoted through the website and social media platforms and via partnerships with school district.

While supporting organized groups and community-minded individuals adds value to the Woodburn parks and recreation system, volunteer coordination requires a substantial amount of staff time. Additional resources may be necessary to expand volunteer coordination to more fully utilize the community's willingness to support park and recreation efforts.

### Other Implementation Tools

Appendix G identifies other implementation tools, such as voter-approved funding, grants and acquisition tactics, that the City could utilize to further the implementation of the projects noted in the Capital Improvements Plan projects List.

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**Appendix A:  
Community Survey Summary**



City of Woodburn  
Parks & Recreation Master Plan

Page 1

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**To:** Jesse Cuomo, Director, Community Services Department  
**From:** Steve Duh, Conservation Technix, Inc.  
**Date:** July 24, 2023  
**Re:** **Woodburn Parks & Recreation Master Plan**  
Community Survey Summary Results

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Conservation Technix is pleased to present the results of a survey of the general population of the City of Woodburn that assesses residents' recreational needs and priorities.

## KEY FINDINGS

Woodburn residents strongly value their parks and recreation facilities.

Nearly all respondents (96%) think parks and recreation are important or essential to quality of life in Woodburn. Very few, about 3%, feel they are useful, but not necessary, or not important at all.

Residents visit Woodburn parks frequently to participate in a range of activities.

Residents of Woodburn frequently use the City's parks and recreation facilities, with more than four in ten visiting at least once a week, if not every day. The most common reasons for park visits included walking or running, using a playground, walking a dog, and for fitness or exercise.

While residents prioritize maintaining existing parks and facilities, they are generally supportive of improving the City's park and recreation system as well.

Woodburn residents, when asked about the overall condition of the parks they have visited, shared a positive view with 79% of responses being fair to excellent, leaving 14% stating poor condition and 7% with no opinion. Although there is a positive perception of the maintenance condition of parks, the community desires more amenities and park upgrades, with only 57% of respondents being satisfied to very satisfied with Woodburn's parks, recreation facilities and open spaces.

Overall, survey respondents would like to see the City prioritize:

- **Park Upgrades:** When asked to prioritize potential improvements, community members ranked improving and upgrading existing parks as their top priority. In other questions, they called for additional walking trails, picnic areas, playgrounds, and sport courts. In open-ended responses, community members also asked for additional amenities like covered basketball courts, pickleball courts, disc golf courses, skateparks, and picnic areas.
- **Walking Trails:** The community seeks an expansion of walking trails and the establishment of bike paths, emphasizing the importance of connectivity between parks. Residents also specifically requested better lighting along trails, wheelchair-friendly paths, and pet-friendly trails.
- **Park Maintenance and Safety:** Community members cited maintenance and safety concerns as top reasons why they do not visit more often, and written comments expressed a desire for

improved maintenance and safety in existing parks. They advocated for additional cleaning and trash removal in parks, repairs to broken equipment, and increased lighting and enforcement of park rules.

**SURVEY METHODOLOGY**

In close collaboration with City of Woodburn staff, Conservation Technix developed the 16-question survey that was estimated to take less than ten minutes to complete.

The mail survey was available in English and Spanish, and the cover letter accompanying the printed survey was written in both languages and included unique QR codes to access each in-language survey online. The City mailed 2,500 surveys to randomly chosen households in Woodburn on March 16, 2023, of which 262 surveys were completed and returned (10.5% response rate, 5% margin of error).

Residents who did not receive a mail survey were able to complete the survey online. Online versions of the survey in English, Spanish and Russian were posted to the City’s website on March 27<sup>th</sup>. An additional 256 surveys were completed from the general, community-wide online surveys. In all, 518 surveys were collected, which includes 44 Spanish surveys. The survey was closed on June 3, 2023, and the full dataset was compiled and reviewed.

Information about the survey was promoted through several channels, including on the City’s website, through multiple social media postings, and through direct outreach to partner organizations and recreation program participants.

Although households were randomly chosen to receive the mail survey, respondents were not necessarily representative of all city residents. Mail survey responses underrepresent residents under 35 years of age and over-represent residents over the age of 65. See Figure 1 below for age demographics for the mail and online surveys, as well as comparative percentages for Woodburn’s population. See page 12 for other demographic subgroup data comparisons.

Figure 1. Age demographics of survey respondents

Age group	Survey Respondents			Woodburn	
	Mail	Online-only	Combined	All	Over 20
Under 20	4%	2%	3%	31%	--
20 to 34	10%	23%	17%	16%	23%
35 to 44	14%	30%	22%	13%	18%
45 to 54	10%	17%	13%	12%	17%
55 to 64	15%	12%	13%	12%	16%
65 to 74	24%	12%	18%	10%	14%
75 and older	22%	5%	13%	8%	12%
Total	100%	100%	100%	100%	100%

This report includes findings of community opinions based on the combined responses from the mail survey and online. Each section also notes key differences between different demographic groups and among responses to the online-only survey, where applicable. Percentages in the report may not add up to 100% due to rounding.

## DETAILED FINDINGS

### Usage and satisfaction of parks and recreation facilities

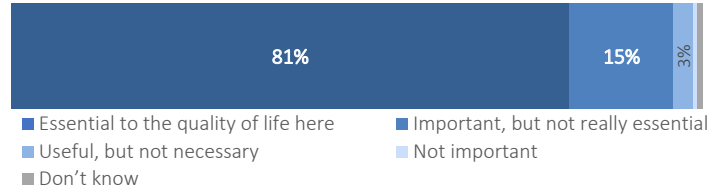
#### How much do residents value parks and recreation?

Virtually all respondents (96%) feel that local parks and recreation opportunities are important or essential to the quality of life in Woodburn. Eighty-one percent of respondents overall feel that they are essential; while an additional 15% believe that they are important to quality of life, but not essential, see Figure 2. Only about 3% of respondents believe parks are useful, but not important, or not important. Online respondents more frequently rated parks and recreation opportunities as 'essential' to Woodburn's quality of life as compared to mail respondents.

Figure 2A/B. When you think about what contributes to the quality of life in Woodburn, would you say public parks and recreation opportunities are...

Response options	Mail	Online-only
Essential to the quality of life here	77%	83%
Important, but not really necessary	17%	13%
Useful, but not important	3%	3%
Not important or don't know	3%	0%

Combined results

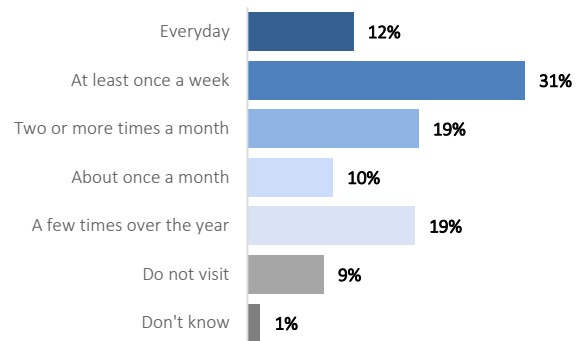


Residents of all ages value parks and recreation similarly – there were no significant differences between age groups. There were also no significant differences based on where respondents live or whether they had children in their home. Online survey respondents were slightly more likely to deem park and recreation opportunities as essential to quality of life than mail survey respondents.

#### How often do residents use City parks and recreation facilities?

Respondents were asked how often they visit a City park, recreation facility, or open space in a typical year. A plurality of respondents (43%) visit at least once a week, if not every day, see Figure 3. Another 29% visit one to three times per month, while about 19% visit a few times per year. About one in ten respondents (9%) do not visit a park at all.

Figure 3. In a typical year, how often do you visit or use City of Woodburn parks, recreation facilities or open spaces?



Survey respondents showed a high use of parks regardless of age and location of residence. Respondents without children at home were significantly more likely to visit every day, while those with children were more likely to visit at least once per week. Online respondents reported more frequent use than mail survey respondents.



Which park do residents visit most often?

Respondents were asked, in an open-ended question, which local park they visit most frequently. Of the 399 responses, over 60% listed Centennial Park. Another 20% of respondents listed Legion Park, with smaller numbers mentioning the Woodburn Aquatic Center (11%), Settlemier Park (9%), and Senior Estates Park (7%). A few respondents listed Library Square, Hermanson Park, Burlingham Park, Smith Creek Park, Nelson Park, Downtown Plaza, and Heritage Park as their most frequented park locations, see Figure 4. Other City parks and facilities, including Wyffels Park, the Mill Creek Greenway Trail, Alvah Cowan Park, Dahlia Park, Hazel Smith Park, North Front Street Park, and Frank Scheer Locomotive Park, were not listed by any survey respondents.

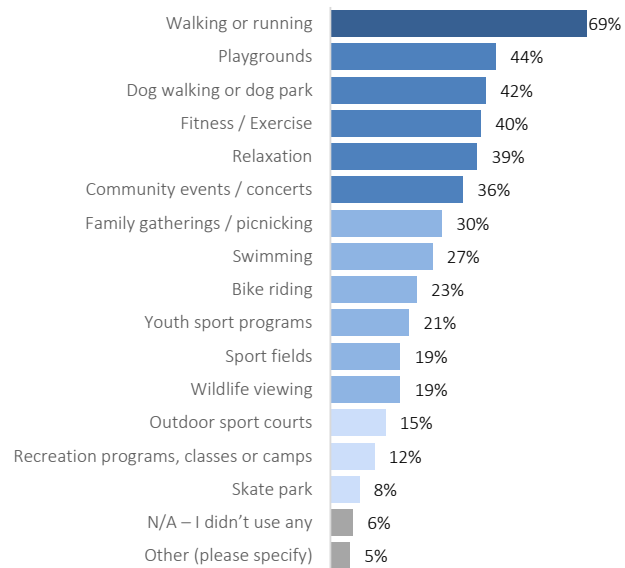
Figure 4. Which park or facility do you visit most often? (open-ended)

Location	% listing
Centennial Park	61%
Legion Park	20%
Aquatic Center	11%
Settlemier Park	9%
Senior Estates Park	7%
Library Square	3%
Hermanson Park (HOA)	3%
Burlingham Park	2%
Smith Creek Park (HOA)	1%
Nelson Park	1%
Downtown Plaza	1%
Heritage Park	1%

Why do residents visit Woodburn’s parks and recreation facilities?

Respondents visit local parks and recreation facilities for a variety of reasons, but the most popular reason is to walk or run (69%). More than one in three respondents visit to use a playground (44%), walk a dog (42%), for fitness or exercise (40%), to relax (39%), or to attend community events or concerts (36%), see Figure 5. Between twenty and thirty percent of respondents visit for family gatherings, swimming, bike riding, or youth sports programs. Fewer than one in five respondents chose sports fields, wildlife viewing, sports courts, recreation programs, or the skate park as a primary reason why they visit local parks.

Figure 5. What would you say are the main reasons your household visits Woodburn parks and recreation facilities?



Approximately one in twenty respondents identified an ‘other’ reason for visiting parks, such as to play pickleball or tennis, enjoy nature, or horseshoes.

The reasons for visiting city parks and recreation facilities varied slightly between mail and online respondents, with part of the difference attributable to the age group composition between the two. Online respondents were more inclined to visit city parks for most listed activities, including walking and running, playgrounds, sport fields and courts, and community events and festivals. Mail respondents were more likely to visit for wildlife viewing or to state that they didn’t use parks.

Respondents under the age of 44 were more likely than older residents to visit for playgrounds, youth programs, and skate parks. However, many activities, including running and walking, fitness or exercise, relaxation, dog walking, and community events are similarly popular across all age groups.

Respondents with children in their home are more likely to visit parks to visit playgrounds, have family gatherings, participate in youth sports, swim, or use sports fields, compared to respondents without children in the home. Residents who live south of 214 were more likely than residents to the north of 214 to visit to use playgrounds, skate parks, or to ride a bike.

### Satisfaction with existing recreation and parks

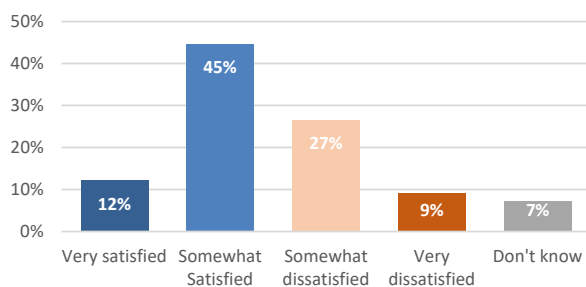
#### Are residents satisfied with Woodburn's recreation, parks, and open spaces?

Most residents are somewhat to very satisfied with Woodburn's parks, recreation facilities, and open spaces (57%). However, more than one in three survey respondents (36%) are either somewhat or very dissatisfied in the city's park and recreation system, see Figure 6.

There were no significant differences in satisfaction between residents of various ages, between those with versus those without children at home, or between residents living in various areas of the city.

Online respondents had lower overall ratings of satisfaction than mail respondents.

**Figure 6.** Rate your household's satisfaction with City of Woodburn's parks, recreation facilities, and open spaces.

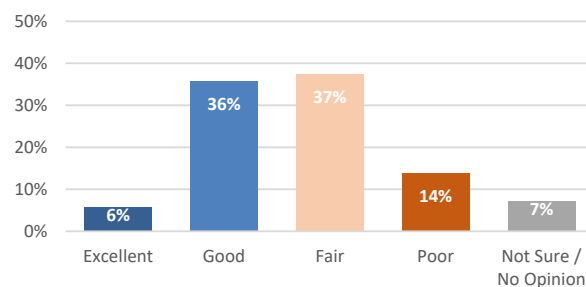


#### How would residents rate the condition of parks they have visited?

Survey respondents have varying views on the condition of Woodburn's parks, as shown in Figure 7. While 44% of respondents rate the condition of parks they have visited as either excellent or good, 51% rate them as fair or poor. This may reflect a community desire for increased maintenance, cleanliness, and security within parks and/or community needs for additional park amenities, as expressed in other survey questions.

Respondents who live north of 214 were significantly more likely than those to the south to rate the condition of City parks as 'poor'. There were no significant differences in how residents of various ages or household makeup rated the condition of the City's parks.

**Figure 7.** How would you rate the condition of Woodburn's parks you have visited?



Why don't residents visit more often?

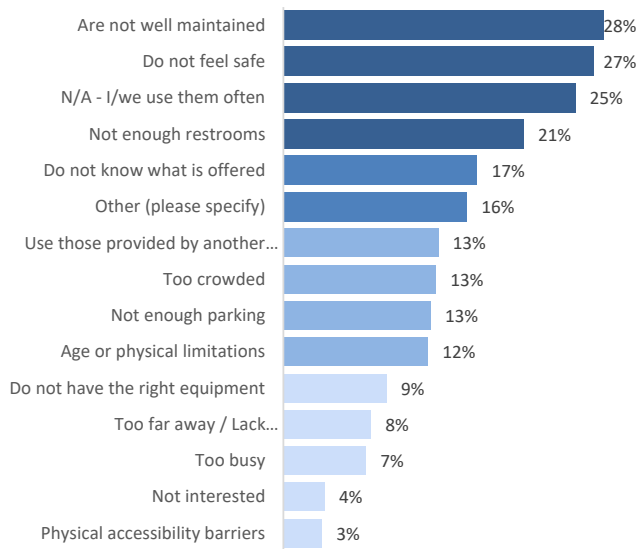
When asked why they do not visit Woodburn's parks, recreation facilities, and open spaces more often, one quarter responded that they do visit often. However, similar numbers do not visit more because they feel parks are not well maintained (28%), don't feel safe in parks or facilities (27%), or because there are not enough restrooms (21%), see Figure 8. Seventeen percent don't know what is offered.

Smaller percentages of respondents noted that parks are too crowded (13%), have insufficient parking (13%), do not have the right equipment (9%), are too far away (8%), or have accessibility barriers (3%) preventing them from visiting local parks more often.

Some residents use parks or facilities provided by other cities or organizations (13%), face age or physical limitations (12%), are too busy (7%), or are generally not interested (3%), suggesting that further improvements may not increase their use of parks.

In addition, about one in six respondents wrote in responses citing needs for improved safety and cleanliness in facilities, expanded pool hours, a lack of well-connected trails, concerns about off-leash dogs, and the weather as reasons why they do not visit more frequently.

Figure 8. Check ALL the reasons why your household does not use Woodburn's recreation facilities, parks or open spaces or attend City events more often. (Check all that apply)



Online respondents were more likely to cite concerns about maintenance and safety or a lack of parking, restrooms, or preferred equipment as reasons they didn't visit more often. Mail respondents were more likely to note a lack of interest, age, or physical limitations – likely attributable to the higher average age of mail respondents. Respondents with children at home were more likely than those without to cite concerns about maintenance, a lack of preferred equipment, a lack of parking, or being too busy as a reason they do not visit parks more frequently. Respondents living to the north of 214 were more likely to cite a lack of parking or restrooms as a reason they don't visit more, compared to those living south of 214. There were no significant differences in responses based on age.



## City of Woodburn Parks & Recreation Master Plan

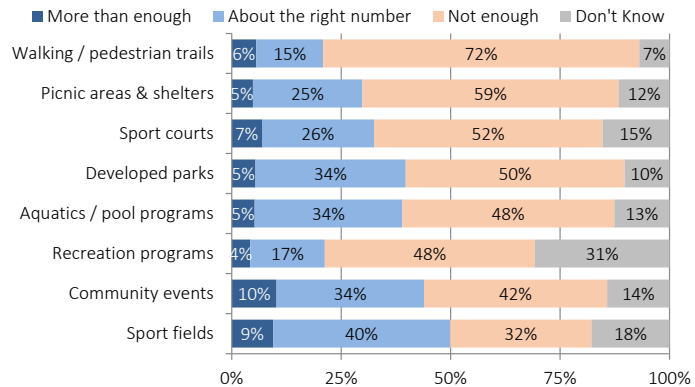
Page 7

Does the number of existing park and recreation amenities meet residents' needs?

Residents were generally split on whether they feel the City provides enough park, trails, and recreation facilities.

About two-thirds of survey respondents would like to see more walking and biking trails (72%), while 59% would like the City to provide more picnic areas and shelters, see Figure 9. Approximately half of residents would like to see more sports courts and developed parks with playground. Between 40% and 50% would like to see more aquatics and recreation programs and community events.

**Figure 9.** When it comes to meeting the needs for park and recreation facilities, how would you rate the availability of each of the following?



Residents with children in their home were more likely than those without to believe there are not enough of every listed amenity except walking trails and picnic areas, where their responses were similar. Respondents who live north of 214 were significantly more likely than those to the south to feel the City did not have enough sports fields. There were no significant differences between respondents based on age.

Investment Priorities

What park and recreation amenities would residents support adding in Woodburn?

The survey asked residents about their support for a variety of potential additions to the park system. More than half of residents were either very supportive or somewhat supportive of adding nearly all listed amenities.

As shown in Figure 10, virtually all residents are either very or somewhat supportive of additional walking trails (92%), picnic areas and shelters (86%), upgraded or renovated playgrounds (83%), outdoor splash pads (82%), an amphitheater or outdoor performance area (81%), and indoor fitness and exercise facilities (81%).

Large majorities are also supportive of the City adding more playgrounds (77%), community gardens (78%), basketball courts (71%), and outdoor fitness equipment (71%). More than half of residents support the City adding more off-leash dog areas, sports fields, sports courts, a disc golf course, and a bike skills course or pump track.

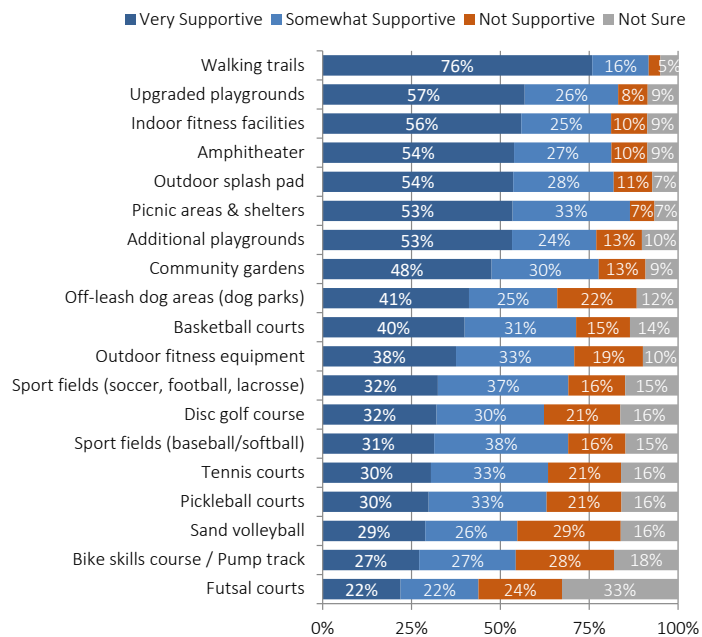
Younger residents, especially those under 45, expressed a greater interest in additional or upgraded playgrounds and outdoor splash pads as compared to older residents. Residents with children at home were more likely to support additional playgrounds, splash pads, and basketball courts, as compared to those without children at home. Those without children in the household were more likely to support additional dog parks and pickleball courts.

While they were still generally supportive, respondents living north of 214 and west of Boones Ferry Road (map area A) were less supportive of additional sports fields, splash pads, and playgrounds as compared to residents of other areas.

What park and recreation investments would residents prioritize?

Respondents were asked to rank a list of potential park system investments. In aggregated survey data, respondents identified improving and upgrading existing parks as their top priority, followed closely by expanding trail opportunities, see Figure 11A. Adding new recreational options in existing parks and acquiring additional land for future parks were moderate priorities. Expanding recreation programs and camps was ranked as the lowest priorities by respondents.

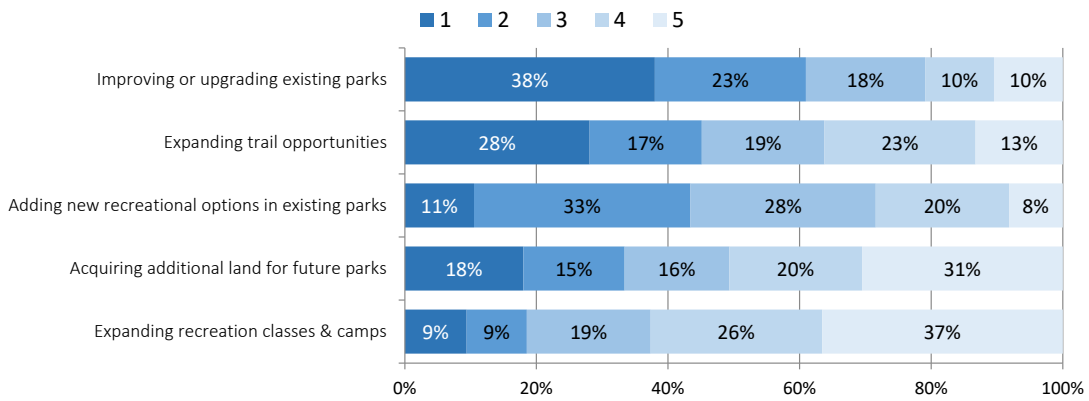
**Figure 10.** The following list includes additional amenities that the City of Woodburn could consider adding to the park system. Please indicate your level of support for each.



Respondents to the mail and online surveys differed slightly in their selection of ranked priorities, with online survey respondents more strongly supportive of expanding recreational options in existing parks and mail respondents more supportive of expanding trail opportunities, see Figure 11B.

Respondents from households with children were more likely to prioritize expanding recreation classes and camps compared to those without. There were no significant differences in priorities based on age or location of residence.

**Figure 11A/B.** For the following list, indicate how you would rank the priority for each (1st priority is highest and 5th priority is lowest). *Chart shows combined data from the mail and online surveys.*



	Mail	Online
Highest	Improving or upgrading existing parks	Improving or upgrading existing parks
↓	Expanding trail opportunities	Adding new recreation options in existing parks
	Adding new recreation options in existing parks	Expanding trail opportunities
	Acquiring additional land for future parks	Acquiring additional land for future parks
	Expanding recreation classes and camps	Expanding recreation classes and camps
	Lowest	Expanding recreation classes and camps



Which recreation programs and activities are of interest to residents?

Survey respondents were asked about their level of interest in a variety of recreational programs and activities that the City of Woodburn does, or could, offer. More than three quarters of respondents were very or somewhat interested in seeing more community events, adult classes, and aquatics programs. More than half of respondents were interested in all the other recreational programs and activities listed, with the exception of E-sports, see Figure 12.

Younger residents, particularly those under 44, were more likely than older residents to express interest in youth activities and sports, family programs, adult classes, and swimming lessons. Older respondents showed more interest in programs for adults over 55.

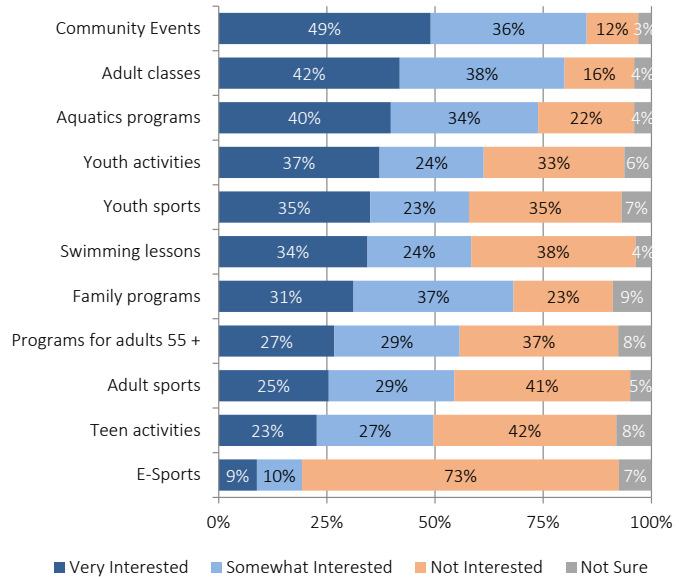
Survey respondents with children at home were more likely than those without to note interest in family, youth, and teen programs as well as swimming lessons. Residents without children at home were more likely to express interest in programs for adults and people over 55, which reflects the demographics of this group.

Do residents have specific improvements they would like to see?

Respondents were asked to describe one thing that they would like to see the City of Woodburn do to improve parks, trails, aquatics, and/or recreation programs. While respondents provided 380 specific comments and ideas, a few themes emerged:

- Park Maintenance and Safety:** Community members frequently expressed a desire for improved maintenance and safety in existing parks. Many spoke of concerns about the maintenance and upkeep of parks, including regular cleaning, lawn care, removal of litter, and repairs to broken equipment. Others mentioned concerns about safety in parks, including issues like drugs, homeless individuals, and the need for police patrols. There are also requests for better lighting and enforcement of park rules to ensure a safe environment.
- Park Upgrades:** While community members emphasized the importance of maintaining existing parks and facilities, they also called for upgrades such as improved playgrounds, restroom renovations, and well-maintained walking trails. In their responses, community members also asked for additional amenities like covered basketball courts, pickleball courts, disc golf courses, skateparks, and picnic areas. There are also suggestions to renovate existing facilities and playgrounds to provide safe and enjoyable experiences for all age groups.

Figure 12. ...For each of the following, please indicate the level of interest your household has in the program or activity.



- **Walking Trails and Connectivity:** The community seeks an expansion of walking trails and the establishment of bike paths, emphasizing the importance of connectivity between parks. Residents also specifically requested better lighting along trails, wheelchair-friendly paths, and pet-friendly trails.
- **Aquatic Center Enhancements:** Community members expressed a desire for upgrades to the aquatic center, including expanded hours, additional aquatic classes, and improved indoor facilities. They also called for the addition of more slides, diving boards, and a wave pool to enhance the overall experience.
- **Dog Parks and Off-Leash Areas:** Enhancing dog parks is a priority, with requests for improvements such as shelters, seating areas, and increased maintenance and cleanliness. The community also desires the creation of more dog parks and off-leash areas to cater to the needs of pet owners.
- **Community Center and Recreation Programs:** Building a new community center that offers various amenities and recreation programs is another common desire. The community would like to see more options for youth sports leagues, additional fitness facilities, and improved staffing and availability of programs, including swimming lessons and senior activities, to cater to the diverse needs and interests of residents.
- **Communication and Information:** Some survey respondents asked for improved communication channels, such as a city cable channel or newsletter, to inform residents about community events, park offerings, and important happenings in town. Others requested a more user-friendly website that provides easy access to information, including programs, activities, and registrations, reducing the need to search through multiple sources.

A compilation of write-in comments is on file with the Woodburn Community Services Department.

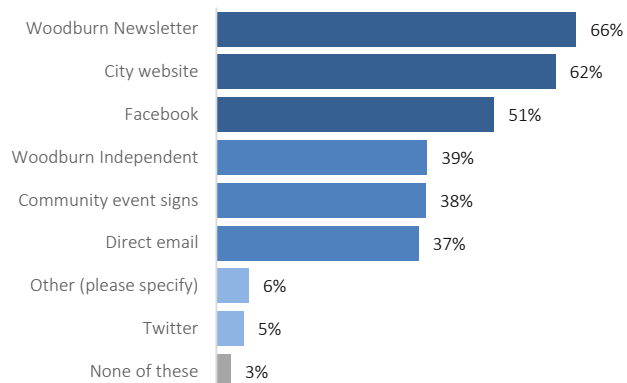
### Communication preferences

#### How do residents want to hear about Woodburn’s parks, programs, and events?

A majority of residents prefer to learn about City parks, recreation facilities and special events through the Woodburn Newsletter (66%), the City website (62%), or Facebook (51%), see Figure 13. These methods were popular across all age groups.

The Woodburn Independent, community event signs, and direct email were also popular ways of learning about Woodburn parks, preferred by 37-39% of respondents each. Twitter was less popular. Some residents wrote in other preferred methods of contact, predominately direct mail.

**Figure 13.** Please check ALL the ways you would prefer to learn about Woodburn’s parks, programs, and events.



## City of Woodburn

Page 12

### Parks & Recreation Master Plan

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Perhaps unsurprisingly, residents who responded to the online survey to prefer online sources of information, notably the City's website and Facebook, as compared to respondents to the mail survey. Residents with children at home were more likely to prefer communication through Facebook than those without children at home. There were no significant differences in communication preferences between residents living in different areas of the city.

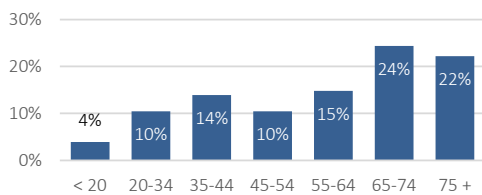


Demographics

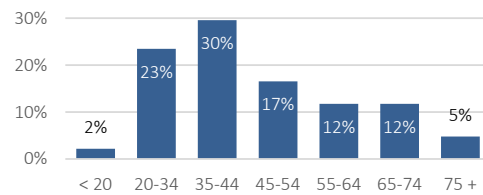
Age groups

Overall, nearly half of mail respondents were above 65 years of age (47%). Online-only survey respondents tended to be younger than mail respondents – 55% were under 44 years and only 17% were over 65.

Mail survey responses



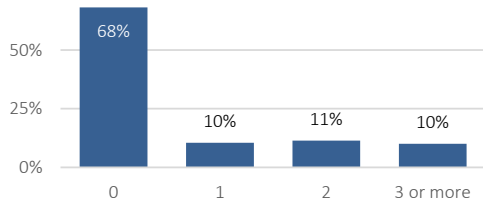
Online-only survey responses



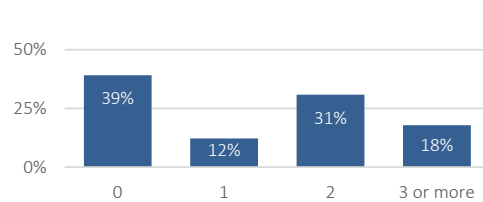
Number of children in household

The majority (68%) of respondents to the mail survey live in households with no children under 18, while about thirty percent live in a household with either one (10%), two (11%), or three or more (10%) children. Online-only survey respondents were significantly more likely to live in households with children than respondents to the mail survey – 61% had children in the home.

Mail survey responses



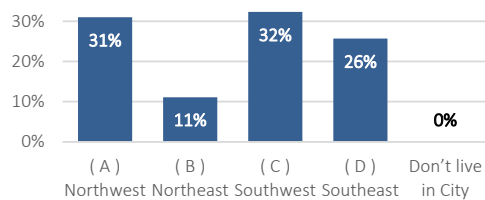
Online-only survey responses



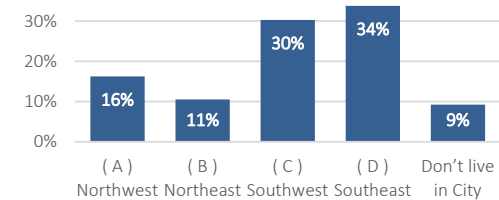
Location of residence

Nearly all survey respondents live within the City of Woodburn. About 42% of mail respondents live to the north of 214 (map areas A and B) and 58% live to the south (map areas C and D). The largest portion of respondents to the mail survey, 32%, live in the southwest portion of the City (map area C). Online survey respondents were more likely to live south of 214 (64%). See map on following page.

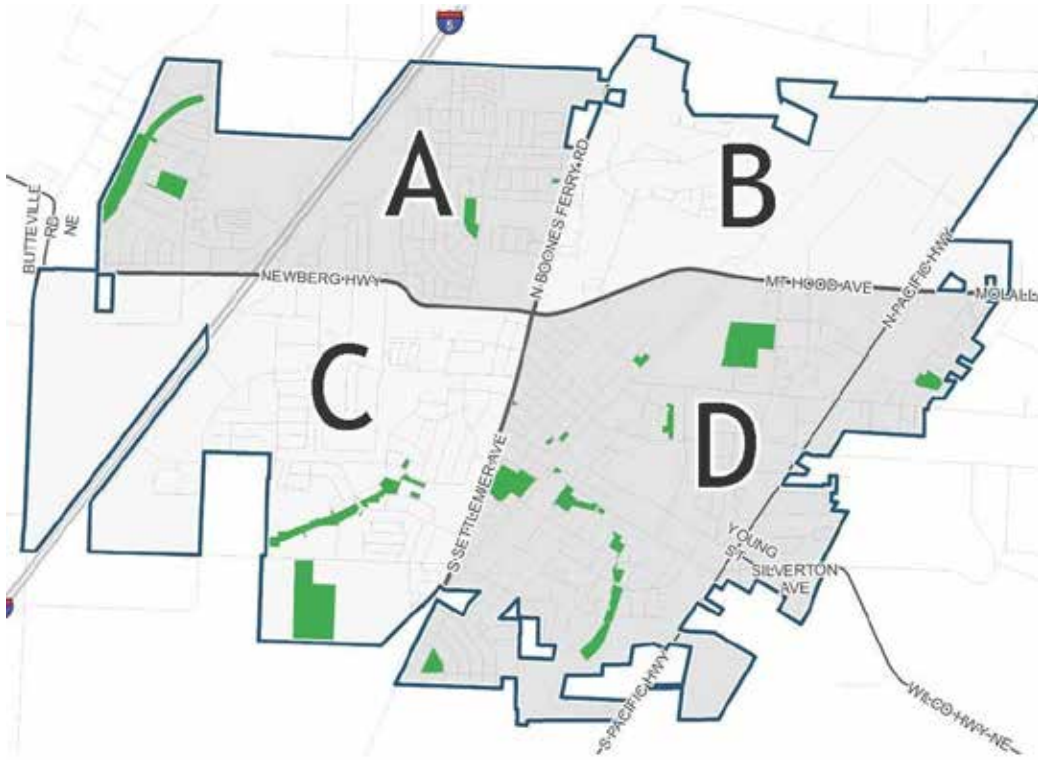
Mail survey responses



Online-only survey responses



Survey map for location responses



## ATTACHMENT 1. SURVEY INSTRUMENT





## Community Survey on Parks and Recreation

**Dear Woodburn Resident:**

The City of Woodburn has started a community-led process to update its citywide Parks and Recreation Master Plan. We need your help to determine how to prioritize projects and what we should focus on to keep our parks and programs thriving for the next 10 years. As an initial step, the City is conducting this short survey to assess the community's recreation needs. We ask that you consider your needs for the future as you evaluate recreation amenities. Your opinions are important to the City.

The survey has 16 questions and will only take a few minutes to complete. Use the QR code to take this survey online at <https://www.surveymonkey.com/r/HM6932N>



**1. When you think about what contributes to the quality of life in Woodburn, would you say that public parks and recreation opportunities are...**

- Essential to the quality of life here
- Important, but not really essential
- Useful, but not necessary
- Not Important
- Don't know

**2. When it comes to meeting the needs for park and recreation facilities, how would you rate the availability of each of the following? ( Check only one box in each row )**

	More than Enough	About the Right Amount	Not Enough	Don't Know
Developed parks with playgrounds	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Walking / biking trails	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Picnic areas & shelters	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Sport fields (soccer, baseball, softball, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Sport courts (basketball, tennis, pickleball, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Aquatics / pool programs (classes, family & open swims)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Recreation programs (camps & classes)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Community events (such as Fiesta Mexicana)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**3. In a typical year, how often did you visit or use City of Woodburn parks, recreation facilities or open space?**

- Everyday
- At least once a week
- Two or more times a month
- About once a month
- A few times over the year
- Do not visit facilities / parks / open spaces
- Don't know

**4. Which park or facility do you visit most often?**

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**5. Rate your household's satisfaction with the City of Woodburn's parks, recreation facilities or open space.**

- Very Satisfied
- Somewhat Satisfied
- Somewhat Dissatisfied
- Very Dissatisfied
- Don't Know

City of Woodburn  
Parks & Recreation Master Plan

Save a stamp! Use the QR code and take this survey online:

<https://www.surveymonkey.com/r/HM6932N>

Or send it back in the enclosed Return-Reply envelope provided. Thank you in advance for participating!



6. How would you rate the condition of City of Woodburn parks or recreation facilities?
- Excellent  Fair  Not Sure / No Opinion  
 Good  Poor
7. What would you say are the main reasons your household visits Woodburn parks or recreation facilities? (CHECK ALL THAT APPLY)
- Fitness / Exercise  Skate park  
 Playgrounds  Sport fields  
 Walking or running  Outdoor sport courts  
 Bike riding  Wildlife viewing  
 Dog walking or dog park  Swimming  
 Family gatherings / picnicking  Relaxation  
 Community events / concerts  N/A – I didn't use any Woodburn facilities  
 Recreation programs, classes or camps  Other: \_\_\_\_\_  
 Youth sport programs
8. Check ALL the reasons why your household does not use Woodburn's recreation facilities, parks or open spaces more often. (CHECK ALL THAT APPLY)
- N/A - Does not apply; I/we use them often  Not enough parking  
 Age or physical limitations  Not enough restrooms  
 Are not well maintained  Too busy to go to parks or open spaces  
 Barriers related to physical accessibility  Too crowded  
 Too far away / Lack transportation  Not interested in park or recreation activities  
 Do not know what is offered  Use facilities of another city, organization, or private club  
 Do not have the right equipment  Other: \_\_\_\_\_  
 Do not feel safe in park or open space
9. Currently, the City of Woodburn offers aquatics programs, events, adult trips and special classes, such as babysitting. Program offerings may need to change over time to reflect community interests. For each of the following, please indicate the level of interest your household has for the programs or activities below.

	Very Interested	Somewhat Interested	Not Interested	Not Sure
Community Events (Music in the Park, Fiesta Mexicana, Trunk-or-Treat, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Family programs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Youth activities (crafts, classes, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Youth sports (basketball, t-ball, soccer, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
E-Sports or electronic gaming leagues	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Teen activities (game nights, trips, arts & crafts, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Adult classes (fitness, art, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Adult sports (basketball, volleyball, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Programs for adults 55 and over (drop-in activities, trips, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Aquatics programs (lap swim, aerobics class, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Swimming lessons	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>





City of Woodburn  
Parks & Recreation Master Plan

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12. Please check ALL the ways you would prefer to learn about Woodburn's parks, programs and events.

- |   |  |
|---|--|
| <input type="checkbox"/> City website         | <input type="checkbox"/> Direct email          |
| <input type="checkbox"/> Woodburn Newsletter  | <input type="checkbox"/> Community event signs |
| <input type="checkbox"/> Facebook             | <input type="checkbox"/> None of these         |
| <input type="checkbox"/> Twitter              | <input type="checkbox"/> Other: _____          |
| <input type="checkbox"/> Woodburn Independent |  |

13. If you wanted the City of Woodburn to do just one thing to improve parks, trails, aquatics, and/or recreation programs, what would it be?

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The following questions help us understand whether we have gathered responses from a broad segment of the community. It's important that you provide a response to each question.

14. How many children under age 18 live in your household?

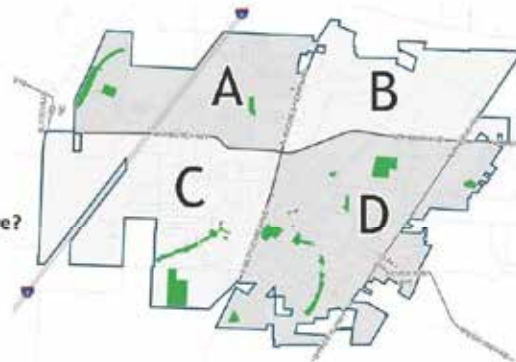
- |                            |                                    |
|----------------------------|------------------------------------|
| <input type="checkbox"/> 0 | <input type="checkbox"/> 2         |
| <input type="checkbox"/> 1 | <input type="checkbox"/> 3 or more |

15. What is your age?

- |  |                                       |
|--|---------------------------------------|
| <input type="checkbox"/> Younger than 20 | <input type="checkbox"/> 55 to 64     |
| <input type="checkbox"/> 20 to 34        | <input type="checkbox"/> 65 and 74    |
| <input type="checkbox"/> 35 to 44        | <input type="checkbox"/> 75 and older |
| <input type="checkbox"/> 45 to 54        |                                       |

16. Using the map, in which section of Woodburn do you live?

- |   |
|---|
| <input type="checkbox"/> (A) North of 214 & West of N Boones Ferry Road |
| <input type="checkbox"/> (B) North of 214 & East of N Boones Ferry Road |
| <input type="checkbox"/> (C) South of 214 & West of N Settlemier Avenue |
| <input type="checkbox"/> (D) South of 214 & East of N Settlemier Avenue |
| <input type="checkbox"/> Don't live in Woodburn                         |



**Thank you for taking the time to complete this survey!**

Your input will help guide the development of the Woodburn Parks & Recreation Master Plan.

**Save a stamp! Take this survey online with the QR code or at:**

<https://www.surveymonkey.com/r/HM6932N>

Learn more about Woodburn parks, trails and programs and stay informed about the Parks & Recreation Master Plan process at [www.woodburn.or.gov](http://www.woodburn.or.gov)



The City of Woodburn is using the services of a consultant team who specializes in park and recreation planning.

**Please return your completed survey in the enclosed Return-Reply Envelope addressed to:**

Conservation Technix Inc.  
PO Box 12736  
Portland, OR 97212

**Appendix B:  
Hybrid Open House Summary**



## MEETING NOTES

PROJECT NUMBER: #22-148PLN      ISSUE DATE: June 4, 2023  
 PROJECT NAME: Woodburn Parks & Recreation Master Plan

RECORDED BY: Steve Duh  
 TO: FILE  
 PRESENT: Members of the public  
 City staff  
 Project team members from Conservation Technix and Izo PR & Marketing

**SUBJECT: Parks & Recreation Master Plan: Open House #1 Meeting Notes (May 31<sup>st</sup>)**

Community members were invited to an open house for citywide Woodburn Parks and Recreation Master Plan on Wednesday, May 31, 2023 from 7:00 - 8:30 p.m. at the Woodburn City Hall. The project team prepared a presentation and informational displays covering the major themes of the Parks Master Plan. These displays included Project Overview, Survey Highlights, Parks & Outdoor Recreation, and Investing in the Future. The meeting was conducted as a hybrid (online & in-person) event and in English and Spanish.

Attendees were encouraged to talk to project team members and record their comments. City staff and project team staff engaged with participants to identify general needs and interests for park and recreation in Woodburn. Approximately 12 people attended the meeting to review materials and provide comment.

### PUBLIC COMMENTS

The following represents a summary of the comments received during the evening meeting.

#### Recreation Program Area Ideas

- Youth Programs & Camps: Extremely necessary / Pottery, arts / STEM outdoor / Summer youth camps, School-engaged year round events / ¡Sí! Gratuitos o de bajos recursos y varias edades (Yes! Free or low-resource and various ages) / S.T.E.M. or outdoor programs
- Adult Sport Leagues: Great!
- Adult or Senior Classes: Pottery
- Aquatic Classes: Becas para natación (swimming gowns) / Transporte es un problema o horario (Transportation is a problem or schedule)
- Other: Would love to see intergenerational events/classes

#### Targeting Future Needs (Are there types of experiences you would like to see?)

- Indoor pickleball
- Great fields!
- Year-round access / covered areas
- Trees; shaded areas with different sitting options; reading/drawing outside



**Parks & Recreation Master Plan: Open House #1 Meeting Notes (May 31st)**

Woodburn Parks & Recreation Master Plan

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**Targeting Future Needs (map comments)**

- Indoor pickleball close to Estates
- Senior exercise at Senior Park (classes)
- Disc golf (at Hermanson Pond)
- Skatepark
- Parks here with restrooms. There are minimal parks this side of 99E (near NE section of 99E & 214)
- Develop wetland area to eliminate homelessness in residential backyards (near SE section of 99E & 211)
- I would like to see additional parks, structures or trails in East woodburn on the other side of 99e. Many people have to cross 99 in order to get to park that meets their needs. There are also many apartment complexes being built on that side of Woodburn and there is only 1 park located on that side.



**Parks & Recreation Master Plan: Open House #1 Meeting Notes (May 31st)**

Woodburn Parks &amp; Recreation Master Plan

Project Number #22-148PLN

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**Targeting Future Needs - Walking & Biking Trails**

- Lighted trails
- Emergency access plans
- Wider trails for strollers/wheelchairs/mobility devices
- Tree lined walking trails
- More trails this side (east of 99E; NE corner of city)
- Expand trail system from 3 miles to 20 miles (not on streets)
- In addition to connecting trails, wider trails would benefit people who use wheelchairs or other mobility devices as well as help parents or caregivers with strollers

**Exploring Investment Priorities (dot exercise)**

- 7 - Additional walking / biking trails
- 6 - Picnic shelters
- 5 - Shade structures for playgrounds
- 5 - Outdoor splash pad / water spray park
- 3 - Outdoor fitness equipment
- 3 - Pickleball / futsal / multi-sport courts
- 2- Additional art in parks
- 1 - Additional sport fields
- 1- Other (write-in: disc golf)

**Other Comments**

- Year round access to parks that are renewed
- More picnic tables
- Community parties (block-like parties) in different parts of town or park
- Museo de informacion (information museum)
- Mas accessible para conectar a gente de fuera (More accessible to connect with people from outside)
- Lots of trees to make walking more pleasing
- More shade and toilets for camping
- Additional lighting for evening events and physical activities in current parks

Every effort has been made to accurately record this meeting. If any errors or omissions are noted, please provide written response within five days of receipt.

-- End of Notes --

cc: Jesse Cuomo, Community Services Director  
File

**Appendix C:  
Online Open House Summary**



# WOODBURN PARKS AND RECREATION MASTER PLAN 2023

## FALL 2023 ONLINE OPEN HOUSE SUMMARY

Prepared for



City of Woodburn

Prepared by



JLA Public Involvement, Inc.

**Date**

October 2023

## TABLE OF CONTENTS

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Key Takeaways .....	2
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## INTRODUCTION

The City of Woodburn held an online open house from September 15 to October 1, 2023, to share information about the Parks and Recreation Master Plan update (PRMP). The purpose of the online open house was to:

- Share project details, timeline and plan progress.
- Share what we've heard so far through previous outreach efforts and field assessments.
- Share information about proposed park improvement projects, new trail connections and programs being considered.
- Gather feedback from the community.

The online open house was made available in English and Spanish. Feedback received from the online open house will help refine the PRMP.

## OVERALL PARTICIPATION AND NOTIFICATION

Overall, 170 people participated in the online survey. Additionally, the project page received 282 visitors while the online survey was open.

Community members were informed about the online open house through the following:

- Social media posts to the City's Facebook page.
- 11,819 postcards were sent to residents living in the City of Woodburn
- A digital flyer was shared with the Woodburn School District's Director of Communication and various organization for distribution to their communities.
- A press release distributed to local media.
- An email to the City's E-blast list.

## FEEDBACK SUMMARY

### Key Takeaways

The following themes emerged from the online open house responses.

#### Potential Park Improvements

- The majority want to see improved maintenance of existing facilities and parks.
- Several people mentioned they would like additional facilities like sport courts and turf fields.
- Others want to see improvements to existing parks, such as adding or upgrading playground equipment, picnic shelters, splash pads and restroom facilities.
- Most people were in favor of building a community center and renovating Settlemier Park.
- Others noted feeling unsafe and asked for additional lighting at parks.

#### Potential Trail Connections

- Most people were in favor of building a citywide trail loop as well as building more trails in natural areas.

- Participants would like to see the following amenities to be installed in the near term: trailhead restrooms, benches along trails, and drinking fountains or water bottle filling stations.
- Several people advocated for safe pathways connecting various parts of the community, schools, and downtown areas.
- Others mentioned they would like improvements to trail safety with lighting.
- Others advocated for upgrading trail accessibility.

### Potential Recreation Programming Improvements

- The majority are interested in more program offerings, in general.
- Participants were interested in more medium- or large-sized city events.
- Several participants would like more swim lesson offerings and more affordable sports programs.

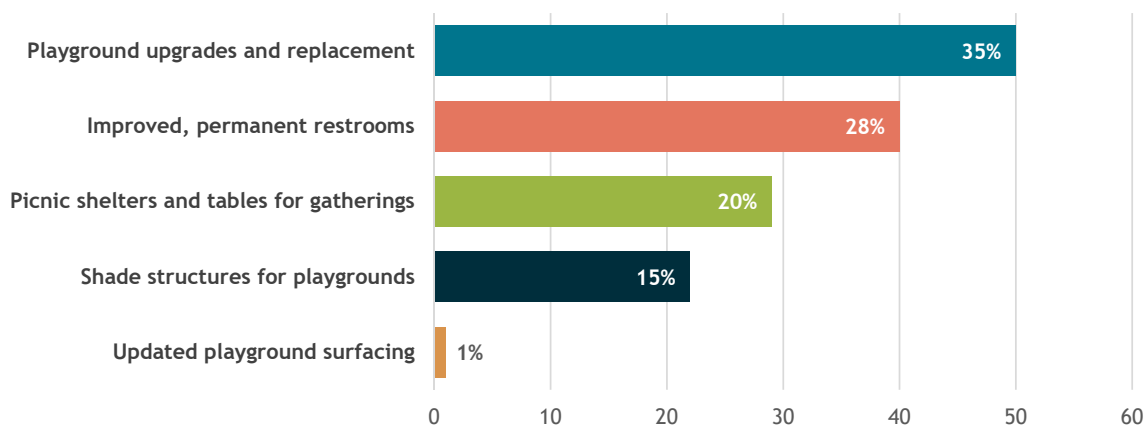
## Detailed Summary

Below is a summary of the feedback received through the online open house.

### 1. If you had to pick just one improvement to Woodburn’s park system, which of the following would you choose?

The majority (35%) want playground upgrades and replacement, followed closely by improved, permanent restrooms and picnic shelters and tables for gatherings (28%).

If you had to pick just one improvement to Woodburn’s park system, which of the following would you choose?



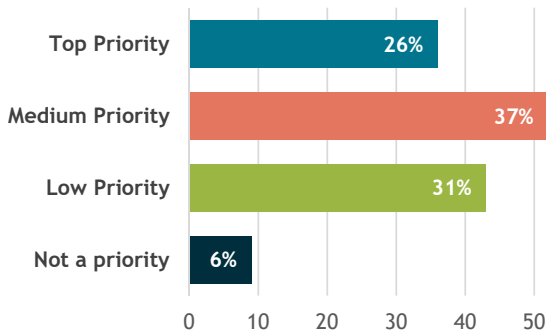


**2. The following is a partial list of improvements and facilities that may be considered for the future. For each item, please tell us if it should be a Top Priority, a Medium Priority, a Low Priority or Not a Priority at all. Costs are estimated as somewhat expensive (\$), moderately expensive (\$\$), expensive (\$\$\$), or very expensive (\$\$\$\$).**

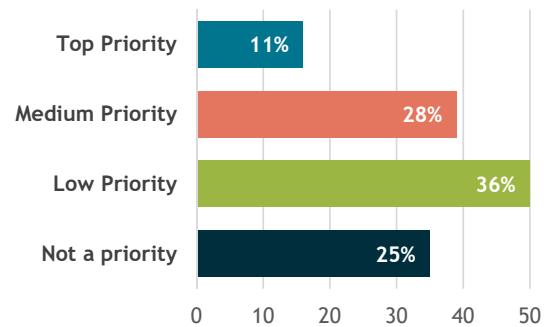
The top priority listed by participants is to **build a new community center and renovate Settlemier Park** (54%). The majority (approximately 45%) ranked the following three improvements as medium priorities: build additional picnic shelters for group gatherings, build additional paved and/or accessible walking trails in parks, and build sport courts at Nelson and North Front Street Parks.

Participants rated upgrading playgrounds at North Front Street, Heritage, and Burlingham Parks as either medium or low priority and add a splash pad to a park as either a low or medium priority (with a quarter of participants noting it as not a priority).

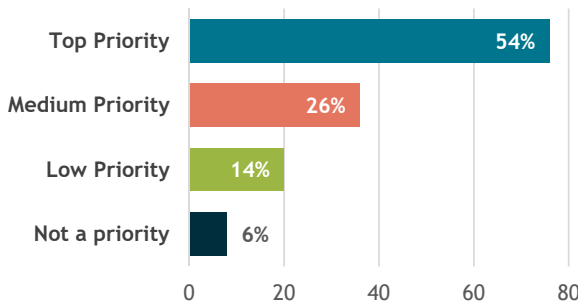
**Upgrading playgrounds at North Front Street, Heritage and Burlingham Parks (\$\$)**



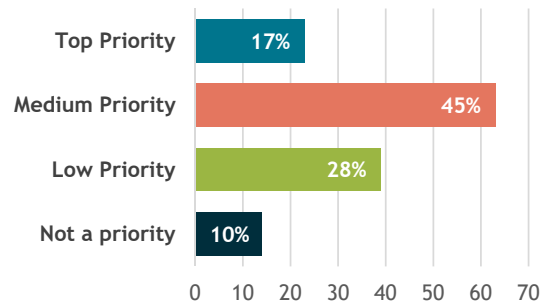
**Add a splash pad to the park (\$\$\$)**



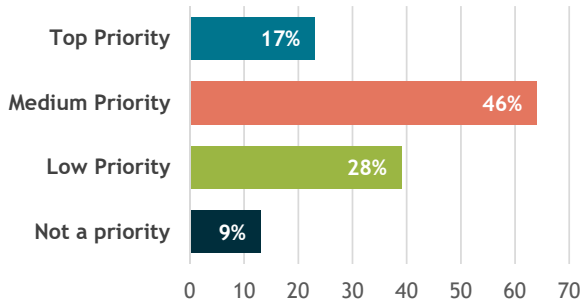
**Build a new community center & renovate Settlemier Park (\$\$\$\$)**



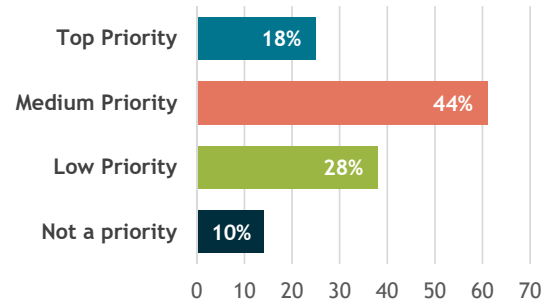
**Build additional picnic shelters for group gatherings (\$)**



**Build additional paved and/or accessible walking trails in parks (\$\$)**



**Build sport courts at Nelson and North Front Street Parks (\$\$)**



### 3. Are there other improvements you would like to see at existing City parks?

Many participants commented that **they would like to see improved maintenance and upgrades to existing parks and facilities**. Participants specifically noted Centennial Park (e.g., fix broken picnic tables, clean splash pad, and power wash picnic shelter), Hermanson Pond and trail, Legion Park (e.g., upgrade playground), Burlingham Park, Nelson Park, Heritage Park, park at Senior Estate and Wyffels Park as well as the aquatic center, baseball fields, dog park and park or trail bathrooms.

Other improvements mentioned frequently included the addition of **basketball courts, tennis courts, frisbee golf and a second turf field. Several people asked for additional lighting and noted feeling unsafe in the parks**. Others asked for more trees or shaded structures, more walking trails, and more all-inclusive park features or handicap accessible parks. Additional suggestions include:

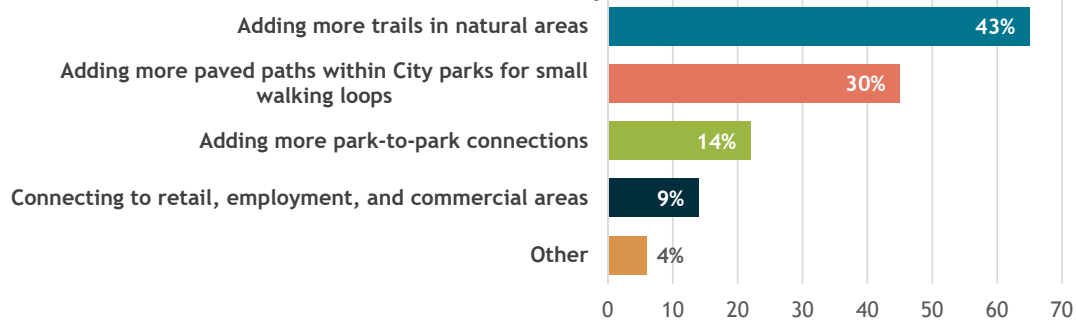
- Offer more youth sports programs.
- More seating along paths.
- Add exercise machines.
- Build a bigger dog park.
- Add moveable tables and chairs.
- Offer more bike trails.
- Build a senior center.
- Add trail mileage signage.
- Add Oregon leash law signage.
- Start a volunteer litter pick up crew.
- Add a community garden.
- Add more drinking fountains.
- Add a bike repair center.

For a complete list of comments, see [Appendix A](#).

### 4. As the City plans to grow and improve the recreational trail system, which of the following options are most important to you?

The majority (43%) want the City to **add more trails to natural areas**, followed closely by adding more paved paths within City Parks for small walking loops (30%). For those that selected “Other,” they mentioned maintaining existing facilities, prioritizing youth sports programs, adding more trails and buying more land to convert into parks or green space.

As the City plans to grow and improve the recreational trail system, which of the following options are most important to you?

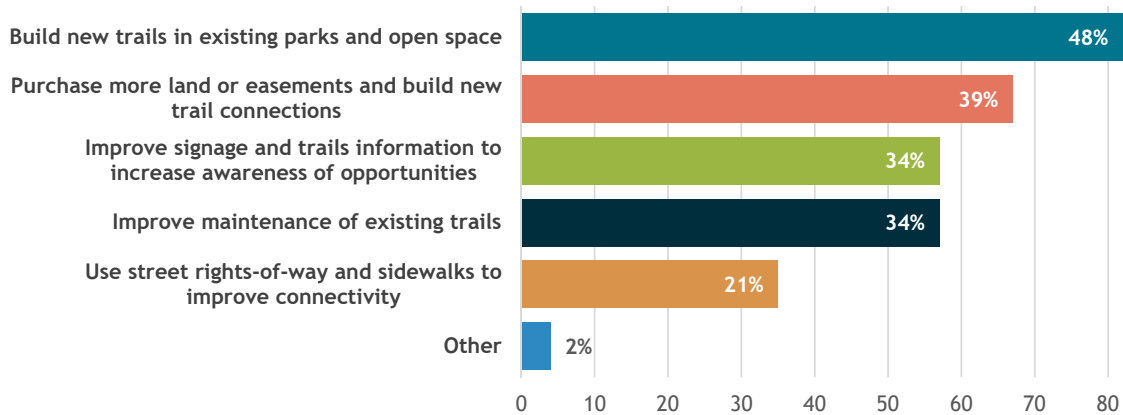


5. Expanding the City’s trail system was identified as the highest priority for improving the Woodburn park system. What is most important to you for improving trails in Woodburn? (Select all that apply.)

The majority (48%) would like the City to **build new trails in existing parks and open spaces**, followed closely by purchase more land or easements and build new trail connections (39%).

For those that selected “Other,” they are interested in more bike lanes, more swimming lessons and youth programs, safer walking routes from Woodburn Estate/Broughton Way to Centennial Park, and better response times on inquiries.

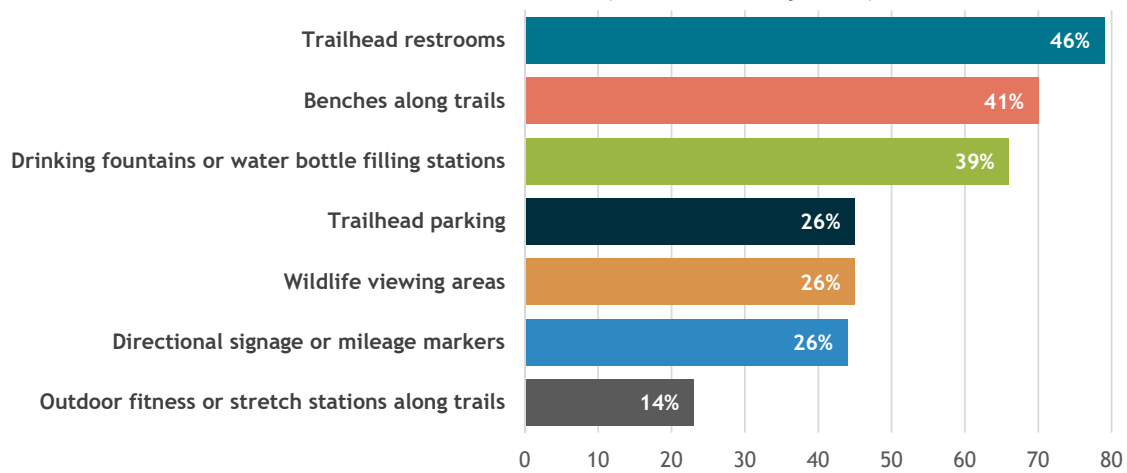
If you had to pick just one improvement to Woodburn’s park system, which of the following would you choose?



**6. In addition to making new trail connections, a variety of amenities could be installed to improve the trail system. Which of the following projects should be implemented in the immediate future (next 1 to 3 years)? (Choose your top three.)**

The majority (approximately 42%) rated **trailhead restrooms, benches along trails, and drinking fountains or water bottle filling stations as their top three amenities.**

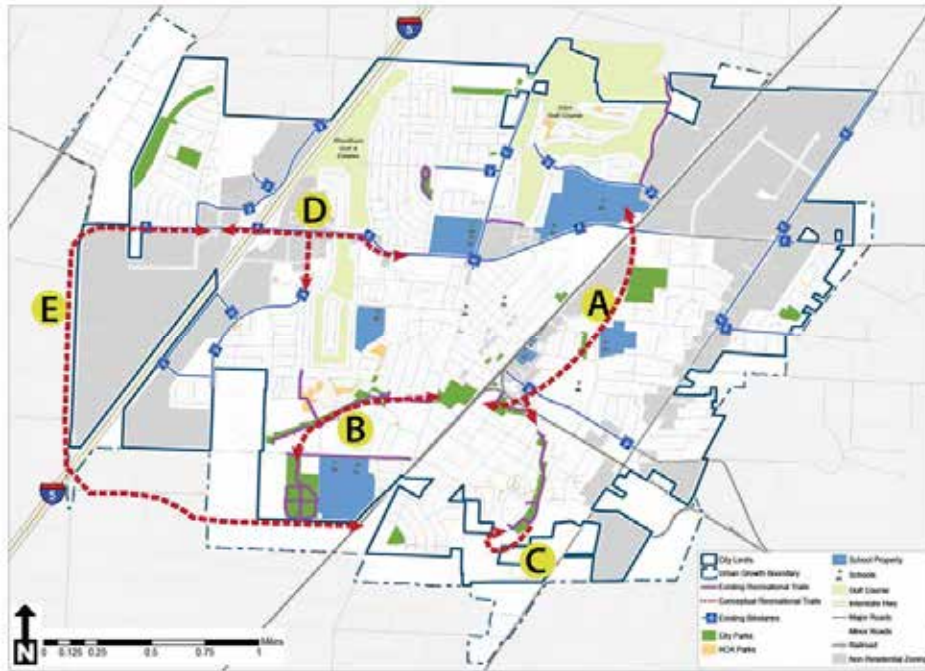
In addition to making new trail connections, a variety of amenities could be installed to improve the trail system. Which of the following projects should be implemented in the immediate future (next 1 to 3 years)?



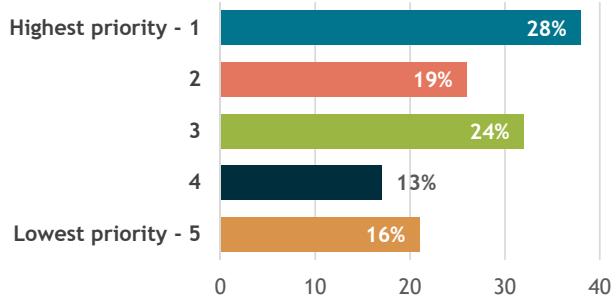
**7. Thinking about trails and paths, which potential trail connections are the highest priority for your household? Rank the trails by selecting from the drop-down menus.**

The majority (39%) said **creating a citywide loop trail around Woodburn is their top priority.** They also ranked expanding Mill Creek trail between Settlemier Park and Woodburn High School as another priority, followed closely by connecting Centennial Park to Settlemier Park.

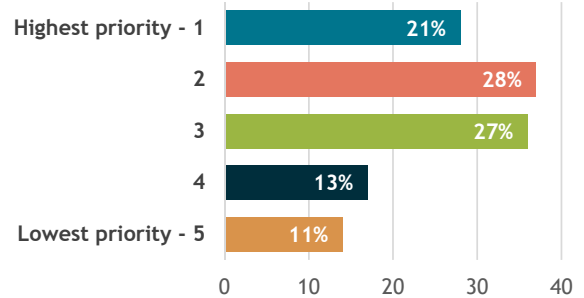




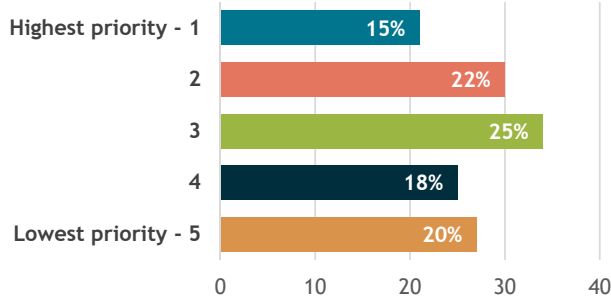
Expanding Mill Creek Trail between Settlemier Park & Woodburn High School



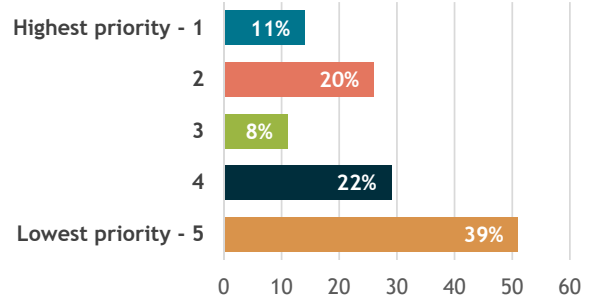
Connecting Centennial Park to Settlemier Park



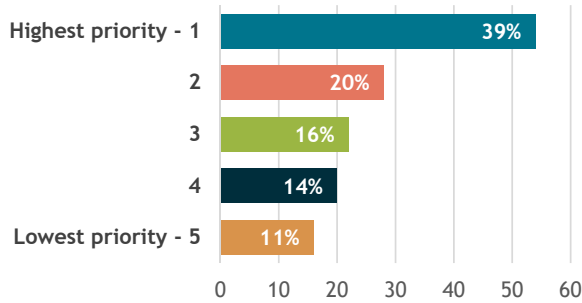
**Expanding Hermanson Pond Trail and adding a walking loop**



**Connecting to retail, employment and commercial areas**



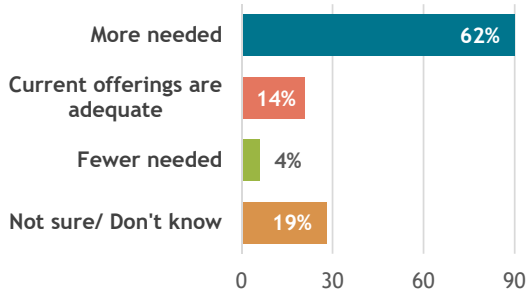
**Creating a citywide loop trail around Woodburn**



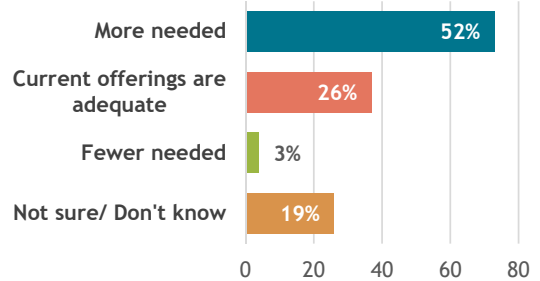
**8. As the City plans for future recreation programming, should there be more or less of the following activities or programs available in the future?**

The majority (61%) said **they would like more adult or senior classes, adult sports leagues, youth programs, teen activities, and outdoor or nature camps.** The majority (87%) said the current offering of aquatic classes and programs are either adequate or are needed.

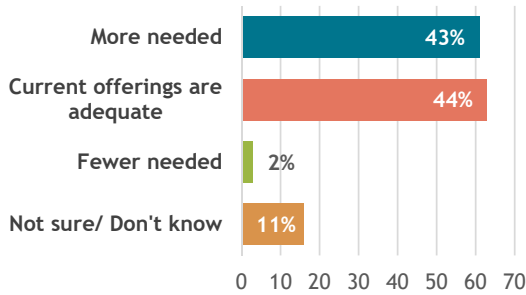
Adult or senior classes, such as arts, music, fitness or wellness



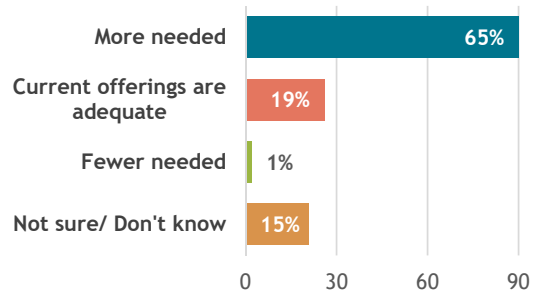
Adult sports leagues, such as volleyball, pickleball or softball



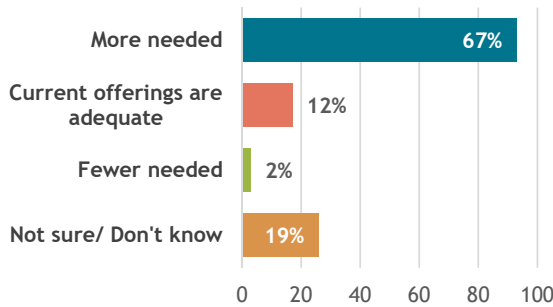
Aquatic classes & programs



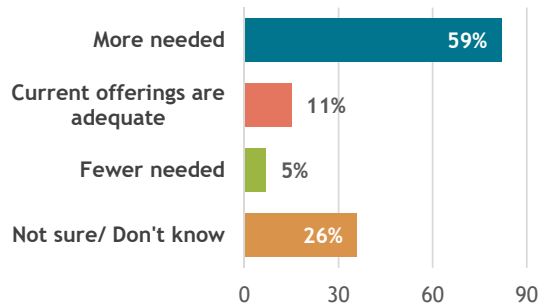
Youth programs, such as summer day camps, arts or gymnastics



Teen activities, such as game nights, trips or camps during school breaks



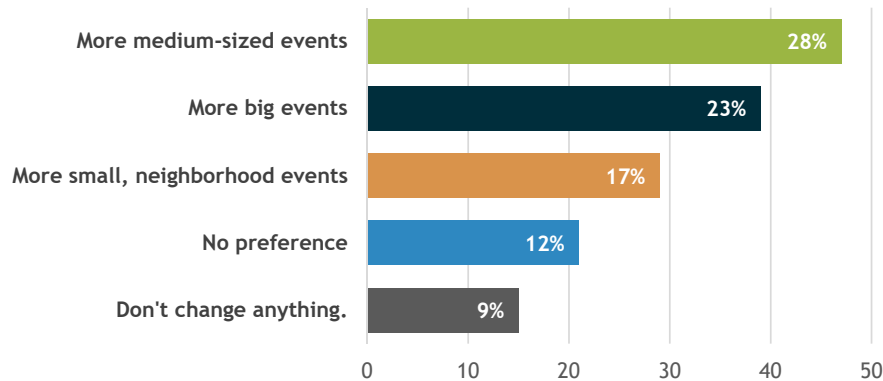
Outdoor or nature camps, including environmental education



9. We heard interest in additional community events. What types of events should the City focus on? (Choose one.)

The majority (51%) wanted **more medium-size or big events**.

We heard interest in additional community events.  
 What types of events should the City focus on?



**10. Is there anything else you'd like us to know about parks, trails and programs improvements?**

Overall, **people seemed enthusiastic about park updates** and several people expressed gratitude for current park offerings and recent improvements.

Below are the main themes from participants' comments:

- **Maintain current parks and trails.**
  - Examples include vegetation maintenance, trash bins, dog waste bag stations and a City-wide campaign to encourage cleaning up litter.
- **Buy more land for future parks and green spaces.**
  - One person recommended finding grant funding and focusing on ADA improvements.
- **Improve or update current parks.**
  - Examples included expanding Legion Park and the Aquatic Center, building a new community center, adding a gym facility to the Aquatic Center and building an indoor track and pickleball courts.
  - Others asked for improved safety with lighting.
- **Offer more programming.**
  - Examples included an improved farmers market, more swim lessons, more affordable classes or sports programs and adult day trips like "Out and About."

Additionally, a few people asked for improved bike and walking facilities to access the parks and others asked for a community garden. One person asked for a connection from West Woodburn to Woodburn parks and recreation facilities, as there are currently none. Another person suggested we discuss park improvements with vulnerable communities and apartment communities that currently don't have access to parks. One person wanted to know if there are any plans for Burlingham Park.

For a complete list of comments, see [Appendix A](#).

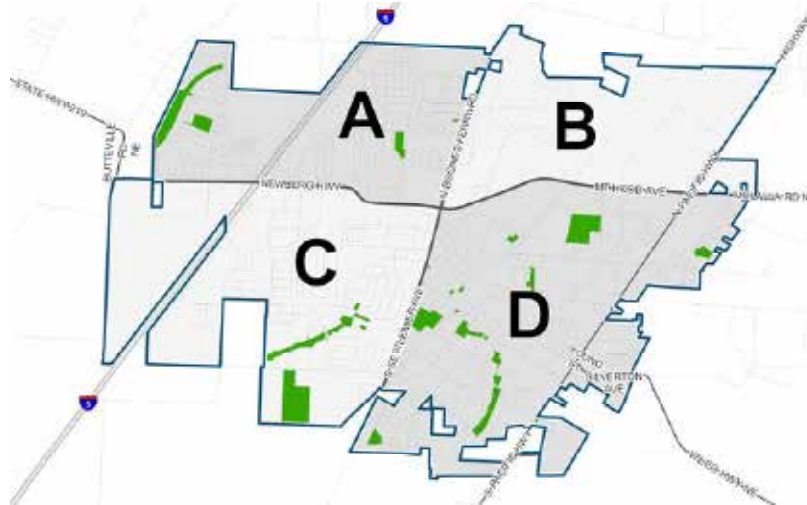


## Demographics Information

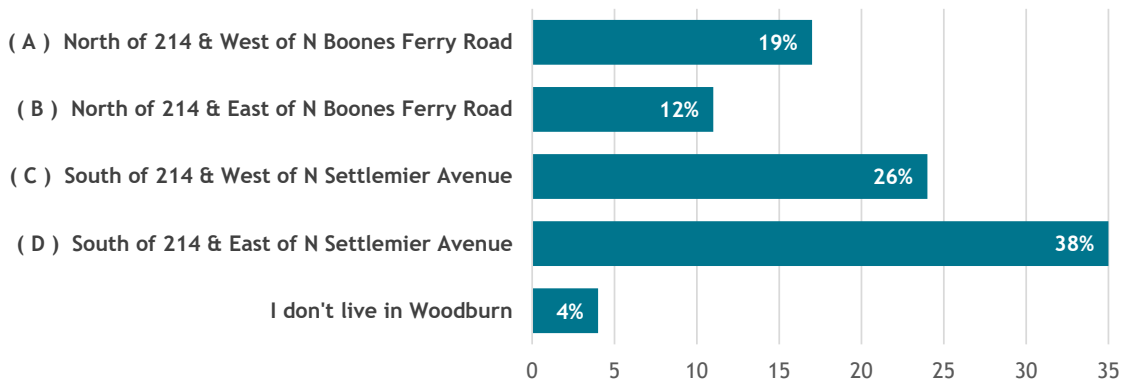
Out of the 170 participants, 93 people completed the demographics information below.

### 1. Using the map, in which section of Woodburn do you live?

38% of participants live south of 214 and east of N Settlemier Avenue, followed closely by south of 214 and west of N Settlemier Avenue (26%).

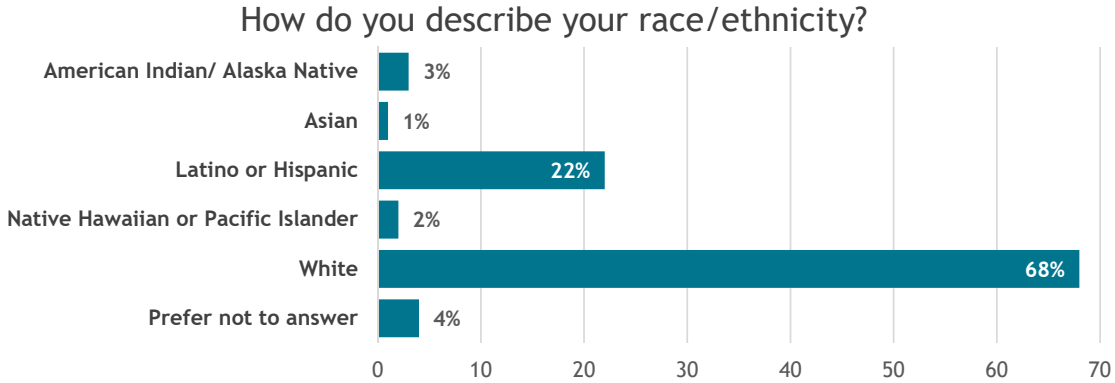


Using the map, in what section of Woodburn do you live?



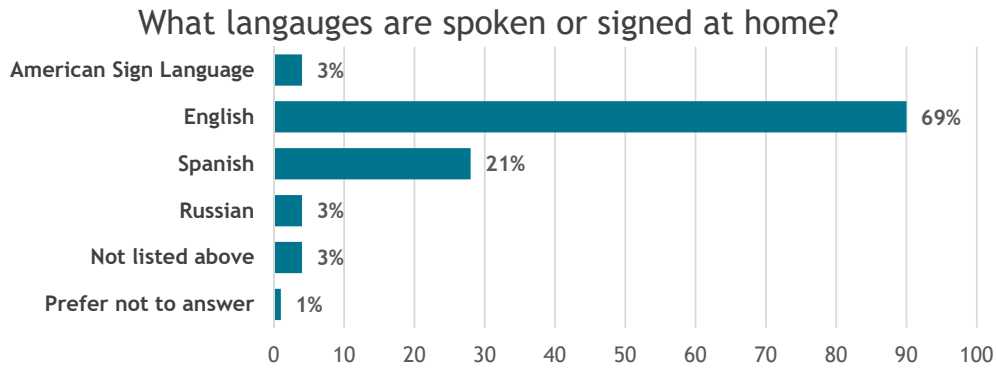
### 2. How do you describe your race/ethnicity? (Check all that apply.)

The majority (68%) identified as White.



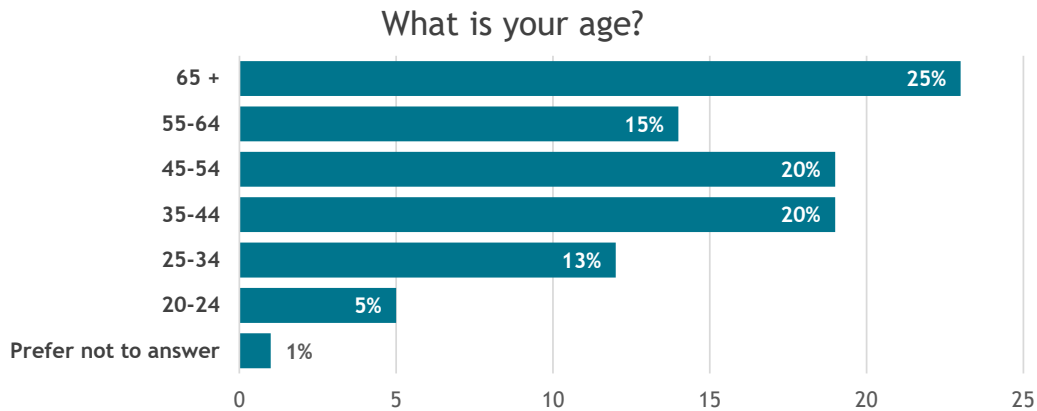
### 3. What languages are spoken or signed at home? (Check all that apply.)

The majority (69%) speak English at home and almost a fifth speak Spanish. For those that answered “Other,” they listed the following languages: Mixteco, French, Spanglish, and Tongan.



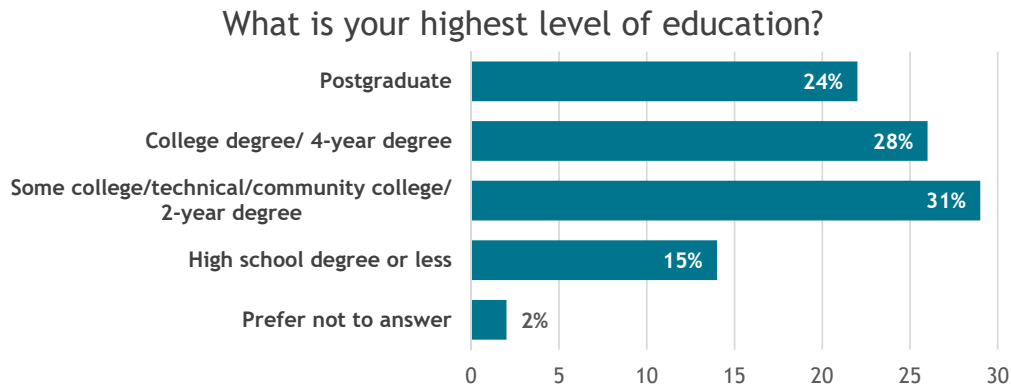
### 4. What is your age?

Almost half (40%) identified as either 45-54 years old or 35-44 years old and a quarter (25%) identified as 65 years or older.



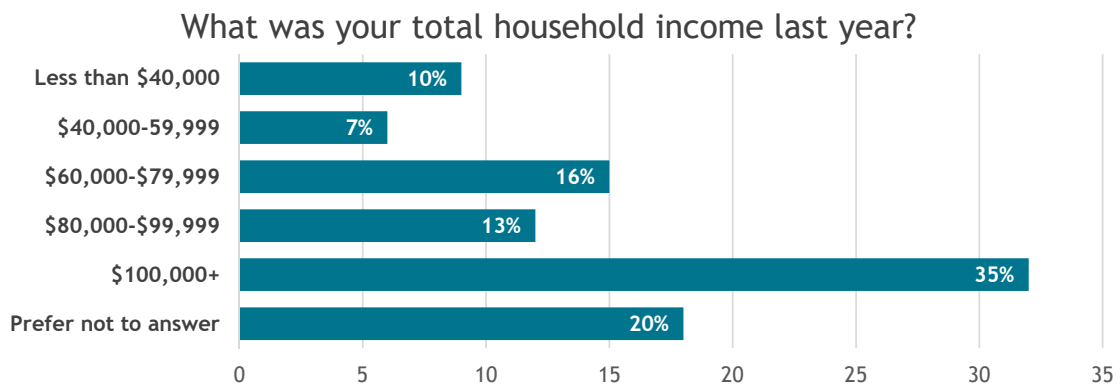
## 5. What is your highest level of education?

The majority (59%) have some college / technical / community college / 2-year degree or a college degree / 4-year degree.



## 6. What was your total household income last year before taxes? (Select one.)

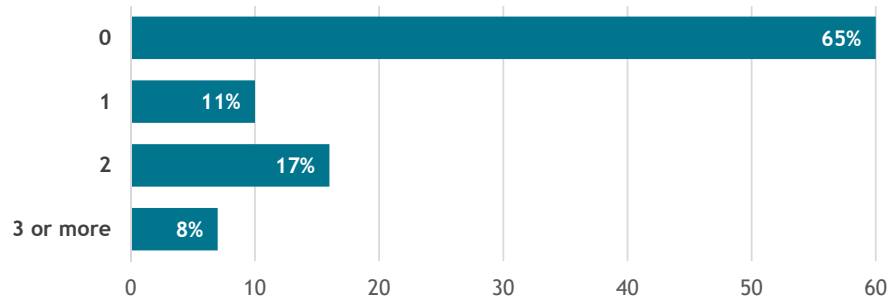
The majority (48%) make at least \$80,000 a year.



## 7. How many children under age 18 live in your household?

The majority (65%) said they do not have any children under the age of 18 in their household.

### How many children under age 18 live in your household?



## NEXT STEPS

The City will review the online open house feedback and refine the draft Parks and Recreation Master Plan (PRMP) then present the draft plan to the City Council in fall 2023. Once approved, the PRMP will be incorporated into the City of Woodburn’s Comprehensive Plan and guide future recreation projects and programs.



## APPENDIX A: OPEN-ENDED COMMENTS

Below are the unabridged, unedited responses to the open-ended survey questions.

### Question 3. Are there other improvements you would like to see at existing City parks?

1. Would love to have a more inclusive cultural involvement other than all Spanish festivities and activities. Many other cultures and holidays are being left out. Makes us feel supremely unwelcomed in the community you're trying to build.
2. I believe that Woodburn has awesome parks. I think that Legion Park is marked off the list, and is a good park (No need for construction). Centennial Park can use better bathroom, but overall I think it's a good park, I go jogging there 2-3 times a week. I do believe that Settlemier Park needs the most improvement. I rarely go there, a majority of the trees need to be cut, and it needs improvement in its playground (Not including the aquatic center)
3. I would love to see an upgraded playground at Legion Park, with more things for the kids to play on. Also, a splash pad would be nice to see there as well.
4. At times a little better weed and pest abatement would be nice at Heritage Park. Otherwise our little neighborhood park here in Heritage Park could just use a little play structure upgrade and maybe a picnic table or two for gatherings. Thank you for asking and taking our input.
5. A bike repair center (air refill center) like the one Canby and Tualatin have.
6. Not letting adults drink and maybe having patrol at night I have four countless needles and stuff
7. The restrooms at the parks are dark and unsafe. Not sure exactly what can help change that but it is needed with all the kiddos
8. Improve the baseball fields at centennial!!
9. Turf the infields at centennial baseball fields make them useful and more kids will want to play !!
10. Improve the baseball fields and restroom facilities at Centennial park. Field has so many holes it's dangerous for kids to play. These fields are also used for little kid soccer. Bathrooms at Centennial need updating and maintenance
11. More maintenance of bathrooms
12. Anything at Nelson park. Including parking, better playground, infrastructure, sports area, except Soccer. There is already plenty of soccer fields around Woodburn already.
13. Lighting should be adequate for safety
14. Better maintenance at Burlingham park
15. Accessible playground for children with needs. I was at centennial one time and a little girl was in a wheelchair, she could not go into the playground due to the bark dust. She watched everyone play as she was just in the shelter area. All children should be able to enjoy the park. We as a city should have more disability friendly areas.
16. Keep them clean and free of dangers
17. Better landscaping and more walking paths
18. Wildlife safe/observation areas. We need to protect our wildlife. They are losing their habits due to construction.

19. Community garden
20. Community garden!
21. Improve dog park sections at the parks, turf fields at centennial
22. Lighting upgrade and shelter picnic area replacement at Burlingham.
23. Tennis, pickle ball courts. Racquet or hand ball courts.
24. Hermanson park. The pond needs to be revitalized. That area could become a wonderful natural area, with native plantings and effective management of the pond. Right now it's a stagnant pond whose trails are frequently underwater in the rainy months.
25. Yes, our roads going to the parks.
26. The park in the Heritage Park Neighborhood is inadequate and could be improved.
27. Wouldn't it be cool to have a doggy water fountain and their own play yard next to the kiddos? Also consider installing community bathrooms nearby. Thank you for your consideration.
28. 1) Adding Gardens  
Also need to continue buying land for additional parks even if unable to make improvements at the current time
29. Settlemire Park
30. Is there a way to organize volunteers to regularly pick up litter at the parks? I notice this is an issue in general in Woodburn, lots of litter. Possibly provide recycling receptacles at the parks as well? Also wondering if the picnic shelter ground can be power washed at Centennial Park? It's a nice facility, I think a good spray down would go far! Ideally new or cleaner public restrooms at Centennial Park also. Thank you.
31. Pothole repair on all city streets.
32. Improve safety and clean up (drug paraphernalia) at existing parks.
33. Water park for kids for the summer and more walk trails
34. We need to significantly improve and maintain our baseball fields. While we have made a wonderful and very appreciated effort with our soccer resources, our baseball program is struggling to develop in town, and part of that is due to the condition of the fields.
35. Disc golf course
36. WE NEED COMMUNITY CENTER FOR CLASSES FOR SENIORS, GATHERINGS, CONCERTS ETC WITH USABLE KITCHEN, POSSIBLE POOL
37. Signage about OR State leash laws
38. Sign that say DOGS ON LEASH
39. Brush clearing and better lighting for safety. Too many secluded areas and insufficient lighting. Doesn't matter how much resources are put in place to improve walking paths, shelters, restrooms, playgrounds and sports courts if residents don't feel safe visiting those locations
40. Any improvement related to walking trails.
41. lighting for the evenings, cleanliness, landscaping to make parks look more inviting
42. Access Logs Via Mobile Devices for Facilities that are Subjected to Vandalism to Enable Police Investigations
43. I would like to see improvement made at our aquatic centre.
44. Regular cleaning of playground surfaces and pick up of litter in the park  
Clean splash pad at Centennial park

- Enforce a fine for people who do not pick up their dog's poop
- A complete revamp of Legion park playground, one slide? Seriously?
45. Fixing broken water pipes and more vegetation
  46. More Trees.
  47. Just a comment: our goal should be to make all parks equal so that everyone in our community has access to the same amenities. I know that is expensive but it's equitable.
  48. More waking trails and green ways!
  49. I would love to see a nature park like Wilsonville's nature park. There is not a park in Woodburn like it. There is Hermanson Pond but it's not easily accessible due to homes and there is no official public parking. We need paved nature trails on large plots of land and restored habitats. The trails currently are all cut up and split up by busy roads. Woodburn is growing and there are mature trees being cut to make way for homes.
  50. There needs to be more cooling gardens. Whatever gets built needs to include shade trees and water features for the 100°+ days. Many people in our town don't have air conditioning and don't know how to swim, which is a danger combination for area rivers. We need safe places to cool off, and honestly, there needs to be a lot more swim lesson spots available, especially free lessons.
  51. Let's get a tennis court with some shade in there. Also build some few payphones that are for emergency just in case someone feels unsafe while they are there or on their trail run or walk
  52. Please place splash pads farther away from play structures. Also add communication boards and more sensory toys/experiences
  53. Wyffels Park desperately needs work
  54. Turf fields at centennial.
  55. Updates that would allow people with disabilities to access the parks.
  56. I would like to see bike paths
  57. Signage to inform walkers how many laps are a mile in all of our walking trails. For example the new walking trail around Legion Park soccer field. Create a downtown walking trail with signage on mileage etc.
  58. The youth sports needs to completely re done before parks
  59. You can not place a community center and park upgrades in the same survey, as it's not comparable. People will clearly choose a community center, leaving city parks in their continued poor condition. The 5500+ children in Woodburn need access to shaded parks in their neighborhoods. Families should not need to travel to another city to have access to a park.
  60. We can't afford to pay any more taxes. Woodburn is in the top for taxes @ just shy of \$20.00 per 1000. We, the tax payers, cannot afford another bond measure. You are simply choking most property owners to death.
  61. Updating settlemier park is useless if it doesn't feel safer and less secluded. Bringing less isolation and sunlight would help as well as activity/more people. It could be a great area for a frisbee golf course. Also, broken picnic tables need to be fixed, especially at centennial.
  62. Our city needs an accessible park for children with disabilities, such as adaptive swings, wheelchair accessible play areas and swings, and safe soft ground surfaces
  63. More turf soccer fields and basketball courts. Centennial baseball and softball fields hardly ever are used. More parking.

64. Improvements to the Baseball fields and facilities at Centennial Park, in very bad shape and have been neglected for many years.
65. Basketball courts
66. A senior center for seniors to socialize, have resources, classes, games, meals, etc.
67. Plant more trees and improve the quality of the grass at Senior Estates Park. Most users of the park are older and some of the areas have hidden problems that have been neglected and could lead to injuries if people trip or fall. More trees in the northern area of park might help reduce the soggy soil during rainy seasons.
68. All inclusive parks for our disabled children!
69. Regular Landscape Maintenance
70. More restrooms, drinking fountains on trails if possible, supervised dog parks with little to no gopher holes, covered dog play areas, more handicapped and senior access.
71. Leveling the ground and putting in a water spigot and shade/cover at the dog park(s)
72. I would like to see the flower and shrub beds around the city and especially the city buildings trimmed, weeded, and cleaned up. Too many of the city properties are in need of work. Why is the city focused on building more when they cannot keep up with the cleaning, weeding, trimming of the properties and open spaces they now have???
73. Community Center!!!
74. Consistently good maintenance, taking good care of trees and ensuring security and safety in the parks should be the top priorities.
75. Bike trails
76. Improve the park at Senior Estates. Maintain it.
77. More seating along paths
78. Bigger dog Park
79. Top thing, moveable tables and chairs for eating. Next a few more drinking fountains. Old fashioned ornamental fountains like at the plaza downtown. Old fashioned band shells (covered podiums for musical acts).
80. You need to maintain what you have, especially the Aquatic Center, before making new investments!
81. Another Turf field. Legion Park Turf field gets overcrowded and not enough parking spaces.
82. I think every park should have a basketball hoop added somewhere.
83. More trees!!!
84. Expand Hermanson Pond and its walking trails. Create a true park with picnic tables, playgrounds and open grasslands.

## **Question 10. Is there anything else you'd like us to know about parks, trails and programs improvements?**

1. Create more programs for all religions would be great
2. I think Woodburn has some pretty great parks and we definitely have the need and it seems ability to take the resources we already have and improve the places of nature and beauty as well as recreational and educational use areas even better!



3. It be great to expand Legion Park or even have the community center in the empty space between Legion and Police Station
4. It would be great to have indoor spaces for basketball and volleyball and fitness
5. For safety of the kids the trail priority should be towards the high school to downtown. We were sad to see all the summer swim lessons fill up this year. It isn't fair that I pay property taxes here and more than half of the families who signed up for swim lessons live OUTSIDE of Woodburn
6. Nope
7. Farmers markets and such
8. Focus on conserving nature so less habitats are lost.
9. Community garden
10. We'd really like a community garden
11. Big celebrations are great already! Having more smaller events would be fun.
12. The classes/sports programs that are offered feel over priced. Especially when you consider that families have multiple children who they would like to enroll
13. Please connect West Woodburn to our beautiful parks and recreation system with a safe path. Apply for grants, ADA compliance enhancement funding, anything out there! I'll help! We know how it's plotted for development already. Land and right of way costs will never be cheaper than now. Let's lock in business/vibrancy attracting connectivity by connecting our parks. Our walking/biking scores are beyond pale but just one vital link away from being exceptional.
14. Please buy land for more parks.
15. Need more attract such as amusement parks.
16. The trimming and removal of dangerous dead trees. Would love to see more community gardens around also.
17. Would like to see a new community center including a senior center.
18. Really hoping for the expansion of Woodburn Aquatic Center! I feel like the city does a great job overall providing a lot of family friendly events. I feel like the parks are nice here and there are many, especially considering the size of Woodburn, so no complaints there. My one critique would be to somehow encourage less littering at the parks.
19. Give maintenance and take care of it. not just built and neglect it.
20. There are so many great ideas here!
21. Heritage park would be better used as covered area for gatherings and maybe a sports court. Not a playground.
22. KEEP THE NEIGHBORHOOD FAMILY UNITED
23. I wish you wouldn't water the designated off-leash dog parks first thing in the morning when people actually would like to use them before it gets too warm. When they are just watered, they are muddy and slippery and dangerous for your dog when they run. If you could water in the middle of the night or late evening, that would be better. Thank you.
24. We should leverage public money where we can obtain multiple good effects on the community. Look for multiple benefits .... combine public safety & health & recreation & livability that is marketable to both residents and visitors
25. Is there anything we can do to improve and clean up our down town area?
26. A bike share program would be awesome. A shaded park for summer

27. For a festival, we ought to have a berry festival. Didn't we used to be the berry capitol of the world?
28. Is there any plans Burlington park?
29. Is there any plans Burlington park?
30. Improve swimming lessons, always full, never any teachers, pool manager doesn't return calls or is never there. Youth sports registration closes way too early and we have never been able to get into a sport because you ended registration for a sport in November. We are not thinking about a sport in august that's in November. It's ridiculous. We don't even use the parks or programs here because it's so chaotic and you can't even get ahold of any one, or get into anything unless it's 3-4 months in advance. This is why lots of kids in this community lose out on youth sports/swimming in this community. Money need to go to this. Ymca run is too expensive and not run very well. I miss my small town park and rec department without big ymca. Why do we have money for these giant parks and trails but not money for actually getting the youth involved in organized sports???
31. I think it's important to consider your audience; who is completing your survey as the survey response may not include what is best for the community. I hope you consider your most vulnerable population and consider their need for parks, access to parks, and what parks can provide, such as access to physical movement. Especially, considering the many apartment complex's and children/adult lack of physical movement. Exposure to green space and nature is known to have positive impact on physical and mental health. We also know that the most vulnerable families in Woodburn currently don't have access to a neighborhood park. I hope you are able to see current park locations and make up of residents in those areas as well as access to current parks before making informed decisions.
32. Woodburn basically only has one safe and usable play structure currently which is centennial and it's very disappointing and boring to have so few options.
33. More trees in the parks and maintain cleans more trails for the people, for walking specially lights for the night .
34. Make sure they are wheelchair accessible
35. Would like to see pickleball courts with nets and lighting for night play as well.
36. It would be nice to have other activities other then Mexican heritage activities. Something Anglo folks would be interested
37. More adult activity trips. In the past we've been to places like Crater Lake, Tillamook County Museum, Lincoln city outlets, and my favorite was a balloon ride. It's understandable that these trips stopped during the covid shutdown for safety. But hope the city will sponsor more of these adult day trips year round. I also miss the "Out and About " flyers that came in the mail.
38. We need a bigger & better Farmers Market, that isn't hosted by a religious school
39. Yes. The four new PICKLEBALL COURTS are fantastic. Congratulations on serving the players who had no place to play between Wilsonville and Salem.
40. We need inclusive parks for the disabled!
41. I'm thankful for what we currently have but with all the new housing going on we will definitely need more parks, trails & programs.
42. Would really like an indoor place to walk in bad weather. Seniors need to keep active. What happened to the plans for the aquatic center? Was going to have walking area, meals on wheels etc.
43. Increased placement of garbage cans and doggie bags (recycling options as well) may help decrease litter.

44. trim the shrubs , mow the grass, pull the weeds, clean up the garbage surrounding the parks
45. Consistently good park maintenance, including taking care of trees, and ensuring security and safety in the parks should be the top priorities.
46. I will be honest, I have not been to the 4th of July celebration here in Woodburn in a long time. I think last time I went there was a stage set up on Centennial park. I've been to other places for 4th of July, such as Independence, OR, and Longview, WA. I like how they have vendors selling all sorts of things in the locations in which they will have the fireworks show, making it an all day event that leads to the fireworks show.
47. Would like to see a full gym facility to partner with the pool. Pool needs upgraded locker room facilities.
48. Bathrooms of some sort along walking trails.
49. Please don't let new growth on the edge of Woodburn take all the land without new parks and shortcut trails (trails not in parks, that go past or behind private land and between streets.) An empty field as a city park is better than no park at all.
50. I Support the community center idea and the trail loop to attract people to Woodburn - A complete loop for walking, cycling and nature watching with restrooms.
51. Create a town that its current residents want to continue living in. Make it safe to walk, shop and use its park systems anytime during the day and evening. Stop building low income housing and selling or granting land for that purpose. Expand and create more wildlife sanctuaries with connecting walking trails. Strive to create a Woodburn that is both clean and beautiful that its residents enjoy its wealth of beauty and are proud to live in. There's currently enough strip malls, thrift shops, drug houses, etc. There isn't enough good dining options, quality small businesses and places to take a stroll and see the wildlife that is still prevalent. Living together with indigenous wildlife with open green spaces throughout the town will begin to disappear if care isn't taken.
52. Más iluminación en parques para poder caminar con seguridad (*Translation: More lighting in parks to be able to walk safely*).

**Appendix D:  
Stakeholder Discussion Notes**





CONSERVATION  
TECHNIX

## STAKEHOLDER DISCUSSION SUMMARY

<b>Project Name:</b>	Woodburn Parks & Recreation Master Plan	<b>Project No.:</b>	Proj-# 22-148PLN
<b>Location:</b>	Microsoft Teams	<b>Interview Date:</b>	May 24, 2023
<b>Notes by:</b>	Steve Duh	<b>Time:</b>	11:30am
<b>Participants:</b>	Jenne Marquez		Randi Garcia Cruz
	Karen Linton		Emily Duran, City of Woodburn
	Becki Hayes		Brian Powers, City of Woodburn
	Dylan Wells		Steve Duh, Conservation Technix
<b>Subject:</b>	<b>Parks &amp; Recreation Master Plan: Stakeholder Discussion</b>		

### PURPOSE

To discuss current issues, opportunities and needs for city park and recreation amenities. The discussion occurred on March 24, 2023, virtually via Microsoft Teams.

### DISCUSSION

The discussion began with a brief introduction and an overview of the city's Park & Recreation Master Plan process. A set of questions were used to initiate the discussion and explore ideas about system planning and local recreation needs.

#### General Comments & Values about Woodburn's City Park System

- Love the city!
- Need more greenery around seniors complex
- Add more trails and splash pad (a 2nd, other than Centennial Park)
- Make it equitable – provide spaces for everyone to access
- Link pedestrians with trails
- Very important to maintain existing parks, even small areas OK like a bench with greenery
- As it expands, there are less trees; senior area near I-5 feels separated from the rest of city
- Older areas and newer have no greenery, no sidewalks; walkability is important
- City does well bring all the cultures together to celebrate

#### What's Missing or Needs to be Improved?

- Overuse at new Legions Park field. Consider adding more fields
- Re-vamp Centennial Park for multi-use turf; what does maintenance/use look like if we can add tournaments

## Interview Notes (continued)

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- Soccer tournament concept – field maintenance is horrible; recruiting for a tournament was dead-ended due to poor field condition. Poor maintenance means Woodburn is missing out on revenue. Drainage is poor at Centennial; field pools when it rains. Grants are great, but need operations and maintenance money for consistent maintenance
- Return on investment – invest in our city; keep the money in the community through improvements to parks like Legion. Look at Wilsonville as an example. Tourism potential – hotels, gas, snacks, etc.
- Community center rebuild, market to public what the improvements are. Project has been quiet for a while
- Aquatic center – kiddie pool and locker room are out of shape. Operations need improvement and more staff needed for more hours
- Outdoor auditorium – Library space can only handle 100-200 people
- Larger areas needed to host fiesta and other large events
- Parking often full at Legion Park and Centennial. Woodburn draws from other areas, like Gervais
- Tough on people to come into park because parking is limited
- Overflow parking areas needed, consider utilizing Park & Ride space near transit center as overflow
- Centennial Park needs trees, needs to be easier to get to
- Hard to get to Centennial from Legion to use splash pad
- Smith addition – good access to walk to parks, walk past Settlemier Park to Centennial Park, maintenance needed, so update
- Trails – park to park for walking and biking
- Community Development should look at how to fill gaps in sidewalk network
- Legion Park – expansion has been great, but playground needs space for little kids to play when others are there at the park
- For recreation programs, add more adult activities – softball leagues, volleyball, basketball; Infant to toddler group is hard to serve
- Marketing plan for volunteers
- Invest in off leash areas
- Consider adding solar where you can, i.e., roofs of picnic shelters, covered parking lots

### Priority Project Ideas for Next 5+ Years

- Build the new community center
- Enhance walkability – trail expansion
- More marketing/PR/info about what is offered and available
- Do roundtables with partners on programs; coordinate don't duplicate; find opportunities to co-marketing

*-- End of Notes --*

**Discussion Group 1 - May 16, 2023**

**English class for Spanish speakers at Chemeketa Community College in Woodburn.**

**13 participants**

**Do you currently use any of Woodburn's Parks or Recreation Programs? If so, which ones?**

- Legion Park
- Settlemier Park
- Centennial Park - Feels the most complete with all the amenities.

**Could you describe your preferred activities to engage in while at the park?**

- Running
- Soccer
- Walking trails
- Basketball
- Tennis

**Which activities motivate you to visit or participate in programs?**

- Bike routes
- Basketball tournaments
- Exercising
- May 5th event
- Kids playground

**A wide array of amenities exists today - from sport fields and courts, to aquatics, to walking/running trails to playgrounds to water access to dog parks. What recreation opportunities are missing or should be improved?**

- More basketball courts in the parks.
- Improve the playground for kids and include more activities.
- Improve the maintenance of existing parks.
- Provide more bicycle routes
- Add more water fountains to existing parks.
- Provide more swimming pool locations.
- Include exercise stations in parks.
- Include meditation spaces in the parks for relaxation.
- Improving the parks safety by installing cameras
- Provide artistic activities during the weekends.
- Include soft-fall rubber to kids playgrounds
- Provide more activities for children

- Provide more rest spaces with shades
- Plant more trees in the parks, in particular in Centennial Park.

**Any recommendations on repair upgrades or improvements? What would you like to see in 5 years?**

- More BBQ stations.
- Build more aquatic centers locations.
- Upgrade the restrooms.
- Become more diligent with the parks maintenance.
- Include a bike station.
- Include night lights in the park.
- Provide a location to fix bicycles.
- Free wifi.
- Expand the size of the parks.

**Do you have any comments or experiences that you would like to share?**

- A participant shared that they stopped visiting the park because they saw people drinking and believed there should be more surveillance for people to feel safe.
- The participants would like to be better informed of the city's social media accounts as well as the city's website to look for events and city news. A good place to provide information is at the aquatic center, library and in schools.



**Discussion Group 2 - May 22, 2023****FHDC - Farmworker Housing Development Corporation in Woodburn.****9 participants****Do you currently use any of Woodburn's Parks or Recreation Programs? If so, which ones?**

- Legion Park
- Centennial Park

**Could you describe your preferred activities to engage in while at the park?**

- Fiesta Mexicana (Festivals)
- Walking
- Sports

**Which activities motivate you to visit or participate in programs?**

- Walking
- Running
- Exercising
- Kids playground
- Soccer team
- Meditation

**A wide array of amenities exists today - from sport fields and courts, to aquatics, to walking/running trails to playgrounds to water access to dog parks. What recreation opportunities are missing or should be improved?**

- Provide splash pads for kids.
- Buy property to expand parks or plan on building more parks around town.
- Expand the playgrounds and include more games for kids.
- Add more benches and resting areas with shade.
- Add and renovate restrooms.
- Add more tables and grills for barbecue.
- Free internet access.
- Include a space to play volleyball.
- Include more water fountains.
- Expand dog parks around town.
- Build more skateboard parks.

**Any recommendations on repair upgrades or improvements? What would you like to see in 5 years?**

- Provide more security at the parks.
- Provide more park locations.
- Maintain clean bathrooms.

**Do you have any comments or experiences that you would like to share?**

- n/a

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# Appendix E: Tabling & Other Outreach



**IZO Public Relations & Marketing**  
**Woodburn Parks Master Plan 2023**  
**Community Feedback Report**  
**September 12, 2023**

**City Events**

Incorporating music into events has the power to attract larger crowds. The community expresses a strong desire for more musical events. Such an effort would not only enhance community engagement but also serve as a wonderful means of connecting neighborhoods.

**Enhancements to Recreational Facilities**

1. **Picnic Shelters:** The community has strongly requested additional picnic shelters in various parks, as they would provide residents with more comfortable space for outdoor gatherings.
2. **Walking Trails with resting Areas:** Expanding walking trails and ensuring the presence of resting areas with shade would encourage more outdoor activities, even on sunny days.
3. **Park Expansion:** Community members would like to expand walking trails, include bicycle racks, and add more playground activities such as a splash pad, mechanical chime, and spring rider for kids. These enhancements would enrich the experience for children and also involve expanding the parking area.
4. **Amenities:** The community has requested renovated and well-maintained restrooms across all parks. Additionally, there is a desire to make water fountains more accessible throughout the parks and consider replacements where necessary.

**Aquatic Center Improvements**

The expansion of the Aquatic Center is essential, especially considering the expanding population in Woodburn. The current pool size is inadequate to accommodate various activities and gatherings. Therefore, it is necessary to expand the building, the pool itself, as well as the changing areas and washing facilities. Additionally, ensuring adequate staffing is crucial, as the center frequently

experiences under staffing issues. Furthermore, installing a prominent sign to guide both the community and visitors to the Aquatic Center's location is recommended.

### **Outdoor Facilities and Accessibility**

1. **Outdoor Splash Pads:** Integrating outdoor splash pads in every park would provide a playful water feature for people of all ages. Many parks in other cities in Oregon already have splash pads. Numerous community members have mentioned traveling to these parks for this specific reason. Implementing splash pads in various parks throughout Woodburn would cater to this demand.
2. **Multi-Sport Courts:** Addressing the high demand for basketball courts, tennis courts, soccer fields, and baseball fields is vital. Ensuring that each park has multi-sport courts would help meet this demand. Many community members have noticed that the addition of multi-sport courts in Legion Park has encouraged more community members to spend time playing basketball, tennis, and badminton. Many believe that implementing these multi-sport courts in other parks around Woodburn is necessary.
3. **Water Access:** The community members have mentioned many water fountains in the parks do not work or are old. The parks need to upgrade and provide more water fountains as parks are improved more community members will visit the park and the demand now and in the future for water access will increase.

### **Community Engagement**

Due to the influx of families resulting from new housing developments, outdoor recreation facilities should prioritize meeting their needs. This involves integrating outdoor exercise equipment, coordinating community events, and creating playgrounds and park activities for all age groups. To ensure effective communication, the City should disseminate updates and news not only online but also through physical locations like stores, parks, libraries, and other places frequently visited by individuals who might not be as comfortable with technology.

### **Legion Park and Recreational Activities**

The community has shown keen interest in the expansion of current parks, with a specific focus on Legion Park. Given its strategic location near downtown, which draws numerous visitors, it is recommended to enhance the walking trail within Legion Park. Moreover, expanding the park's parking space ranks high on the priority list.

### **Overall**

The community has expressed a desire for more courts and fields, encompassing basketball, tennis, soccer, and baseball. Providing clear and easily accessible information about joining leagues for both kids and adults is essential to encourage community involvement.

Although Legion Park has undergone remodeling, the community feels that there is still room for further improvements to enhance the fun and gathering experience for all park attendees.

The addition of water stations in parks, increased shading along walking trails, the installation of benches and playgrounds, and the incorporation of outdoor fitness equipment would significantly elevate the overall park experience.

**Appendix F:  
Summaries of Past Plan**



## Review of Past Community Plans

Past community plans and other relevant documents were reviewed for policy direction and goals as they pertain to the provision and planning for parks, trails and recreation opportunities in Woodburn. The development of each involved public input and adoption by their respective responsible legislative body.

### Woodburn Comprehensive Plan, 2022

Most recently amended in June 2022, the Comprehensive Plan for the City of Woodburn is the controlling land use document that provides the framework and vision for implementing the City's goals and future land uses. The Woodburn Comprehensive Plan is documented in two volumes. Volume I includes goals and policies with specific direction for land use decisions. Volume I also includes the comprehensive plan map that must conform to the stated goals and policies. Volume II includes the background information that served as the foundation for the goals and policies adopted by the City. The Plan states in intent of the City to provide adequate parks, recreation facilities, and open space to maintain Woodburn's livability and managed growth, and to provide social, economic and environmental benefits to individuals, families and the community. Library Park, the Downtown Plaza, Woodburn Aquatic Center, Settlemier Park, the Woodburn World's Berry Center Museum, and Locomotive Park are intended to be used as catalysts for downtown revitalization.

To meet the goals for their parks and recreation system, the Plan articulates policies for acquisition and development of adequate parkland for neighborhood parks, trails and open spaces. Parks system development charges and coordination with development review processes are policies to help ensure the park system can keep up with population growth. The City established a one-third mile walkability target for residents to have easy access to parks, trails, and indoor facilities. The implementation of the Mill Creek Greenway Master Plan and the provision of a continuous public greenway and pathway system is another policy within the Comprehensive Plan. The Plan also establishes the policy for adequate maintenance of the park system with the determination of maintenance level of service standards and adequate annual budgets to meet those established service levels.

### Woodburn Transportation System Plan, 2019

The Transportation System Plan (TSP) for the City of Woodburn serves as the Transportation element of the City's Comprehensive Plan sets the vision for the transportation facilities and services needed to accommodate future growth and development. The TSP 2019 update provides a list of projects to address local transportation needs and deficiencies. The TSP set the goals for multimodal mobility to provide a multimodal transportation system that avoids or reduces a reliance on one form of transportation and minimizes energy consumption and air quality impacts. The goal incorporates objectives to develop a network of bike lanes and routes as well as sidewalks and off-street pathways that improve bicycle and pedestrian mobility within neighborhoods and link residential areas to schools, parks, commercial areas, and employment centers. Safety and connectivity are also overarching goals within the TSP. For multi-use paths and trails the TSP recommends a minimum width of 10 feet for low-pedestrian/bicycle-traffic contexts and 12 to 20 feet in areas with moderate to high levels of bicycle and pedestrian traffic. The TSP names the Mill Creek Greenway as a high priority project and numerous connecting pathways as medium priority projects for implementation. The TSP cites the value of wayfinding signs for use on primary bicycle routes and multi-use paths to help define the route and direct users towards destinations with information about distances and average travel times. The TSP projects include a city-wide wayfinding signage system to support bike routes, multi-use paths, parks, schools and other essential destinations.

## Highway 99E Corridor Plan, 2012

The Highway 99E Corridor Plan was developed for the transportation corridor that runs through the eastern edge of the City of Woodburn. The purpose of the Plan was to facilitate revitalization of the corridor as a business district addressing economic development, motor vehicle mobility & safety, pedestrian & bicycle access & safety, property access, aesthetics and neighborhood connections. The Highway 99E Corridor Plan identifies needed transportation improvements, recommends appropriate land uses, and illustrates the urban design vision for the section of Highway 99E running through the City of Woodburn. Implementation measures include amending the City's Transportation System Plan (TSP), Comprehensive Plan, and Development Code to implement the land use, urban design, access management, and transportation improvements associated with the Corridor Plan. The corridor plan centers on a mixed use village concept intended to provide an activity node on Highway 99E and a sense of connection to Downtown Woodburn. Over time, redevelopment would result in a more walkable safe streetscape with connections to adjacent neighborhoods. The Plan includes an access management plan to be implemented incrementally to improve traffic safety for motorists, bicyclists and pedestrians.

## Mill Creek Greenway Master Plan, 2007

The National Park Service's (NPS) Rivers, Trails & Conservation (RTCA) agreed to provide staff assistance to help draft a master plan for the Mill Creek corridor and tributaries. Together with a 15-member Task Force, NPS and city staff conducted the master planning process to create system-wide recommendations for trail design standards, alignments, and improvements proposed for the five different planning units located along the Greenway. The establishment of a Mill Creek Greenway and Trail system has been a goal of the City since the 1960's when the City began acquiring and setting aside properties along Mill Creek. The Master Plan provides recommendations for trail routes, transition nodes, support facilities such as restrooms, trailheads, benches, and signage. The master plan also provided a six-year plan for project implementation along sections currently owned by the City.

## Woodburn Parks and Recreation Master Plan Update, 2009

The 2009 Woodburn Parks and Recreation Master Plan Update evaluated existing parks and recreation facilities and provided direction for enhancing the park and recreation system to manage existing and future community needs. The top three maintenance priorities identified during the planning update were restrooms, trash pickup, and amenities care. The top overall park and recreation priorities to be addressed included increasing youth programs, improving existing parks and facilities, improving security, and increasing communications on services and programs. Recommendations from the 2009 PMP update identified the need to create a master plan for Burlingham Park, update playground equipment throughout the park system, continue to develop parks according to established master plans and improve walkability to parks and recreation facilities and to the community as a whole. The PMP also provided a ten-year list of recommended capital projects with proposed implementation timing and estimated costs.

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# Appendix G: Recreation Trends



The following summaries from recognized park and recreation resources provide background on national, state and local park and recreation trends. Examining current recreation trends may inform potential park and recreation improvements and opportunities to enhance programs and services.

## 2023 NRPA Agency Performance Review

In the 2023 National Recreation and Parks Association (NRPA) Agency Performance Review and its accompanying Park Metrics share comprehensive park and recreation-related data collected and analyzed to inform park and recreation professionals and key stakeholders about the state of the industry. The 2023 NRPA Agency Performance Review presents data from more than 1,000 unique park and recreation agencies across the United States as reported between 2020 and 2022. These resources provide guidance to inform decisions and demonstrate the full breadth of service offerings and responsibilities of park and recreation agencies throughout the United States. This data can offer a perspective for Sammamish Parks and Recreation to compare their service provision to other agencies across the country. However, every park & rec agency has its own unique characteristics, combination of responsibilities and community composition. This comparison of nationwide data with the City of Sammamish can provide guiding insights rather than target benchmarks. The agency performance report indicated recent trends in staffing and volunteers for park and recreation agencies show that numbers of authorized full-time positions has steadily rebounded since 2011.

### Key Findings & Characteristics

Park facilities and operations vary greatly across the nation. The typical agency participating in the NRPA park metric survey serves a jurisdiction of approximately 45,000 people, but population size varies widely across all responding jurisdictions. The typical park and recreation agency has jurisdiction over 22 parks comprising over 571 acres. When including non-park sites (such as city halls and roadway medians), the median management scale for park agencies increases to 30 sites encompassing 676 acres. Park facilities also have a range of service levels in terms of acres of parkland per population and residents per park. These metrics are categorized by the agency's population size.

#### *Park Facilities*

The typical park and recreation agency has:

- One park for every 2,287 residents
- One playground for every 3,759 residents
- 10.8 acres of park land for every 1,000 residents in its jurisdiction
- 15 miles of trails for walking, hiking, running and/or biking
- 8.9 full-time equivalent employees per 10,000 residents

Figure G1. Median Residents per Park Based On Population Size

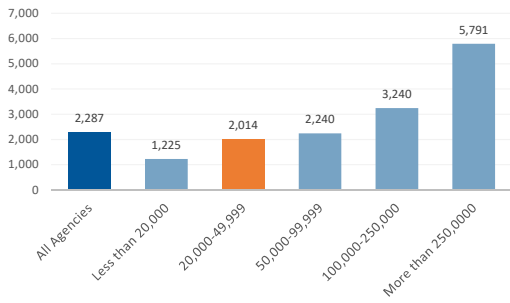
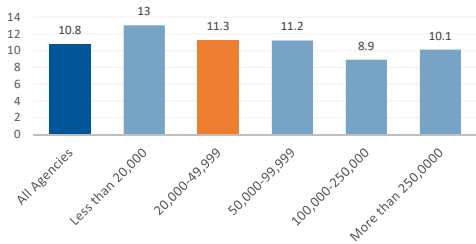


Figure G2. Acres of Parkland per 1,000 Residents based on Population Size



A large majority of park and recreation agencies provide playgrounds (95%) and basketball courts (86%) in their portfolio of outdoor assets. Most agencies (three in five) offer community and/or recreation centers. Recreation centers (63%) are provided more often than community centers (59%). Senior centers (41%), performance amphitheaters (37%) and nature centers (33%) are also common.

The typical park and recreation agency that manages or maintains trails for walking, hiking, running and/or biking has 15 miles of trails. Agencies serving more than 250,000 residents have a median of 89 miles of trails under their care.

Park and recreation agencies often take on responsibilities beyond their core functions of operating parks and providing recreational programs. Other responsibilities may include tourist attractions, golf courses, outdoor amphitheaters, indoor swim facilities, farmer’s markets, indoor sports complexes, campgrounds, performing arts centers, stadiums/arenas/racetracks, fairgrounds and/or marinas.

**Programming**

At least seven in ten agencies provide themed special events (89% of agencies), team sports (86%), social recreation events (88%), youth summer camps (82%), fitness enhancement classes (81%), and health and wellness education (80%).

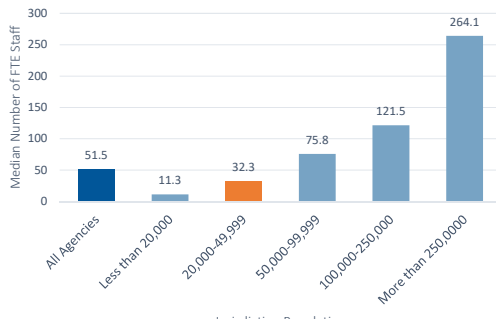
**Staffing**

Park and recreation employees are responsible for operations and maintenance, programming and administration. The typical park and recreation agency has:

- 51.5 full-time equivalent staff (FTEs) on payroll
- 8.9 FTEs on staff for every 10,000 residents in its jurisdiction

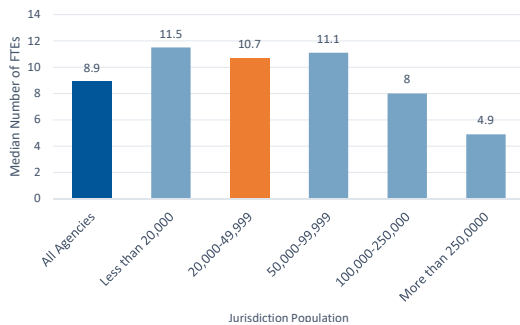
Median FTE counts also positively correlate with the number of acres maintained, the number of parks maintained, operating expenditures, and the population served. For example, agencies that serve populations between 20,000 and 49,999 residents employ an average of 32.3 FTE, while agencies that serve 50,000 to 99,000 people employ an average of 75.8 FTE.

Figure F3. Park and Recreation Agency Staffing: Full-Time Equivalents (By Jurisdiction Population)



Another way of comparing agency staffing across different park and recreation agencies examines number of staff per 10,000 residents. These comparative numbers hold fairly steady across population sizes with the median for all agencies at 8.9 FTEs.

Figure G4. Park and Recreation Agency FTEs Per 10,000 Residents



### Capital and Operating Expenses

For capital expenses, the typical park agency:

- Dedicates about 56% to renovation projects and 30% to new development projects.
- Plans to spend about \$8 million on capital expenditures over the next five years.

For operations, the typical park agency spends:

- \$5.5 million per year on total operating expenses
- \$7,823 on annual operating expenses per acre of park and non-park sites managed by the agency
- \$94.77 on annual operating expenses per capita
- \$105,484 in annual operating expenditures per employee
- 55% of the annual operating budget on personnel costs, 38% on operating expenses, and 5% on capital expenses not included in the agency's capital improvement plan (CIP)
- 46% of its operating budget on park management and maintenance, 41% on recreation, and 13% on other activities

### Agency Funding

The typical park and recreation agency:

- Derives 61% of their operating expenditures from general fund tax support, 22% from generated revenues, 8% from dedicated taxes or levies, 3% from other dedicated taxes and 6% from grants, sponsorships and other sources
- Generates \$21.71 in revenue annually for each resident in the jurisdiction

## 2022 State of the Industry Report

Recreation Management magazine's 2022 Report on the State of the Managed Recreation Industry summarizes the opinions and information provided by a wide range of professionals (with an average 21.9 years of experience) working in the recreation, sports, and fitness industry.

### Partnerships

The 2022 report indicated that most (82.3%) recreation, sports, and fitness facility owners form partnerships with other organizations as a means of expanding their reach, offering additional programming opportunities or as a way to share resources and increase funding. Local schools are shown as the most common partner (59.6%) for all facility types. Youth-serving organizations (Ys, JCC, Boys & Girls Clubs) and park and recreation organizations were the most likely to report that they had partnered with outside organizations, at 98% and 94% respectively.

### Revenue Outlook

The year 2020 represented a dramatic departure from the norm, with nearly two-thirds (64.9%) of respondents indicating that their revenues for the year were lower than the previous year. By 2021, the number reporting a drop in revenue fell to 26.7%—still a dramatically different result from most survey years, but an obvious improvement over 2020. At the same time, while only 13.4% of respondents saw their revenues increase in 2020, by 2021, more than half (51.7%) were reporting revenues on the rise again. Respondents were much more optimistic about 2022 and 2023, with 60% indicating they expect to see higher revenues in both years. At the same time, 9.8% still expect revenues to fall in 2022.

### Facilities & Improvements

A majority of park respondents (43%) reported plans to add features at their facilities and were also the most likely to be planning to construct new facilities in the next few years (39%).

The top 10 planned features for all facility types include:

1. Splash play areas (21.4% of respondents with plans to add features are planning to add splash play)
2. Synthetic turf sports fields (19.5%)
3. Playgrounds (17.7%)
4. Fitness centers (15.5%)
5. Park shelters (14.1%)
6. Dog parks (13.6%)
7. Park restroom structures (12.7%)
8. Fitness trails and outdoor fitness equipment (12.3%)
9. Exercise studio rooms (11.8%)
10. Disc golf courses (11.8%)
11. Concession areas (11.8%)

### Programming

Nearly all respondents (96.4%) offer programming of some kind. The top 10 most commonly offered programs include: holiday events and other special events (provided by 57% of respondents); day camps and summer camps (54%); group exercise programs (53%); fitness programs (53%); educational programs (51%); youth sports teams (50%); mind-body balance programs such as yoga and tai chi (43%); arts and crafts programs (41%); adult sports teams (38%); and programs for active older adults (38%).



Respondents from community centers, parks and health clubs were the most likely to report that they had plans to add programs at their facilities over the next few years. The ten most commonly planned program additions were:

1. Mind-body balance programs (29.9%, up from 23.4% in 2021)
2. Fitness programs (27.9%, up from 25.5%)
3. Group exercise programs (27.9%, up from 25.7%)
4. Educational programs (25.9%, up from 20.8%)
5. Arts and crafts programs (21.9%, up from 17.4%)
6. Teen programs (21.9%, down from 23.7%)
7. Functional fitness programs (21.4%, up from 17.8%)
8. Performing arts programs (21.4%, up from 17.4%)
9. Environmental education (20.9%, up from 20%)
10. Holidays and other special events (20.4%, down from 21%)

## General Challenges

Facility managers were asked about the challenges they anticipated impacting their facilities in the future. Generally, overall budgets are the top concern for most respondents including staffing (63%) and their ability to support equipment and facility maintenance needs (50%).

With COVID-19's impact on the wane, we asked respondents to tell us about their top goals for their facilities in the coming year. The most common responses centered around increasing participation and membership, as well as building and renovating facilities. Recruiting and training staff, as well as just "getting back to normal" also made up a large number of the responses.

## 2023 Outdoor Participation Report

According to 2023 Outdoor Participation Trends Report, published by the Outdoor Foundation in Boulder, Colorado, the outdoor recreation participant base grew 2.3% in 2022 to a record 168.1 million Americans (55%) ages 6 and older. The number of outdoor participants has grown over the last eight years, however, the number of outings per participant declined in 2022 for the first time since the pandemic began in 2020. Key Insights include the following:

### Diversity

The recreational participant base is much more diverse than ever before. New and young outdoor participants are significantly more diverse than the current outdoor base and are accelerating quickly. The participation rate for Hispanic people has increased from 34% in 2015 to 56% in 2022.

### Seniors

A significantly higher percentage of seniors (ages 55+) are participating in outdoor recreation. In 2022, the senior participation rate hit a record high of 35% and rising. This equates to 1 in every 5 outdoor participants and a total of 1 million new participants in 2022.

### Gateway Activities & Growth Trends

Gateway activities, one of the first outdoor recreation activities people participate in at any age, serve as magnets to outdoor activity and commonly lead to more activity in niche categories like backpacking and

adventure racing. Gateway activities continue to drive new entrant outings and frequency of participation. Hiking is the most popular activity. Running, bicycling, fishing and camping round out the top five. Running has the highest average outings per runner at 54 per year. Camping has the highest growth rate over the past three years at 29.1% per year.

The outdoor activity categories with the highest growth rates among kids included backpacking, snowshoeing, canoeing, climbing, and off-road triathlon.

## Participation Rate Decline

The frequency of participation is declining across outdoor recreation. In 2013, the average number of outings per participant was 84.6. Over the last ten years, average number of outings has dropped to 71.8 per participant.

Demographics are changing quickly in the U.S. population, and the outdoor recreation market has lagged behind. Park and recreation agencies are recognizing the need for increased diversity in the participant base of park and recreation users. The new and young outdoor participant bases are significantly more diverse than the total participant base, a formula for long-term growth in diversity for outdoor recreation. Monitoring progress on diversity is key to understanding if outreach is being effective.

# 2023 Sports, Fitness & Leisure Activities Topline Participation Report

Prepared by a partnership of the Sports and Fitness Industry Association (SFIA) and the Physical Activity Council (PAC), this February 2023 participation report summarizes levels of activity and identifies key trends in sports, fitness, and recreation in the US. The report is based on over 18,000 online interviews of a nationwide sample that provides a high degree of statistical accuracy using strict quotas for gender, age, income, region, and ethnicity. The study looked at more than 124 different team and individual sports and outdoor activities, including a section dedicated to the impact of COVID-19 on participation results.

Compared to 2017, activity increased by 9.2% in total participation rates. Activity in the U.S. continues to increase for the fifth consecutive year. In 2022, 77.6% of all Americans, or 236.9 million people participated in at least one activity during the 2022 calendar year.

There were more things to do as outdoor activities thrived, fitness at home became more popular, and team sports started back up after the COVID-19 hiatus. Participation nearly doubled for pickleball in 2022, increasing by 85.7% year-over-year. In 2022 for the first time in over seven years, every racquet sport increased its total participation number compared to the previous year.

In terms of team sports, the overall participation rate approached, but did not exceed, the 2019 rate. Basketball, outdoor soccer, and flag football all posted three-year increases of over 4.5%, with basketball leading the way with a 13% increase since 2019.

Lifestyle activities generally remained very popular. Golf and tennis have grown more than 20% since 2019, and yoga grew more than 10% in that same time period. Trail running and day hiking participation grew for the fifth straight year. However, facility-based fitness activities like elliptical, group stationary cycling, and weight resistance machines, which suffered as clubs were shuttered during COVID, have struggled to return to pre-pandemic levels.

Figure G5. 2021 Total Participation Rate by Activity Category (U.S. population, ages 6+)

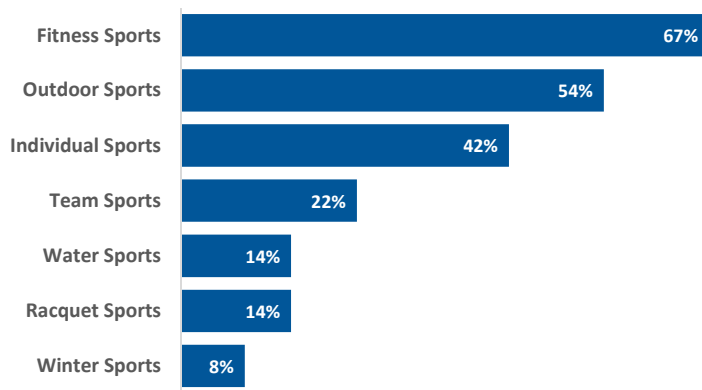
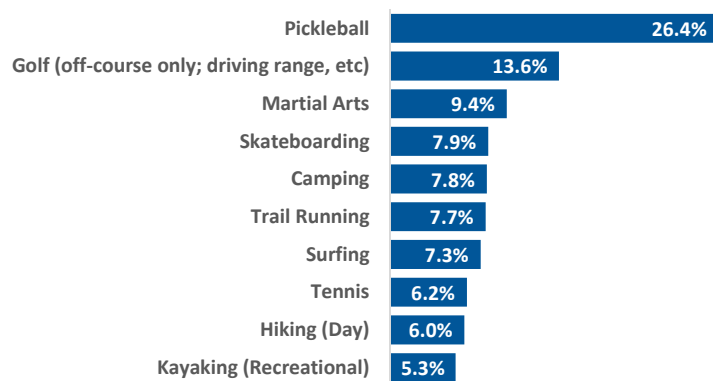


Figure G6. Activities with the Highest 5-year Increase in Participation (average annual growth, 2018-2022)



## OREGON STATE OUTDOOR RECREATION TRENDS

The 2019-2023 Statewide Comprehensive Outdoor Recreation Plan (SCORP), entitled *Outdoor Recreation in Oregon: Responding to Demographic and Societal Change*, constitutes Oregon's basic five-year plan for outdoor recreation. The plan addresses five important demographic and societal changes facing outdoor recreation providers in the coming years including:

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

As part of developing the SCORP, the Oregon Parks and Recreation Department (OPRD) conducted a statewide survey of Oregon residents regarding their 2017 outdoor recreation participation in Oregon, as well as their opinions about park and recreation management. This data can help local park and recreation providers better understand public opinions and the preferences of outdoor recreation participants.

Fifty six (56) recreation activities were identified as important recreation activity types. These activities were grouped into eight (8) categories including Non-motorized Trail or Related Activities, Motorized Activities, Non-motorized Snow Activities, Outdoor Leisure and Sporting Activities, Nature Study Activities, Vehicle-based Camping Activities, Hunting and Fishing Activities, and Non-motorized Water-based and Beach

Activities. The top three activities with the largest annual user occasions include Walking on local streets / sidewalks (313 million); Walking on local trails / paths (113 million); and Dog walking / going to dog parks / off-leash areas (78 million).

Figure G7. User Occasions for Oregon Residents in Outdoor Activities

Activity	Total (millions)
Walking on local streets / sidewalks	313
Walking on local trails / paths	113
Relaxing, hanging out, escaping heat / noise, etc.	93
Dog walking / going to dog parks / off-leash areas	78
Taking your children or grandchildren to a playground	57
Sightseeing / driving or motorcycling for pleasure	55
Bicycling on roads, streets / sidewalks	51
Walking / day hiking on non-local trails / paths	44
Jogging / running on streets / sidewalks	37
Bicycling on paved trails	26

Figure G8. Participation Rates for Oregon Residents in Outdoor Activities

Activity	Percent
Walking on local streets / sidewalks	83
Walking on local trails / paths	74
Sightseeing / driving or motorcycling for pleasure	59
Relaxing, hanging out, escaping heat / noise, etc.	59
Beach activities – ocean	57
Walking / day hiking on non-local trails / paths	55
Attending outdoor concerts, fairs, festivals	50
Visiting historic sites / history-themed parks	49
Picnicking	49
Beach activities - lakes, reservoirs, rivers	40

Figure G9. Frequency per Household for Oregon Residents in Outdoor Activities

Activity	Times / Year
Walking on local streets / sidewalks	204
Walking on local trails / paths	75
Relaxing, hanging out, escaping heat / noise, etc.	60
Dog walking / going to dog parks / off-leash areas	51
Taking your children or grandchildren to a playground	37
Sightseeing / driving or motorcycling for pleasure	36
Bicycling on roads, streets / sidewalks	34
Walking / day hiking on non-local trails / paths	29
Jogging / running on streets / sidewalks	24
Bicycling on paved trails	17

The survey also asked about priorities for local community needs revealing the top six (6) local (close to home) needs as

- Cleaner restrooms.
- Soft surface walking trails.
- More restrooms.
- Playgrounds with natural materials (Natural Play Areas).
- Nature and wildlife viewing areas.
- Public access to waterways.



When asked about recreation priorities for dispersed recreation opportunities, survey respondents indicated their top priorities as

- Cleaner restrooms.
- Soft surface walking trails.
- Nature and wildlife viewing areas.
- More restrooms.
- Public access to waterways.
- More places and benches to observe nature and others.
- Picnic areas and shelters for small visitor groups.

Outdoor recreation participants were asked what their local parks and recreation agency could do to improve/increase participation and value. Across the state, providing more free-of-charge recreation opportunities was the most important action, with ensuring clean and well-maintained parks and facilities, and developing walking / hiking trails closer to home also high in importance.

OPRD also conducted a statewide survey of Oregon public recreation providers to determine outdoor recreation funding priorities for OPRD grant programs and identify top management issues and challenges faced by public recreation providers. The survey showed that across the state within urban growth boundaries, the most important funding need was for community trail systems; restrooms; children's playgrounds and play areas built with manufactured structures like swing sets, slides, and climbing apparatuses; picnic areas and shelters for small visitor groups; trails connected to public lands; and picnicking/day use and facilities. In rural areas across the state, the most important funding need was for restrooms, RV/ trailer campgrounds and facilities, day-use hiking trails, connecting trails into large trail systems, interpretive displays, and tent campgrounds and facilities (car camping). Creating new park and recreation facilities was the greatest maintenance/management challenge for urban and urban growth areas. Other pressing issues were maintaining existing local parks in the community, addressing Americans with Disabilities Act (ADA) issues, and providing safe walking and biking routes to parks and trails. More rural, dispersed setting park providers faced challenges maintaining existing park and recreation facilities. Adequate funding was lacking by most park and recreation providers for renovation, rehabilitation; updating facilities for universal access (ADA compliance); growing homeless population pressures, responding to new recreation trends and technology. In many cases, park and recreation providers were concerned that inadequate funding would increase safety and security issues associated with public use of park and recreation facilities and services.

## Americans Engagement with Parks Survey

This annual study from the National Park and Recreation Association (NRPA) probes Americans' usage of parks, the key reasons that drive their use, and the greatest challenges preventing greater usage. Each year, the study examines the importance of public parks in Americans' lives, including how parks compare to other services and offerings of local governments. The survey of 1,000 American adults looks at frequency and drivers of parks/recreation facilities visits and the barriers to that prevent greater enjoyment. Survey respondents also indicate the importance of park and recreation plays in their decisions at the voting booth and their level of support for greater funding. Key findings include:

- Eighty-four percent of U.S. adults seek high-quality parks and recreation when choosing a place to live.
- Nearly 3 in 4 U.S. residents have at least one local park, playground, open space or recreation center within walking distance of their homes.
- Nine in ten people agree that parks and recreation in an important service provided by the local government.
- Nearly 3 in 4 adults agree that equity should be an extremely or very important goal for their local park and recreation agency.

People who live near parks and recreation facilities are more likely to be park and recreation users. Individuals living near at least one park are much more likely to arrive at that park by an “active” means (e.g., walking, biking, running), with walking being the most common method of transport. Conversely, 80 percent of U.S. adults who do not live within a walkable distance to parks or recreation opportunities travel to those amenities by car. The typical adult in the United States visits their local parks or recreation facilities every other month. Four main reasons for visiting local parks and recreation facilities stand out: being with family and friends, exercising and being physically fit, taking a break from day-to-day stresses, and being closer to nature. Park and recreation agencies can customize their offerings to the specific needs, wants and desires of their community members by knowing their motivation for visiting parks.

Figure G10. NRPA Park Engagement: Key Reasons for Park Visits

Key Reasons Why We Go to Parks	% of Survey Respondents
To have someone care for my children while I am at work	5%
To learn a skill or craft	13%
to connect with members of my community	22%
To experience excitement/adventure	30%
To be closer to nature	50%
To have a break from day-to-day stresses	52%
To exercise or be physically fit	53%
To be with family or friends	54%

According to the Americans Engagement with Parks report,

“Parks and recreation’s success results from its vast offerings of parks, trail networks and other recreation facilities that deliver critical programs for every segment of a community. Each person’s relationship with parks and recreation is unique. Some people flock to their local park to stay physically fit, meet with friends and family, or reconnect with nature. Others depend on their local park and recreation agency for indispensable services that improve their lives.

But there remains much work to do. One-hundred million people do not live within a walkable distance of at least one park or recreation facility. Further, many survey respondents indicate they have felt unwelcome at a park or recreation facility or say the infrastructure and programming are not inclusive. Parks and recreation is for everyone — regardless of age, income, race, ethnicity, ability, gender identity or sexual orientation. Professionals, advocates and political leaders have the opportunity to narrow any accessibility or inclusivity gaps through greater community engagement and addressing inequitable funding and infrastructure investments that have deprived millions of people of access to parks and recreation.”

## Outdoor Recreation Economy

In November 2022, the U.S. Bureau of Economic Analysis (BEA) released its annual report on the economic impact of the outdoor recreation industry at national and state levels. The gross economic output for the outdoor recreation economy was \$862 billion in 2021, accounting for 1.9% of the gross domestic product that year. Outdoor recreation economic activity showed an 18.95% increase from 2020 while the overall U.S. economy only saw a 5.9% increase. People finding employment in the outdoor recreation industry increased by 13.1% from 2020 to a total of 4.5 million people.

The research group Headwaters Economics, in collaboration with the State Outdoor Recreation Business Alliance, published a report in 2021 on the state of the outdoor recreation economy nationally. The outdoor recreation industry employed nearly 5.2 million people in the U.S. in 2019 and contributed \$459.8 billion to the economy. The report emphasizes that investments in outdoor recreation directly result in visitor spending that supports jobs, businesses, and industries across the country.

## Inclusion & Universal Access

Across the country, local municipalities and park and recreation providers with older public infrastructure have been upgrading their facilities to comply with the outdoor recreation guidelines for universal access and the Americans with Disabilities Act (ADA). The removal of existing architectural barriers in park facilities has been ongoing and should continue until renovations, upgrades and newer construction provide barrier-free access to all users. Access and inclusion in public parks extends beyond the physical amenities and incorporates considerations of language, technology, wayfinding, program equity and equitable geographic distribution of facilities.

Park and recreation agencies are in a unique position to champion efforts that advance diversity, equity and inclusion (DEI). By assuring representation of diverse life experiences and voices, park and recreation professionals will better reflect the communities their agencies serve. Inequity is the ultimate challenge facing the nation, and parks and recreation can make a profound difference.

## Parks for Climate Resiliency

Numerous studies have been documenting the contributions of parks and public lands to better climate resiliency. Parks, open space and natural lands can cool urban heat islands, buffer flood impacts, improve water quality and improve air quality. Urban tree canopy in parks can remove air pollution and sequester carbon. Parks and greenways along storm-affected coastlines are being created to help buffer impacts of anticipated flooding due to sea level rise, storm surges, and increased precipitation. Climate resilience strategies involving parks can focus on resilient shoreline development, green stormwater infrastructure and increased tree groves.

As the climate changes, outdoor recreation opportunities and availability can become more inconsistent. Wildfires, flooding, reduced snowpack and other environmental impacts from climate changes can directly and indirectly affect visitor-use patterns. Recreation planners and managers play a role in climate resiliency by protecting vulnerable resources that can impact outdoor recreation opportunities.

# Appendix H: Implementation Tools & Tactics



The City of Woodburn possesses a range of local funding tools that could be accessed for the benefit of growing, developing and maintaining its parks and recreation system. The sources listed below represent likely potential sources, but some also may be dedicated for other local purposes which limit applicability and usage. Therefore, discussions with city leadership is critical to assess the political landscape to modify or expand the use of existing city revenue sources in favor of parks and recreation efforts.

## LOCAL FUNDING OPTIONS

### General Obligation Bond

These are voter-approved bonds with the authority to levy an assessment on real and personal property. The money can only be used for capital construction and improvements, but not for maintenance. This property tax is levied for a specified period of time (usually 15-20 years). Passage requires a simple majority in November and May elections, unless during a special election, in which case a double majority (a majority of registered voters must vote and a majority of those voting must approve the measure) is required.

Cities in Oregon have a legal debt limit on general obligation (GO) debt equal to 3% of their real market value. For the City of Woodburn, this limit calculates to \$61.7 million. At the beginning of 2022-2023 budget cycle, the City had \$1.2 million in GO Debt. The available amount of additional debt the City can incur is \$60.4 million.

### Park Utility Fee

A park utility fee provides dedicated funds to help offset the cost of park maintenance and could free up general fund dollars for other capital project uses. Most city residents pay water and sewer utility fees. Park utility fees apply the same concepts to city parks, and a fee is assessed to all businesses and households. The monthly fee would be paid upon connection to the water and sewer system. Woodburn does not assess a park utility fee.

### System Development Charges

Woodburn currently assesses a parks system development charge (SDC). SDCs are charged for new residential development to help finance the demand for park facilities created by the new growth.

### Fuel Tax

Oregon gas taxes are collected as a fixed amount per gallon of gasoline purchased. The Oregon Highway Trust Fund collects fuel taxes, and a portion is paid to cities annually on a per-capita basis. By statute, revenues can be used for any road-related purpose, which may include sidewalk repairs, ADA upgrades, bike routes and other transportation-oriented park and trail enhancements.

## FEDERAL / STATE GRANTS & CONSERVATION PROGRAMS

### Rivers, Trails and Conservation Assistance Program - National Park Service

The Rivers, Trails and Conservation Assistance Program, also known as the Rivers & Trails Program or RTCA, is a community resource administered by the National Park Service and federal government agencies, so they can conserve rivers, preserve open space and develop trails and greenways. The RTCA assists communities and public land managers in developing or restoring parks, conservation areas, rivers, and wildlife habitats, as well as creating outdoor recreation opportunities and programs that engage future generations in the outdoors.

### Urban and Community Forestry Grants - Oregon Department of Forestry

The Oregon Department of Forestry provides a range of grants and incentives for private landowners and municipalities. Program areas range from community forestry to weed control to conservation and resiliency efforts.

### North American Wetlands Conservation Act Grants Program - US Fish & Wildlife Service

The North American Wetlands Conservation Act of 1989 provides matching grants to organizations and individuals who have developed partnerships to carry out wetland conservation projects in the United States, Canada, and Mexico for the benefit of wetlands-associated migratory birds and other wildlife. Both are Two competitive grants programs exist (Standard and a Small Grants Program) and require that grant requests be matched by partner contributions at no less than a 1-to-1 ratio. Funds from U.S. Federal sources may contribute towards a project, but are not eligible as match.

The Standard Grants Program supports projects in Canada, the United States, and Mexico that involve long-term protection, restoration, and/or enhancement of wetlands and associated uplands habitats. In Mexico, partners may also conduct

projects involving technical training, environmental education and outreach, organizational infrastructure development, and sustainable-use studies.

The Small Grants Program operates only in the United States; it supports the same type of projects and adheres to the same selection criteria and administrative guidelines as the U.S. Standard Grants Program. However, project activities are usually smaller in scope and involve fewer project dollars. Grant requests may not exceed \$75,000, and funding priority is given to grantees or partners new to the Act's Grants Program.

### Local Government Grant - Oregon Parks and Recreation

Local government agencies who are obligated by state law to provide public recreation facilities are eligible for OPR's Local Government Grants, and these are limited to public outdoor park and recreation areas and facilities. Eligible projects involve land acquisition, development and major rehabilitation projects that are consistent with the outdoor recreation goals and objectives contained in the Statewide Comprehensive Outdoor Recreation Plan.

### Land and Water Conservation Fund (LWCF) Grant - Oregon Parks and Recreation

LWCF grants are available through OPR to either acquire land for public outdoor recreation or to develop basic outdoor recreation facilities. Projects must be consistent with the outdoor recreation goals and objectives stated in the Statewide Comprehensive Outdoor Recreation Plan and elements of local comprehensive land use plans and park master plans. A 50% match is required from all successful applicants of non-federal funds, in-kind services and/or materials.

### Recreational Trails Program Grant - Oregon Parks and Recreation

Recreational Trails Grants are national grants administered by OPRD for recreational trail-related projects, such as hiking, running, bicycling, off-road motorcycling, and all-terrain vehicle riding. Yearly grants are awarded based on available federal funding. RTP funding is primarily for recreational trail projects, rather than utilitarian transportation-based projects. Funding is divided into 30% motorized trail use, 30% non-motorized trail use and 40% diverse trail use. A 20% minimum project match is required.

## Oregon Heritage Grants - Oregon Parks and Recreation

Oregon Heritage offers a variety of grant programs for heritage projects from historic building preservation to oral history projects and more. Grant programs focus on specific foci, including façade renovation, main street revitalization, Veterans' and War Memorials, the preservation of historic resources, among others.

## Bicycle & Pedestrian Program Grants - Oregon Department of Transportation

The Pedestrian and Bicycle Grant Program is a competitive grant program that provides resources to Oregon cities, counties and ODOT regional and district offices for design and construction of pedestrian and bicycle facilities. Proposed facilities must be within public rights-of-way. Grants are awarded by the Oregon Bicycle and Pedestrian Advisory Committee. Project types include sidewalk infill, ADA upgrades, street crossings, intersection improvements, minor widening for bike lanes.

## Oregon Watershed Enhancement Board Grant

The Oregon Watershed Enhancement Board focuses on projects that approach natural resources management from a whole-watershed perspective. OWEB encourages projects that foster interagency cooperation, include other sources of funding, provide for local stakeholder involvement, include youth and volunteers and promote learning about watershed concepts. There are five general categories of projects eligible for OWEB funding: watershed management (restoration and acquisition), resource monitoring and assessment, watershed education and outreach, and technical assistance.

## Arts Grants - Oregon Arts Commission

The Oregon Arts Commission funds arts programs and individual artistic innovation throughout Oregon. Grant programs serve as investments in our state's culture. They are supported by contributions from the State of Oregon, the Oregon Cultural Trust, and the National Endowment for the Arts.

# OTHER METHODS & FUNDING SOURCES

## Private Grants, Donations & Gifts

Many trusts and private foundations provide funding for park, recreation and open space projects. Grants from these sources are typically allocated through a competitive application process and vary dramatically in size based on the financial resources and funding criteria of the organization. Philanthropic giving is another source of project funding. Efforts in this area may involve cash gifts and include donations through other mechanisms such as wills or insurance policies. Community fund raising efforts can also support park, recreation or open space facilities and projects.

## Meyer Memorial Trust

The Meyer Memorial Trust seeks opportunities to make program-related investments in Oregon and Clark County, WA. General Purpose Grants support projects related to arts and humanities, education, health, social welfare, and a variety of other activities. Proposals may be submitted at any time under this program, and there is no limitation on the size or duration of these grants.

## REI in the Community - Non-Profit Partnerships and Grants

Partnerships begin with store teams who may connect with nonprofits by promoting or partnering for events and service projects, raising visibility with REI customers, offering product donations, and inviting and selecting organizations for an REI grant.

## Kaiser Permanente Healthy Environments - Community Benefit Programs

These programs work with community-based organizations, public agencies, businesses and residents to translate their vision for healthy communities into visible, concrete changes — and ultimately healthier neighborhoods. Kaiser has several assistance programs that encompass support for Environmental Stewardship, Community Health Initiatives, Every Body Walk!, and Physical Activity Guiding Principles.

## Business Sponsorships/Donations

Business sponsorships for programs may be available throughout the year. In-kind contributions are often received, including food, door prizes and equipment/material.

## Interagency Agreements

State law provides for interagency cooperative efforts between units of government. Joint acquisition, development and/or use of park and open space facilities may be provided between parks, school districts, other municipalities and utility providers.

# ACQUISITION TOOLS & METHODS

## DIRECT PURCHASE METHODS

### *Market Value Purchase*

Through a written purchase and sale agreement, the city purchases land at the present market value based on an independent appraisal. Timing, payment of real estate taxes and other contingencies are negotiable.

### *Partial Value Purchase (or Bargain Sale)*

In a bargain sale, the landowner agrees to sell for less than the property's fair market value. A landowner's decision to proceed with a bargain sale is unique and personal; landowners with a strong sense of civic pride, long community history or concerns about capital gains are possible candidates for this approach. In addition to cash proceeds upon closing, the landowner may be entitled to a charitable income tax deduction based on the difference between the land's fair market value and its sale price.

### *Life Estates & Bequests*

In the event a landowner wishes to remain on the property for a long period of time or until death, several variations on a sale agreement exist. In a life estate agreement, the landowner may continue to live on the land by donating a remainder interest and retaining a "reserved life estate." Specifically, the landowner donates or sells the property to the city, but reserves the right for the seller or any other named person to continue to live on and use the

property. When the owner or other specified person dies or releases his/her life interest, full title and control over the property will be transferred to the city. By donating a remainder interest, the landowner may be eligible for a tax deduction when the gift is made. In a bequest, the landowner designates in a will or trust document that the property is to be transferred to the city upon death. While a life estate offers the city some degree of title control during the life of the landowner, a bequest does not. Unless the intent to bequest is disclosed to and known by the city in advance, no guarantees exist with regard to the condition of the property upon transfer or to any liabilities that may exist.

### *Option to Purchase Agreement*

This is a binding contract between a landowner and the city that would only apply according to the conditions of the option and limits the seller's power to revoke an offer. Once in place and signed, the option agreement may be triggered at a future, specified date or upon the completion of designated conditions. Option agreements can be made for any time duration and can include all of the language pertinent to closing a property sale.

### *Right of First Refusal*

In this agreement, the landowner grants the city the first chance to purchase the property once the landowner wishes to sell. The agreement does not establish the sale price for the property, and the landowner is free to refuse to sell it for the price offered by the city. This is the weakest form of agreement between an owner and a prospective buyer.

### *Conservation Easements*

Through a conservation easement, a landowner voluntarily agrees to sell or donate certain rights associated with his or her property – often the right to subdivide or develop – and a private organization or public agency agrees to hold the right to enforce the landowner's promise not to exercise those rights. In essence, the rights are forfeited and no longer exist. This is a legal agreement between the landowner and the city (or private organization) that permanently limits uses of the land in order to conserve a portion of the property for public use or protection. Typically, this approach is used to provide trail corridors where only a small portion of the land is needed or for the strategic protection of natural resources and habitat. The landowner still owns the property, but the use of the land is restricted. Conservation easements may result in an income tax deduction and reduced property taxes and estate taxes. The preservation and protection of habitat or resources lands may best be coordinated



with the local land trust or conservancy, since that organization will likely have staff resources, a systematic planning approach and access to non-governmental funds to facilitate aggressive or large scale transactions.

## LANDOWNER INCENTIVE MEASURES

### *Density Bonuses*

Density bonuses are a planning tool used to encourage a variety of public land use objectives, usually in urban areas. They offer the incentive of being able to develop at densities beyond current regulations in one area, in return for concessions in another. Density bonuses are applied to a single parcel or development. An example is allowing developers of multi-family units to build at higher densities if they provide a certain number of low-income units or public open space. For density bonuses to work, market forces must support densities at a higher level than current regulations.

### *Transfer of Development Rights*

The transfer of development rights (TDR) is an incentive-based planning tool that allows land owners to trade the right to develop property to its fullest extent in one area for the right to develop beyond existing regulations in another area. Local governments may establish the specific areas in which development may be limited or restricted and the areas in which development beyond regulation may be allowed. Usually, but not always, the “sending” and “receiving” property are under common ownership. Some programs allow for different ownership, which, in effect, establishes a market for development rights to be bought and sold.

### *IRC 1031 Exchange*

If the landowner owns business or investment property, an IRC Section 1031 Exchange can facilitate the exchange of like-kind property solely for business or investment purposes. No capital gain or loss is recognized under Internal Revenue Code Section 1031 (see [www.irc.gov](http://www.irc.gov) for more details).

## OTHER LAND PROTECTION OPTIONS

### Land Trusts & Conservancies

Land trusts are private non-profit organizations that acquire and protect special open spaces and are traditionally not associated with any government agency. The Greenbelt Land Trust is the local land trust serving the Woodburn area. Other national organizations with local representation include the Nature Conservancy, Trust for Public Land and the Wetlands Conservancy.



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