



#### **Rules of Conduct for Public Hearings**

1. No person shall be disorderly, abusive, or disruptive of the orderly conduct of the hearing.
2. Persons shall not testify without first receiving recognition from the presiding officer and stating their full name and residence address.
3. No person shall present irrelevant, immaterial, or repetitious testimony or evidence.
4. There shall be no audience demonstrations such as applause, cheering, display of signs, or other conduct disruptive of the hearing.

### **CITY OF MILLERSBURG CITY COUNCIL WORK SESSION**

Millersburg City Hall  
4222 NE Old Salem Road  
Albany OR 97321  
February 25, 2020 @ 4:00 p.m.

#### **Agenda**

- A. CALL TO ORDER
- B. ROLL CALL
- C. WORK SESSION ITEMS
  - 1) Parks Master Plan - Draft
  - 2) Municipal Code Enforcement - Discussion
- D. CLOSING PUBLIC COMMENT
- E. CLOSING COUNCIL COMMENT
- F. ADJOURNMENT

*Note: Council may adjourn to executive session in accordance with ORS 192.660.*

#### Upcoming Meetings & Events:

March 3, 2020 @ 6:00 p.m. – Planning Commission Public Hearing & Work Session  
March 10, 2020 @ 6:30 p.m. – City Council Meeting  
March 13, 2020 @ 6:00 p.m. – Events Planning Committee Meeting  
March 18, 2020 @ 6:00 p.m. – Planning Commission Meeting

*The location of the meeting is accessible to the disabled. If you have a disability that requires accommodation to attend or participate, please notify the Millersburg City Hall in advance by calling 458-233-6300.*



**CITY OF MILLERSBURG  
PARK SYSTEM MASTER PLAN**

FEBRUARY 2020



# HIGHLIGHTS

The Park System Master Plan defines the future direction for Millersburg's parks and recreational opportunities and builds on the community's needs for current and future facilities.

CITY OF MILLERSBURG  
4222 NE OLD SALEM ROAD  
ALBANY OR 97321  
(541) 928-4523

## CITY COUNCIL

JIM LEPIN, MAYOR  
SCOTT COWAN, COUNCIL  
MEMBER  
DAVE HARMS, COUNCIL  
MEMBER  
SCOTT MCPHEE, COUNCIL  
MEMBER

## PARKS COMMITTEE

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BOB NELSON  
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MICHAEL WERTZ  
JENNY WOLFENBARGER  
ROB YENCOPAL  
JOHN ELDER

## CITY STAFF

KEVIN KREITMAN, CITY  
MANAGER  
JANELLE BOOTH,  
ASSISTANT CITY MANAGER  
/ CITY ENGINEER

## CONSULTANT

CONSERVATION TECHNIX, INC.



**PUBLIC PROCESS** Community input played an important role in establishing a clear planning framework that reflects current community priorities. Most residents care deeply about the future of Millersburg's parks system and appreciated the opportunity to offer feedback. Public outreach provided a baseline of demand and need, and outreach methods were varied and extensive.



**INVENTORY ANALYSIS** The Plan inventories and evaluates existing park and recreation areas and assesses the needs for acquisition, site development and operational improvements. Specific site recommendations and management considerations are provided to guide future park enhancements.



**GOALS** The Plan reinforces the City's vision for its park and recreation system, proposes updates to park service standards, and addresses goals, objectives and other management considerations toward the continuation of high-quality recreation opportunities to benefit the residents of Millersburg.



**STRATEGIES & ACTIONS** This Plan outlines a framework for the improvement and growth of the City's outdoor recreation facilities and amenities to the specific needs of the community. This framework will help clarify funding, program objectives, development or resource goals, and it will set a long-range vision for the City and provide clear action items for implementation.

LETTER FROM THE CITY MANAGER

Welcome to the 2020 Millersburg Park System Master Plan!

Letter pending.....

Kevin Kreitman,  
City Manager



**ON THE COVER** A walk in the park on a crisp autumn day.

# CONTENTS

- 1 **Overview:** provides an overview of the planning process and characteristics of Millersburg
- 6 **Background:** references other relevant city plans
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“A community that supports recreational & social activities for all ages.”

# PLANNING FOR THE FUTURE

The City of Millersburg began development of its first citywide park system master plan in late 2018 to provide a logical blueprint for the management and growth of the City's park system. As a ten-year guide and strategic plan for enhancing park and recreation amenities for the community, the citywide Park System Master Plan establishes a path forward for enabling and enhancing high quality, community-driven parks, trails, open spaces and recreational opportunities. This citywide Park System Master Plan was developed with the input and direction of local residents and stakeholders, and the process included public meetings and a community survey as baseline data to inform the plan.

The Plan outlines a framework for the improvement and growth of City recreation facilities, amenities and parks to address the specific needs of the community. This framework clarifies program objectives, development goals, and sets a long-range vision for the City with clear action items and strategies for implementation for the next 5 to 10 years.



## GUIDED BY VALUES

Millersburg's City Council adopted its 2019 Strategic Plan, and it reinforced the mission, vision values and priorities for the City's future.

### CITY MISSION

*Partnering with business and industry to maintain a quality, small-town atmosphere.*

### CITY VALUES

- Community Trust and Integrity
- Commitment to Service
- Continued Fiscal Responsibility
- Collaboration
- Continuous Improvement
- Communication

### STRATEGIC PRIORITIES

- Community Governance
- Safety
- Development
- Public Infrastructure
- Recreation
- Environmental Stewardship

These citywide values provided a foundation for the policies and recommendations within this Plan.

## 4 OVERVIEW

### A SMALL CITY WITH RURAL CHARM

Millersburg is a small community of just over 2,000 residents in the mid-Willamette Valley. The community's walkable residential neighborhoods and agricultural views afford a small-town feel for local residents, while its local industries provide well-paying jobs for its growing population and attract workers from across the greater Albany metropolitan area.



*ABOVE: City Park is Millersburg's community living room and central location for community gatherings, events and outdoor activities.*



*Incorporated in 1974, Millersburg shows pride in its agricultural roots and aims to maintain its small town appeal.*

## HISTORY

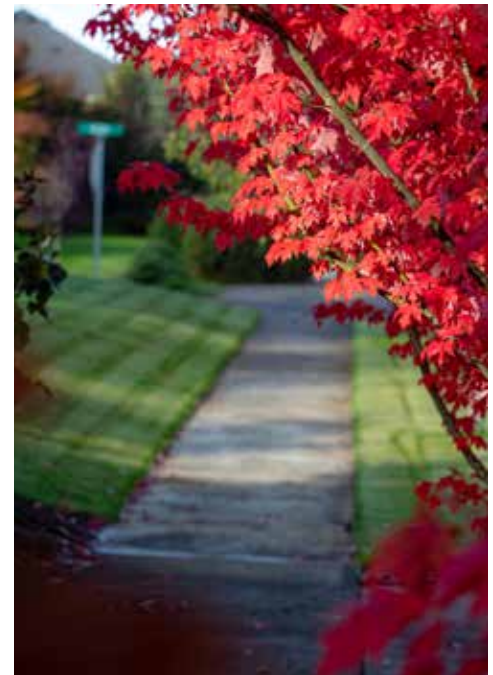
### QUIET RESIDENTIAL - STRONG INDUSTRIAL

The Mid-Willamette Valley, including the area around present-day Millersburg, was home to the Kalapuya people. However, European exploration of the area brought diseases that decimated the local indigenous population.

The Millersburg area was originally settled by members of the Miller family in the 1850s after they filed Donation Land Claims. In the mid-1870s, the area became known as Millersburg and saw the development of a Southern Pacific Railroad station, post office and Millersburg School. The area remained largely agricultural through World War II and was an important regional producer of dairy, row and field crops.

In the mid-twentieth century, Millersburg began to experience rapid industrial development with the establishment of the Simpson Timber Plant (1941), Albany Paper Mill (1955), Wah Chang zirconium plant (1956), Willamette Duraflake fiberboard plant (1960), and the Georgia Pacific mill (1969), among others.

In 1972, the City of Albany proposed to annex areas to its north, including portions of southern Millersburg and, notably, the location of the Wah Chang corporation. Wah Chang officials, wary of the additional tax rates annexation would bring, prepared an alternative incorporation proposal that would establish a new city inclusive of their property and nearby residents. In their consideration of the proposal, the Linn County Board of Commissioners



expanded the boundaries of the proposed new City to include additional rural areas. This combination of industrial and rural agricultural and residential areas would become the City of Millersburg after a public incorporation vote in 1974, without the consent of the City of Albany.

In the decades since its incorporation, Millersburg has seen growth in its residential areas and turn-over of its industrial employers. Today, it remains an important industrial center in the region, as well as a growing suburban community with a rural feel. ■

ECONOMY

DIVERSE & EXPANDING

Millersburg is home to several major industrial employment companies for the Albany metropolitan area and includes over 40% of available industrial land in the region. The City plays a significant role in the economy of the Mid-Willamette Valley. Due to these industrial employers, the City’s employment population is higher than its residential population.

Millersburg’s residents are employed in a variety of industries and fields. Over one-third (37%) of working residents are employed in professional, educational, or health fields. Other sizable industries include manufacturing (14% of workers), retail trade (12%) and construction (7%). Millersburg’s largest employer is ATI Metals, which operates

a metal manufacturing facility. Residents also have easy access to employment opportunities in the Albany area.

Approximately 58% of residents over 18 are employed, less than 1% are unemployed, and the remaining 42% are out of the work force. Residents are generally well educated; over 92% of those over 25 years of age have completed a high school degree and 66% have some college or higher-level education.

According to *Coordinated Population Forecast for Linn County* compiled by Portland State University, the forecasted population for Millersburg will grow to approximately 3,000 by 2035, representing a 15% increase in population in that timeframe. ■

PARK SYSTEM PLANNING PROCESS

The citywide Park System Master Plan is a reflection of the community’s interests and needs for parks, recreational facilities and trails. The planning process was aimed to encourage and enable public engagement in the choices, priorities and future direction of the City’s park and recreation system. The Plan project team conducted a variety of public outreach activities to solicit feedback and comments, in concert with a review of the recreation system inventory, level of service review and the current and future needs assessment.

Current community interests surfaced through a series of public outreach efforts that included a mail survey, two open house meetings, stakeholder discussions, online engagement, website content and Parks Committee meetings. An assessment of the park inventory became the basis for determining the current performance of the system. An overarching needs analysis was conducted for recreation amenities, parks and trails to assess current demands and forecast future demand accounting for population growth.

To guide the implementation of the goals of the Plan, a capital project list was developed along with a set of strategies that identified costs and potential funding sources. Together, this process is represented in this planning document, which was reviewed by the public, Parks Committee and City Council members. The Plan will guide park and recreation service delivery for the next 5 to 10 years.

Demographics	Millersburg	Linn County	Oregon
<b>Population Characteristics</b>			
Population (2019)	2,615	126,550	4,236,400
Population (2010)	1,329	116,672	3,831,074
Population (2000)	651	103,069	3,421,399
Percent Change (2000-18)	302%	23%	24%
Persons w/ Disabilities (%)	11.9%	17.4%	14.6%
<b>Household Characteristics (2013-17)</b>			
Households	659	46,265	1,571,631
Percent with children	37.6%	31.1%	29.1%
Median Household Income	\$78,576	\$49,515	\$56,119
Average Household Size	2.97	2.59	2.5
Average Family Size	3.33	3.07	3.05
Owner Occupancy Rate	84.7%	64.1%	61.7%
<b>Age Groups (2017)</b>			
Median Age	40.4	39.7	39.2
Population < 5 years of age	4.0%	6.1%	5.8%
Population < 18 years of age	29.8%	23.1%	21.5%
Population 19 - 64 years of age	54.7%	59.3%	62.2%
Population > 65 years of age	15.5%	17.6%	16.3%

Sources: Portland State University 2019 Population Estimates  
2010 Census, 2000 Census, 2016 American Community Survey

Figure 1. Population Characteristics: City of Millersburg, Linn County, State of Oregon



# PAST PLANS GUIDING GROWTH

Past community plans and other relevant documents were reviewed for policy direction and goals as they pertain to the provision and planning for parks and recreation opportunities in Millersburg.

**Millersburg Strategic Plan (2019).** The Millersburg Strategic Plan creates overarching visions, strategies and goals to move the City forward. Originally prepared in 2016 and revised in 2019, the Plan was developed by a community committee at the request of the Millersburg City Council. It establishes an overarching vision that Millersburg is “a community valuing our strong industrial foundation and economic development, which supports a tax-base providing funding for excellent services to maintain a safe and healthy community with a small-town atmosphere.” The Plan identifies six key strategic priorities for moving the City towards this long-term goal, relating to community governance, safety, development, public infrastructure, recreation, and environmental stewardship. Strategic Priority 5 focuses on supporting recreational and social activities. To achieve this vision, the Plan outlines two goals:

- Evaluate and plan for park and recreation needs; and
- Continue to support and grow the annual community event, the Millersburg Celebration.

The Strategic Plan also identifies the City’s intent to improve the City’s non-motorized transportation system by developing master plans for multi-use trails and bicycle lanes and incorporating these improvements into the review and approval of future developments and/or public improvements.

**Millersburg Comprehensive Plan (2001).**

The Millersburg Comprehensive Plan is the guiding policy document for the conservation and development of lands within the city and is intended to ensure the community remains livable and safe as growth occurs. The current Plan was adopted in 2001 and represents the first periodic review of the City’s Comprehensive Plan since it was originally acknowledged by the State of Oregon in 1983.

The Plan identifies the boundaries of, and management priorities for, land within the Willamette Greenway. Of the approximately 2.4 miles of Willamette Greenway within Millersburg, about half is publicly-owned by the state and City of Albany, and the other half is privately-owned industrial property. It includes policies supporting increasing river access to enable use of the Willamette as a recreational resource. As there is no public access to the river within Millersburg, the Comprehensive Plan supports the efforts by the City of Millersburg, City of Albany and Linn County to provide recreational access to the river that is convenient to Millersburg residents.

The Parks and Recreation section of the Public Facilities Element provides an overview of recreational demand, establishes desirable standards for park acquisition and development (10 to 15 acres per 1,000 residents), documents the City’s current park inventory, offers guidelines for park site selection, and sets the following six priorities for future park investment:

- Development of the existing 11.23 acre city park.
- Development of a City Park system master plan.
- Acquisition of greenway easements suitable for trails.
- Acquisition of a second community park site in Northern Millersburg when indicated by the rate of development. Acquisition of woodland and creek property is particularly desirable.
- Development of Millers Cemetery as a passive park.

- Acquisition, not necessarily by the City, of an access point to the Willamette River, near the Northern Residential Area.

The Plan also notes that Millersburg residents utilize the Albany Library and various Albany recreation programs. The City of Millersburg pays fees and service charges for City residents who utilize these programs.

**Millersburg Transportation System Plan (2016).** The Millersburg Transportation System Plan (TSP) is the City’s long-term plan for investments in its transportation system to meet the needs of current and future development. The plan identifies nine priority infrastructure improvements, including three street reconstruction projects, two bicycle access projects and four pedestrian projects totaling approximately \$4 million. The plan also sets guiding policies for the connectivity, safety, equity and stewardship of the a multi-modal transportation network. Specific to parks and recreation, the Plan calls on the City to “support physical activity by maintaining existing recreational corridors and increasing pathway and trail connections” and identifies a shared-use path through Millersburg City Park as a priority investment. The TSP is consistent with state, regional and local plans and complies with Oregon’s Transportation Planning Rule.

**Linn County Comprehensive Plan (2005).** The Linn County Comprehensive Plan is the long-range land use policy document for Linn County. It addresses the applicable Statewide Planning Goals, defines the County’s various land use and growth management goals and policies, and determines the land use designations for all property in the County.

The Plan’s Community Facilities and Development Element includes a Recreational Needs section that establishes county-wide goals to provide diverse recreation opportunities that meet the needs of all residents and promote their health and safety. These goals will be implemented through the use of zoning tools, development review, and coordination with local, state and federal recreation providers in the County.

The Plan’s Natural Resources Element sets policies and implementation strategies for the conservation of natural areas, open spaces, scenic views and sites and the management of the County’s wilderness, recreational trails and scenic waterways.

**Linn County Park and Recreation Master Plan (2009).** The Linn County Park and Recreation Master Plan assesses recreational needs in the county and establishes a road map for future investment in County parks and recreational areas. The Plan assesses the County’s existing inventory, including regional parks, natural areas, waysides, boater access, historic sites and forest lands. It identifies capital improvements and management practices the County should pursue to achieve the community’s environmental, economic development, and recreational goals. In the Albany-Millersburg area, the Plan recommends improving Freeway Lakes Park, which is located about 7 miles south of Millersburg along I-5, with a day use area, trails and lake viewpoints.

**Oregon Trails 2016-2025.** Oregon Trails 2016-2025 is a statewide trails plan completed by the Oregon Parks and Recreation Department for a variety of trail types and uses, including non-motorized, motorized (all-terrain vehicle and snowmobile), water trail and Scenic Waterways. The plan segmented the state into planning regions – Region 3 includes Linn, Benton, Polk, and Marion Counties. In the urbanized areas of Linn County, the plan identifies a priority for non-motorized trail connectivity, maintenance and repair, and protecting natural features. With regard to water trails, the Plan identifies a priority for public access (developed or undeveloped) to the water and non-motorized boat launch facilities. The plan also identifies the stretch of the Willamette River that runs adjacent to Millersburg, as well as the nearby North and South Santiam River, as potential candidates for Scenic Waterway status. ■



# PUBLIC PROCESS COMMUNITY LISTENING

Community engagement and input played a crucial role in revealing the current interests in and needs for park and recreation amenities, as well as establishing the future recreational framework that reflects community priorities. This planning process leaned on community outreach, stakeholder meetings, surveys and a park site assessment to provide the baseline of local need. Throughout this process, the public provided information and expressed opinions about its needs and priorities for parks, trails and recreation opportunities in Millersburg.

Public outreach methods were varied and extensive, including:

- Two community workshops
- Community survey
- Tabling outreach at the Millersburg Celebration
- Four stakeholder discussions
- Social media content & emails
- Parks & Recreation Committee meetings

## Public Meetings

The project team sought feedback from local residents at two public meetings held at City Hall. The first meeting occurred in May and the second in September 2019. Meeting flyers, social media and email announcements were used to publicize the events and encourage participation.

## Parks Committee Meetings

The Parks Committee provided feedback on the Plan during two public sessions. Early in the project, the Committee heard an overview of the project scope and

timeline, and they offered comments regarding current issues and challenges. The Committee also received a project update and overview of the draft Plan that included an overview of the planning process, key themes and draft recommendations for parks, recreation and trail opportunities.

## Stakeholder Discussions

Interviews with internal and external stakeholders were conducted to more broadly assess the opportunities for site enhancements, partnerships and coordination. Stakeholders were identified by City staff based on their past coordination with the City and their involvement or interest in the future of Millersburg's park, recreation or trail facilities.

In addition to these direct outreach opportunities, the Millersburg community was informed about the planning process through a project webpage on the City's website, announcements via Nextdoor and tabling at the Millersburg Celebration.

The following list represents desired amenities or offerings most frequently noted by participants.

- Pickleball courts
- Recreational trail connections
- Additional picnic shelter at City Park
- Splash pad at City Park
- Off leash dog areas (dog park)
- Exercise stations
- Additional community events



Over 500  
community  
members were  
engaged with the  
Plan and provided  
input through the  
survey or other  
outreach.

A more complete summary of public comments is located in the Appendix B and C. ■



*Exploring community priorities.*



*TOP / BOTTOM: Open house meeting at City Hall*

### THEMES FROM COMMUNITY STAKEHOLDERS

- Collaborate and partner with the school district, Boys & Girls Club and other providers for programming.
- Provide more summertime, outdoor structured events and programs; Explore options to accommodate summertime programming at City Park.
- Explore sport field options that include multi-use turf fields, concessions, restrooms and batting cages.
- Improve maintenance at City Park and continue to coordinate and communicate with adjacent neighbors.

### RECREATIONAL TRENDS

- Walking, hiking and biking on trails is the most popular recreational activity - locally, statewide & nationally.
- Pickleball continues to be the fastest growing sport.
- Opportunities to experience the outdoors can be supported via programs, as well as amenities such as viewing platforms, nature play areas & interpretation.

See Appendix D for a detailed summary of state and national trend information.

# COMMUNITY SURVEY

In April 2019, an 18-question survey was mailed to every household in Millersburg, and it was also posted as an online version. The survey was developed in collaboration with city staff and the Parks and Recreation Committee and was promoted via multiple Nextdoor announcements and during a public open house meeting held in May. In all, 442 survey responses were collected. The following pages offer highlights from the survey responses, and the complete survey summary is attached as Appendix A.

**Frequency of Park Use.** Residents tend to visit frequently, with 26% visiting at least once a week and another 38% visiting one to three times per month. About a quarter of residents visit just a few times per year. Few (11%) did not visit a park last year. Nearly nine in ten residents have visited City Park, 55% have visited Talking Water Gardens, and 35% have visited the Acorn Park.

As compared to other age groups, adults under 45 are the most frequent users of Millersburg’s parks. Respondents who live east of Granite Avenue and north of 54th Avenue tend to be older and less frequent users of parks.

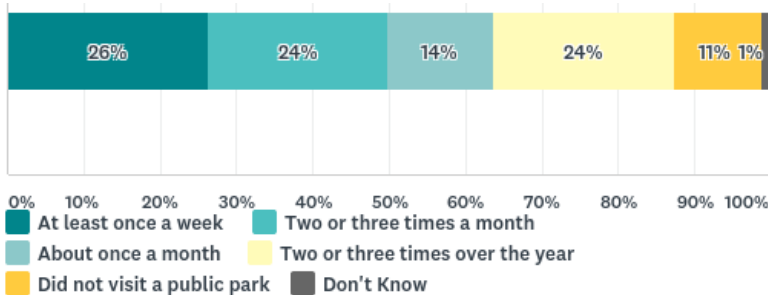


Figure 2: Frequency of Park Usage

**Overall satisfaction for parks and recreation amenities.** A large majority of residents (72%) are somewhat to very satisfied with the value they receive from the City of Millersburg for parks and recreation amenities. However, a share of residents (21%) are either somewhat or very dissatisfied. Younger residents and those with children at home tend to be less satisfied with the value provided by Millersburg’s parks than older residents or those with adult households.

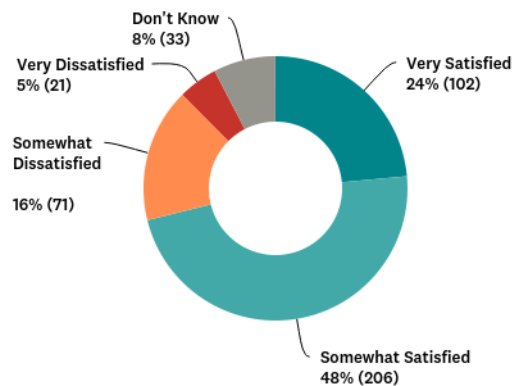


Figure 3: Satisfaction with Value Received for Park and Recreation Amenities

**Condition of Existing Parks.** Survey respondents were asked to rate the general condition (maintenance and upkeep) of City parks that they had visited. Of the residents who have visited City Park or Talking Water Gardens, more than eight in ten (82%) gave them a condition rating of excellent or good. Residents rated the condition of Acorn Park less favorably – however more than half (57%) consider it to be in excellent or good condition.

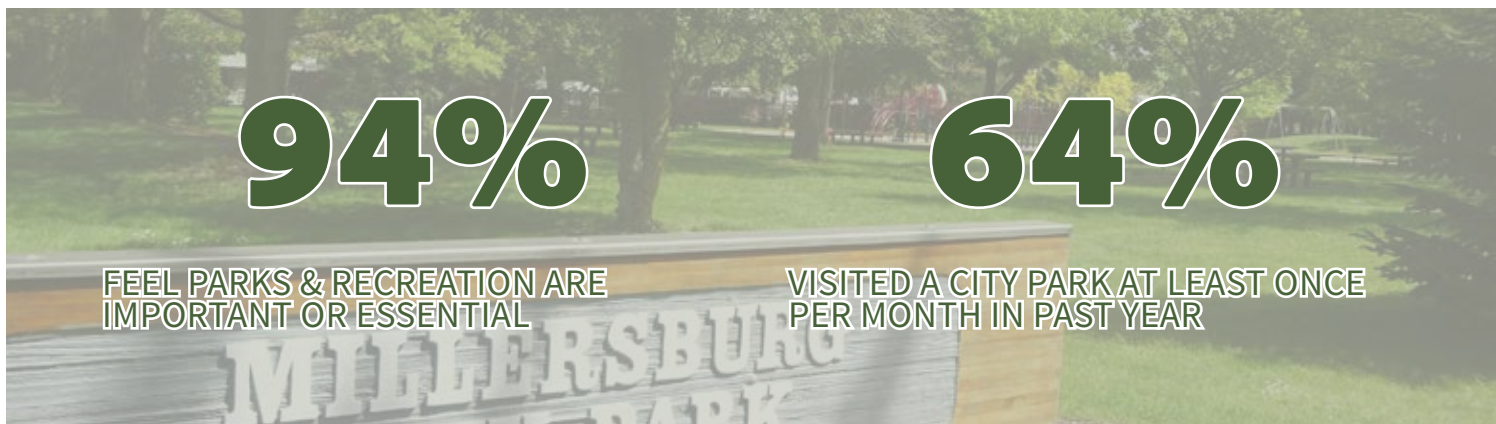
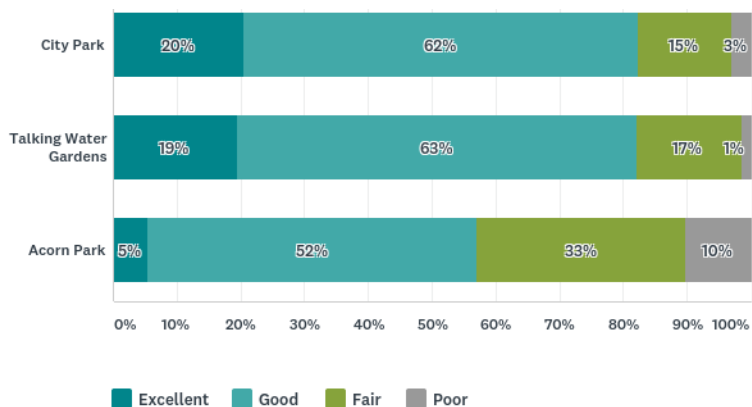


Figure 4: Sentiment about Condition of Existing Parks



**Need for additional park and recreation opportunities.** More than half of survey respondents think that Millersburg does not have enough neighborhood walking and biking trails (65%). Respondents were split on the adequacy of parks, picnic areas, and sports fields and courts, with close to half (48-51%) feeling there are about the right number or more than enough, but similar numbers responding that there are not enough or they were unsure.

Younger residents are more likely than older residents think there are not enough parks and picnic areas. Residents who live west of Granite Avenue and north of 54th Avenue (NW area) were more likely than residents of other areas to think the City needs more parks and walking/biking trails.

Figure 5: Sentiment about Parks and Recreation Opportunities



# 12 PUBLIC INVOLVEMENT

## Park and Facility Improvement Priorities.

Survey respondents were presented with a list of potential improvements to Millersburg’s parks, including upgrades to existing facilities and development of new facilities. A large majority of residents (80% or more) were supportive of expanding and improving multi-use walking and biking trails, picnic areas or shelters for group gatherings, and community events or festivals. More than half of respondents were very or somewhat supportive of all other improvements listed, with the exception of disc golf and skateboarding/BMX parks.

Younger residents were more supportive than older residents of all active use activities listed, including sports courts and fields, splash pads, indoor fitness equipment, disc golf, and gymnasiums. Similarly, residents with children in their home were more likely to support active-use improvements than those without children at home. Multi-use trails and picnic areas appealed to residents of all ages and family sizes.

## Priorities for Expanding or Improving Recreational Opportunities.

When asked which park and recreation improvements they would like to see the City focus on, seven in ten residents responded that maintaining existing parks should be a high priority. Half of residents gave a high priority to protecting open space and natural areas. Another 39% gave a high priority to building a recreational trail network. Between 22% and 27% selected acquiring land for future parks, developing new active use parks, or building pocket parks as a high priority. Developing new parks was a higher priority (33% selected ‘high priority’) in areas east of Granite Avenue and south of 54th Avenue (E area) compared to 16%-23% for other areas.

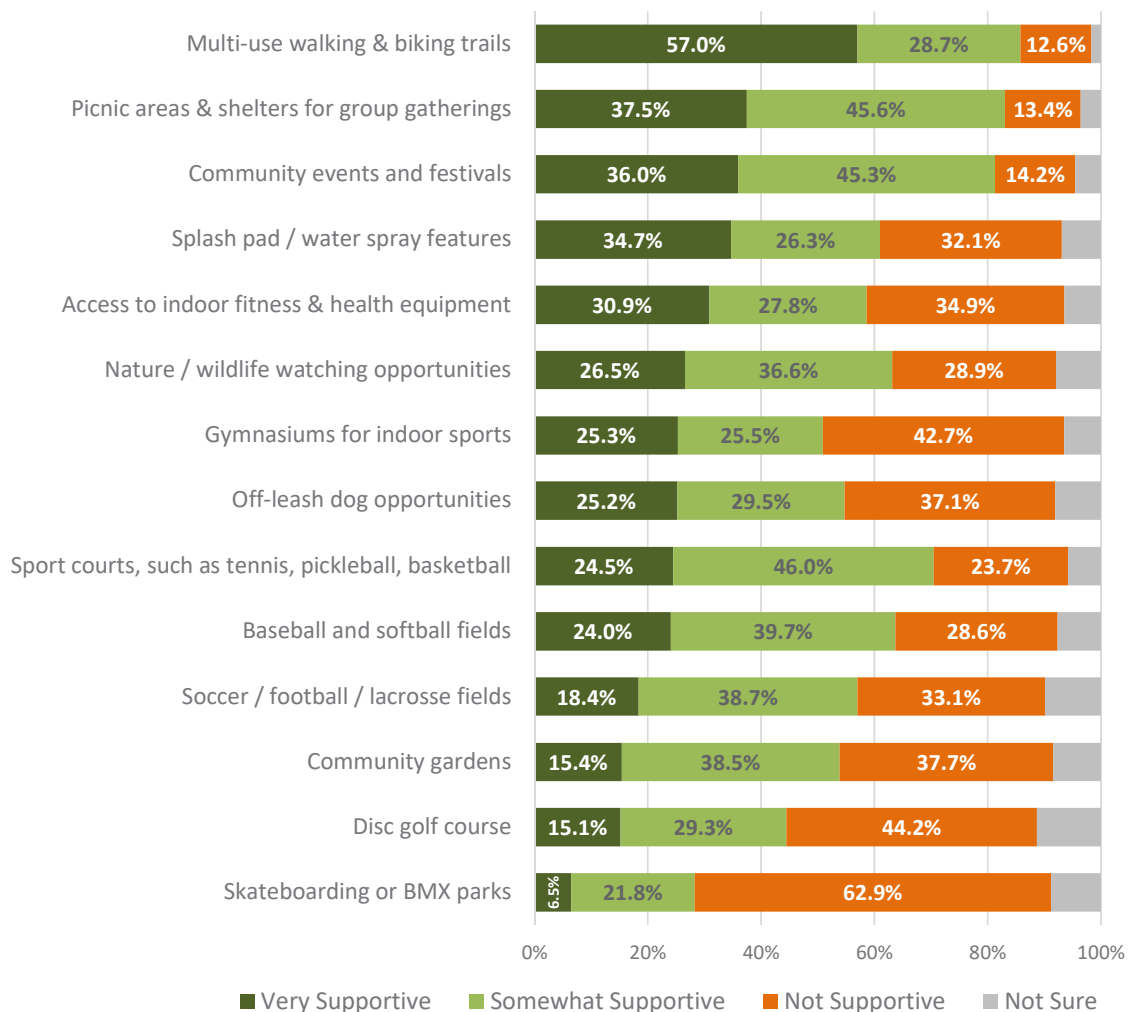


Figure 6: Priorities for Park & Facility Improvements

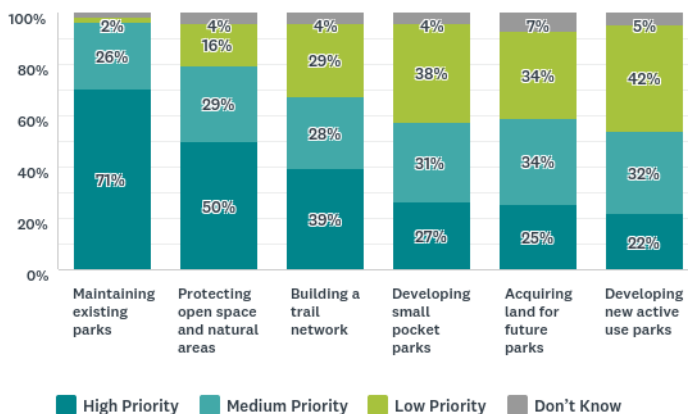


Figure 7: Priorities for Expanding Recreation Opportunities

**Outdoor Space Priorities.** When asked which of a set of improvements would best meet the needs of their household, a plurality (41%) of respondents prioritized developing an extended trail system for walking and cycling. Another 26% prioritized building a larger community park, while 23% felt a smaller neighborhood park near their home would best meet their needs. Only 10% of residents felt undeveloped and natural open spaces would best meet the needs of their household.

Younger residents were more likely to feel that active use parks would serve their household’s needs, as were those with children at home. Residents’ priority for building trails and protecting natural areas was similar across age groups.

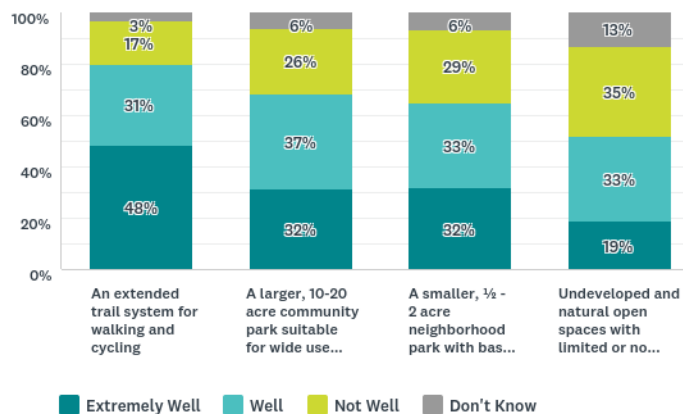


Figure 8: Interest in Recreation Program Areas

**Communication Channels.** The majority of residents prefer to hear about City parks, facilities, programs and events through online channels such as the City’s website (70%), social media (49%), Nextdoor (41%), and internet searches (17%). With the exception of social media, which is more popular with younger residents, these methods are consistently preferred by all age groups.

Posted signs or information, such as community event signs, flyers at City facilities or schools, or the newspaper, are also a popular sources. School flyers are much more popular source of information among residents under 45 years of age and among households with children at home (preference increases from 4% with no kids to nearly 34% for residents with 3 or more children). ■

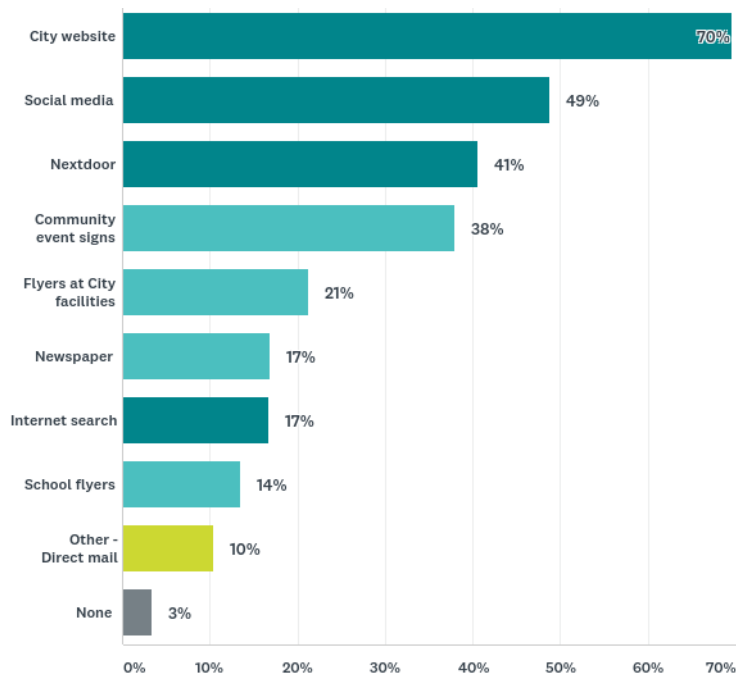


Figure 9: Preferences in Communication Channels



# PARK SYSTEM OVERVIEW

Millersburg provides and maintains parks and natural areas that support a range of active and passive experiences. The park and open space inventory identifies the recreational assets within Millersburg. The City provides 11.8 acres of parkland at two sites and partnered with the City of Albany and ATI for an innovative engineered water treatment wetland, called Talking Water Gardens, located on 60.6 acres at the south end of Millersburg. The following table summarizes the current park inventory in Millersburg.

Park Type / Name	Classification	Acreage
<b>City Parks &amp; Open Space</b>		
City Park	Community Park	11.2
Acorn Park	Neighborhood Park	0.6
Talking Water Gardens*	Special Use	60.6
<b>TOTAL</b>		<b>72.4</b>

\* Note: Partnership project with City of Albany and ATI and located on City of Albany owned property within the City of Millersburg.

Figure 10. Existing Inventory: City-owned Parks



# PARK LOCATIONS & CLASSIFICATIONS

Classifying parkland based on its characteristics and recreational offerings can help ensure the total park system meets a community's recreational needs. The planned Millersburg park system is composed of a hierarchy of various park types, each offering recreation and/or natural area opportunities. Separately, each park type may serve only one function, but collectively the system will serve the full range of community needs. Classifying parkland by function allows the City to evaluate its needs and plan for an efficient, cost effective and usable park system that minimizes conflicts between park users and adjacent uses.

As a small but growing city, the classifications are intended to provide a framework regarding the usage and utility of existing and future sites. Millersburg does not currently have properties that fall within each classification.

## COMMUNITY PARKS

Community parks are large sites developed for organized play, contain a wide array of facilities and, as a result, appeal to a more diverse group of users. Community parks are generally 10 to 30 acres in size and serve residents within a 2-mile drive, walk or bike ride from the park. In areas without neighborhood parks, community parks can also serve as local neighborhood parks. In general, community park facilities are designed for organized or intensive recreational activities and sports, although passive components such as pathways, picnic areas and natural areas are highly encouraged and complementary to active use facilities. Developed community parks typically include amenities such as sport courts (basketball, tennis), covered activity areas, soccer and/or baseball fields and bike and pedestrian trails.

## NEIGHBORHOOD PARKS

Neighborhood parks generally are considered the basic unit of traditional park systems. They are small parks designed for unstructured, non-organized play and limited active and passive recreation. They may range from 0.5 to 5 acres in size, depending on a variety of factors including neighborhood need, physical location and opportunity. To accommodate a typically desired amount of recreational amenities and open areas a minimum size of 1.5 acres is recommended, if possible. 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. Park siting and design should ensure pedestrians do not have to cross a major street or other barrier to get to a neighborhood park, unless safe crossings are provided.

## POCKET PARKS

Pocket parks are small parks that provide limited opportunities for active play and passive recreation. They are generally less than 0.5 acres in size and provide modest recreational amenity to residents within a ¼-mile walking distance. Due to their small size, pocket parks may be discouraged due to their higher maintenance costs and lower recreation value.

## NATURAL AREAS

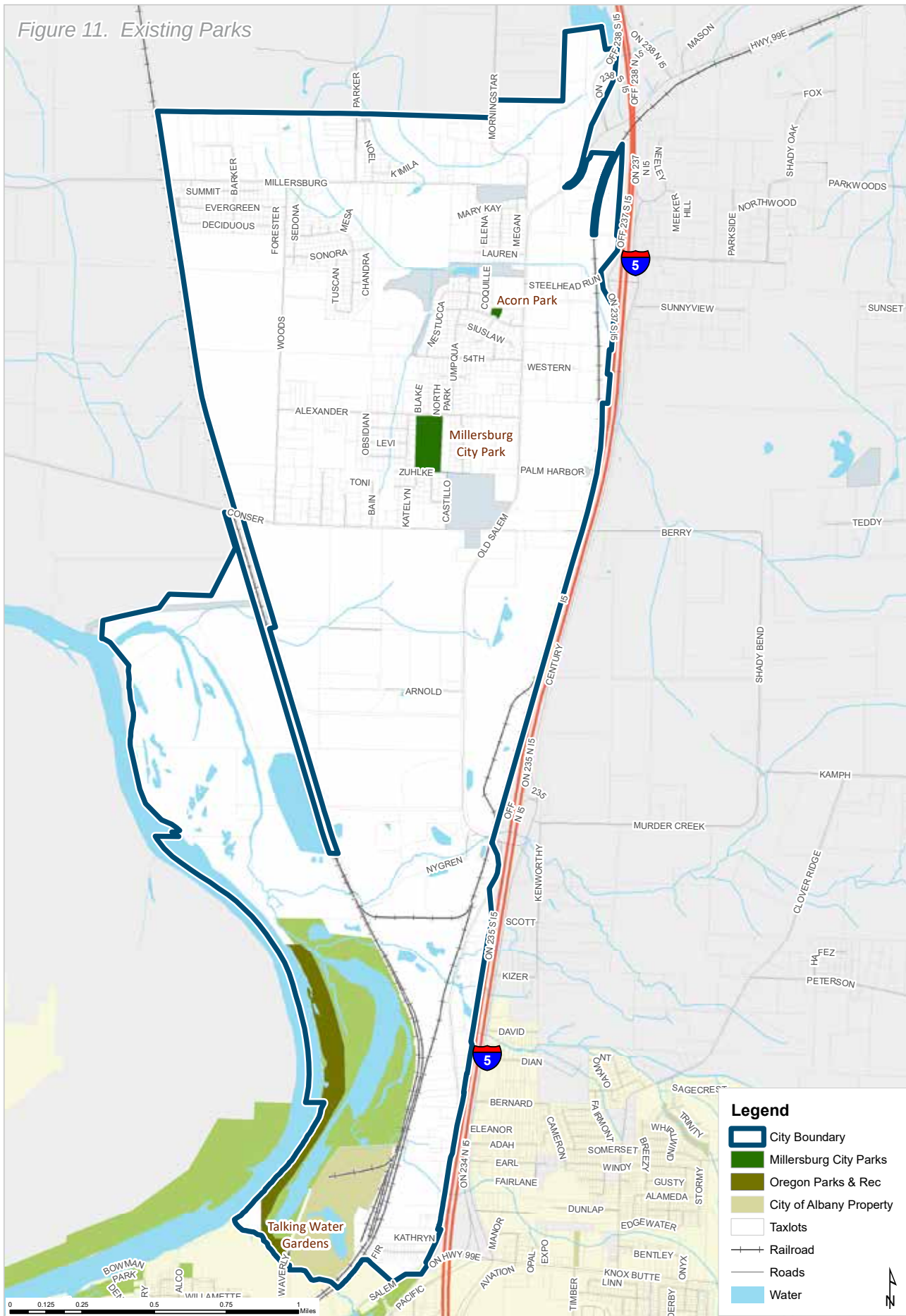
Natural areas are undeveloped lands primarily left in a natural state with only modest improvements for recreation uses. These conserved open spaces are usually owned or managed by a governmental agency and may or may not have public access. Natural areas may provide trail corridors, and offer low-impact or passive activities, such as walking or nature observation, where appropriate.

## SPECIAL USE AREAS

Special use facilities include single-purpose recreational areas or stand-alone sites designed to support a specific, specialized use. This classification includes stand-alone sport field complexes and community centers.

# 16 PARK INVENTORY

Figure 11. Existing Parks



# 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 in 2005 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 makes people healthier.
- 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.
- Recreational opportunities for all ages are provided.



## 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.



## SOCIAL & 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 \$16.4 billion in consumer spending, creates 172,000 direct jobs and results in \$749 million in state and local tax revenue. According to the 2017 Outdoor Recreation Economy Report 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.

## CITY PARK

### COMMUNITY PARK

Between Zuhlke Lane & NE Alexander Lane at NE North Park Court

11.2 acres

### AMENITIES

- Ballfields (2)
- Playground
- Basketball court (3 hoops, in a circle)
- Sand volleyball court
- Picnic shelter
- Tennis court (lighted)
- Picnic tables
- Horseshoe pits
- BBQ grills
- Bike rack
- Restrooms
- Landscaped beds
- Parking

### DESIGN OPPORTUNITIES

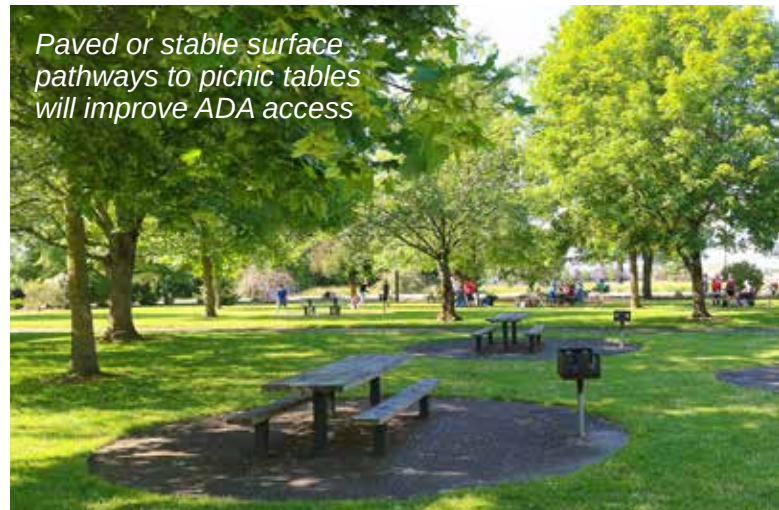
- Add painted travel aisle for handicapped parking stalls.
- Add small park identity sign at southern pedestrian entry.
- 10 individual picnic tables with grills without ADA paved access.
- No ADA access to ballfield spectator benches.
- Remove Photinia hedge in sections that are dying and declining.
- Where screening is still needed, replace with lower maintenance plantings.

### MANAGEMENT CONSIDERATIONS

- No playground ADA access - add ramp.
- Some pavement cracks in trail loop.
- Add sand to volleyball court and consider providing under drain.
- Remove weed fabric along southwest perimeter Norway maple trees.
- Consider restoration practices to help trees recover healthy root system.



A bird's eye view to the north



Paved or stable surface pathways to picnic tables will improve ADA access



A new infield mix will improve playability



*...a great place for a celebration*

*Under-drainage can extend the play season*

*...bringing the community together*



*A second shelter could provide accommodations for more park users*



*Consider pickleball striping with future surface maintenance*

### ACORN PARK

#### POCKET PARK

NE Clearwater Drive at Luckiamute Lane

0.6 acres

#### AMENITIES

- Playground
- Picnic tables
- Shade trees (oaks)
- Grass (thin cover in shade)
- Off-street parking (pull-off)
- Trash cans

#### DESIGN OPPORTUNITIES

- No existing universal access to play area.
- Access barrier into play area from timbers.
- Consider additional landscaping that could reduce grass cover where park is too shady.
- Compatible groundcover (like an oak sedge) with oak grove would be desired.

#### MANAGEMENT CONSIDERATIONS

- Check depth of engineered wood chips to ensure adequate play safety/fall surfacing.
- Local deer population feeds on acorns in the winter.
- Maintenance could intentionally leave more leaf & acorn debris on the ground in the fall.



*Provide universal access to playground*



*Provide ramp or opening to playground*

# TALKING WATER GARDENS

## OPEN SPACE

577 Waverly Dr NE

60.6 acres



The 'gardens' provide habitat and vistas

## AMENITIES

- Pathways
- Naturalized wetland areas
- Interpretive signs
- Benches
- Entry gate
- Fencing
- Gravel parking area

## DESIGN OPPORTUNITIES

- None noted.

## MANAGEMENT CONSIDERATIONS

- None noted.



Interpretive signs tell the story of engineered wetland

Trail map and brochure provide orientation to the site





## PARK CONDITIONS ASSESSMENT

The condition of park infrastructure and amenities is a measure of park adequacy and a required assurance of public safety. General park infrastructure may include walkways, parking lots, park furniture, drainage and irrigation, lighting systems and vegetation. Deferred maintenance over a long period can result in unusable amenities when perceived as unsafe or undesirable by park patrons.

The existing conditions within parks were assessed to identify issues and concerns and opportunities for future improvements. The condition assessment matrix shown on the below summarizes the results of these assessments and can be used to help prioritize needed park improvements. The matrix uses a rating system that ranks the condition of the park element based on the following scale:

**1 – Good Condition:** In general, 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. Good facilities encourage area residents to use the park.

**2 – Fair:** In general, amenities in fair condition are largely 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 time periods where they are unusable. Fair facilities remain important amenities for the neighborhood but may slightly discourage use of the park by residents.

**3 – Poor:** In general, amenities in poor condition are largely or completely unusable. They need major repairs to be functional. Poor facilities are park features that have deteriorated to the point where they are barely usable. Fields are too uneven for ball games, safety features are irreparably broken, buildings need structural retrofitting, etc. Poor facilities discourage residents from using the park.

		City Park	Acorn Park	Talking Waters Garden	Average Rating
Recreation Amenities	Playgrounds	1	2	-	1.5
	Paved Courts: Basketball	1	-	-	1
	Paved Courts: Tennis	2	-	-	2
	Baseball / Softball Fields	2	-	-	2
	Pathways/Trails	1	-	1	1
	Sand Volleyball	2	-	-	2
	Other Rec Element	-	-	-	-
Site Amenities	Site Furnishings	1	2	1	1.3
	Lighting (Y/N)	1	-	-	1
	Signage	1	1	1	1
	Parking Areas	1	-	2	1.5
	Public Art	-	-	-	-
Park Structures	Restrooms	1	-	-	1
	Picnic Shelters	1	-	-	1
	Amphitheater/Stage	-	-	-	-
	Concession Building	-	-	-	-
Vegetation	Turf	1	2	-	1.5
	Park Trees	1	1	-	1
	Landscaped Beds	1	-	-	1
	Natural Areas	-	-	1	1
ADA	Compliance	2	3	1	2

Ratings: 1 = good; 2 = fair; 3 = poor

Figure 12: Park Condition Assessment

Generally a feature with a rating of “3” should have higher priority for resolution through maintenance, capital repairs or as a new capital project. Park amenity conditions were also averaged across park elements to indicate which types of elements are in greater need for significant upgrades, renovations or overall improvements. Based on this assessment, the City’s tennis courts, baseball/softball fields, site furnishings, trees and landscaping are in the greatest need of rehabilitation or repair.

### PARK RECREATION AMENITIES

City Park contains attractive recreational amenities and still has some room for a few additional features. The sand volleyball court will require periodic replenishments of sand to fill low spots and maintain a playable surface. An underdrain in the sand volleyball court could extend its season of play if standing water is able to drain more readily from the sand base. The northern ballfield could be improved with regrading and drainage improvements. The southern ball field is ready for new infield mix to create a more playable field surface.

Acorn Park could add enhanced value if provided with rain protection by providing a small shelter. The addition of an accessible paved path to the playground and at least one bench and picnic table would accommodate all people with access to primary amenities.

### PLAYGROUND ACCESS & SAFETY

At Acorn Park there is no existing universal access to play area. The timbers that retain the wood chips create an ADA access barrier into play area. An opening should be designed to allow better access for park users with mobility limitations.

Engineered wood chips are provided beneath playground equipment to offer play safety/fall surfacing. Regular inspection to ensure the maintenance of proper minimum wood chip depth should be conducted.

### ADA COMPLIANCE

While City Park has an accessible paved path that provides a loop trail experience, the paved path does not provide ADA access to all the features in the park. City Park has ten individual picnic tables with grills in lawn areas without paved access. To meet the federal ADA accessibility guidelines, at least 50% of site amenities (tables, grills, benches, etc.) should be on an accessible route and have ADA-compliant features. An additional consideration would be that some picnic tables should have wheelchair seating within the picnic shelter.

There is no universal access to ballfield spectator benches. The playground areas have drop-offs from pavement into the wood chip safety surfaces that exceed ADA limitations, creating an architectural barrier for universal access to the play equipment. Adding a ramp into the main playground could address this barrier.

### WALKING OPPORTUNITIES

In City Park, the existing paved path does not surround the complete park perimeter and value could be added if there was a better connection through the outside perimeter of the playground area. To provide better accessibility, paved pathways should connect to more benches and picnic tables.

Acorn Park has no path and requires walking on uneven grassy areas to access the recreational elements in the park. The lack of universal access (and an all-weather surface) may limit the very young and old from having safe comfortable access to use the neighborhood park.

### PAVEMENT MANAGEMENT

Pavement cracks in the loop path will become tripping hazards and should be repaired before gaps exceed one inch. The tennis court has cracks developing that will eventually affect the level of play. Renovation to the court surface will be needed in the coming year or two. This need may trigger an opportunity to install additional pavement marking for other court sports like Pickleball.

Striping for basketball could enhance the 3-hoop area by indicating the free-throw lines for each hoop. Striping for the parking area should be refreshed and the designated travel-aisle for handicapped parking should be added to connect from the parking space to the accessible entry.

### SHADE & SHELTERS

With only one large picnic shelter, an additional smaller shelter in the south end of the park could provide more varied accommodations for park visitors. A small shelter located adjacent to the playground could add rain/sun protection for families centering their visits at the playground. Picnic tables scattered in shade provided by mature trees are available but not accessible to all.

Additional canopy/shade trees along the south end of the perimeter loop trail could relieve the bareness of the walkway and provide shade for walkers.

### PARK SITE FURNISHINGS

Existing benches are not ADA-compliant. Connecting some benches with interior paths &/or to the loop path would provide better universal access to park amenities. New ADA-compliant benches (with backs and arm-rests) with adjacent wheelchair companion spaces could be added to the loop path to help address universal access.

### TREE & LANDSCAPE MANAGEMENT

In general, the parks were well maintained and in good condition. No chronic gaps were apparent in landscape practices, litter control, restroom cleanliness. Existing challenges were noticed due to the age of some plantings and the overall grade of the center of the park where low areas can be affected by slow drainage.

At City Park, much of the hedge and perimeter tree plantings were established when the park was first developed. The Photinia spp. (common name "red-tip")

## 24 PARK INVENTORY

hedge has been a high-maintenance planting for park crews for many years and is showing signs of die-back, as well as areas where invasive blackberries and other undesirable plants are growing through the hedge. Several decades of hedge shearing has created older trunks and gnarly branches that are less vigorous than the shrubs would be if allowed to grow in their natural form. It is doubtful that the dead and declining shrubs can be re-invigorated. The gaps in the hedge where dead/dying photinia plants are created thin screening or allowing invasive/volunteer shrubs and trees to grow into the hedge create an opportunity to redesign the aging perimeter plantings in the park. Not all edges of the property need to have a solid hedge as a buffer. Characteristics of neighboring properties and their owner's desires may allow for more openness along some of the park perimeter. Where screening is a continuing desire, replacing the photinia with other plant species or a fence can offer more aesthetic variety to the park's landscape. Some recommended plant species for use along the park's boundaries include:

### Deciduous Shrubs:

- *Amelanchier alnifolia*, Serviceberry
- *Cornus sericea*, Redtwig dogwood
- *Corylus cornuta*, Hazelnut
- *Holodiscus discolor*, Oceanspray
- *Oemleria cerasifoemis*, Osoberry
- *Sambucus racemosa*, Red elderberry
- *Spiraea douglasii*, Hardtack
- *Symphoricarpos albus*, Snowberry
- *Viburnum edule*, Highbush cranberry

### Evergreen Shrubs:

- *Mahonia aquifolium*, Oregon grape
- *Myrica californica*, Wax myrtle
- *Rhododendron macrophyllum*, Pacific rhododendron

### Small trees:

- *Acer circinatum*, Vine maple
- *Cornus nuttali*, Pacific dogwood
- *Rhamnus purshiana*, Cascara

The palette of plant species listed above are native to the Pacific Northwest and could provide valuable contributions to the native insects, birds and mammals in both local and migrating wildlife populations. If native species are not reasonably available in the local nursery trade, then a close relative should be selected as an alternative. The replacement plantings (for the hedge removal) can be grouped in mass plantings that mix trees and shrubs for a less linear layout that provides more room to grow and eliminated the high maintenance requirement of mechanical shearing or annual pruning.

The arborvitae hedge around tennis court screens the court from outside view and regularly needs trimming around the park signs installed on the court fence. There is an opportunity to remove some of the hedge plants to open up the interior views to the court without detracting from play-ability. Following CPTED (crime prevention through environmental design) principles, the court does not need to be screened from the outside. Leaving a cluster of arborvitae at each corner of the court may reduce the visual severity of the change from fully screened to more open. This approach could help phase the removal of the hedge more gradually.

Norway maple trees along the park perimeter are showing varying degrees of decline with some trees dying and unlikely to be recoverable. Girdling roots (common among this maple species) were evident on many trees. The use of weed fabric may be a major contributor to the decline of the trees since the fabric inhibits the movement of both air and water into the root zone. The fabric also prevents the migration of organic material into the soil for maintaining a healthy soil environment. The fabric should be immediately removed. To help mitigate for the resulting unhealthy soil conditions, a layer of leaf compost can be applied prior to the application of replacement bark mulch. Further, aeration and fertilization by a certified arborist is recommended.

In reviewing the need for tree and hedge replacements, the City may want to consider a communications effort to share the design ideas with the public prior to any significant hedge removal. Design illustrations of the proposed changes could help ease the public's perception of the how and why some landscape changes are necessary. Providing a sounding board for feedback from park users may help refine and improve the design for future plantings and the phasing for landscape changes.

In Acorn Park, the City should consider additional landscaping that could reduce grass cover where the park is too shady. A native groundcover, like oak sedge, compatible with the oak grove would be desirable.

Because both parks rely on tree canopy cover to provide the natural setting for each park's visual character and user comfort, an investment in continuing tree care is recommended. Annual or biennial inspections by a certified arborist with an as-needed pruning contract can help ensure proper care and hazard avoidance for the tree canopy in the parks. Trees are a long-term investment and cyclical care cycles can be considered as part of a capital improvement program. ■



“Parks, like fingerprints, are unique and give us a sense of identity and belonging”

- Jerah Smith, American Planning Association

## ACCESS &amp; DISTRIBUTION

# WITHIN A 10-MINUTE WALK

## PARKLAND GAP ANALYSIS

Millersburg residents have access to City Park and Acorn Park, as well as natural areas like Talking Water Gardens and open spaces along the Willamette River. However, Millersburg's projected growth will place pressure on access to existing recreational lands. Understanding the known gaps in the park system will provide a foundation for strategic planning to ensure that residents have access to an equitable and distributed system of parks, trails and amenities to stay healthy and active.

27% of Millersburg's residential lands are within ½-mile of a park, according to the gap analysis completed for this Plan

## PARKLAND WALKSHEDS

Determining the 'walksheds' for a community's existing parks can reveal gaps where residential areas have no public parks within reasonable walking distance. These gaps help illustrate need for improved park access, and identified gaps within the park system can become targets for future parkland acquisition.

To better understand where the City should direct acquisition efforts, a gap analysis of the park system was conducted to examine and assess the current distribution of parks throughout the city. The analysis reviewed the locations and types of existing facilities, land use classifications, transportation/access barriers and other factors as a means to identify preliminary acquisition target areas. In reviewing parkland distribution and assessing opportunities to fill identified gaps, residentially zoned lands were isolated, since neighborhood and community parks primarily serve these areas.

Walksheds were defined for neighborhood parks using a ¼-mile primary and ½-mile secondary service area with travel distances calculated along the road network starting from known and accessible access points at each park. Walksheds for community parks were derived using ¼-mile,

½-mile, and 1-mile travel distances to acknowledge that community parks serve a wider array of users and driving to such sites is typical.

Gaps in parkland distribution appear in two main areas of the city, listed in no particular order:

- North Millersburg, near Millersburg Drive NE and Parker Lane NE
- Northwest Millersburg, west of Woods Road NE and south of NE Deciduous Avenue

## FUTURE ACQUISITIONS

This Plan proposes acquisition of parkland for future neighborhood parks in these areas. While the targeted 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. These acquisition targets represent a long-term vision for improving parkland distribution throughout Millersburg.

As the city develops with new subdivisions, this gap assessment should be re-evaluated to further target parkland needs to new residential areas. ■

Figure 13. Park Walkshed Map

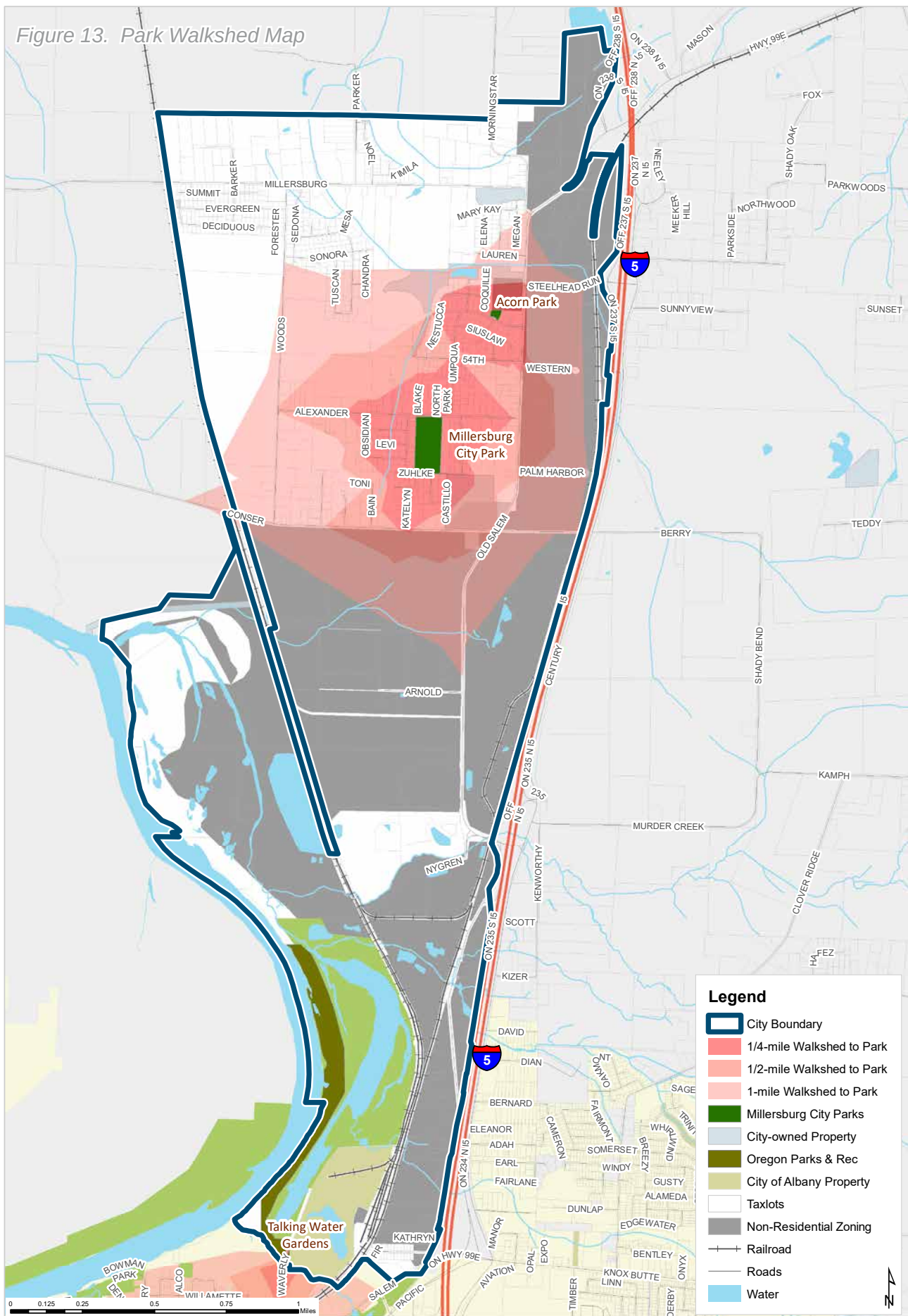
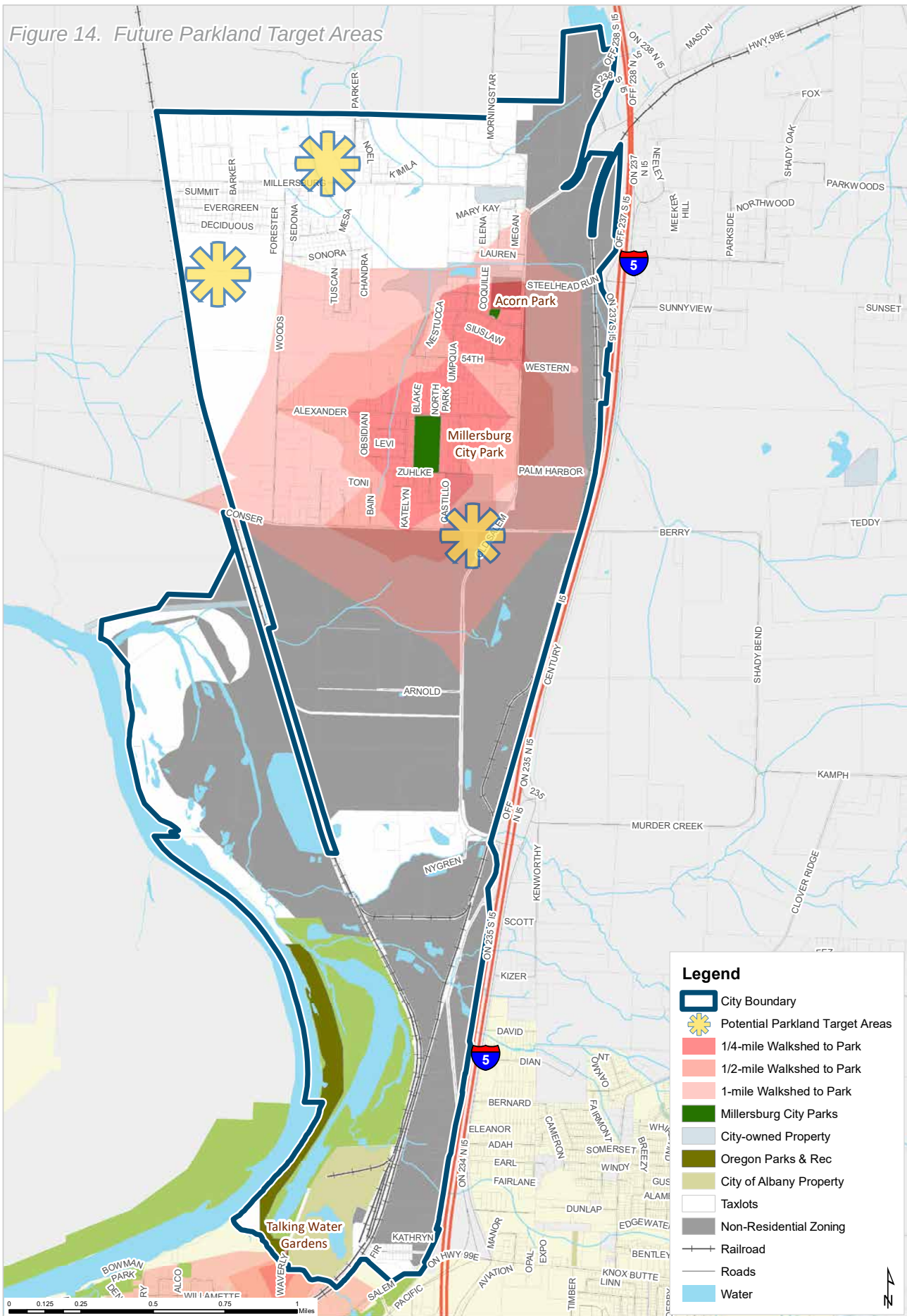


Figure 14. Future Parkland Target Areas



## PARK SERVICE STANDARDS

In addition to and in support of the gap analysis, a level of service (LOS) review was conducted to further understand the distribution and acreage needs for parkland to assess how well the community can access and enjoy parks, recreation and open space. Traditionally, the application of numeric standards for the provision of parks has applied an acreage of parkland per thousand residents as a target measurement for adopted benchmark standards. Service standards are the adopted guidelines or benchmarks the City is trying to attain with their parks system; the level of service is a snapshot in time of how well the City is meeting its adopted standards. Even without a numeric standard, the level of service can evaluate how the City and its park system measures up to parks systems across the country with comparable population sizes, population densities and parkland acreages.

The use of service standards for parks and recreation has a long history. Also, standards have been widely applied in park systems across the country as a means to benchmark where a community is and target where it wants to be with regard to the provision of parks, open space, trails and facilities.

The use of numeric standards, typically framed as parkland acres per capita, have become tradition for parks agencies, in part, tied to dated publications from the National Recreation and Park Association, which are no longer in favor. In many cases, jurisdictions link their standards with a funding source to help finance the growth of the system. In Oregon, system development charges are a common funding tool for this purpose. The use and application of standards continues to evolve and mature, and this Plan aims to evaluate the current level of service and offer recommendations to set locally-appropriate standards.

Millersburg currently owns and manages 11.8 acres of developed city parks. The measure of level of service (LOS) is applied to developed public parkland within the city. City Park (11.2 acres, community park) and Acorn Park (0.6 acres, mini park) provide the most accessible park facilities to most residents. Millersburg also partners with the City of Albany to provide Talking Water Gardens, a 60.6-acre constructed wetland on land owned by the City of Albany but within Millersburg's city limits. Talking Water Gardens contributes to nature-based recreational access, but is considered apart from developed park acreage in this LOS review. At 11.8 acres, the current level of service for Millersburg is 4.5 acres per 1,000 people, which excludes Talking Water Gardens. Given projected population growth, the level of service will decline to less than 4 acres per 1,000 people by 2035 if no other parks are acquired. Instead of a strict acreage-based standard, this Plan proposes an improvements-based approach as the City grows, which would be based on the projects listed in the Capital Improvements Plan.

While numeric standards are a useful tool to assess how well the City is delivering park and recreation services, the numeric values alone do not provide adequate recognition of the quality of the facilities or their distribution. The simple use of an overall acreage standard does not match with the citizen input received during this planning process. Residents were particularly interested in the availability of trails and active use parks and amenities (e.g., sport fields, dog parks, splash pads, picnic shelters, etc.) within a reasonable distance from their homes.

## GOING BEYOND ACREAGE STANDARDS

Using a service standard for park acreage tied to a community's population provides a common measure for guiding the amount of desired parkland. However, the acreage of parkland per capita provides only a limited measure of the value of recreational access and park amenities in demand for public uses.

Residents who live west of Granite Avenue and north of 54th Avenue (NW area) were more likely than residents of other areas to think the City needs more parks and walking/biking trails.



Future population growth will continue to increase pressure on the availability of large, developable tracts for purchase as future, active use parks. As the park system matures with increasing residential density, other assessment techniques should be incorporated going forward to gauge the community's need for additional lands, facilities and amenities, which include the following.

- Park pressure
- Variety / type of park amenities
- Condition of park amenities

### PARK PRESSURE

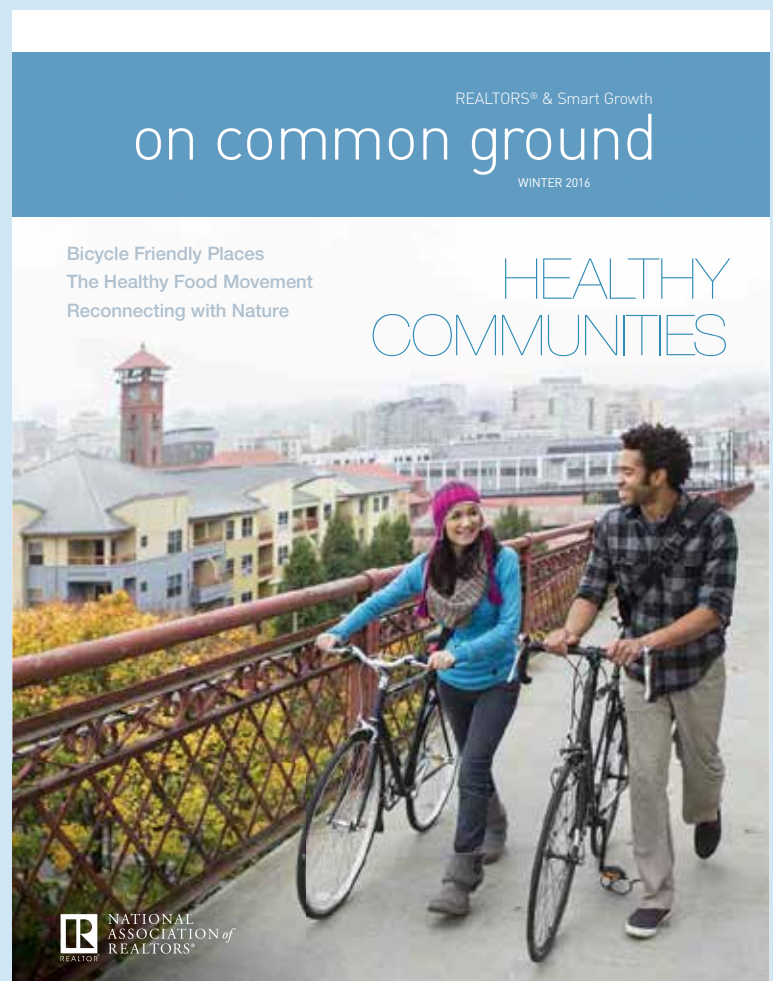
Park pressure refers to the potential demand on a park. One method of exploration examines the proximity of residential populations to a park and assumes that the residents in a 'parkshed' use the park closest to them and that people visit their closest park more often than those farther away. Using GIS, the 'parkshed' is defined by a park service area containing all households having the given park as their closest park. The population within this park service area can then be calculated, providing an estimate of the number of nearby potential park users. The acreage of the subject park is then used to calculate the number of park acres available per 1,000 people within the parkshed. This measure of probable park use and population pressure identifies the adequacy of the park land (in acres per 1,000) rather than simply the location and 'walkability' determined by the park accessibility metric. Depending on the amenities and attractions within the park, the higher the population within a parkshed will result in greater the use and potential increased maintenance and wear and tear.

From the winter 2015 issue of the National Association of Realtors (NAR) magazine, the direct link between how communities are built and grow is tied to health and quality of life. More walkable and bike-able environments with better access to nature and parks have become essential for personal well-being and needs to be integrated into community planning. The NAR articles identify walkable communities as a prescription for better health.

Even the U.S. Surgeon General sounded a call to action challenging communities become more walkable to allow more Americans to increase their physical activity through walking. The Center for Disease Control and its Healthy Community Design Initiative focuses on walkability and the need to better integrate into transportation planning.

The NAR magazine issue also reported on the value of bicycle-friendly communities and the direct tie to healthy and sustainable living. Access to healthy, locally-grown food choices is reported with the value of community gardens and urban food hubs for healthy diets, as well as connection to community engagement.

Realtors have long been aware that housing near a good system of parks and trails will hold strong appeal to buyers. The winter NAR issue illustrates the recognition that community design for healthy living goes beyond the single house location. People want choices, and these healthy community design traits of walking, biking, trails and parks all play an important role in housing prices, sales and re-sales.



## PARK AMENITY MIX

Providing unique outdoor experiences, while working to fulfill basic recreational park amenities, will result in parks with a variety of amenities. The variety and location of amenities available within a community's parks and recreational facilities will create a range of different preferences and levels of park usage by residents. Park systems should ensure an equitable distribution and quantity of the most common amenities like playgrounds, picnic shelters, restrooms, sports courts, sports field and trails to help distribute the potential usage of load on individual parks. Park planners should also consider that many park users, particularly families, look for a variety of amenities in a park that will provide a range of outdoor recreation activities for every visit. The Oregon SCORP (noted in Appendix D) points to priorities for public parks to provide adequate and clean restrooms, additional picnic shelters and enhanced waterfront access.

## PARK AMENITY CONDITION

In addition to understanding the quantity of park amenities, communities must also assess the condition of each park's general infrastructure and amenities. The condition or quality of park amenities is a key measure of park adequacy and a required assurance of public safety. General park infrastructure may include walkways, parking lots, restrooms, drainage and irrigation, lighting systems and vegetation. Amenities can 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 can also provide a measure of acceptable condition. Older park facilities may lack universal accessibility limiting the value of the recreational assets by inadvertently excluding some park users.

The assessment of park conditions indicated a need to plan for renovations of paved surfaces (e.g., courts and paths) and address universal access for park recreation features. The Oregon SCORP places a priority on ensuring there are accessible routes for seniors, as well as ADA compliance in public parks and other facilities. ■

## RECREATION PROGRAMS & EVENTS

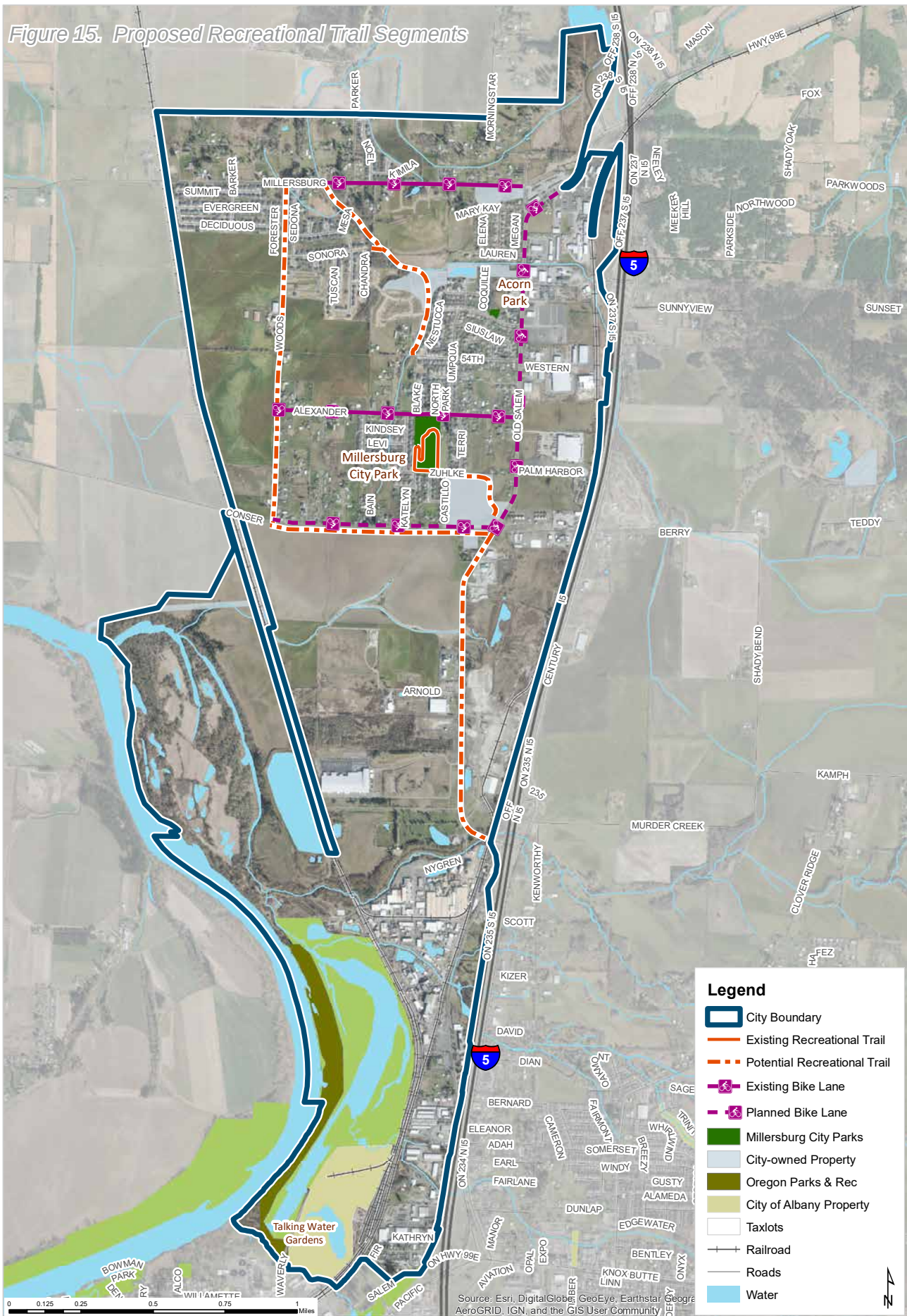
**The City of Millersburg currently focuses its effort to support the community's signature event, the Millersburg Celebration, and does not provide any direct recreation programming.**

The City permits usage of the ball fields at City Park to local youth and adult leagues, and access to other recreation programming is available in Albany. The Albany School District provides outdoor and indoor recreation facilities for recreation programming, and they partner with the Boys & Girls Club to accommodate after-school and summer programs and classes for youth. Also, the City of Albany offers recreation classes through its Parks & Recreation Department, and Millersburg residents can utilize these programs for fee.

Public outreach has indicated strong support for the Celebration and shown appreciation for existing program options. However, some residents voiced interest in indoor health and fitness, additional sport fields and gymnasiums for indoor sports. Open house attendees voiced modest interest in providing recreation programs for youth and adults.

As a small and growing city, the City of Millersburg should consider incremental growth in recreation programs and initially focus on facilitating programs via contract vendors or partnerships with the Boys & Girls Club, Albany School District and/or the YMCA. As the community grows, the City could consider focusing on leading certain recreation programs that are not offered by other local or regional providers. The City should work with the school district, community partners, sports organizations and other recreation providers to plan for and consider how to offer both drop-in and structured programs in sports; art, music and dance; and educational and environmental activities for Millersburg youth. ■

Figure 15. Proposed Recreational Trail Segments



## RECREATIONAL TRAILS

Millersburg has pedestrian and bike trail facilities primarily provided through sidewalks, streets and internal pathways at City Park. Public outreach has identified the need for safer and more connected biking and walking opportunities around the city.

The 2016-2025 statewide trails plan, entitled *Oregon Trails 2016: A Vision for the Future*, provides information and recommendations to guide federal, state, and local units of government, as well as the private sector, in making policy and planning decisions. The state trail plan identified the need for more trails connecting towns and public places. The plan also highlighted the need to provide connections between existing trails, close gaps, provide links to trails outside urban growth boundaries and provide access to parks and open space and other community destinations. The state trail plan also recognized the need for more trail signs to provide wayfinding for users that provide direction, distance and difficulty as well as destinations and locational information.

Stakeholders and open house participants have identified key locations where safer accessible connections could create a viable trail system for Millersburg residents. Improving Woods Road to accommodate a shared-use trail and adding a bike route along Conser Road and Old Salem Road would enable a safer, larger network. Also, the City should consider appropriate trail alignments to connect City Park for non-motorized users, while being sensitive to concerns about adjacent landowner interests. The future development of the property adjacent to City Hall offers another opportunity to create trail opportunities for the Millersburg community and enhance connectivity to City Park. The map in Figure 15 illustrates potential recreational trail and bike route connections. ■



### 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. But getting to the park 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 & 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.

# FRAMING A PATH FORWARD

The goals and objectives described in this chapter define the park and recreation services that the City of Millersburg aims to provide. These goals and objectives were derived from input received throughout the planning process, from city staff and officials, the Parks Committee, community members and stakeholders. The City's Strategic Plan and Comprehensive Plan provide the overarching direction for the City, while the goals and objectives focus the efforts towards tangible parks and recreation achievements.

Taken together, the goals and policies provide a framework for the Park System Master Plan. A goal is a general statement describing an outcome the City wishes to provide. Goals typically do not change over time unless community values shift. Policies are more specific, measurable statements that describe a means to achieving the stated goals. Policies reflect adopted practices intended to implement and achieve the goals.

These goals are in alignment with the National Recreation and Parks Association's Three Pillars, which are foundational concepts adopted in 2012. 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.



## HEALTH & WELLNESS

*Park and recreation departments lead the nation in improving the overall health and wellness of citizens, and fighting obesity.*

## SOCIAL EQUITY

*We believe universal access to public parks and recreation is fundamental to all, not just a privilege for a few.*

## CONSERVATION

*Public parks are critical to preserving our communities' natural resources and wildlife habitats, which offer significant social and economic benefits.*



## ENCOURAGE COMMUNITY-BUILDING

### **Goal 1: Millersburg fosters and expands the social connections that link residents to their neighbors and community.**

#### **Objective 1 - Community Involvement:** Encourage and support public involvement in park and recreation issues.

- 1.1 Involve residents and stakeholders in park and recreation planning and design to gather community input, facilitate project understanding and support, and ensure facilities and programs meet community needs.
- 1.2 Provide easily accessible information about recreational opportunities, community events, programs, and volunteer activities available in the city to increase resident awareness.
- 1.3 Provide clear maps of City parks and trails online and at trailheads.
- 1.4 Consider the formation of a Parks Commission or Board as a City advisory body and a forum for public discussion of park and recreation issues.
- 1.5 Promote volunteer park improvement and beautification projects by individuals, community organizations, school groups, service clubs, places of worship and businesses.

#### **Objective 2 - Community Events:** Provide and promote special events to enhance community activity and civic pride.

- 2.1 Foster and expand annual community events in City Park to support community cohesion.
- 2.2 Explore opportunities to host special events, such as festivals, concerts or movies in the park, or cultural activities that are organized by community groups, schools or organizations.
- 2.3 Partner with local businesses to support and promote special events. Where possible, provide opportunities for local businesses to engage with community members at events.



## FOSTER A HEALTHY, ACTIVE COMMUNITY

**Goal 2: Millersburg provides a system of parks, trails and open spaces that meets current and future needs for active and passive recreation and enhances the community’s environment and livability.**

**Objective 3 - Parks: Acquire and develop a high-quality, diversified system of parks, recreation amenities and open spaces that provides equitable access to all residents.**

- 3.1 Identify and prioritize lands for inclusion in the parks system based on factors such as contribution to level of service, connectivity or recreational opportunities for residents.
- 3.2 Strive to provide a distributed network of parks and trails, such that all city residents live within one-half mile of a developed community or neighborhood park. Seek opportunities to connect parks and trails to create a park system for Millersburg and reduce barriers within park walksheds.
- 3.3 Develop neighborhood and community parks identified in this Plan to provide active and passive recreational opportunities for residents.
- 3.4 Establish and operate specialized recreational facilities (e.g. sport fields and courts, off leash dog areas, skateparks, community gardens) to respond to identified public needs, as appropriate.
- 3.5 Use parks system development charges to facilitate funding for new parkland acquisition and development resulting from a recreational need created by new residential development.
- 3.6 Utilize the capital projects list, updated as appropriate, as the basis for determining parks system development charges.
- 3.7 Where approved, ensure park and recreation amenities within private developments meet the City’s minimum design and development standards prior to accepting dedicated properties into the City system.
- 3.8 Coordinate with Linn County and the State of Oregon for the planning of nearby regional or state recreational areas that would benefit Millersburg residents.



## FOSTER A HEALTHY, ACTIVE COMMUNITY

### **Objective 4 - Natural Areas: Preserve distinctive natural areas and features for their scenic, recreation and habitat value, as well as their contribution to Millersburg's rural atmosphere.**

- 4.1 Pursue low-cost and/or non-purchase options to preserve open space, including the use of conservation easements, development agreements and partnerships with public agencies.
- 4.2 Coordinate with the City of Albany, Linn County, and private landowners to preserve and restore natural areas along the Willamette River for environmental and recreational use.
- 4.3 Pursue opportunities to provide appropriate public access (e.g. trails, viewpoints and wildlife viewing areas) within natural areas to support passive recreation and environmental education.

### **Objective 5 - Trails & Connections: Develop a network of shared-use trails for recreational, pedestrian and bicycle users, to connect parks, neighborhoods, schools and public amenities.**

- 5.1 Coordinate trail system planning and development with the City's Transportation System Plan and efforts to provide a comprehensive pedestrian and bicycle network.
- 5.2 Develop a system of off-street trails and on-street connections by utilizing open space, parks, rights-of-way, utility corridors and sensitive lands, as appropriate.
- 5.3 Partner with local agencies, utilities and private landholders to secure trail easements and access to open space for trail and greenway connections.
- 5.4 Provide trailhead accommodations, such as parking, wayfinding signage and other amenities, as appropriate.
- 5.5 Implement trail, route and wayfinding signage for trails and associated facilities, informational maps and materials identifying existing and planned trail facilities.





### FOSTER A HEALTHY, ACTIVE COMMUNITY

#### **Objective 6 - Recreation Programming: Leverage City resources by forming and maintaining partnerships with other public, non-profit and private recreation providers to deliver recreation services and secure access to facilities for community recreation.**

- 6.1 Coordinate with public, private and non-profit providers, such as the City of Albany, Linn County, the Greater Albany School District, to plan and provide recreation activities and facilities in an effort to maximize opportunities for public recreation.
- 6.2 Partner and coordinate with Greater Albany School District, Boys & Girls Club, community partners and sport organizations to offer drop-in and structured programs in sports; art, music and dance; and educational and environmental activities for youth and teens.
- 6.3 Explore options to expand the quantity and breadth of adult programs offered, via partnerships with other recreation providers and organizations.
- 6.4 Establish a partnership with the Albany Senior Center so that seniors can engage in social, recreational, educational, nutritional and health programs.
- 6.5 Partner and coordinate with local clubs and organizations, such as organized sports leagues, to plan for, develop and manage specialized facilities, such as sports fields.



## PROVIDE SOUND MANAGEMENT & MAINTENANCE

### **Goal 3: Millersburg stewards the community's capital and resources to expand recreational opportunities for residents.**

#### **Objective 7 - Administration & Maintenance: Plan and develop a parks system that is efficient to maintain and operate, safe and attractive for community members, and that protects the City's capital investment.**

- 7.1 Maintain an inventory of assets including their condition and expected useful life.
- 7.2 Establish park maintenance standards and regularly inspect, maintain, and repair or replace park infrastructure to ensure safe use, reduce unplanned maintenance and protect public investment.
- 7.3 Periodically update the Park System Master Plan and the Capital Improvements Plan to reflect the recreational needs and priorities of the community.
- 7.4 Consider the maintenance and staffing costs necessitated by the acquisition, development or renovation of parks, and pursue operational funding that adequately supports system expansion.
- 7.5 Design parks to minimize ongoing maintenance costs, for example through standardization of park furnishings, use of native vegetation, and use of low-maintenance materials.

#### **Objective 8 - Funding & Partnerships: Pursue traditional and new funding sources to adequately and cost-effectively maintain and enhance the quality of Millersburg's park and recreation system.**

- 8.1 Pursue alternative funding options and dedicated revenues for the acquisition and development of parks and facilities, such as through private donation, sponsorships, partnerships and state and federal grant sources.
- 8.2 Promote volunteerism to involve individuals, organizations and businesses in the planning, development and stewardship of the park and recreation system, as appropriate.
- 8.3 Continue to foster the partnership with the Greater Albany School District to provide active recreation facilities for field sports and community recreation.
- 8.4 Utilize strategic capital investments in parks, trails, open spaces, recreation and events to encourage and support economic development and revitalization.

# RECOMMENDATIONS

The following is a summary list of key project recommendations; however, clear decisions must be made in an environment of competing interests and limited resources. These recommendations are not listed in a particular order.

**ADA ENHANCEMENTS & PARK ENHANCEMENTS** Minor improvements to access, such as providing ramped entrances, for site furnishings are necessary to conform to the Americans with Disabilities Act (ADA) and ensure universal accessibility. Also, the City should evaluate the play equipment and its signage for code compliance and replace outdated equipment as appropriate. The recommendations in the Capital Improvements Project list provide site-specific suggestions. In general, the City should make improvements to existing parks as needed to ensure proper maintenance, usability and quality of park features and grounds.



**PARK CONNECTIONS** Recreational path and trail connections, improvements and relationships to streets, sidewalks and bike lanes have been cited in other Millersburg plans and by participants to the development of this Plan. The City should continue to coordinate trail-related projects with transportation system planning or related public works projects. Also, the City should pursue additional trail segments and connections, as appropriate, in an effort to link existing and planned parks and open spaces.



**WAYFINDING & SIGNAGE** Parks, trails and other public open spaces are the primary targets for enabling a cohesive, accessible and connected community through an identifiable wayfinding program. As the city grows, Millersburg should pursue an integrated wayfinding and branding program that includes both visual graphic standards and site furnishing standards. Colors, sign types, and information can help park and trail users navigate the outdoor recreation experiences offered by the City.



**LAND ACQUISITION TO FILL GAPS** The City should strive to acquire additional parkland to serve deficient areas and provide land necessary for desired park amenities. As the community develops, the City will need to be strategic and coordinate with local developers and private landowners to secure land in the targeted parkland areas. Maintaining an open dialogue with the Albany School District for a future school site could provide opportunities to design school facilities in ways that may help meet community park needs, especially for sport fields, courts and pathways.



## IMPLEMENTATION OPTIONS

# CAPITAL PLANNING

The Capital Improvements Plan (CIP) puts into chronological order the project intent and strategic actions adopted by the City to guide the implementation of this Plan. It assigns proposed time frames and estimated costs for specific projects. A summary of proposed project categories and scopes is described below.

The CIP on the following pages lists the park and facility projects considered for the next five to ten years. The majority of these projects entail the acquisition and development of parks, renovating or enhancing existing facilities, and expanding path and trail corridors. The CIP provides brief project descriptions for those projects with priority ranking to assist staff in preparing future capital budget requests.

The following table summarizes the aggregate capital estimates from the 2020-2029 CIP by park types for the next ten years. A full CIP funding schedule appears on the next page.

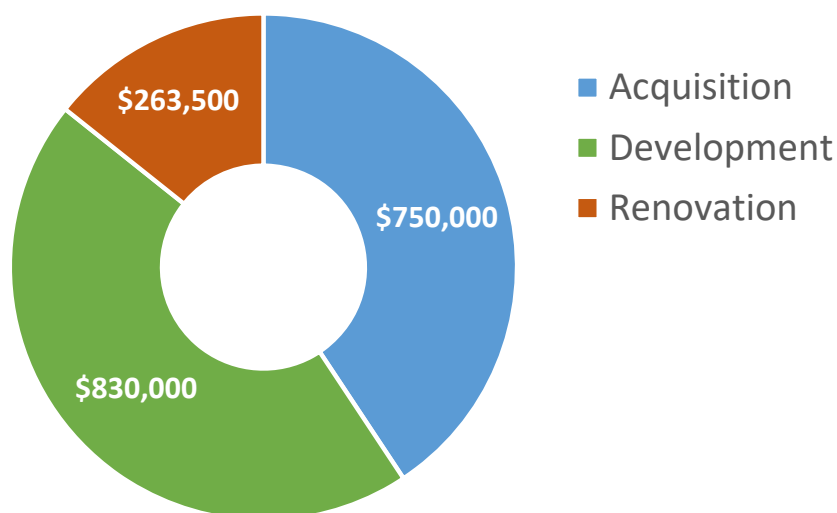


Figure 16. Capital Improvements Plan Expenditures Summary

**Millersburg, OR  
10-Year Capital Improvements Plan  
2020-2030**

Activity	Park Site	Project Description	2020	2021	2022	2023	2024	2025	2026-2030	Sum
R/D	City Park	Additional paved access pathways (playground & picnic tables)		\$ 25,000						\$ 25,000
R		Replace benches with ADA compliant models		\$ 10,000						\$ 10,000
R		Tree replacement/planting & landscape enhancements	\$ 10,000	\$ 25,000						\$ 35,000
R		North ballfield renovation (regrading & drainage improvements)				\$ 50,000				\$ 50,000
R		South ballfield infield mix				\$ 15,000				\$ 15,000
R		Playground ramp	\$ 1,500		\$ 1,500		\$ 1,500			\$ 4,500
R		Play safety surface refills (engineered wood chips)	\$ 1,500		\$ 1,000			\$ 1,000		\$ 2,000
R		Volleyball sand (refill)		\$ 30,000						\$ 30,000
R		Tennis court resurfacing			\$ 20,000					\$ 20,000
R		Tennis court landscape renovation (hedge removal/new plantings)						\$ 45,000		\$ 45,000
D		Picnic shelter								\$ 8,000
R		Basketball court & parking lot striping				\$ 8,000				\$ 8,000
R/D	Acorn Park	Paved pathways (universal access to all amenities)		\$ 15,000						\$ 15,000
R		Playground upgrades		\$ 20,000						\$ 20,000
R		Play safety surface refills (engineered wood chips)		\$ 1,500		\$ 1,500		\$ 1,500		\$ 4,500
D		Accessible benches & picnic tables			\$ 10,000					\$ 10,000
D		Picnic shelter (small)			\$ 25,000					\$ 25,000
R/D		Picnic table pads			\$ 3,000					\$ 3,000
A	Neighborhood Park site	New park acquisition		\$ 350,000						\$ 350,000
A	Neighborhood Park site	New park acquisition					\$ 400,000			\$ 400,000
D	Neighborhood Park site	Neighborhood park master plan & development							\$ 750,000	\$ 750,000
R	Capital repairs	Pavement repairs, tree pruning, drainage, etc.	\$ 2,500	\$ 2,500	\$ 2,500	\$ 2,500	\$ 2,500	\$ 2,500	\$ 5,000	\$ 20,000
			\$ 15,500	\$ 444,000	\$ 73,000	\$ 102,000	\$ 404,000	\$ 50,000	\$ 755,000	\$ 1,843,500

Unfunded Projects		
City Park	Pickleball court installation	\$ 60,000
	Property acquisition for expansion of City Park (east)	\$ 450,000
	Reconfigure park layout to accommodate 2 baseball fields and a soccer field, and additional parking	\$ 1,250,000
Acorn Park	Consider native groundcover instead of grass in some shady areas	\$ 25,000
Future Sites	Sports fields and parking in property behind City Hall (in coordination with a school)	\$ 1,500,000
	Splash pad installation	\$ 350,000
Trails / Pathways	Woods Road multi-use path	\$ 1,375,000
	Multi-use path south of Conser	\$ 850,000
	Nature trails through wetland areas	\$ 300,000
	Multi-use path between Park and City Hall	\$ 350,000

**Code Activity**

- A Acquisition
- D Development
- R Renovation / Repair
- R/D Renovation / Development

**NOTES:**

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

## IMPLEMENTATION OPTIONS

# MAKING IT HAPPEN

A number of strategies exist to improve park service delivery for the City of Millersburg; 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. The following considerations are presented to offer near-term direction on implementation and as a means to continue dialogue between the City, its residents and its partners.

Additionally, a review of likely funding options is included in Appendix E, which includes local financing, federal and state grant and conservation programs, acquisition methods and others.

## VOLUNTEER & COMMUNITY-BASED ACTION

The public process for this Plan has demonstrated that residents want to be involved in improving Millersburg's park system and want to have their energies guided through coordination with the City. Community sponsored park clean-ups, beautification and planting projects, and park patrols should be considered to engage citizens and maintain a strong sense of community pride and ownership in park facilities. Millersburg also could prepare and update a revolving list of potential volunteer-appropriate projects for the website, while also reaching out to local high schools to encourage student projects.

## PARTNERSHIP & COLLABORATIVE PROJECTS

Specific projects and goals identified in this Plan demand a high degree of coordination and collaboration between the City and outside agencies.

Internal coordination with city staff 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 parkland acquisition areas, planned path corridors and the need for easement or set-aside requests.

The City should schedule periodic sessions and facilitate discussions with local youth leagues and staff from the Albany School District for the purposes of sport field planning and consideration for future field space. The projected population growth and the school district's long-term plans for a new school serving Millersburg present an opportunity for joint planning in support of new recreational amenities in the community. As discussions progress for a future school site, the City should also engage the Boys & Girls Club and the YMCA as potential partners in support of expanded recreation program options serving the Millersburg community.

## FUTURE DEVELOPMENT

With the recent and projected growth in residential development in Millersburg, the City should encourage open space and recreational elements be included within future private residential development and trails and sidewalk connections linking new subdivisions to existing or planned open space or park lands.

## PARKLAND DONATIONS & DEDICATIONS

Parkland donations from private individuals or conservation organizations could occur to complement the acquisition of park and open space lands in Millersburg. 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. Parkland dedication by a developer could occur in exchange for Park SDCs or as part of a planned development where public open space is a key design for the layout and marketing of a new residential project. Any potential dedication must be vetted by the City to ensure that such land is located in an area of need or can expand an existing City property and can be developed with site amenities listed in Appendix F.

### GRANTS

Several state and federal grant programs are available on a competitive basis, including Oregon State Parks, LWCF and Fast-Act. 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. Millersburg 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.

### SYSTEM DEVELOPMENT CHARGES

Park System Development Charges (SDCs) are imposed on 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 should periodically update its SDC methodology and rate structure, as appropriate, to be best positioned to obtain future acquisition and development financing from residential development. The City should prioritize the usage of Parks SDCs to secure new park properties and finance park or trail development consistent with the priorities within this Plan.

### 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 earned 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. Millersburg 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.

### LOCAL FUNDING

Although a variety of approaches exist to support individual projects or programs, the broader assessment of community needs suggests that additional, dedicated funding may be required to finance upgrades to and growth in the parks system. A short-term bond or levy could be structured to maximize voter support to include parkland acquisitions and development, trail development and general park element upgrades. This will require additional effort by a future Parks and Recreation Commission or citizen group to compile a specific funding package, along with an assessment of potential revenue, political willingness and potential voter support.

### PRIVATE GRANTS, DONATIONS & BUSINESS SPONSORSHIPS

Several 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. Business sponsorships for programs may be available throughout the year. In-kind contributions are often received, including food, door prizes and equipment/material.

### OTHER IMPLEMENTATION TOOLS

Appendix E identifies other implementation tools, such as grants and acquisition tactics, that the City could utilize to further the implementation of the projects noted in the CIP.

# **APPENDIX A: Community Survey**





**To:** Janelle Booth, Assistant City Manager/City Engineer  
**From:** Steve Duh, Conservation Technix, Inc.  
**Date:** June 26, 2019  
**Re:** **City of Millersburg Parks 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 Millersburg that assesses residents' recreational needs, preferences and priorities.

### **SURVEY METHODOLOGY**

In close collaboration with City staff and the Millersburg Parks Committee, Conservation Technix developed the 18-question survey that was estimated to take approximately ten minutes to complete.

The mail survey was prepared as a 100% resident sample and was mailed to 968 addresses on April 3, 2019. The City circulated an additional 170 surveys to households that were not provided a survey in the initial mailing. An online version of the same survey was prepared and posted to the City's website. Information about the survey was provided on the City's website home page and on the Parks Master Plan project page. It was promoted via multiple Nextdoor announcements and during a public open house meeting held on May 7, 2019 that served as the first public meeting for the Parks Master Plan. Open house attendees were encouraged to take the survey online with laptops provided at the meeting. The survey was closed on June 14<sup>th</sup>, and preliminary data were compiled and reviewed.

In all, 442 survey responses were received, which is approximately 19% of the total population of Millersburg.

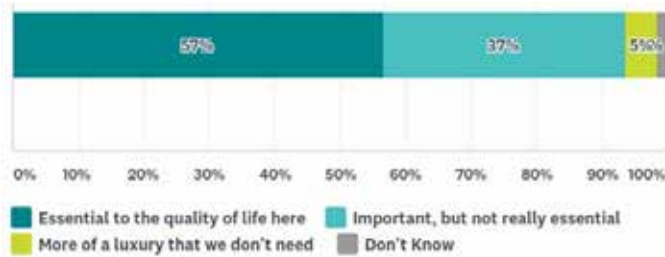
This report includes findings on general community opinions. Since the survey was open to the general public and respondents were not selected through statistical sampling methods, the results are not necessarily representative of all City residents. In particular, the survey was not completed by any residents under the age of 20, who make up nearly one-third of the city's population.

Percentages in the report may not add up to 100% due to rounding.

### KEY FINDINGS

#### Millersburg residents strongly value their parks and recreation facilities.

Nearly all residents (94%) think parks and recreation are important to quality of life in Millersburg.



#### Residents visit parks frequently.

Nearly two-thirds of residents visit parks or recreation facilities at least once a month. Nearly nine in ten residents have visited City Park, while fewer have visited Talking Water Gardens and Acorn Parks. The most popular reasons residents visit are to use walking paths or playgrounds.

#### Residents are generally satisfied with existing parks and recreation facilities.

A large majority of residents (72%) are satisfied with the value they receive from the City of Millersburg for parks and recreation amenities. More than 80% of residents rated the condition of City Park or Talking Water Gardens as excellent or good. Acorn Park was rated less favorably and is also less frequently visited. However, over half of residents said they would visit parks more often if the City addressed maintenance, accessibility or safety issues or provided desired facilities, programs, or equipment.

#### Residents would like to see improvements made to the parks & recreation system and are willing to pay more to fund them.

More than half of survey respondents think Millersburg does not have enough neighborhood walking and biking trails (65%) and more than 80% are supportive of expanding the trail network. Respondents were split on the adequacy of parks, picnic areas, and sports fields and courts, with close to half (48-51%) feeling there are about the right number or more than enough, but similar numbers responding that there are not enough or they were unsure. However, more than eight in ten residents would be supportive of adding or improving picnic areas and community events or festivals. Notably, improving multi-use trails and picnic areas appealed to residents of all ages and family sizes.

Residents are split on their willingness to pay more to support these improvements. Approximately 22% of residents would not be willing to pay any additional taxes to support improvements to parks and recreation. However, most residents would be willing to pay more – ranging from less than \$5 per month (30%) to over \$10 per month (28%).

**DIFFERENCES BY DEMOGRAPHIC GROUPS**

The table below summarizes key differences between respondents of different demographic groups.

*Note: The survey did not include a representative sample of residents. Results are for informational purposes only.*

Age	
<p style="text-align: center;"><b>20 to 45</b></p> <ul style="list-style-type: none"> <li>• More likely to feel that parks and recreation are essential to the quality of life in Millersburg</li> <li>• Most frequent users of parks &amp; recreation facilities</li> <li>• More likely to have children in the home</li> <li>• Tend to be less satisfied with the value provided by Millersburg’s parks</li> <li>• More likely than older residents to prioritize developing new parks</li> <li>• More supportive of adding the active use activities listed, such sports courts/fields, splash pads, indoor fitness equipment, disc golf, and gyms</li> <li>• More likely to be willing to pay more to improve park and recreation services</li> </ul>	<p style="text-align: center;"><b>Over 45</b></p> <ul style="list-style-type: none"> <li>• Tend to be less frequent users of parks</li> <li>• Tend to be more satisfied with the value provided by Millersburg’s parks</li> <li>• More likely than younger residents to prioritize maintaining existing parks</li> <li>• More likely to feel parks should be supported within current tax revenues</li> </ul>
Children in Household	
<p style="text-align: center;"><b>0 kids</b></p> <ul style="list-style-type: none"> <li>• More likely to be older adults</li> <li>• More likely than those with children to cite being too busy as a reason why they do not use parks more often</li> <li>• Tend to be more satisfied with the value provided by Millersburg’s parks</li> <li>• More likely to feel parks should be supported within current tax revenues</li> </ul>	<p style="text-align: center;"><b>1 – 3 kids</b></p> <ul style="list-style-type: none"> <li>• More likely to be frequent visitors and to have visited Talking Water Gardens and/or Acorn Parks</li> <li>• Tend to be less satisfied with the value provided by Millersburg’s parks</li> <li>• More likely to cite crowding, maintenance issues, or lack of desired programs or equipment as reasons why they do not visit more often</li> <li>• Most likely to visit parks to use playgrounds or attend family gatherings, events or festivals</li> <li>• More likely to support active-use improvements than those without children at home</li> <li>• More likely to be willing to pay more to improve park and recreation services</li> <li>• Stronger preference for school flyers as a communication method</li> </ul>
Location	
<p style="text-align: center;"><b>West of Granite/Katelyn Ave</b></p> <ul style="list-style-type: none"> <li>• NW: Most likely to feel there are not enough parks and walking/biking trails</li> <li>• NW: 37% of residents said facilities are ‘too far from my home’ compared to less than 10% in other areas</li> </ul>	<p style="text-align: center;"><b>East of Granite/Katelyn Ave</b></p> <ul style="list-style-type: none"> <li>• NE: Tend to be less frequent users of parks</li> <li>• E: Placed a higher priority on developing new parks (33%) as compared to 16%-23% for other areas</li> </ul>

FULL RESULTS

How much do residents value parks and recreation?

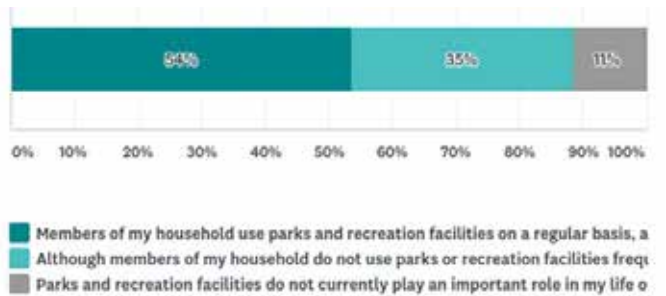
Nearly all residents (94%) feel that local parks, recreation options and open space opportunities are important or essential to the quality of life in Millersburg. Nearly six in ten feel that they are essential; while an additional 37% believe that they are important to quality of life, but not essential. Only 5% of respondents believe parks are “more of a luxury that we don’t need”.

Residents under 45 are more likely than older age groups to use parks and recreation facilities on a regular basis and to feel that they are essential to the quality of life in Millersburg.

1. When you think about the things that contribute to the quality of life in Millersburg, would you say that public parks and recreation opportunities are...

Response options	Percent	
Essential to the quality of life here	56.7%	94%
Important, but not really necessary	36.8%	
More of a luxury that we don't need	4.9%	
Don't know	1.6%	

2. Which one of the following three statements comes closest to the way you feel about parks and recreation in Millersburg?

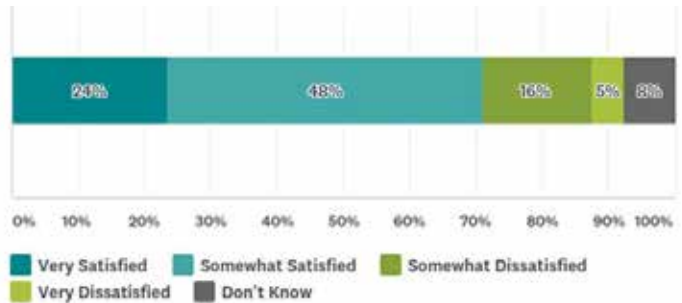


Are residents satisfied with the value they receive from the City of Millersburg?

A large majority of residents (72%) are somewhat to very satisfied with the value they receive from the City of Millersburg for parks and recreation amenities. However, a share of residents (21%) are either somewhat or very dissatisfied.

Younger residents and those with children at home tend to be less satisfied with the value provided by Millersburg’s parks than older residents or those with adult households.

4. Please rate your satisfaction with the overall value your household receives from the City of Millersburg for parks and recreation amenities.

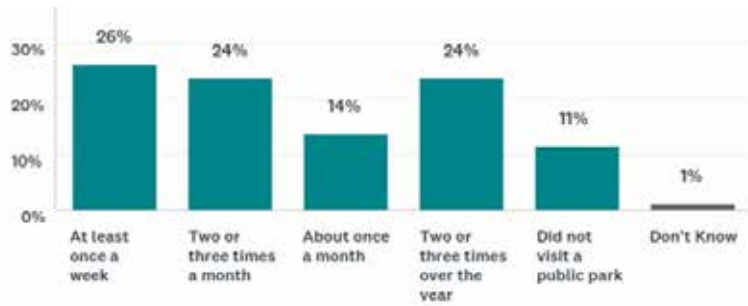


**How often do residents use Millersburg’s parks & recreation facilities?**

Respondents were asked how often they, or members of their household, visited a park and recreation facility in Millersburg over the past year. Residents tend to visit frequently, with 26% visiting at least once a week and another 38% visiting one to three times per month. About a quarter of residents visit just a few times per year. Few (11%) did not visit a park last year.

As compared to other age groups, adults under 45 are the most frequent users of Millersburg’s parks. Respondents who live east of Granite Avenue and north of 54th Avenue tend to be older and less frequent users of parks.

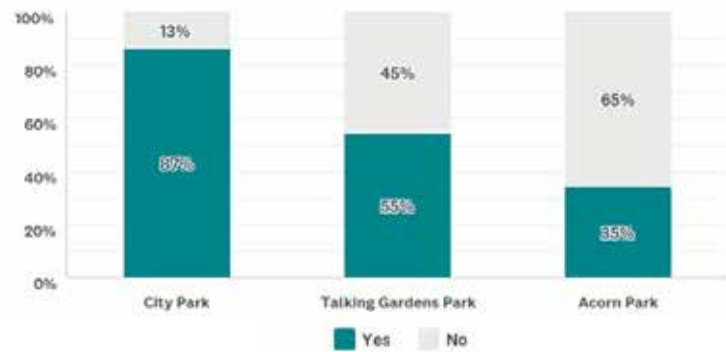
5. How many times over the past year have you or members of your household visited a public park or recreation facility in Millersburg?



**Which parks & recreation facilities do residents visit?**

The City asked residents which developed parks and recreation facilities they, or members of their household, have visited. Nearly nine in ten residents have visited City Park, 55% have visited Talking Water Gardens, and 35% have visited the Acorn Park.

6a. Please indicate if YOU or any member of your HOUSEHOLD has used any of the following developed parks or recreation facilities listed below.



**How would residents rate the condition of parks and facilities they have visited?**

Of the residents who have visited City Park or Talking Water Gardens, more than eight in ten (82%) gave them a condition rating of excellent or good. Residents rated the condition of Acorn Park less favorably – however more than half (57%) consider it to be in excellent or good condition.

6b. For those you marked with a YES... please indicate how you would rate the condition of the park or recreation facility.



**Why do residents visit parks?**

Millersburg residents visit local parks and recreation facilities for a variety of reasons. The most popular activities are using walking paths (65%) or playgrounds (50%). More than one-third of respondents visited for fitness or relaxation (39% and 33% respectively, or to attend an gathering, festival, or celebration (34-37%). Fewer visited to use an athletic field (27%), tennis court (11%) or volleyball court (4%). In addition, 12 respondents (3%) wrote in that they visit parks to walk or play with their dogs.

Respondents aged 35 to 44, who were also the most likely to have children in their household, were the most likely to visit for playgrounds, family gatherings, and events or festivals.

**Why don't residents visit more often?**

When asked why they do not visit Millersburg's parks and recreation facilities more often, many residents responded that they do visit (28%), are too busy (26%), or generally have no interest (4%, write-in) suggesting that further improvements would not increase their use of parks.

However, over half of respondents selected a reason that could be addressed by the City, including maintenance issues (15%), lack of desired facilities, programs, or equipment (13%), crowding (8%), safety concerns (8%), and accessibility issues (5%).

One in five residents cited transportation-related issues, either that existing parks are too far from their home (15%) or that there were no safe walking and biking routes to parks (4%, write-in only). Other respondents stated that they either use other facilities (14%) or do not know what is offered in Millersburg (10%).

Residents with children at home were more likely to cite that parks and facilities are too crowded, not well maintained, or do not offer desired programs or equipment as reasons why they do not visit more often. Residents without children at home were more likely than those with children to cite being too busy as a reason why they do not use parks more often. In addition, 37% of respondents who live west of Granite Avenue and north of 54th Avenue (NW area) responded that facilities are too far from their homes, as compared to less than 10% of residents in other areas.

7. What would you say are the main reasons you visited Millersburg parks and open spaces in the last year?

Reason	Percent
Walking paths	65%
Playgrounds	50%
Fitness	39%
Family gatherings / picnics	37%
Festivals / celebrations	34%
Relaxation	33%
Athletic Fields	27%
Tennis	11%
Volleyball	4%
Walking dogs (write-in only)	3%
<i>Note: Write-in "Other" responses which fit clearly into defined answer categories were included in those categories.</i>	

8. Please CHECK ALL the reasons why your household does not use City of Millersburg parks or recreation facilities more often.

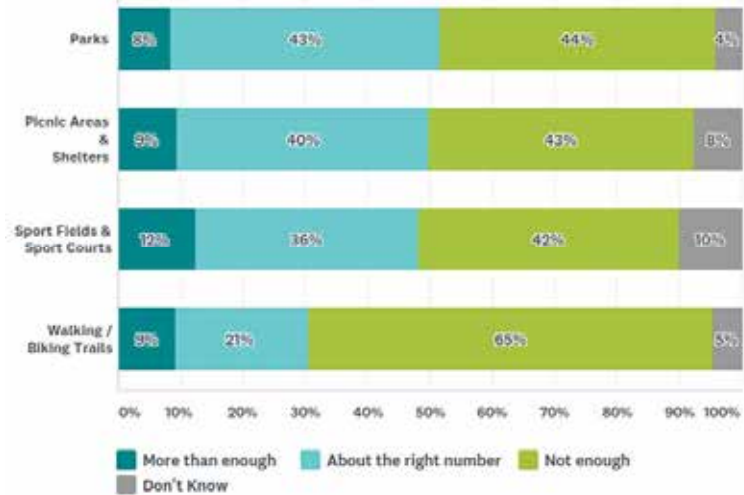
Reason	Percent
None (I/We use them)	28%
Too busy to go to parks and facilities	24%
Parks and facilities are too far from my home	15%
Parks and facilities are not well-maintained	15%
Use parks or facilities provided by another city or organization	14%
Facility, program or equipment is not offered	13%
Parks and sports courts are too crowded	11%
I do not know what is offered	10%
Do not feel safe in the park or facility	8%
Inaccessible for my physical abilities	5%
Other – No safe walking/biking route to parks	4%
Other – No interest	4%
<i>Note: Write-in "Other" responses which fit clearly into defined answer categories were included in those categories.</i>	

**Do residents think Millersburg needs more parks and recreation opportunities?**

More than half of survey respondents think that Millersburg does not have enough neighborhood walking and biking trails (65%). Respondents were split on the adequacy of parks, picnic areas, and sports fields and courts, with close to half (48-51%) feeling there are about the right number or more than enough, but similar numbers responding that there are not enough or they were unsure.

Younger residents are more likely than older residents think there are not enough parks and picnic areas. Residents who live west of Granite Avenue and north of 54th Avenue (NW area) were more likely than residents of other areas to think the City needs more parks and walking/biking trails.

3. When it comes to meeting the needs of the community, would you say there are...

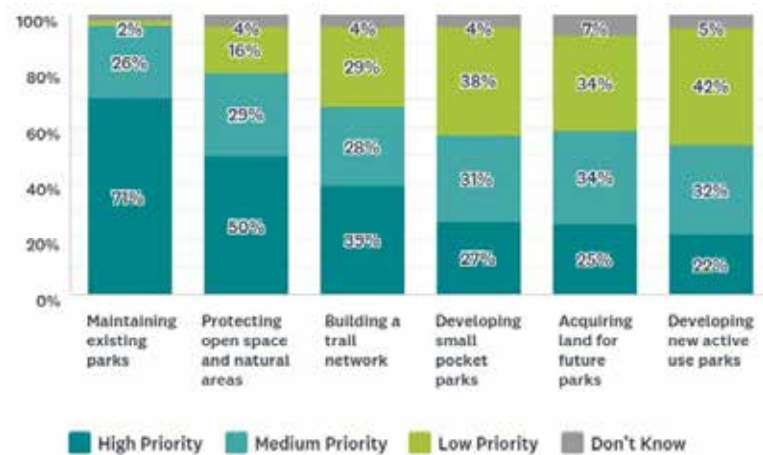


**What park and facility improvements would residents prioritize?**

When asked which park and recreation improvements they would like to see the City focus on, seven in ten residents responded that maintaining existing parks should be a high priority. Half of residents gave a high priority to protecting open space and natural areas. Another 39% gave a high priority to building a recreational trail network. Between 22% and 27% selected acquiring land for future parks, developing new active use parks, or building pocket parks as a high priority. Developing new parks was a higher priority (33% selected 'high priority') in areas east of Granite Avenue and south of 54<sup>th</sup> Avenue (E area) compared to 16%-23% for other areas.

Older residents were more likely than younger residents to prioritize maintaining existing parks; while younger residents (under 45 years old) were more likely to prioritize developing new parks. Residents of all ages placed similar priorities on building recreational trails and protecting natural areas.

9. For each of the following services, indicate whether you think that should be high priority, medium or low priority for city funds.



The survey also asked about residents' support for park and recreational improvements. A majority of residents were very or somewhat supportive of expanding or improving all facilities listed.

A large majority of residents (80% or more) were supportive of expanding and improving multi-use walking and biking trails, picnic areas or shelters for group gatherings, and community events or festivals. More than half of respondents were very or somewhat supportive of all other improvements listed, with the exception of disc golf and skateboarding/BMX parks.

Younger residents were more supportive than older residents of all active use activities listed, including sports courts and fields, splash pads, indoor fitness equipment, disc golf, and gymnasiums. Similarly, residents with children in their home were more likely to support active-use improvements than those without children at home. Multi-use trails and picnic areas appealed to residents of all ages and family sizes.

When asked which of a set of improvements would best meet the needs of their household, a plurality (41%) of respondents prioritized developing an extended trail system for walking and cycling. Another 26% prioritized building a larger community park, while 23% felt a smaller neighborhood park near their home would best meet their needs. Only 10% of residents felt undeveloped and natural open spaces would best meet the needs of their household.

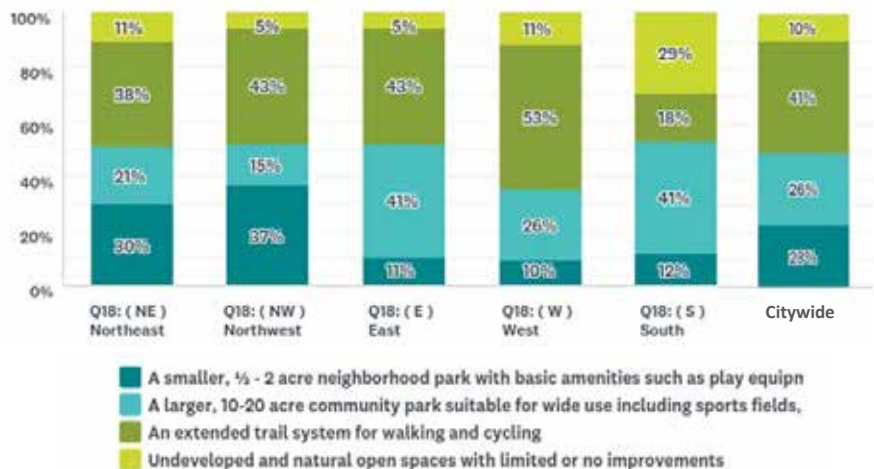
Younger residents were more likely to feel that active use parks would serve their household's needs, as were those with children at home. Residents' priority for building trails and protecting natural areas was similar across age groups.

10. The following list includes park amenities that the City of Millersburg could consider adding to the park system. Please indicate for each whether you would be very supportive, somewhat supportive, not sure, or not supportive.

<b>80% or more are supportive</b>
<ul style="list-style-type: none"> <li>• Multi-use walking &amp; biking trails (86%)</li> <li>• Picnic areas or shelters for group gatherings (81%)</li> <li>• Community events and festivals (81%)</li> </ul>
<b>60% to 70% are supportive*</b>
<ul style="list-style-type: none"> <li>• Sports courts (70%)</li> <li>• Baseball and softball fields (64%)</li> <li>• Nature/wildlife watching opportunities (63%)</li> <li>• Splash pad/water spray features (61%)</li> </ul>
<b>50% to 60% are supportive</b>
<ul style="list-style-type: none"> <li>• Access to indoor health &amp; fitness equipment (59%)</li> <li>• Soccer/football/lacrosse fields (57%)</li> <li>• Off-leash dog opportunities (55%)</li> <li>• Community gardens (54%)</li> <li>• Gymnasiums for indoor sports (51%)</li> </ul>
<b>Majority are not supportive or unsure</b>
<ul style="list-style-type: none"> <li>• Disc golf (44%)</li> <li>• Skateboarding or BMX parks (28%)</li> </ul>

\* No choices garnered between 70 and 80% support.

11/12. Which of the following options would best fit the needs of you or members of your household?





**Are residents willing to pay additional taxes or fees to fund improvements to parks and recreation?**

The survey asked residents what the maximum amount they would be willing to pay to develop and operate the types of parks and recreation programs most important to their household. Approximately 22% of residents would not be willing to pay any additional taxes to support improvements to parks and recreation. However, 30% would be willing to pay up to \$5 per month and another 20% would pay between \$6 and \$10 monthly. About 28% of residents would be willing to pay \$10 to \$15 per month for improved park services.

Residents who are under age 45 and those with children at home are significantly more likely to be willing to pay \$12-\$15 per month than older residents or those without children at home. Both of these groups were more likely to feel parks should be supported within current tax revenues.

13. The City of Millersburg is working to find better ways to give you services, using your tax dollars for the greatest benefit. While no new taxes or fees are being proposed, the costs to improve and develop parks, trails and recreation facilities may increase as the community grows and new amenities are added. Knowing that, what is the most additional amount you would be willing to pay to develop and operate the types of parks, trails and recreation facilities that are most important to your household?



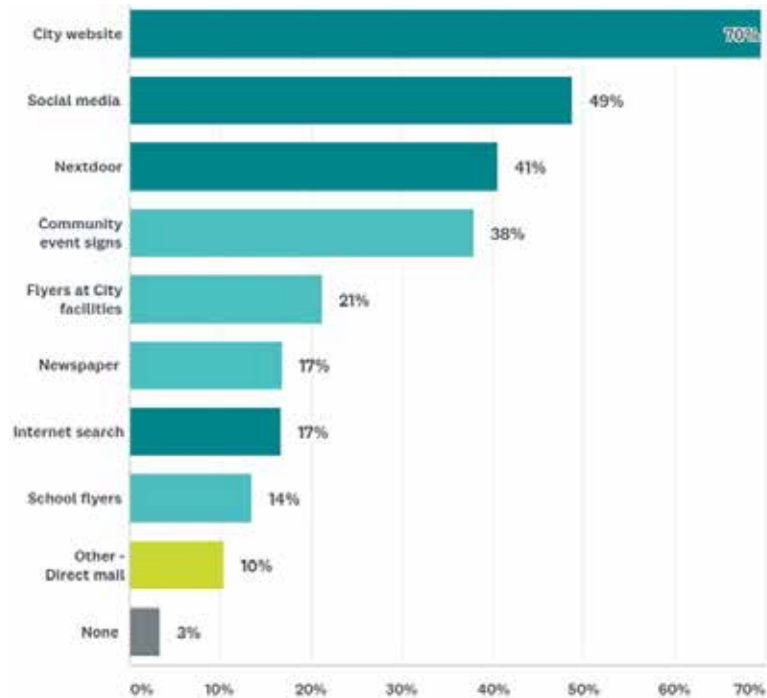
**How do residents want to hear about the City’s recreational facilities, programs and events?**

The majority of residents prefer to hear about City parks, facilities, programs and events through online channels such as the City’s website (70%), social media (49%), Nextdoor (41%), and internet searches (17%). With the exception of social media, which is more popular with younger residents, these methods are consistently preferred by all age groups.

Posted signs or information, such as community event signs, flyers at City facilities or schools, or the newspaper, are also a popular sources. School flyers are much more popular source of information among residents under 45 years of age and among households with children at home (preference increases from 4% with no kids to nearly 34% for residents with 3 or more children).

One in ten respondents also wrote-in that they would like to hear about park and recreation opportunities through direct mail to their home.

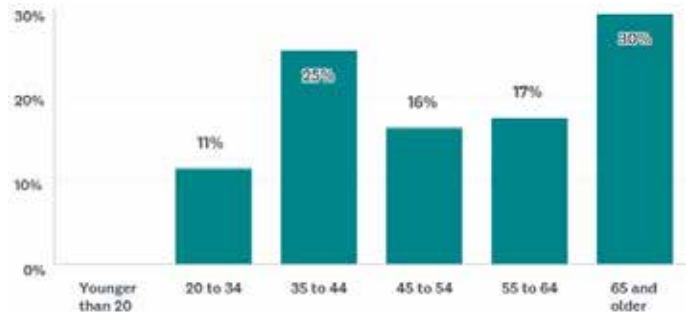
14. Please check ALL the ways you would prefer to learn about Millersburg’s parks, recreation facilities, programs and special events.



## Demographics

### Age

Respondents to the survey were roughly split between residents over age 65 (30%), residents between 45 and 64 years of age (34%), and residents between 20 and 44 years of age (36%). No survey respondents were under the age of 20, while approximately 32% of residents are in this age group.



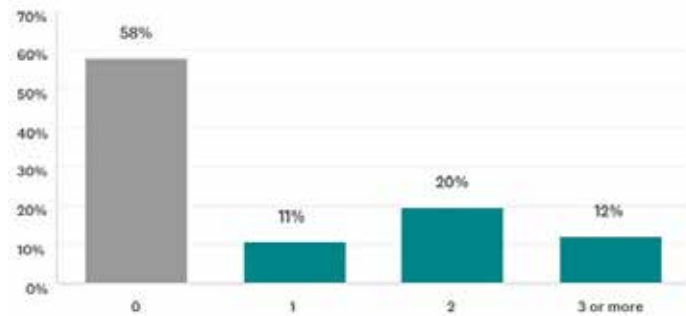
### Location of Residence

Roughly one-third of survey respondents lives in the northeast area of Millersburg, east of Granite Avenue north of 54th Avenue. Approximately 29% live in the northwestern portion of the city (west of Granite Ave, north of 54<sup>th</sup>). Another 30% live between 54<sup>th</sup> Avenue and Conser Road. Only about 4% of respondents live south of Conser Road. Six percent of respondents do not live in Millersburg.



### Number of Children in Household

Over half of respondents (58%) have no children in their household. These households tended to include older adults (over age 55). The remaining 42% of households have one (11%), two (20%), or three (12%) children in the home.



ATTACHMENT 1. SURVEY INSTRUMENT



Community Survey on Park, Recreation & Open Space Preferences

Dear Millersburg Community Member:

The City of Millersburg is conducting a short survey to assess the recreational needs of community members to prepare a citywide Park System Master Plan. The new Plan will establish a path forward for providing high quality, community-driven parks and recreation amenities throughout the city. The Plan will establish goals and recommend specific projects for the city's park facilities for the next 5-10 years. Final review of the Plan tentatively is targeted for late fall 2019.

Your participation is crucial to the success of this project. The survey consists of 17 questions regarding current use of facilities, preferred activities and support for future improvements. It takes on average about 5-6 minutes to complete, and residents of all ages are encouraged to participate.

Save a stamp. Take the survey now online at [www.cityofmillersburg.org](http://www.cityofmillersburg.org) Thank you in advance for participating!

1. When you think about the things that contribute to the quality of life in Millersburg, would you say that public parks and recreation opportunities are... (check one option)

- Essential to the quality of life here
- More of a luxury that we don't need
- Important, but not really essential
- Don't Know

2. Which one of the following three statements comes closest to the way you feel about parks and recreation in Millersburg? (Check one)

- Members of my household use parks and recreation facilities on a regular basis, and I believe that these facilities are important to quality of life.
- Although members of my household do not use parks or recreation facilities frequently, I believe that they are important to quality of life.
- Parks and recreation facilities do not currently play an important role in my life or the life of my immediate family members.

3. When it comes to meeting the needs for parks, trails and recreation facilities, would you say there are... (Check only one box in each row)

	More than Enough	About the Right Amount	Not Enough	Don't Know
Parks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Neighborhood Walking / Biking Trails	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Sport Fields & Sport Courts	<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"/>

4. Please rate your satisfaction with the overall value your household receives from the City of Millersburg for parks and outdoor recreation amenities.

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

5. How many times over the past year have you or members of your household visited a public park or recreation facility in Millersburg?

- At least once a week
- Two or three times over the year
- Two or three times a month
- Did not visit a public park
- About once a month
- Don't know

Save a stamp! Take this survey online at the City's website:  
[www.cityofmillersburg.org](http://www.cityofmillersburg.org)  
 Or send it back in the self-addressed envelope provided.  
 Thank you in advance for participating!

6. Please indicate if YOU or any member of your HOUSEHOLD has used any of the following parks and recreation facilities listed below. If YES, please indicate how you would rate the condition of the park or recreation facility.

Site Name	Have you visited in the past year?		If YES, how would you rate the condition of the park?			
	No	Yes	Excellent	Good	Fair	Poor
City Park	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Talking Water Gardens	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Acorn Park	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

7. What would you say are the main reasons you visited Millersburg parks and open spaces in the LAST YEAR? CHECK ALL THAT APPLY.

- |  |   |
|--|---|
| <input type="checkbox"/> Fitness<br><input type="checkbox"/> Playgrounds<br><input type="checkbox"/> Athletic fields<br><input type="checkbox"/> Tennis court<br><input type="checkbox"/> Volleyball court | <input type="checkbox"/> Walking paths<br><input type="checkbox"/> Family gatherings / picnics<br><input type="checkbox"/> Festivals / Celebrations<br><input type="checkbox"/> Relaxation<br><input type="checkbox"/> Other: _____ |
|--|---|

8. Please CHECK ALL the reasons why your household DOES NOT USE City of Millersburg parks or recreation facilities more often.

- |  |   |
|--|---|
| <input type="checkbox"/> Parks do not have the right equipment<br><input type="checkbox"/> Parks and facilities are not well maintained<br><input type="checkbox"/> Do not feel safe in park or facility<br><input type="checkbox"/> Inaccessible for my physical abilities<br><input type="checkbox"/> Parks and sport courts are too crowded<br><input type="checkbox"/> Parks and facilities are too far from my home | <input type="checkbox"/> Too busy to go to parks and facilities<br><input type="checkbox"/> Use parks or facilities provided by another city or organization (such as private fitness clubs)<br><input type="checkbox"/> I do not know what is offered<br><input type="checkbox"/> None / I regularly use local parks or recreation facilities<br><input type="checkbox"/> Other: _____ |
|--|---|

9. For each of the following services, indicate whether you think that should be high priority, medium or low priority for city funds.

	High Priority	Medium Priority	Low Priority	Don't Know
Maintaining existing parks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Developing new active use parks that include sport fields	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Developing small pocket parks serving immediate neighborhood areas	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Building a recreational trails network	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Acquiring land for future parks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Protecting open space and natural areas	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Community Survey on Park, Recreation & Open Space Preferences



10. The following list includes park amenities that the City of Millersburg could consider adding to the park system. Please indicate for each whether you would be very supportive, somewhat supportive, not sure or not supportive.

	Very Supportive	Somewhat Supportive	Not Supportive	Not Sure
Community gardens	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Multi-use walking & biking trails	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Baseball and softball fields	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Soccer / football / lacrosse fields	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Sport courts, such as tennis, pickleball, basketball	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Splash pad / water spray features	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Picnic areas & shelters for group gatherings	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Skateboarding or BMX parks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Disc golf course	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Nature / wildlife watching opportunities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Community events and festivals	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Gymnasiums for indoor sports, like basketball or volleyball	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Access to indoor fitness & health equipment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Off-leash dog opportunities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

11. How would the following options serve the recreational needs of you or members of your household?

	Extremely Well	Well	Not Well	Don't Know
A smaller, ½ - 2 acre neighborhood park with basic amenities such as play equipment, picnic tables and benches, within a short walk from your home	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
A larger, 10-20 acre community park suitable for wide use including sports fields, picnic areas and pathways, within a short drive from your home	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
An extended trail system for walking and cycling	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Undeveloped and natural open spaces with limited or no improvements	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

12. Using the same list again, which ONE of the following best fits your needs? (Check one)

- A smaller, ½ - 2 acre neighborhood park with basic amenities such as play equipment, picnic tables and benches, within a short walk from your home
- A larger, 10-20 acre community park suitable for wide use including sports fields, picnic areas and pathways, within a short drive from your home
- An extended trail system for walking and cycling
- Undeveloped and natural open spaces with limited or no improvements

13. The City of Millersburg is working to find better ways to give you services, using your tax dollars for the greatest benefit. While no new taxes or fees are being proposed, the costs to improve and develop parks, trails and recreation facilities may increase as the community grows and new amenities are added. Knowing that, what is the most additional amount you would be willing to pay to develop and operate the types of parks, trails and recreation facilities that are most important to your household?

- \$12-\$15 per month
- \$10-\$11 per month
- \$8-\$9 per month
- \$6-\$7 per month
- \$4-\$5 per month
- Less than \$4 per month
- \$0

14. Please check ALL the ways you would prefer to learn about Millersburg's parks, recreation facilities, programs and special events.

- |   |  |
|---|--|
| <input type="checkbox"/> City website                       | <input type="checkbox"/> Flyers at City facilities |
| <input type="checkbox"/> Social media (Facebook, Instagram) | <input type="checkbox"/> School flyers/newsletters |
| <input type="checkbox"/> NextDoor                           | <input type="checkbox"/> Community event signs     |
| <input type="checkbox"/> Internet/Search Engine             | <input type="checkbox"/> Other: _____              |
| <input type="checkbox"/> Newspaper                          | <input type="checkbox"/> None                      |

These last questions help us understand whether we have a cross section of the community. It's important that you provide a response to each question. Your answers are confidential.

15. 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 |

16. What is your age?

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

17. Using the map, in which section of Millersburg do you live?

- ( NE ) Northeast
- ( NW ) Northwest
- ( E ) East
- ( W ) West
- ( S ) South
- Don't live in Millersburg



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

Your input and insights will be used to help guide the development of the Millersburg Park System Master Plan.

Save a stamp! Take this survey online:

[www.cityofmillersburg.org](http://www.cityofmillersburg.org)

Check the City's website for more information about the citywide Park System Master Plan.

The City of Millersburg is utilizing 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

## ATTACHMENT 2. OPEN-ENDED SURVEY RESPONSES

### Q7: Open-ended – The main reasons you visited Millersburg parks and open spaces?

- basketball
- dog walking
- Take grandkids to the park when they visit
- Track
- Baseball fields
- Baseball/softball
- Walking dog
- Not in last 2 years
- Throw the ball for the dog...
- take grandkids to the park when they visit
- Not used in the last year
- Celebrate Millersburg, Pets
- Have not visited parks/open spaces in the last year.
- Basketball hoops
- Did not visit any
- never visited
- I work graveyard so I don't get out during the day much.
- Child's birthday celebration
- Boy scout event
- basketball court
- I'm disabled. Hard to walk around
- Photography
- Fix horse pits to be better used with concrete walk around the pits
- Walked the dog
- My oldest son to ride his bike
- Dog walking
- Easter festivities
- Walked the dog
- walk dog for exercise
- I do not use parks for an reason
- Meeting place for others in community
- Did not visit
- Did not go to a park
- Company picnics from paper mill
- Basketball court

- Curious (we're new to the area)
- Dog training (on leash)
- Basketball Court
- Basketball hoops
- If I were to use it would be for a family gathering.
- There's NO sidewalk from Sonora to the park. I would have check boxes: Walking paths & Relaxation.
- Used tennis courts to practice pickleball skills
- Walking dogs
- walking the dog
- Dog walking
- Dog walks
- Basketball court
- Appreciating the community by visiting and walking.
- Open fields to play other activities
- did not visit

**Q8: Open-ended - The reasons why your household does not use City of Millersburg parks or recreation facilities more often.**

- parks do not have the right equipment
- City park restrooms are not well maintained; more spots for parties
- too many dogs, so walk in neighborhood instead
- Needs better basketball court
- Not enough walking/biking paths
- Physical conditions limit walking
- Both Albany and Millersburg
- Too far from my house
- No sidewalk to get there from our house so we have to drive
- Poor basketball courts
- Sports fields (sand court, ball fields) have never been maintained
- Would like better baseball fields
- No real basketball court and overrun by people not from the Millersburg area
- Do not have right equipment; No soccer field
- Walking path limited to park
- Retired and travel
- Could use better lawn care
- No walking paths; Kids skate and play basketball in tennis court
- We still use them, just wish they could be modernized and maintained year round. I take a rake to acorn park to clean the branches and debris off they structures so my daughter can enjoy them.



- needs better basketball court
- not enough walking/biking paths
- No reason to use them
- we are 68+ years old
- Kid sports, fun runs
- The park is crowded at times during the summer
- I use my yard
- Need walking paths
- Don't know location of parks
- Parks do not have the right equipment
- Lots & lots of people at the park too crowded, and parents not watching children
- homeless is off and on issue. dog feces by kids playground also on/off issue
- Parks do not have the right equipment
- Parks do not have the right equipment
- Parks do not have the right equipment
- work full time
- Have been ill
- would like to see more at City Park
- Not many walking trails
- I want to start using parks to take walks
- Wanted the covered area for my baby shower, but had to go into downtown Albany for it.
- No children live with us so do not use parks
- Parks don't have the right equipment
- We need a park for every development by a contractor
- Need more wheelchair access areas
- do not use parks that the city of Millersburg offers
- Do not live in Millersburg, don't need to use parks. Too many people.
- We have no small children
- Parks do not have right equipment
- do not have right equipment
- transient concerns
- Need dog park
- recently moved to the area, still getting established in new development, hope to use in future for family functions
- No safe way to walk to or access parks from my neighborhood, other than driving.
- Dog park
- Walking trails not completed/connected, I would like to see a gym pool added to the park.
- Dogs aren't allowed off leash park too small.
- It's not safe to walk along our street to get anywhere on foot. Fast traffic and no shoulders/sidewalks.
- limited ability

- Just physically unable to do sports and other recreation. Would if I could.
- Work
- weather
- Just moved here recently
- Homeless staying over and out of area park rentals draw people who are disrespectful of facilities, undesirable drunks or other inconsiderate people.
- Play tennis - weather issues
- Wish we had a large park closer to home. Walking to the city park involves walk with out a sidewalk or bike lane to access it. With more growth on the north end of Millersburg it would be great have a large park with walking paths and natural areas in that part of town.
- Too busy
- I have not visited because of a divorce but this summer I should have my kids and grandkids so I will be using the park.
- No swimming pool
- Need full sized basketball courts
- I have my own park.
- We would use more often if there's more tennis court (indoor would be nice/willing to pay club member) and sidewalks from Sonora to the park. (don't like to walk on the street, people drives so fast!)
- No pickleball courts. In summertime, will use Hackleman Park.
- I wish there was a facility like a Y. I would be there daily. Exercise, kids classes, indoor play for kids etc.
- Park facilities are not part of my interests.
- Would like more safe walking options for people and dogs
- Safe walking path to park, certain section doesn't have sidewalk or path. No enclosed dog area.
- I am involved in youth baseball, and none of the fields in Millersburg are playing fields for youth baseball.
- Grandkids moved away with their parents
- Dogs off leash make us nervous with our kiddos. We would like to see a stop to that.
- no events/classes that I want to participate in
- Too many dogs off leash
- We drive to Albany for Pickleball Courts. It would be great to have courts here in Millersburg.
- We need a dog park. I don't see that listed. Why do I pay taxes and have to go to Albany for a dog park and people with kids have a park around the corner. Bike paths without traffic would also be great.
- Also if
- Condition of sports fields. We have the space— should be well maintained.
- Not interested
- I would like to see more seating along paths for those of us where walking is a chore.
- Weather bad - don't use, weather good - use; sometimes ball fields not kept up; too far away for north Millersburg resident and no safe passages to get there.
- Unleashed dogs and disrespectful dog owners

- parks not of interest to my family
- Don't need to use them as there are other options.
- Walk dog
- All the loose dogs, hazardous !

Q10: Open-ended – Park amenities that the City could consider adding to the park system.

- The area needs a sports complex
- Community pool
- A true fitness center would cost hundreds of thousands of dollars if not over a million " i.e., physiq fitness in Albany" and cost a huge amount of time and money to maintain.
- I think top priority should be a sidewalk on Woods Everybody that wants to walk and jog and ride their bikes Someday somebody's going to get hit because there's not enough room on that road
- Community pool
- Please no dog parks. Our community is in dire need of a sports complex. (Multi-use fields and courts.)
- Turf sports complex
- Play structures for children
- Expand City Park while still have opportunity by buying large lot to west of park. Very high priority
- Swimming pool
- More walking paths
- Indoor tennis court
- Community pool
- I think if we upgraded some of our existing parks, added sidewalks to connect our community to Albany, and added a stipulation to the land use permits that required the builders to add small satellite parks in the new neighborhoods that our tax dollars could go a long way in making those items happen..
- indoor meeting facilities
- need a pool
- Outdoor fitness park - somewhat supportive
- swimming pool
- City pool (produce revenue for city, increase # of jobs)
- Park area and equipment for children with special needs
- where are the questions re: upkeep time & supervision?
- I have talked to a lot of people who would like to have some kind of dog park
- Our dogs need a place to run and play
- Sidewalks on Woods Ave
- Indoor meeting spaces
- Pool
- Buy the lot (or "eminent domain") the long rectangle lot on Alexander immediately

- man made lake/fishing pond
- Community Pool - provides revenue for city and job opportunities for community
- new pocket park on north end of town needed
- Indoor gym
- Pool
- Swimming pool, indoor or outdoor
- Timber Ridge has great facilities within a couple miles. A few years ago City Hall and parks were kept up beautifully, now we have blackberries, weeds etc. growing everywhere. If there is not a plan already in place for maintenance of what we have then my answers would be way different
- Community events and festivals - absolutely not!!!!
- outdoor body weight fitness
- Lets get a connecting series of bike lanes and sidewalks throughout the town.
- Community pool - membership or pay to get in
- Community Pool (membership based)
- Need community swimming pool
- There aren't any other places for comments. The city has gone from collecting \$0 to \$1,311 from us per year in the last 10 years and I see little value for the money. Before there is any plan to consider parks, there needs to be a comprehensive maintenance plan. The city is not currently able to adequately maintain public areas including right of ways. The park and city hall look good from a distance but lack intensive maintenance. A park is not any good for children if the clover and dandelions are allowed to grow in the grass as then you get bees and wasps and the children who would use the park get stung.
- Maintain our existing 11 acre park better.
- My priority is for the city to keep expenses (and property taxes) as low as possible.
- fishing pond 2-3 acres stocked by Oregon Fish & Wild Life such as they do at Timber Linn and Waverly Lakes
- We think the City should make the parks available to the City of Millersburg Residents before the general public. Also, believe there should be a bigger discount for City of Millersburg residents. Residents should have day's available online and in person for a period of time before it is opened to the general public or businesses.
- Library
- Community indoor pool
- One new pocket park in NE new subdivision area. Then we have enough parks for a small City.
- Let us not forget, we are a small town

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# **APPENDIX B: Meeting Notes**



## MEETING NOTES

PROJECT NUMBER: # 18-115PLN      ISSUE DATE: May 13, 2019  
 PROJECT NAME: Millersburg Parks Master Plan

RECORDED BY: Steve Duh, Jean Akers  
 TO: FILE  
 PRESENT: Members of the public  
 Members of the Parks Committee & City Council  
 City Staff  
 Project team members from Conservation Technix

**SUBJECT: Citywide Parks Master Plan: Open House #1 Notes (May 7<sup>th</sup>)**

Community members were invited to the first open house for Millersburg Parks Master Plan on Tuesday, May 7, 2019 from 5:00 - 7:00 p.m. at Millersburg City Hall. The project team prepared informational displays covering the major themes of the Parks Master Plan. These displays included Project Overview, Parks & Outdoor Recreation, Trails & Linkages, and Parks Maps.

Attendees were encouraged to talk to project team members, record their comments and complete a written comment card. City staff and project team staff engaged with participants to identify general needs and interests for park and recreation in Millersburg. Approximately 25 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 Opportunities (dot tally)

- 9 - Dog park
- 7 - Picnic shelters / gazebos
- 7 - Trail connections
- 6 - Pool
- 3 - Sport courts and fields
- 4 - Playgrounds
- 4 - Land acquisition for future parks
- 3 - Outdoor exercise areas
- 1 - Adult recreation / fitness programs
- 1 - Youth programs
- 1 - Indoor meeting facility
- 0 - Indoor gym & sport facilities

#### Comments to Question: What one recreational features would you add to City Park?

- Pickleball courts
- Splash pad (2x)

**Citywide Parks Master Plan: Open House #1 Notes (May 7th)**

Millersburg Parks Master Plan

Project Number # 18-115PLN

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- 
- Spray Park
  - Dog Park
  - Exercise stations
  - Climbing wall
  - Nature play area
  - Biking/walking paths
  
  - Acorn Park: swings & flipping bars

**Written Comments from Trails & Linkages Display**

- Unsafe to walk on Woods Road
- Need sidewalks or path to be safe to walk
- Multi-use trails ++
- Better sidewalks & safe areas to take kids on walks along streets
- Rustic trails
- We have sidewalks
- Keep trails away from residences – thank you
- Our sidewalks provide scenic landscapes – to enjoy without spending \$ on trails
- What about Talking Waters or Ankeny Refuge to enjoy?
- Prefer no access from Old Salem to discourage transients
- Don't give homeless access to our town
- We have sidewalks & bike paths
- Keep trails away from houses
- Dedicated walking paths (wide w/ safe zone from roads)
- Concern about \$\$ and need to save for school down the road
- Maintenance also costs \$\$
- Trails in wetlands can cause bugs in summer & damage habitat. We have paid for sidewalks. Amen.

**Map Comments**

- No path at/around pond (12 marks)
- Leave wetlands alone!
- New park needed (south of Deciduous/east of Woods)
- Park missed opportunity (south of Millersburg Rd)
- Development and maintenance partnership for dual use of school and park (near City Hall)
- Small park (east of Woods/north of Conser)
- City buys park land from subdivision or HOA when built



**Citywide Parks Master Plan: Open House #1 Notes (May 7th)**

Millersburg Parks Master Plan

Project Number # 18-115PLN

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**Other Comments**

- Encourage private business to build/provide recreational/fitness gyms for youth/elderly residents. Not public or government funds for it. (3 marks)
- Connectivity will be achieved when construction buildout is completed. Sidewalks will provide connections from one area to another
- The liability of walking paths vs. usage is not worth the cost of increased insurance money (4 marks)
- Need a pocket park in NW Millersburg
- Smaller parks like Acorn in other subdivisions would be appreciated. Becker Ridge has none within walking distance
- Concern about access to trails and parks from Old Salem – attracts transients from Loves (1 mark)
- Paths aren't a high priority (1 mark)
- No paths by homes
- More play things at Acorn Park

**Comment Card Responses**

Individual comment cards were completed by attendees, and the summary of those responses follows.

- Very disappointed in the cities lack of care towards communities priorities. Dog park, kids park. Paths are not needed. The lack of respect towards the most affected area is shocking!
- Becker Ridge Subdivision has a 24 acre parcel under the powerline that is currently owned by the developer of the subdivision, Millersburg Land & Development, Butch Busee. I spoke with Butch and he is willing to give the land to the city or anyone. This space would be perfect for a walking/jogging path, greenspace or community garden.
- A big 'NO' on projected walking path. Wildlife will disappear and area will be trash-ridden. Vandalism will occur and unsupervised minors will roam. Please spend "our money" on needed projects! A big sign now stops entry to area! Citing ordinances about wetlands!
- Focus on community needs! We are a community – opening trails/bike paths will lead to more crime. Fix the roads! Plant trees! Leave wetlands alone! Nature!
- Existing connectivity to Millersburg Park is not suitable from some areas of the city. The construction at the end of Clearwater will improve that. Sidewalks are a much better and safer way to get where you're going than trails are. The trails through wooded areas will bring crime, and other problems. The litter and enforcement problems need to be addressed at the beginning of the planning process. Budget impacts are a very important consideration.

**Comments Submitted to City Staff**

Just wanted to let you know I oppose the installation of walking trails through the wetlands and on the retention pond in Sweetwater Estates.

Local wildlife will be uprooted and disturbed, those areas are protected and should not be built upon. I live RIGHT on the pond. It's really really wet and inaccessible much of the year. If I knew only nice little families would be the ones to enjoy it I might not mind (I wouldn't love it, as they could see RIGHT in my house).

**Citywide Parks Master Plan: Open House #1 Notes (May 7th)**

Millersburg Parks Master Plan

Project Number # 18-115PLN

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BUT we have seen an uptick of presence of homeless in the area with the installation of Loves. They also tend to camp around or near trails and water. (Go visit any of the parks or trails in Albany with water, you will see several). I believe it would almost certainly bring in people trying to illegally “camp” in the area with the addition of easy access in the form of trails.

Lastly, easy access will bring unsupervised children, which makes me uneasy with the water element.

Please use the funds for something different that would also benefit the community. A pool or dog park would get lots of support!

I understand the meeting tonight is to discuss walking trails through wetlands in our neighborhoods. I am in Denver on business and will not be able to be in attendance.

I live across from houses that backup to the detention pond between SweetWater estates and Morningstar, so pretty close proximity.

The idea of having a nice walking path has a nice appeal. However when I think about how it would practically be used, I have huge concerns. There are a lot of people walking dogs who let their dogs off leash as soon as they get to a park, which is against regulations now. I firmly believe this would be seen as a large welcome sign that dogs untethered would be welcome. You also have the issue of a fairly good incline down to the water and I’m afraid there would be small children allowed to go to these paths with little supervision since it is in their neighborhood. Never a good idea when water is right there.

Who is going to maintain these paths? I have had to contact city officials several times year to get any upkeep done at Acorn park. Adding something else that will require maintenance should not be done until you are maintaining what you currently have.

We are also seeing an increase in transients in the neighborhood being drawn in by the truck stop. I’m afraid this would just be seen as a great place to camp out. Shopping carts have already started to arrive which was really shocking to me.

There is no one enforcing any regulations we have now and I’m afraid this could just add to the problems we have seen growing over the years.

Begin to get control of what we have now and then look at adding these paths.

It was been brought to our attention that the city is talking about building walking trails throughout the wetlands and around the retention pond. We are against the idea, especially the path around the retention pond. We live on the pond and do not relish the idea of walkers invading our privacy. The project is a waste of taxpayers money and will disturb the local wildlife. There are many sidewalks and streets in Millersburg for walkers. We agree with Scott Simpson's 10 Reasons NOT to Build a Path Around the Retention Pond. As far as we are concerned, there are too many negatives to support such a plan. Thank you for considering our concerns. We are not able to attend the meeting tonight but wanted to voice our opinion of the idea.

A few of the neighbors here on Sonora have a concern about the tall grass that is growing behind our properties in between Sonora and Tuscan. A few of us have been trying to keep it cut down behind our own properties but it is so overgrown that the height is some places is now as tall as our fences. I know it is up to the property owner or the developer to have that taken care of but we are having problems with rats and mice as well as it being a place for someone to hide. It was mowed somewhat last year once but it is really an eye sore.

Other concern is this manufactured home park that is being considered off of Millersburg Drive. We in particular do not want to see that go in. We moved from Albany 2 years ago and we lived in a close vicinity of one of these and it was not good. It seemed to be a haven for problems for the police etc. I

**Citywide Parks Master Plan: Open House #1 Notes (May 7th)**

Millersburg Parks Master Plan

Project Number # 18-115PLN

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know that the people that are living on Sedona in direct line with this are not happy. We all moved out here to be able to sort of still be in the country and have that type of feel to it. The more and more that are built here only makes it lose its country, quiet feel. So far from where we are we have not had a quiet day yet with all the building that has gone on with constant trucks and noise. The last 2 days we have seen deer over by the containment pond at the end of Sonora and it was really nice to still have that open feel to it. The manufactured park will bring down all of our property values even though some don't think so but you can't control what kind of units will be put in there.

I noticed on the survey also that there is consideration of walking pathways through the areas around where we are. We don't like this idea either. You will end up with homeless people getting into those areas with tents etc. and who knows what else. Please try to leave our little town as it is not just keep going and going with building. The population has already increased quite a bit and more and more car traffic of which hardly anyone likes to stop at stop signs.

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We are writing to express our views against the use of our citizens tax money in this manner.

This area has not been maintained by city as long as we have lived here. I have watched your maintenance crew struggle to even access the far side (North) of the pond.

I would like you to research your planning commission and council meeting minutes as to why they said no previously to a trail and parklike setting a few years back as discussed when Conser Development Company offered the same land and idea. I see no reason to flip now and think it is a great idea. The reasons you cited against at that time are no different now.

- Too expensive to maintain
- Disruption of wildlife and natural habitat
- Easy access for vagrants and homeless camps
- Danger of children around the pond.

The other retention ponds not as large have fences around them for safety. If that becomes a liability issue; a fence is another huge expense.

The neighborhood now has access to the pond and able to watch the wildlife. We now have a duck with baby chicks.

This is the Millersburg that our neighborhood is fond of and we would like to keep it that way.

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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.

cc: Janelle Booth  
File



## MEETING NOTES

PROJECT NUMBER: # 18-115PLN      ISSUE DATE: September 30, 2019  
 PROJECT NAME: Millersburg Parks Master Plan

RECORDED BY: Steve Duh  
 TO: FILE  
 PRESENT: Members of the public  
 Members of the Parks Committee  
 City Staff  
 Project team members from Conservation Technix

**SUBJECT: Citywide Parks Master Plan: Open House #2 Notes (September 25<sup>th</sup>)**

Community members were invited to the first open house for Millersburg Parks Master Plan on Wednesday, September 25, 2019 from 6:00 - 7:30 p.m. at Millersburg City Hall. The project team prepared informational displays covering the major themes of the Parks Master Plan. These displays included Project Overview, Parks & Outdoor Recreation, Trails, Investment Priorities and Parks Maps.

Attendees were encouraged to talk to project team members, record their comments and complete a written comment card. City staff and project team staff engaged with participants to identify general needs and interests for park and recreation in Millersburg. Four 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.

#### **Investment Priorities (dot tally)**

- 3 – Pickleball courts
- 2 – Recreational trail connections
- 1 – Additional picnic shelter at City Park
- 1 – Splash pad at City Park

#### **Written Comments from Potential Improvements Display**

- Add a few pocket parks with residential development areas

#### **Other Comments**

- Add Pickleball courts
- Keep maintaining parks we have
- Off-leash dog area and/or shared use or temporary use space at City Park
- Have a cleaning deposit part of the shelter rental fee

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.

cc: Janelle Booth

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# **APPENDIX C: Stakeholder Notes**



## GROUP STAKEHOLDER DISCUSSION NOTES

<b>Project Name:</b>	Millersburg Park System Master Plan	<b>Project No.:</b>	Proj-# 18-115PLN
<b>Location:</b>	City Hall	<b>Interview Date:</b>	April 9, 2019
<b>Notes by:</b>	Steve Duh	<b>Time:</b>	2:00 pm
<b>Stakeholder:</b>	Ryan Lamm, Boys & Girls Club		Sean Shearer, City of Millersburg
	John Andersen, Boys & Girls Club		Janelle Booth, City of Millersburg
	Beth Henkel, Junior Baseball Organization		Kevin Kreitman, City of Millersburg
			Steve Duh, Conservation Technix
<b>Subject:</b>	<b>Park and Recreation Opportunities</b>		

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### PURPOSE

To discuss existing challenges and future demands and needs for sports facilities and recreation programming in the greater Millersburg area with representatives from the Boys & Girls Club and JBO. This meeting took place on April 9, 2019 at Millersburg City Hall from 2:00 – 3:00 pm.

### DISCUSSION

The discussion began with a brief introduction of participants and an overview of the City's plan update process and the need for community input regarding specific elements of the park and recreation system. A set of questions were used to initiate a discussion of each organization's perspective and to consider their current and future status regarding facilities and programming.

#### Organization Backgrounds & Needs

- Junior Baseball Organization (JBO) serves youth in 3rd to 8th grade. It was formerly a program of the Boys & Girls Club. The program now has 10 teams, 120 kids, and 42 are from Millersburg. There is interest in having more fields in Millersburg. The largest number of players today are in 3rd grade. JBO uses fields at Central Elementary, Calapooia Middle School and Millersburg Park. Younger kids are served by Little League, and the Boys & Girls Club offers recreational ball.
- Little League has been struggling with their numbers and with maintaining a roster of volunteer coaches. Kids playing in Little League naturally shift to JBO as they get older.
- Boys & Girls Club offers a wide range of youth programs and activities. In the spring, these include volleyball, basketball (K-3rd), softball (3rd-8th), T-ball & pitching machine baseball (5-8 yr olds). In the fall,

## Interview Notes (continued)

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programs include volleyball, basketball and baseball. The Boys & Girls Club uses school facilities for practices and the Boys & Girls Club for games. It also has 3 full size and 2 smaller gyms for indoor programs. They do not want to compete with other sport programs, but they want to have better coordination for field usage.

- The Boys & Girls Club also offers many other programs including after school programs and a free dental clinic open to all. For 2017, there were 84 kids from Millersburg using Boys & Girls Club programs. In 2018, it was over 100.
- The Boys & Girls Club is leaning toward satellite clubs rather than a stand-alone club. They have interest in satellite operations in the schools and with trying to improve access for pick-up and drop-off. They are targeting 6 schools with free & reduced lunch populations that are 60% plus. For example, at Waverly, there are 270 kids, and 85% are on free & reduced lunch. There are also greater needs in the Hispanic community, and the Boys & Girls Club needs to do more to build relationships. In the Greater Albany School District, the student population is 26% Latino, but the Boys & Girls Club serves only 14% (up from 7% in the recent past).

### Other Demands

- Adult sport leagues are generally scheduled to play after the kids play (evenings and weekends). There is heavy usage by adult leagues at Timber Ridge School and Bryant Park.
- Volleyball can use 4-5 more courts
- Lacrosse, rugby and futsal are growing; they are being played at Waverly

### Future Vision

- To have a facility for the community that includes turf fields, concessions, restrooms, batting cages, overlaid fields for multiple use.
- Volleyball works great for the Boys & Girls Club; they are in a good location between Portland and Eugene markets. With more courts, they could support tournaments pulling from Lebanon, Albany and Corvallis.
- More summertime, outdoor structured events and programs. Transportation is the big challenge. Kids might attend programs locally if something is organized. (At the Boys & Girls Club, they have about 750 participants during the school year, but the numbers drop to 150-200 in the summer. Kids are staying home).
- The City of Millersburg might be able to accommodate summertime programming at City Park and access to the shelter and restroom.

*-- End of Notes --*





## Interview Notes (continued)

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- The GAPS scheduling time table has two separate structures. (from Russ' email content)

Community Events: We ask that they tentatively schedule no earlier than 6 months in advance, with the understanding that the school may be able to bump them out. (If the event is during the school year.) (This only happens once in a great while.) Once the event is about 3 months out, plans can finalize and move forward.

Sporting Events: Sporting teams can schedule one "season" in advance. This is based on a quarterly season. (Winter, Spring, Summer, Fall). If a sport group over books to try to retain space because they do not know how many groups they will have, times will be negotiated based on other team needs. Otherwise, first come first serve.

### What future recreation facility could provide the most value for the Millersburg/GASD area?

- The existing two GAPS turf fields are a limitation and must first provide for school athletics.
- Outdoor practice fields can be reserved but use is rarely formalized and ends up being first come first serve.
- There are no "field police" for use after school. If no reservation has been made and no fees paid, there are no rights granted for particular users and their use. Enforcement of reservations becomes self-policed.

### What future direction should Millersburg consider for engaging recreation programming with the GAPS?

- Millersburg would need to formalize their programming and make official requests for facility use.
- The future need for a school in Millersburg (if/when bond passes) could provide an opportunity for Millersburg to co-locate park/recreation facilities with the future school site.
- The future school should provide gym space and all-weather sports fields with lighting since there are never enough of these facilities as the community grows.

-- End of Notes --



## STAKEHOLDER INTERVIEW NOTES

**Project Name:** Millersburg Park System Master Plan      **Project No.:** Proj-# 18-115PLN  
**Location:** Phone Interview      **Interview Date:** April 23, 2019      **Time:** 10:00 am  
**Notes by:** Jean Akers  
**Stakeholder:** Derick Olson, YMCA Sports Director

**Subject:**      **Park and Recreation Opportunities**

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As part of the Park System Master Plan, public outreach was extended to targeted stakeholders who had significant involvement in the community's recreation facilities and programming. The consultant team interviewed Derick Olson, the Mid-Willamette YMCA Sports Director to collect his input on trends and opportunities for recreation in the region and his perspective on how Millersburg could participate in future recreational programming and facilities.

The notes below capture the content of Derick's April 8<sup>th</sup> email and a follow-up April 23<sup>rd</sup> phone interview.

### What has been the trend in participation for your programs?

- Over the last year or two, I have consistently had at least two teams (up to 4 or 5) from the Millersburg area that have been wanting to have practices in Millersburg (or at Clover Ridge for basketball since it is the closest gym we have access to out there).
- For flag football, we have been able to use the park out there, and I think parents have really appreciated having practices closer to home.

### What facilities, programs, or activities do you see most needed in the community?

- I think gym space is one of the toughest things. Not only have I struggled to get gym space, but have had other organizations and high schools asking for gym use because they can't find. I just don't think there is enough gyms in the area. I think everyone gets by, but I am pretty sure more gyms or some sort of indoor recreational center would be beneficial for the whole community.
- Contracts for scheduled indoor gym uses currently exist with Boys and Girls Club and are mostly at capacity. Boys and Girls Club have lots more kids.
- Some multi-purpose rooms (like cafeterias) have occasional availability that can be used for indoor recreational programs.
- During the winter season (January-April) there is more demand than supply for indoor gym space.
- Millersburg recreation programs could use more flag football coaches.

## Interview Notes (continued)

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### Describe the current state of athletic fields that serve Millersburg/Albany area residents

- As mentioned prior, gym space is tough for a lot of organizations and small clubs. Boys and Girls club have rights to all school gyms (maybe with the exception of High Schools), which can make it tough for myself (at the Y), and other organizations to find space. Same is similar for fields. Even with Parks and Recs having fields, the ones that are playable are almost always spoken for making access difficult. Luckily, over the 7 years I have been here at the YMCA, I have made some connections that have helped me get facility usage, but it is still a struggle at times, and I know it is for other small non-profits or sports clubs looking for space.

### What future recreation facility could provide the most value for the Millersburg area?

- One full-sized football field would be great. It could fit 2 youth soccer or 3 flag football fields. Millersburg mostly has a demand for youth sports so versatile field space is critical.

### How would I describe my current relationship with the city?

- I think you guys have been pretty accommodating for any Y sports. I have had coaches ask about practicing out there, and seems you guys have been more than happy to let them practice at the park, so that is appreciated by myself and your Millersburg families.
- I am always open to collaborative programs/projects, co-sponsors or whatever. Being a non-profit, money is always a challenge, but always willing to see if we can help in other ways especially when something is beneficial to all.

-- End of Notes --



## STAKEHOLDER DISCUSSION NOTES

**Project Name:** Millersburg Park System Master Plan **Project No.:** Proj-# 18-115PLN  
**Location:** City Hall **Interview Date:** September 25, 2019 **Time:** 4:00 pm  
**Notes by:** Steve Duh  
**Stakeholder:** Bob Brunson Janelle Booth, City of Millersburg  
 Craig Ziegenhagel Kevin Kreitman, City of Millersburg  
 Darrel Ireland Steve Duh, Conservation Technix  
 Don Dixon

**Subject: Discussion of City Park with Adjacent Neighbors**

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### PURPOSE

To discuss comments and concerns about City Park with neighbors who live adjacent to the park.

### DISCUSSION & COMMENTS

The discussion began with a brief introduction of participants and an overview of the City's plan update process and interest in hearing from adjacent neighbors about their experiences with City Park. A set of questions were used to initiate a discussion.

#### City Park Maintenance Comments

- Always have to fight blackberry vines
- Trees overhang onto adjacent neighbor's property
- Fencing – commercial slat fencing; adjacent owners will have own fence priorities
- Recommended/preferred low groundcover along fence line, evergreen, no leaves
- Maintenance is reactionary (i.e., stuff is done prior to Celebration – horseshoe pits, pruning – but not done when it is needed during the year)
- Personnel issue – in past, with one employee, the park looked better. Maintenance – focus on things that affect citizens on a fairly regular basis (replacing dog waste bags), have a daily check list (look for broken glass, needles, walk the park)
- City growth has resulted in less staff time to focus on City Park
- Overall maintenance program for the park needs 'a plan' – with a daily, weekly schedule and needs careful oversight.

## Interview Notes (continued)

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### City Park Programming

- Define who/what City Park is for: special events, youth sports, adult sports. Maybe better define for more permanency
- Adult softball has been problem at times with players staying late, breaking glass and being noisy. The City should pull their alcohol permit if there continue to be issues.
- Players are parking on both sides of Zuhlke. Need to enforce tree branch trimming along the roadside for proper height
- The sheriff should be more visible when people are in the park and do walk throughs more often
- The park is not always a good neighbor, and park users are not always good neighbors (fencing damage from users)
- Coordinate with neighbors for certain maintenance work, such as planned bark spraying or pruning
- Set an acquisition standard for the city, seems like Millersburg has more parkland per capita than a lot of other small towns.
- With every new development, there is a lost opportunity to connect the neighborhoods with trails
- Against adding a picnic shelter at the south end of the park and concerned about impacts from events
- City should focus on maintenance at existing park before considering expanding park system

### Other Areas of Focus for the City

- Pickleball
- Exercise stations
- Infrastructure to support existing activities. Build the parks for Millersburg residents as first thought. If other groups use the parks, so be it, but don't build them for the other groups' benefits.
- Stripe/mark bike lanes

Additional written comments were provided during the meeting and are attached.

*-- End of Notes --*

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# **APPENDIX D: Recreation Trends**



The following summaries from recognized park and recreation resources provide background on national, state and local trends that may reflect potential recreational activities and facilities for future consideration in Millersburg's park system. 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.

### **National Recreation and Parks Association (NRPA) PRORAGIS**

In 2013, the National Recreation and Parks Association (NRPA) issued its first report using PRORAGIS, a geographic information system, to establish industry trends. The 2013 report gathered data from 383 park and recreation agencies across the country and compared changes over the last three years. According to the report, park and recreation agencies typically provide management of park and open space lands and operate recreational facilities and programs. Within these areas of responsibility, some growth occurred from 2010 to 2012 among the agencies participating in the survey, including conducting major special events, maintaining public jurisdiction areas and administering community gardens.

The NRPA report indicated that public park and recreation service providers continue to suffer from reduced funding levels. Agencies receiving higher funding levels generally experienced greater reductions, while smaller agencies (in smaller communities) were more stable over the last three years. Recreation programming experienced a significant drop in attendance from 2010 to 2011. While a slight rebound had begun in 2012, the NRPA 2013 report indicates that program offerings have declined in every major category since 2010.

### **The State of the Industry Report**

Recreation Management magazine's 2017 State of the Industry Report summarizes the opinions and information Recreation Management magazine's 2018 State of the Managed Recreation Industry report summarizes the opinions and information provided by a wide range of professionals (with an average 21.3 years of experience) working in the recreation, sports and fitness facilities. The 2018 report indicated that many (86.6%) 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 (61.3%) for all facility types. Parks and recreation organizations (95.8%) were the most likely to report that they had partnered with outside organizations.

Survey respondents from urban communities are more optimistic about positive changes to revenues, while rural respondents are not. In 2018, 41 percent of respondents said that revenues increased from 2016 to 2017, while 11.1% reported a decrease. Looking forward from 2018 to 2019, 50 percent of urban respondents expect revenues to increase, and just 4.3 percent project a decrease.

In last year's report, parks respondents had reported increases in their average operating expenditures with operating costs that grew by 58% between fiscal 2013 and fiscal 2016. After a significant increase in operating expenditures in fiscal 2016, costs have fallen again in 2017, and are expected to rise more steadily over the next two years, though not to the high reported last year. From 2017 to 2018, respondents said they expect their operating

expenses to increase by 1.7 percent, followed by a further increase of 4.9 percent projected in fiscal 2019. The greatest decrease (16.8%) in average operating costs from 2016 to 2017 was reported by parks and recreation respondents.

Relative to costs and revenues, few facilities covered by the survey reported that they cover more than 90 percent of their operating costs via revenue. The percentage recovered varied with type of organization with the average percentage of costs recovered for all respondents hovering near 50%. For parks, the cost recovery rate increased from 43.4 % to 43.9 % from 2017 to 2018.

Over the past decades, public parks and recreation departments and districts have faced a growing expectation that facilities can be run like businesses. Many local facilities are expected to recover much of their operating costs via revenues. While this is the business model for for-profit facilities like health clubs, it's a relatively recent development for publicly owned facilities, which have typically been subsidized via tax dollars and other funding sources. Most recreation providers (80.5%) have been taking actions to reduce expenditures. Cost recovery actions typically involve reduction in expenses with improving energy efficiency as the most common action (48.3% of respondents). Increased fees and staffing cost reductions and putting off construction or renovation plans were reported as other common methods for reducing operating costs.

Utilization of recreation facilities has shown steady increases by the majority of respondents. Looking forward, more than half of respondents expect to see further increases in the number of people using their facilities. The expectation is that this trend will continue in the next two years.

This year saw a fairly significant drop in the average number of people employed at the organizations covered by the survey. After several years of steady growth, to a high of 147.6 employees in 2017, the average number of employees dropped by 21.7% in the past year. On average, this year's survey respondents employ 28.2 full-time workers, 39.8 part-time employees, 44.8 seasonal workers, 43.2 volunteers, and 9.1 employees of some other designation. In 2018, more than three-quarters (77.7%) of respondents said they plan to maintain existing staff levels, up from 57% in 2017.

A majority of respondents (83.2%) require certifications for some of their staff members to help measure and verify specific types of professional knowledge and skill. Of those respondents that require certification, the most common types of certification required included CPR/AED/First Aid (required by 90.3% of those who said they require some staff members to be certified), background checks (83.4%), and lifeguard certification (56.3%).

Over the past five years, the percentage of respondents who indicate that they have plans for construction, whether new facilities or additions or renovations to their existing facilities, has grown steadily, from 62.7 percent in 2013 to 69.5 percent in 2018. Construction plans of all kinds are most common among camps and parks. For camp respondents, 47.1 percent are planning new facilities, 45.9 percent are planning additions, and 60 percent are planning renovations. They were followed by parks, 33.9 percent of whom have plans for new construction, 32.6 percent for additions, and 57.7 percent for renovations.

Parks saw modest increases to their construction budgets from 2016 to 2018, with respondents expecting to see increases of 13.5%. Public organizations saw the sharpest increase to their construction budgets from 2016 to 2018, with an increase of 28.7 percent, from \$3,877,000 in 2016 to \$4,990,000 in 2018.

Parks respondents were more likely than other facility types to include: playgrounds (86.7% of parks respondents had playgrounds); park shelters (80%); park restroom structures (75.6%); outdoor sports courts (74.4%); community and multipurpose centers (58.4%); bike trails (46.4%); skate parks (41.1%); dog parks (38.8%); community gardens (33.7%); disc golf courses (32.9%); fitness trails and outdoor fitness equipment (32.6%); splash play areas (30.7%); golf courses (19.9%); ice rinks (17.6%); waterparks (16.8%); and bike/BMX parks (11.4%).

Park respondents (56.2%) reported plans to add features at their facilities. The top 10 planned features for all facility types include:

1. Splash play areas (23.6%)
2. Synthetic turf sports fields (17%)
3. Fitness trails and/or outdoor fitness equipment (16.4%)
4. Fitness centers (16.3%)
5. Walking/hiking trails (15.5%)
6. Playgrounds (15.2%)
7. Park shelters (13.6%)
8. Dog parks (13.5%)
9. Exercise studios (12.9%)
10. Disc golf courses (12.9%)

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 10 most commonly planned program additions in 2018 include:

1. Fitness programs (planned by 25.9% of those who will be adding programs)
2. Educational programs (25.7%)
3. Mind-body balance programs (23.3%)
4. Teen programs (22.7%)
5. Environmental education (20.7%)
6. Day camps and summer camps (20.3%)
7. Special needs programs (18.9%)
8. Adult sports teams (18.5%)
9. Holidays and other special events (18.3%)
10. Individual sports activities (17.5%)

While in general, overall budgets are the top concern for most respondents, equipment and facility maintenance lead the issues of budgetary challenges with staffing as the second most common concern. Marketing, safety/risk management, and creating new and innovative programming are continuing challenges for facility managers. Current concerns on the rise in 2018 include older adult fitness and wellness, legislative issues, environmental and conservation issues and social equity and access.

## The Outdoor Participation Report

According to 2018 Outdoor Participation Report, published by the Outdoor Foundation in Boulder, Colorado, more than 146.1 million Americans (49%) participated in an outdoor activity at least once in 2017. These outdoor participants went on a total of 10.9 billion outdoor outings, a decrease from 11.0 billion in 2016. Participation in outdoor recreation, team sports and indoor fitness activities vary by an individual's age. Recent trend highlights include the following:

- Twenty percent (20%) of outdoor enthusiasts participated in outdoor activities at least twice per week.
- Running, including jogging and trail running, was the most popular activity among Americans when measured by number of participants and by number of total annual outings.
- Nineteen percent (19%) outdoor participants lived in the South Atlantic region of the US, making its population the most active in outdoor activities.
- Walking for fitness was the most popular crossover activity where 45.8% of all outdoor participants also walked.
- Data shows that adults who were introduced to the outdoors as children were more likely to participate in outdoor activities during adulthood than those who were not exposed to the outdoors as children.
- The biggest motivator for outdoor participation was getting exercise.

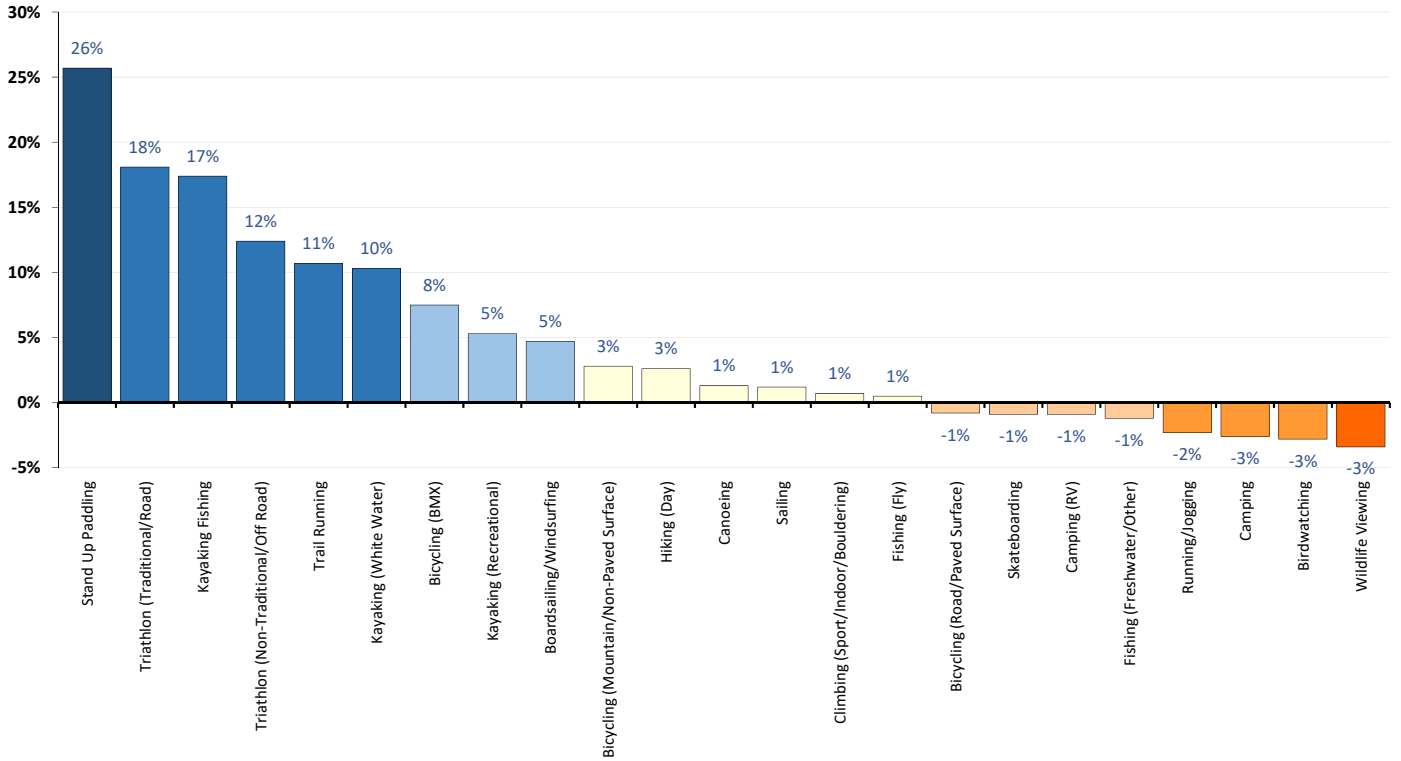


Figure D1. 3-Year Change in Outdoor Recreation Participation of Youth (6-24)

Favorite activities and participation rates range with demographics. In 2017, the average participant had 15 years of experience enjoying outdoor recreation. The data shows, as would be expected, that the amount of experience increased as the participant aged. Those ages 45 and up averaged 25 years as outdoor participants.

### 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 2018 participation report establishes levels of activity and identifies key trends in sports, fitness, and recreation in the US. The largest focus of activities continues to be toward fitness sports. Winter sports gained the most of all categories, increasing 2% over the last year. The interest in activities has started moving toward outdoor recreation. The top aspirational activity for all age segments was outside, ranging from camping to biking to birdwatching.

Fitness sports/activities continues to have the highest participation rates; having 64% of the US population ages 6 and over engaging in activities like running/jogging, high intensity/impact training, row machines, and swimming. Outdoor activities remained second but was flat from 2016; seeing a increase in day hiking and backpacking, but lost participants in canoeing and adventure racing.

While age clearly affects how often someone participates, what they do can also be age dependent. Young kids, ages 6 to 17, who tend to be more active overall, focus on team sports and outdoor activities. While Boomers prefer fitness activities, especially low impact such as aquatic exercise, cycling, and walking. Millennials are more likely than the other generations to participate in water sports, such as stand up paddling, boardsailing, and surfing.

Inactivity rates remain higher than 10 years ago despite the promotion of the benefits of an active lifestyle. Over a quarter of the US population (ages 6 and over) did not participate in even the lowest caloric activity in 2017. Trends continue to show how income affects inactivity. Generally, the affluent are getting more active while the less affluent are becoming more inactive.

Despite aspirations to become more active, the biggest influence on engaging more participants is having a friend or family member to take part in the physical activity. First time participation depends on who you are doing it with more than if you have the time.

## **National Survey on Recreation and the Environment**

The National Survey on Recreation and the Environment (NSRE) is a comprehensive survey that has been collecting data and producing reports about the recreation activities, environmental attitudes and natural resource values of Americans since the 1980s. The NSRE core focus is on outdoor activity participation and personal demographics. The most recent 2012 NSRE reports the total number of people participating in outdoor activities between 2000 and 2007 grew by 4.4% while the number of days of participation increased by approximately 25 percent. Walking for pleasure grew by 14% and continues to lead as the top favorite outdoor activity.

Nature-based activities, those associated with wildlife and natural settings, showed a discernible growth in the number of people (an increase in 3.1% participation rate) and the number of days of participation. American's participation in nature-based outdoor recreation is increasing with viewing, photographing, or otherwise observing nature clearly measured as the fastest growing type of nature-based recreation activity.

## **Americans Engagement with Parks Survey (from NRPA)**

The vast offerings of the local park and recreation agency improve the lives of people throughout our nation. From the fact that Americans on average visit their local park and recreation facilities approximately 29 times a year to the majority of Americans identifying parks and recreation as an important service provided by their local government, the general public is an untapped advocate to spread the public park and recreation story.

This annual study probes Americans' usage of parks, the key reasons that drive their use and the greatest challenges preventing greater usage. Each year, the study probes 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:**

- Americans on average visit their local park and recreation facilities approximately 29 times a year, with 3 in 5 saying their most recent visit was within the past month.
- Three in four Americans agree that the NRPA Three Pillars of Conservation, Health and Wellness, and Social Equity represent what they see as the priorities for their local park and recreation agency.
- Nine in 10 Americans agree that parks and recreation are important services delivered by their local government.
- Seven in 10 Americans say they are more likely to vote for local politicians who make park and recreation funding a priority.
- Three-quarters of Americans support increased local government spending for park and recreation agencies with solid support for a nearly 30 percent increase in funding for local park and recreation agencies.

## 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).

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 D-2. User Occasions 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 D-3. Participation Rates 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
Bycycling 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

Figure D-4. Frequency per Household for Oregon Residents in Outdoor Activities

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.



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# APPENDIX E: Implementation Tools

The City of Millersburg 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 programs.

## 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.

### **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. Millersburg does not assess a park utility fee.

### **System Development Charges**

Millersburg 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 program implements the natural resource conservation and outdoor recreation mission of NPS in communities across America.

### **Urban and Community Forestry Small Projects and Scholarship Fund - Oregon Department of Forestry**

The purpose of the Oregon Department of Forestry's Urban and Community Forestry Assistance Program's Small Projects and Scholarship Fund (UCF-SPSF) is to cover the small, yet sometimes prohibitive, administrative and material expenses directly related to community forestry projects encountered by smaller volunteer groups and cities across Oregon. Applications must be received by the end of each quarter for consideration.

### **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.

### **Bicycle & Pedestrian Program Grants - Oregon Department of Transportation**

The Pedestrian and Bicycle Grant Program is a competitive grant program that provides approximately \$5 million dollars every two years 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.

### **Fixing America's Surface Transportation Act (FAST Act) - Oregon Department of Transportation**

The FAST Act, which replaced Moving Ahead for Progress in the 21st Century Act (MAP-21) in 2015, provides long-term funding certainty for surface transportation projects, meaning states and local governments can move forward with critical transportation projects with the confidence that they will have a Federal partner over the long term (at least five years). The law makes changes and reforms to many Federal transportation programs, including streamlining the approval processes for new transportation projects and providing new safety tools.

### **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, Watershed council support and technical assistance.

## **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.

### **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.

**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.

**Wells Fargo: National Fish and Wildlife Foundation (NFWF): Environmental Grant Program**

This program builds partnerships with local environmental nonprofits that have projects that focus on strengthening the resiliency of our communities. This includes efforts focused on climate mitigation and adaptation, sustainable agriculture and forestry, water quality, land conservation, and support for building healthy urban ecosystems. The programs operate as a closed RFP, invitation-only process where Wells Fargo engages specific organizations whose work aligns with their giving priorities.

**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.

**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 Millersburg area. Other national organizations with local representation include the Nature Conservancy, Trust for Public Land and the Wetlands Conservancy.



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# **APPENDIX F: Site Acquisition & Development Standards**

## ACQUISITION GUIDELINES

Planning and land acquisition for future parks is a recognized component in land use and urban growth management, since the provision of parks and open space is considered essential to the livability of urban areas. For the recreation resource planner, the land acquisition process is an important task for ensuring the availability of future recreation resources for the majority of the community. The established planning goals for a community's comprehensive plan recognize the development of parks and retention of open space with conservation values as a tool for managing the effects of increased density and fostering livability.

### DISTRIBUTION EQUITY (LOCATION/GAPS)

Equitable distribution of public park facilities is a community goal (articulated in the Park System Master Plan). GIS mapping and analysis documented and tracked the existing public park inventory and areas where public parks are lacking in search for park land acquisition targets. Park acquisition should be prioritized in underserved areas where households are more than ½-mile from a developed park.

### SPECIFIC SITE SUITABILITY FOR DEVELOPED/ACTIVE PARKS

According to the 2017 Parks Master Plan, the minimum size for a typical neighborhood park is 3 acres to allow for the accommodation of the desired range of recreational amenities. While existing neighborhood parks may range from 1.5 to 10 acres in size, some basic location and land characteristics influence how accessible, “developable” and convenient a potential site might be for a future public park. Evaluating a potential land parcel should include consideration of the following property features:

- Access and visibility to the property. An adequate amount of public right-of-way is needed to allow for creating bike/pedestrian pathways, at a minimum, and either on-street parking or a parking lot for park visitors who must drive a vehicle.
- Existing publicly owned lands, easements and right-of-way. Are there existing lands under public ownership that could be converted to public park use? What other public amenities are proximate and complementary to a future park development (e.g., schools, police stations, etc.)?
- Connectivity to trails, schools, parks, neighborhoods and connectivity of the trail links. Connections to and from related land uses can add value to a potential park location.
- Environmental constraints, field assessment (does not include Environmental Assessment level detail), regulatory and permitting requirements and GIS data for critical areas. Sensitive environmental lands should be protected, but often they are not the best sites for development of recreational amenities for public parks. Protected and conserved lands can provide complementary value to public parks, while the public park land can create a buffer for the conserved land.
- Topography. Existing landforms, whether flat or hilly, will influence the park's design and best fit for provision of recreational facilities.
- Technical analysis of park standards and development costs should be evaluated to help provide realistic site development costs. For example, existing road improvements within the public right-of-way or lack of public water and sewer may trigger additional park development costs.

Within identified neighborhoods that may lack or have limited access to public parks, potential properties should be evaluated for suitable site conditions for the development of future recreational amenities and/or access to natural resources and water.

**Neighborhood/Community Park Site Suitability Criteria:**

- Access / visibility
- Parcel size / configuration
- Contiguous public land / connectivity
- Extent of sensitive areas
- Cost factors (acquisition, development & maintenance.)
- Compatibility with surrounding uses
- Vacant land preference

**Trail Site Suitability Criteria:**

- Development feasibility
- Continuity / connectivity (“safe routes”)
- Natural, cultural, historic value
- Public ROW access
- Land costs / value

**Urban Natural Areas Site Suitability Criteria:**

- Ecological, cultural, historic value
- Continuity / connectivity
- Public right of way access
- Development pressure (threat of conversion)
- Acquisition costs, donations, grants, third-party support (i.e., land trusts), etc.

**SITE-SPECIFIC CONCERNS**

Once a targeted park land acquisition has been identified and evaluated with consideration to its potential suitability as a future public park, more specific assessments should be conducted to ensure a measure of known development variables for future park use.

A boundary survey and review of the title is important to identify an existing encroachments, encumbrances or entitlements that need to be addressed or corrected prior to closing.

Environmental constraints, such as wetlands, waterways, other sensitive habitats and any associated buffers, should be identified to determine their impact on developable park spaces.

An environmental site assessment should be conducted to identify environmental conditions that could have resulted from a past release of hazardous substances and determine any potential mitigation requirements to protect public health. Additionally, environmental law typically leaves the burden of responsibility on the property owner, so conducting an environmental site assessment is important to protect the City’s liability.

An archeological assessment to review potential cultural resources may also help bring to light future park development costs and variables.

Any underground tanks, wells, septic systems and existing structures should be evaluated for the need to remove, decommission, or demolish after closing of land sale.

**DESIGN STANDARDS FOR ENVIRONMENTAL SITE ASSESSMENT**

Considering a current use of a property is typically not sufficient for evaluating potential environmental concerns. For example, a vacant lot may previously have been used for agricultural purposes and may contain pesticide residues in the soil, or a current retail building formerly may have housed an auto repair business with underground tanks. Additionally, properties that are considered low-risk, such as a residence, could have a leaking underground heating oil tank or other concerns. Therefore, conducting an environmental site assessment is an important step in purchasing and managing property.

Prior to purchasing or accepting ownership of a property, the City should conduct an environmental site assessment to determine if contaminated soil, sediment or groundwater could be present. This process typically begins with a Phase I Environmental Site Assessment (ESA) per ASTM E1527-13 to identify environmental conditions or other business risk issues that could impact site development, pose a liability to the City, or present a risk to human health or the environment. Depending on the results of the Phase I ESA, a subsequent Phase II ESA may be warranted to sample and test soil, sediment or groundwater for the presence of contamination.

For property currently owned by the City, conducting an ESA prior to redevelopment can help to identify issues that could affect building design or result in construction delays.

For property that will be leased by the City, conducting a baseline environmental assessment may be warranted to establish initial conditions prior to the City occupying the site.

## **PRESERVING FUNDING ELIGIBILITY**

Public outdoor park and recreation areas and facilities are eligible for funding assistance through the Oregon Local Government Grant Program (LGGP). Land acquisition projects must be consistent with the outdoor recreation goals and objectives contained in the Statewide Comprehensive Outdoor Recreation Plan (SCORP) or the recreation elements of local comprehensive plans and local master plans. Acquisition of land and waters for public outdoor recreation areas and facilities, including new areas or additions to existing parks, forests, wildlife areas, open spaces and other similar areas dedicated to outdoor recreation are eligible for assistance through the LGGP. To be eligible in the LGGP, the acquisition procedures set forth by the Oregon Parks and Recreation Department (OPRD) should be closely followed. The grant funding program requires a percent match based on the population size of the eligible jurisdiction.

## **DESIGN & DEVELOPMENT GUIDELINES**

With planned park upgrades and the potential for development of park acquisitions, Millersburg would benefit from park design and facility standards that help unify the system's amenities, operations and maintenance going into the future. Standards can begin with the adoption of typical bench details and expand to incorporate graphic sign styles, materials, colors and specific site furnishings. With the desire for Millersburg to create a unifying identity and enhance park maintenance efficiencies, guidelines for park standards should be planned, endorsed and implemented.

If the City should annex its urban reserve area, the acquisition and development of additional parks will be necessary. There may be opportunities to partner with residential development projects for providing new parks to be dedicated to the City upon completion. The establishment of park design and development standards with predetermined requirements for consistency and quality of site amenities would ensure that new parks could readily fit within on-going park operations and maintenance.

All newly developed parks and trails shall adhere to the Final Guidelines for Outdoor Developed Areas as set forth by the United States Access Board.

### **DESIGN STANDARDS FOR PARKS**

Public park space should be clearly identifiable and provide a safe and secure environment for outdoor recreation and enjoyment. To help communicate the identity, amenities and uses within the park, some unified design standards should be applied. These standards are intended to help with public access, communication of safety and appropriate behaviors, and efficiency in operations and maintenance without creating a park system of identical "cloned" urban parks. Standardizing the designs for park signage, benches, picnic tables, drinking fountains, lighting, bollards, irrigation systems and fencing can allow for easier and less expensive procurement, installation, maintenance and replacement. The visual character of unified park amenities can quickly convey to the park visitor that the space is part of an overall system of public spaces where they are welcome.

While sharing standard site furnishings and signage styles helps unify the system identity, each individual park should have its own unique character. The shape and size of the land, the layout of circulation and location of key features, the styles, types and colors of play equipment, the architecture of restrooms, picnic and other park structures should be specific to that park. Even though each park contains some standardized site furnishings, each park site master plan design should strive to create a sense of place that highlights the character of that park in its local context and for its primary purpose (such as passive park with natural area or active sports-oriented facility).

The following tables highlight the range and considerations of various amenities that may be provided within urban parks (community, neighborhood and mini parks) and can provide guidance for negotiating facility development opportunities in situations when private entities propose park development in-lieu of payment or for other, alternative arrangements, such as density bonuses.

Figure F1. Minimum Site Design Considerations for Pocket Parks

Amenity	Considerations - where feasible
Playground	<ul style="list-style-type: none"> <li>▪ Minimum 2,000 sq.ft. play area</li> <li>▪ Play equipment should be age-specific targeting pre-school and elementary school children</li> <li>▪ Playground should be ADA-compliant</li> </ul>
Paved Access	<ul style="list-style-type: none"> <li>▪ ADA compliant surfacing for barrier-free access</li> </ul>
Picnic Tables	<ul style="list-style-type: none"> <li>▪ Use standard ADA compliant picnic table style</li> </ul>
Drinking Fountain	<ul style="list-style-type: none"> <li>▪ Provide ADA-compliant standard fixture</li> </ul>
Benches	<ul style="list-style-type: none"> <li>▪ Use standard ADA compliant bench style</li> </ul>
Grass Area	<ul style="list-style-type: none"> <li>▪ Open play space with sun exposure; 800-1,000 sq.ft. minimum size; irrigated</li> </ul>
Trees	<ul style="list-style-type: none"> <li>▪ Provide shade for portion of playground area</li> <li>▪ Provide tree canopy for &gt;40% of park space</li> </ul>
Bicycle Racks	<ul style="list-style-type: none"> <li>▪ Accommodate 2-bike minimum</li> </ul>
Trash Receptacles & Dog Waste Disposal Stations	<ul style="list-style-type: none"> <li>▪ Minimum of 1 located at entry</li> </ul>

Figure F2. Minimum Site Design Considerations for Neighborhood Parks

Amenity	Considerations - where feasible
Playground	<ul style="list-style-type: none"> <li>▪ Minimum of 4,000 sq.ft. play area</li> <li>▪ Equipment should be suitable for and developmentally-appropriate for toddlers and elementary school-aged children</li> <li>▪ Playground should be ADA Accessible and play equipment should be ADA Compliant</li> </ul>
Loop Walking Path	<ul style="list-style-type: none"> <li>▪ Minimum 8' wide</li> <li>▪ ADA-compliant surface to accessible elements (benches, tables, play area)</li> <li>▪ Pathway slope not to exceed 5% grade or no more than 8% for more than 30 lineal feet without switchbacks or railings</li> </ul>
Picnic Tables	<ul style="list-style-type: none"> <li>▪ Minimum of 2, Use standard ADA compliant picnic table style</li> </ul>
Drinking Fountain	<ul style="list-style-type: none"> <li>▪ Provide ADA-compliant standard fixture</li> </ul>
Benches	<ul style="list-style-type: none"> <li>▪ Minimum of 2, Use standard ADA compliant bench style</li> </ul>
Open Turf Area	<ul style="list-style-type: none"> <li>▪ Provide at least 15% of total lawn area with irrigation, preferably adjacent to the play area</li> </ul>
Trees & Landscaping	<ul style="list-style-type: none"> <li>▪ Provide shade for portion of playground area</li> <li>▪ New trees and shrubs should be irrigated for a minimum of 2 years until established</li> </ul>
Bicycle Racks	<ul style="list-style-type: none"> <li>▪ Minimum of 2, with capacity to serve 4 bikes</li> </ul>
Trash Receptacles & Dog Waste Disposal Stations	<ul style="list-style-type: none"> <li>▪ Minimum of 1</li> </ul>

For community parks, any or all of the following outdoor recreation features should be considered in addition to the same amenities provided in neighborhood parks.

Figure F3. Minimum Site Design Considerations for Community Parks

Amenity	Considerations - where feasible
Parking	<ul style="list-style-type: none"> <li>▪ Based on types of amenities and their parking quantity requirements</li> <li>▪ Include requisite number of handicapped parking stalls at appropriate locations</li> <li>▪ Consider need for parking provision at multiple access points, where appropriate</li> </ul>
Loop Walking Path	<ul style="list-style-type: none"> <li>▪ Provide a perimeter trail in addition to pathways accessing all major park amenities</li> </ul>
Multiple Access Points	<ul style="list-style-type: none"> <li>▪ Provide connectivity to neighborhoods and public rights-of-way</li> </ul>
Restrooms	<ul style="list-style-type: none"> <li>▪ Provide ADA-compliant standardized design facilities</li> </ul>
Picnic Shelter	<ul style="list-style-type: none"> <li>▪ Provide minimum of 1 group picnic shelter</li> </ul>
Sports fields	<ul style="list-style-type: none"> <li>▪ Type and quantity dependent on available space and current public demand for each sport facility</li> </ul>
Sports courts	<ul style="list-style-type: none"> <li>▪ Type and quantity dependent on available space and current public demand for each sport facility</li> </ul>
Tree Canopy	<ul style="list-style-type: none"> <li>▪ Target a 25-45% tree canopy dependent on other park amenities and feasibility</li> </ul>
Open Grass Area	<ul style="list-style-type: none"> <li>▪ Open play area with sun exposure</li> <li>▪ Minimum target of 1 acre</li> </ul>
Natural Areas	<ul style="list-style-type: none"> <li>▪ Based on existing and restored environmental characteristics</li> </ul>
Off-leash Dog Area	<ul style="list-style-type: none"> <li>▪ Minimum target of 1 acre</li> <li>▪ Fenced enclosure with double-gate access</li> <li>▪ Provide doggy waste dispenser and trash receptacle at entrance</li> </ul>

Figure F4. Design Considerations for Other Park Amenities

Amenity	Considerations
Picnic Shelter	<ul style="list-style-type: none"> <li>▪ Minimum of 400 sq.ft.</li> </ul>
Sport field	<ul style="list-style-type: none"> <li>▪ Practice level for youth soccer, T-ball, baseball and/or softball</li> </ul>
Sport court	<ul style="list-style-type: none"> <li>▪ ½ court basketball court</li> </ul>
Tennis court	
Alternative recreation court	<ul style="list-style-type: none"> <li>▪ Such as bocce ball, pickleball, horseshoes, lawn bowling</li> </ul>
Skate spot	<ul style="list-style-type: none"> <li>▪ 600 to 1,200 sq.ft. with small ramps, bowls or features for beginners</li> </ul>
Disc golf course	<ul style="list-style-type: none"> <li>▪ Minimum 9 baskets</li> </ul>
Sprayground	
Natural area	
Water feature	<ul style="list-style-type: none"> <li>▪ Such as a passive water-based amenity that provides a visual focal point, i.e. fountains, ponds, or waterfalls</li> </ul>
Restroom	
Drinking fountain	
Utilities	<ul style="list-style-type: none"> <li>▪ Automatic Irrigation, Electricity, Water</li> </ul>
Parking	

## DESIGN STANDARDS FOR OPEN SPACE AND NATURAL AREAS

Open space and natural areas are primarily intended to conserve places with ecological sensitivity or natural landscape value. Most natural areas have some space where low-impact recreational uses and trails can be accommodated without reducing the environmental integrity of the land or water resource. Since the open space can range from wetlands and riparian corridors to fields and forests, design standards are not applied uniformly across the site. Each natural landscape is treated according to its level of sensitivity, need for conservation/restoration and tolerance for outdoor recreational use. However, where passive recreation opportunities such as trails can be provided, the standardized designs for park benches, picnic tables, signs and other site amenities should be applied.

## DESIGN STANDARDS FOR SPECIAL USE FACILITIES

Consideration should be given in the design and renovation of any special use facility as to how and how much the site and its amenities should be identifiable within the park system through the application of standardized park signage and site furnishings. For example, a future sport field complex could accommodate some of the standardized park benches, picnic tables and signage, but it would also require its own specialized features, such as bleachers, backstops, field lighting, score boards and other equipment, that are unique to the facility. Each master plan design for new facilities should give careful consideration as to how a unique sense of place and identity is conveyed while still communicating that the facility is part of a system of outdoor recreation accommodation provided by the City of Millersburg.

## DESIGN STANDARDS FOR TRAILS

A successful trail system is integrated with other transportation alternatives to include a range of trail, sidewalk, bike path and connection opportunities designed to the human scale. The typical recreational trail hierarchy is aligned from regional shared-use trails to local neighborhood paths and park trails. Trail systems can also incorporate specially designated trails for single track mountain biking, primitive hiking and equestrian uses.

Designing the actual physical trail starts with overall purpose of the trail, connecting travelers from one location to another (point A to point B) or through a particular environment (loop trail through a park). With a clear purpose for the trail, an appropriate alignment can then be determined to help provide the desired outdoor recreation experience or transportation value. For example, regional multi-use shared trails should be designed to a minimum width of 10 feet. In expanding urban centers, providing a 16-foot trail width can help accommodate significant bike and pedestrian use as the community grows and linkages to public transit enable increased trail usage. The most heavily used urban trails benefit from the installation of permanent pavement to withstand heavy traffic in a variety of weather conditions.

It should be noted that changes in transportation engineering and trail construction methods may warrant the need to update trail design standards over time, which are currently part of Millersburg's Engineering Design Manual. Trail widths and surfacing types will vary across the trail hierarchy. Site furnishings along the trail are one method for standardizing trails as part of the outdoor recreation system provided by Millersburg. The same benches, picnic tables, bollards and other site furnishings used throughout Millersburg's park system could be installed along its trails to help unify the sense of place, reduce procurement costs and simplify maintenance.

The unifying standard for Millersburg's trail system can be visually expressed through a designed wayfinding plan. Linked with the graphic character for Dry Canyon and park system wayfinding, the trail signage should provide identification, direction, destination, travel information and safety messaging, while clearly reinforcing Millersburg's sense of place.

Trails should be constructed according to City specifications. It is recommended that trail layout and surfacing materials be approved by the City and meet the following general requirements:

- Trail width should be a minimum of 8 feet wide
- Surfacing should be appropriate to the location; paved asphalt or concrete is recommended for upland areas, and wood chip, crusher waste or boardwalks are appropriate in lowland, wet or sensitive areas (City codes shall apply)
- Hard-surfaced trails should comply with ADAAG guidelines for slope and cross-slope; soft-surfaced trails should include properly placed and designed water bars or other surface water management techniques to minimize run-off and erosion.
- Entry signage should be provided at trailheads or access points, and boundary signage should be placed, as appropriate, to demarcate sensitive edges or private property boundaries.
- Trash receptacles should be provided at trailheads.



## CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED)

The inventory assessment highlighted an opportunity to consider incorporating crime prevention through environmental design (CPTED) principles to enhance park and trail safety and facilitate the monitoring of park uses and behaviors. CPTED applies four principles that are used to deter criminal behavior in outdoor environments:

- Natural surveillance
- Natural access control
- Territorial reinforcement
- Maintenance

CPTED natural surveillance (“see and be seen”) asserts that sight lines for better visibility can deter undesirable behavior and increase the perceptions of safety and comfort by park patrons. Lowering understory vegetation or raising lower tree branches through intentional vegetation management can provide more clear lines of sight in and around trails and other areas of use. Providing clear visibility and reducing blind corners can also improve safety by limiting conflicts between different users (e.g. runners, cyclists, dog walkers), where unanticipated encounters may result in crashes or entanglements.

Natural access control in park design is often very subtle. Controlling where vehicles enter and exit park facilities through designed barriers, bollards, boulders, and post and cable fencing can protect park users and minimize park property damage from misguided vehicular traffic. Walkways, lighting, fencing and landscaping provide explicit direction for park users. The flow of users through a park will help decrease the opportunity for crime and improve clarity for the intended park behaviors.

Territorial reinforcement comes through clear demarcation of boundaries. For public parks, those boundaries between public and private lands, safe and unsafe areas, and special use, limited access or reserved sites can be delineated with the appropriate placement of fencing, signs, landscaping or other physical or visual design techniques.

Finally, clearly visible, high-quality maintenance is an important element of CPTED, as well as general public safety. CPTED recognizes the “broken window” theory where neglected and poorly maintained amenities are more attractive targets for vandalism or other criminal activity. Deferred maintenance can also result in park amenities that put users at risk. Broken pavement, worn decking, uneven playing fields and missing play safety surfacing can create injuries. Overall attention to CPTED principles can help ensure safer public park environments.

## MAINTENANCE AND OPERATIONS STANDARDS

### GENERAL STANDARDS

#### Grounds

- Grounds are mowed and trimmed.
- Park is free of litter, debris and hazards.

#### Walkways & Paths

- Walkways have a uniform surface and are level with the ground and free of trip hazards.
- Walkways are free of litter and debris.
- Walkways have unobstructed accessibility, i.e. free from low and protruding limbs, guide wires, etc.
- Walkways are neatly edged.
- Walkways are clear of weeds and grass growth in cracks and expansion joints.

### Signage

- Park identification signs are secure and properly installed in a noticeable location.
- Handicap parking signs (as applicable) are secure, visible and to city and state standards.
- Signs are clean, painted and free of protrusions.

### Ornamental Plants & Landscaping

- Plants are healthy.
- Plant beds are free of litter, debris, and weeds.
- Plant selection is appropriate for season and area usage.

## PLAYGROUNDS

### Play Equipment

- Play equipment and surrounding play areas meet ASTM and National Playground Safety Institute standards.
- Play equipment and hardware is intact, and safety inspections are conducted regularly.
- Play equipment is free of graffiti.
- Age appropriateness for the play equipment is noted with proper signage.
- Shade structure is secure and free from tears, if applicable.

### Surfacing

- Fall surface is clean, level and free of litter and debris.
- Fall surface meets ASTM and National Playground Safety Institute standards.
- Fall surface is well drained.
- Rubber cushion surfaces are free of holes and tears.
- Rubber cushion surfaces are secure to the base material and curbing.

### Borders

- Playground borders are well defined and intact.
- Playground borders meet ASTM and National Playground Safety Institute standards.

### Decks

- Planks are intact, smooth, structurally sound, free of splinters and have no cracks greater than ¼ inch.
- Nails, bolts or screws are flush with the surface.
- Planks are level with no excessive warping.

## FIXTURES

### Benches

- Slats are smooth and structurally sound.
- Hardware is intact and structurally sound.
- Nails, bolts or screws are flush with the surface.
- Seats and backing are smooth with no protrusions and have no exposed sharp edges or pointed corners.

### Tables

- Tables are clean, free of rust, mildew and graffiti.
- Table hardware is intact.
- Table frames are intact and slats are properly secured.
- Table seats and tops are smooth with no protrusions and have no exposed sharp edges or pointed corners.

### Trash Receptacles

- Receptacles are clean; Area around trash receptacles is clean and free of trash and debris.
- Wood receptacles are painted and free of damage or missing parts; hardware for wood receptacles is intact.
- Concrete receptacles are intact and free of cracks or damage.

## SPORT COURTS

### Surfacing

- Surface is smooth, level and well drained with no standing water.
- Surface is free of large cracks, holes and trip hazards.
- Surface is painted and striped as per court specifications.
- Worn painted surfaces do not exceed 20% of total court surface.
- Surface is free of litter, debris, gravel and graffiti.

### Goals and Backboards

- Goals and backboards are level with hardware intact and painted as appropriate.
- Nylon nets are properly hung and are not torn or tattered.
- Support poles are secure in the ground and straight.

## RESTROOMS

- Restrooms are clean, sanitary and properly stocked with paper products.
- Lights and ventilation systems are operational.
- Toilets, water faucets, stall doors and hand air dryers are operational.
- Restrooms are free of graffiti.
- Restroom doors are properly marked according to gender.
- Restrooms have clean trash receptacles.
- Restroom doors and locks are operational.
- Restrooms are in compliance with the requirements of the Americans with Disabilities Act.

## ADDITIONAL RESOURCES

Consultant's Guide to Park Design and Development; Park and Recreation Department, City of San Diego, CA  
<http://www.sandiego.gov/park-and-recreation/pdf/consultantguide.pdf>

Design Standards for Park and Trail Development (Specifications); Park and Recreation Department, City of Bellingham, WA

<http://www.cob.org/government/rules/guidelines/park-design-standards.aspx>

Accessible Recreation Facilities Guidelines - Access Board

<https://www.access-board.gov/attachments/article/1637/outdoor-guide.pdf>

Handbook for Public Playground Safety - National Product Safety Commission

<http://www.cpsc.gov/cpsc/pub/pubs/325.pdf>



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