

Tualatin Hills Park & Recreation District Comprehensive



Plan 2006



NOVEMBER, 2006

Tualatin Hills Park and Recreation District Comprehensive Plan

November, 2006

COMPREHENSIVE PLAN TEAM

Park District Staff

Steve Gulgren, ASLA, Superintendent of Planning and Development
Sarah Cleek and Justin Patterson, Co-Project Managers

CONSULTING TEAM

Cogan Owens. Cogan, Matt Hastie, Principal, Consulting Team Leader
Alta Planning + Design
Ballard*King
Davis Hibbits and Midghall
Opsis Architects

**With Participation and Support from the
Tualatin Hills Park and Recreation District Board of Directors**

Joseph Blowers
John Griffiths
William Kanable
Larry Pelatt
Bob Scott

A C K N O W L E D G E M E N T S

The project team acknowledges the invaluable contributions of the following individuals and groups in preparing this plan:

STAFF ADVISORY COMMITTEE

Peggy Coats, Director of Business Services
Dave Chrisman, Superintendent of Maintenance Operations
Gary Dodson, Superintendent of Security Operations
David Endres, Director of Community Affairs
Sharon Hoffmeister, Superintendent of Aquatics
Ann Mackiernan, Operations Analyst
Lisa Novak, Superintendent of Special Programs, and Special Activities
Eric Owens, Superintendent of Sports and Recreation

TECHNICAL ADVISORY COMMITTEE

Blake Barnes, Washington County Sheriff's Department
Jennifer Budhabhatti/Laura Price, Metro Regional
Parks and Greenspaces
Astrid Dragoy, Clean Water Services
Jim Hughes, Citizens With Disabilities
Alec Jensen, Tualatin Valley Fire and Rescue
Steve Martin, Tigard Parks and Recreation
Kevin Smith, Hillsboro Parks and Recreation
Paul Wandell, Beaverton Police Department
Alan Whitworth/Hal Bergsma, City of Beaverton Planning
Aisha Willits, Washington County Land Use and Transportation
Jan Youngquist, Beaverton School District

PUBLIC ADVISORY COMMITTEE

Lee Ascher, Trails Advisory Committee
Joe Blowers, Park District Board Member
John Cwiklinski, Aquatics Advisory Committee
Austin Gross, Youth/Student Advocate
Mary Manseau/Elena Frank, CPO Representatives
Fred Meyer, Citizen-at-Large
Jim Olson, Nature Park Advisory Committee
George Russel, Beaverton Citizens for Community Involvement
Dick Schouten, Washington County Commissioner
Steve Sparks, City of Beaverton
Norm Vaillancourt, Stuhr Center Advisory Committee

PROJECT MANAGEMENT TEAM

Ron Willoughby, General Manager (retired)
Keith Hobson, Assistant General Manager
Doug Menke, Assistant General Manager
Jim McElhinny, Director of Park & Recreation Services
Steve Gulgren, ASLA, Superintendent of Planning and Development

*And a Special Thanks to the
Residents, Staff and Patrons of the Park District*

Table of Contents

Mission & Vision Statement/Executive Summary	1
Plan Update Process	3
Overall Goals	3
Progress in Meeting Previous Planning Goals	3
Summary of Needs	4
Overall Recommended Approach to Meeting Needs	5
Current Conditions	7
Overview	8
Demographics	8
Facilities and Services	8
Programs and Services	13
Attitudes and Priorities	15
Future Conditions	17
Population Change	18
Recreational and Other Trends	18
Financial History and Issues	19
Future Needs for Park and Recreation	21
Parks	22
Trails	23
Natural Areas	23
Recreational Facilities	24
Programming	24
Maintenance and Operations	25

Table of Contents

(cont'd)

Alternatives to Meeting Future Needs _____ 27

Alternative Approaches/Policy Options Considered _____	28
Neighborhood Park Standards and Needs _____	28
Overall Park Standards and Needs _____	29
Community and Recreation Facilities and Programs _____	30
Aquatic Facilities and Programs _____	31
Playing Fields _____	32
System Development Charges _____	33
Cost Comparison of Alternatives _____	34

Preferred Approach to Meet Future Needs _____ 37

Neighborhood Parks _____	38
Community Parks _____	38
Linear Parks and Trails _____	39
Natural Areas _____	41
Recreational and Aquatic Centers _____	41
Playing Fields _____	42
Programming _____	43
Maintenance and Operations _____	44
Financial Analysis and Funding Sources _____	44

Strategic Plan _____ 47

Appendices (Separate Volume/Documents)

- | | |
|---|--|
| A. Telephone Survey Results | F. Programming Assessment |
| B. Demographic Analysis | G. Maintenance and Operations Assessment |
| C. Focus Group and Advisory Committee Meeting Summaries | H. Recreational Facility Design Guidelines |
| D. Comparison of Park and Recreation Standards Memorandum | I. Performance Measure Worksheet |
| E. Policy Alternative Analysis Memorandum | |

Comprehensive Plan 2006



Executive Summary

MISSION AND VISION STATEMENT

Mission and Vision Statement

The Park District's mission is to provide natural areas, high quality park and recreational facilities, services and programs that meet the needs of the diverse communities it serves. In fulfilling this mission, the Park District will continue to work closely with community groups, residents, other local jurisdictions and public agencies, user groups and other partners to coordinate and collaborate in meeting the future needs of its residents. It will continue to improve the efficiency of its operations, maintain high standards and use resources in a sustainable manner.

Executive Summary

Plan Update Process

The Tualatin Hills Park and Recreation District's (Park District) Comprehensive Plan is a guide for future decisions and activities about how the Park District will acquire, develop, operate and maintain land, facilities and programs over a 20-year period. It should be updated approximately every five to ten years to ensure that goals, objectives and recommended actions continue to reflect the changing needs of Park District residents. Since the original plan was completed in 1997, conditions in the Park District have changed significantly. A substantial amount of new development has occurred. The make-up of residents has changed in terms of age, ethnicity and other factors. The character of park and open space needs also has shifted in relation to these changes. In addition, park and recreation planning, operation and maintenance practices in this region and across the country have evolved. As a result, much of the factual information in the 1997 document has been updated or replaced and a new look at a variety of issues has been undertaken to ensure that the

Park District continues to meet the changing needs of its constituents.

In September of 2005, Park District staff hired a team of consultants led by Cogan Owens Cogan and embarked on the process of updating the Comprehensive Plan. The process began with the formation of public, technical and staff advisory committees, as well as a project management team. Each group met in October of 2005 to begin to identify key planning issues, followed by a public open house and on-line comment period in November to identify planning priorities. At the same time, the consultant team began studying existing conditions in the Park District, including an inventory of facilities, a demographic analysis of the Park District (conducted by Portland State University), and a level-of-service analysis.

The consultant team conducted focus groups with Park District staff and conducted a random sample telephone survey of District residents to determine future Park District needs and priorities. In addition, the team analyzed the Park District's programming and maintenance practices to identify specific strengths and weaknesses in programming and facility provision and upkeep. The project team summarized the results of all these efforts in a Community Needs Assessment for review by the three project advisory committees and management team in February, 2006. Results of

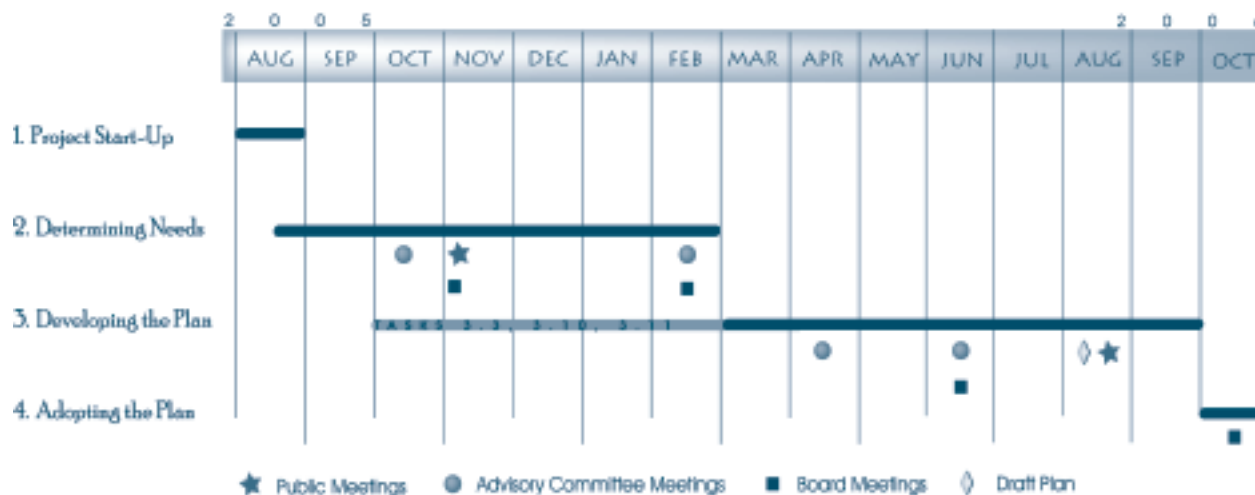
these meetings were incorporated in an updated Needs Assessment Report made available for broad public review on the District's Web site and by request.

In identifying future needs, several key planning and service issues were identified:

- Standards for neighborhood parks and parks overall
- Approaches to building new or replacement aquatic and recreation facilities
- Alternatives for meeting future needs for playing fields
- Funding issues and tools, including system development charges which fund planning, land acquisition and construction of facilities that serve new residents

Project and Park District advisory committees and members of the Park District Board of Directors reviewed and discussed these issues and alternatives to addressing them at a series of meetings in May, 2006. Next, the project advisory committees reviewed and refined a Strategic Plan incorporating goals, objectives and actions to meet long-term needs for District parks, open spaces, trails, recreation facilities, programs and maintenance operations. The final steps in the Comprehensive Plan update process have been to integrate all elements of this process into this document and to review it with members of the public, advisory

Schedule of Project Phases



committees and the Park District Board of Directors. Concurrently with the process of updating this Comprehensive Plan, the consulting team and staff, led by Alta Planning+Design, completed an updated Trails Master Plan. Review of the updated Trails Master Plan was coordinated with the overall Comprehensive Plan update, with additional guidance and participation from the Park District's Trails Advisory Committee.

Overall Goals

The goals of this Plan, developed through the process outlined above, and with input from residents, District

employees and other stakeholders, are to:

- Provide quality neighborhood and community parks that are readily accessible to residents throughout the District's service area.
- Provide quality sports and recreation facilities and programs for Park District residents of all ages, cultural backgrounds, abilities and income levels.
- Operate and maintain parks in an efficient, safe and cost-effective manner, and to adopted Park District standards.
- Acquire, conserve and enhance natural areas and open spaces within the District.

- Develop and maintain a core system of regional trails, complemented by an interconnected system of community and neighborhood trails, to provide a variety of recreational opportunities, such as walking, bicycling and jogging.
- Provide value and efficient service delivery for taxpayers, patrons and others who help fund Park District activities.
- Effectively communicate information about Park District goals, policies, programs and facilities among District residents, customers, staff, District advisory committees, the District Board of Directors, partnering agencies and other groups.
- Incorporate principles of environmental and financial sustainability into the design, operation, improvement, maintenance and funding of Park District programs and facilities.

Progress in Meeting Park District Planning Goals and Needs

Since the Park District's Comprehensive Plan was adopted in 1997, the Park District has accomplished much. It has added over three hundred acres of new land for park and recreational facilities and kept up with its overall standards for acquiring land for new facilities. It has continued to strengthen partnerships and agreements with other agencies,

including the Beaverton School District, City of Beaverton, Tualatin Valley Fire and Rescue, Tualatin Valley Water District, Metro, Portland Community College (PCC), Washington County and others. It has implemented new procedures for tracking maintenance and operation costs and practices. In partnership with sports groups and the Beaverton School District, it has expanded the use of synthetic turf fields to prolong field life and make more efficient use of resources. It has undertaken detailed planning for playing fields, natural areas and trails. It has created a world class nature center and community facility at the Tualatin Hills Nature Park, and it has raised the bar for construction of new multi-purpose recreational facilities with construction of the Conestoga Recreation and Aquatic Center.

New recreational or special use facilities constructed since 1997, or currently under construction, include a nature park classroom, athletic center basketball courts, a new recreation complex at the PCC Rock



Creek Campus, and the following improvements to the H.M. Terpenning (HMT) Recreation Complex:

- Skate park and expansion.
- Tennis structure.
- Two ADA-accessible play equipment areas.
- Two synthetic turf fields.

In 1996, the District had a total of 1,229 acres of park land. By 2006, the District had 1,565 total acres and 200 total parks and facilities. Between 1997 and 2006, the District developed or added:

- 32 acres of neighborhood parks.
- 80 acres of trails.
- 40 acres of community parks.
- 125 acres of natural areas.

In comparison to its adopted 1996 standards, the District is:

- Close to meeting the standard for neighborhood parks.
- Meeting standards for community parks when considered in combination with special use facilities such as the Jenkins Estate and Tualatin Hills Nature Park.
- Generally meeting its standards for aquatic and community recreation standards.
- Meeting levels of service standards for some but not all types of playing fields.

- Generally meeting its overall core park land standards (combined standard for neighborhood, community, linear parks and natural areas).
- Exceeding standards for acquisition of natural resource properties.

Summary of Needs

The Park District enjoys a strong reputation as one of the region's largest park and recreation providers with a high level of satisfaction among District residents and patrons. To continue to satisfy recreational needs and demands, consistent with standards and practices recommended in this Plan, the Park District will need to do the following:

- **Acquire and develop approximately 58 acres of neighborhood parks and 90 acres of community parks and special use facilities** within its existing service area over the next twenty years. Neighborhood park needs are concentrated in the the northeast quadrant of the District, due north of Highway 26; northwest quadrant, due north and south of the Westside Max light rail corridor; southwest corner of the District; and the southeast quadrant, southern edge of the Park District. The northwest quadrant of the District is most in need of neighborhood and community parks and special use facilities.

An additional 80 acres of park land, including approximately three neighborhood parks, one community park and 40 acres of linear parks and open space will be needed in the North Bethany and surrounding area as the District expands there. The newly planned recreational complex at the PCC Rock Creek Campus will help fulfill this need.

- **Create approximately 80 additional playing fields and or replace 28 existing fields** with artificial turf playing surfaces to prolong their life and expand their capacity; build 33 more tennis courts. Facilities planned for the PCC Rock Creek Campus will help meet these needs.
- **Create a strong north-south and east-west trail spine and expand and connect other trails segments throughout the Park District.** Priority connections include portions of the Westside, Beaverton Creek, Waterhouse, Fanno and Tualatin Valley Highway trails.
- **Build two new large community recreation and aquatic centers and renovate, expand or replace one or two additional aquatic centers.** The new Rock Creek complex will help fulfill a portion of this need. A new facility in the southwestern portion of the District also ultimately will be needed. Major renovation or replacement of recreation and aquatic facilities in the eastern portion of the District also is recommended in the long-term.

- **Implement minor programming improvements needed to accommodate the needs of existing and future District residents** including an extensive wellness program, performing and cultural arts programs, and programs for younger, active seniors. More ethnically-focused programs, non-traditional sports programs and non-structured activities also will be needed to meet future demand and need.
- **Continue to strengthen maintenance programs and efficiency** in part by moving the Park District's primary maintenance facility from the HMT Recreation Complex to a different location and constructing several satellite maintenance facilities. This will help the District to more cost-effectively conduct operations and to make better use of land at the HMT site.

Overall Recommended Approach to Meet Needs

The following approaches also are recommended to meet specific needs:

- Ensure that all residents are within one-half mile of a neighborhood park and acquire enough land to provide 0.9 acres of neighborhood parks per thousand residents. Where land is scarce or unavailable, this acreage standard may be lower.

In newly developing areas, it may be higher (e.g., 1.0 acre per thousand residents).

- Ensure that all residents are within two miles of a community park or special use facility and acquire enough land to provide two acres of these facilities (combined) per thousand residents.
- Continue to acquire enough land to provide for 6.3 to 6.5 acres of park land (including neighborhood, community, linear parks and natural areas) per thousand residents. Where land is scarce or unavailable, this acreage standard may be lower. In newly developing areas, it should be at the top end of this range.
- In building new recreation and aquatic centers, construct relatively large, multi-purpose, multi-generational facilities, similar to the Conestoga Center. The Park District does not expect to build additional stand-alone aquatic centers or single-purpose facilities (e.g., new senior centers). Instead, those components will be incorporated in multi-use facilities.
- Continue to take a multi-use approach to playing fields (rather than a dedicated field approach). The Park District will continue to partner with other agencies and user groups when possible to develop, manage and maintain fields and will build new or renovate existing fields with artificial surfaces where it is a cost-effective solution to increasing capacity and field life.

Comprehensive Plan 2006



Current Conditions

The Park District provides a **wide array** of facilities, programs and services to a diverse and growing population of over 200,000

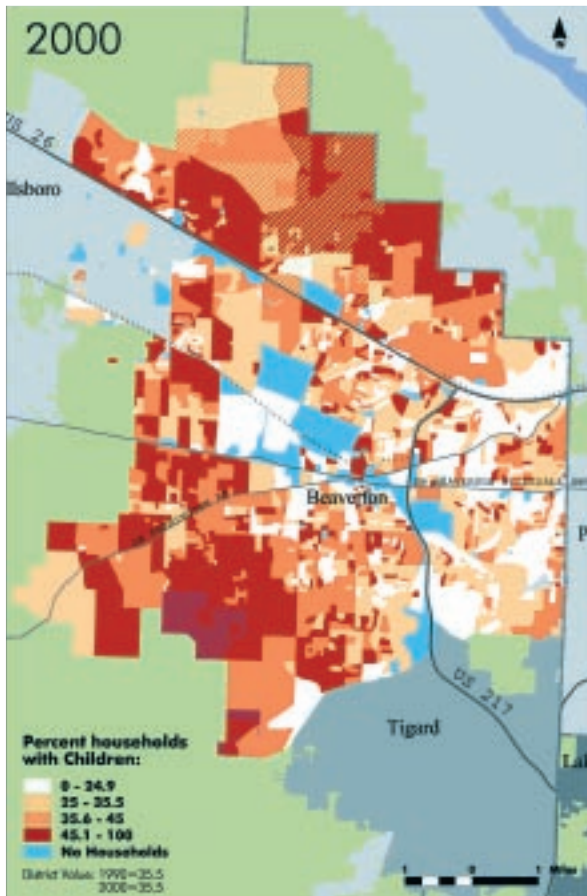
people. The District receives high marks for the quality of activities at its almost 200 facilities.

In a recent telephone survey, over 90% of participants said the Park District is doing a good or **excellent job**.



Overview

Currently, the area of the District includes most of the city limits of the City of Beaverton, as well as unincorporated areas of Washington County east of the City of Hillsboro, covering a total of 29,000 acres or approximately 50 square miles.



Source: US Census 2000, Portland State University (PSU). Prepared by Ken Radin, PSU, Population Research Center, 2005.

Table 1. Current, Future District Population Trends by Percentage of Age

Age	2000	2005	2010	2015	2020	2025
0-19	28.0%	27.5%	27.4%	27.1%	27.0%	27.1%
20-64	63.1%	64.4%	64.9%	65.0%	64.6%	64.3%
65+	8.9%	8.1%	7.7%	7.9%	8.4%	8.7%

Source: Portland State University, 2006

Demographics

The District, which covers 6.2 percent of Washington County, holds an estimated 42.3% of the County population, or approximately 209,800 people.

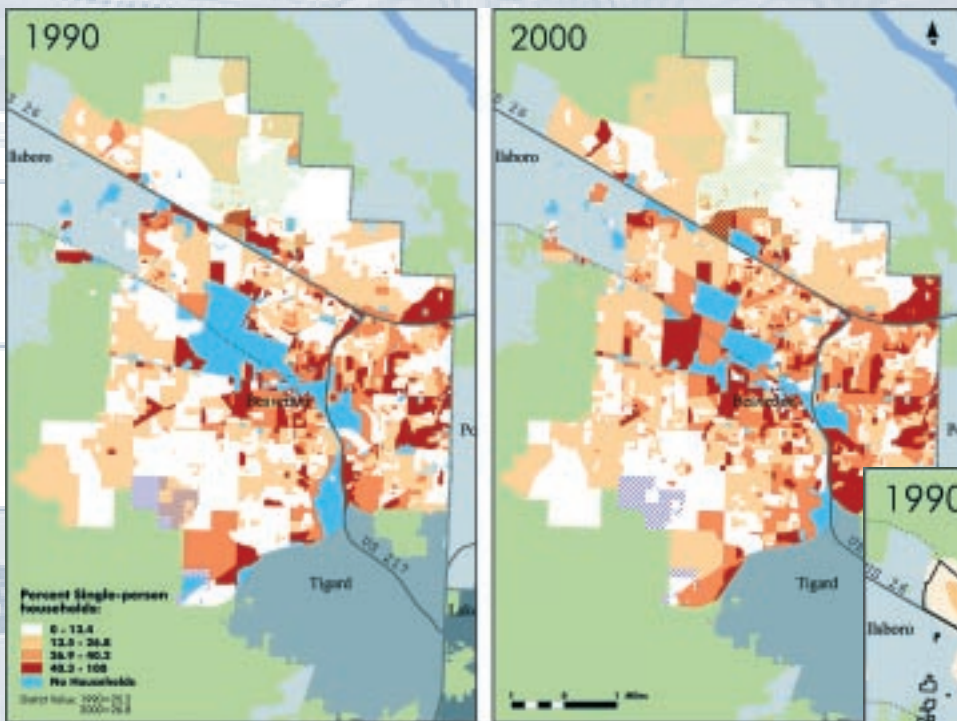
In the year 2000, approximately 35% of households in the Park District included children, with people under 24 making up about 35% of the population and people 65 and over accounting for 8.9 percent. Families with children are more common in the southwestern quadrant of the District and north of Hwy 26; seniors are somewhat concentrated in the southeastern quadrant. According to demographic analyses prepared for the District by Portland State University, the distribution of people in different age groups is not expected to change significantly in the future (see Future Conditions section).

Over the last 15 years, the ethnic make-up of the Park District has changed markedly, with an increasing percentage of Latino and Asian residents.

The proportion of Latinos has increased from about three percent in 1990 to nine percent in 2000. The percentage of Asian residents increased from six to nine percent during the same period. The percentage of minority residents is expected to continue to increase, although at a slower rate than in the past two decades. The most significant concentrations of Asian residents are in the northwestern corner of the District. The largest concentrations of Hispanic residents are in the central portion of the District and in the southeastern and southwestern quadrants.

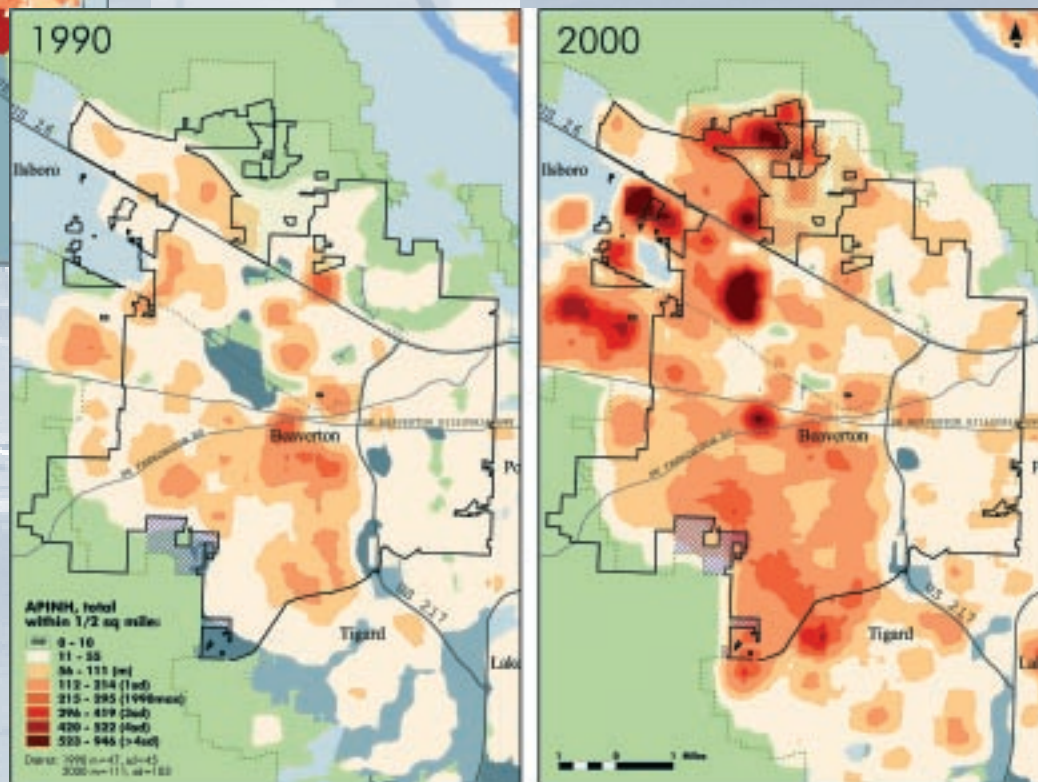
Parks and Facilities

The Park District owns and manages a wide variety of facilities. Some are used primarily for active recreation (e.g., neighborhood and community parks, playing fields, recreation centers and sports complexes), while others are designed more for passive uses (open spaces, natural areas, and trails), with some overlap among or within individual facilities.



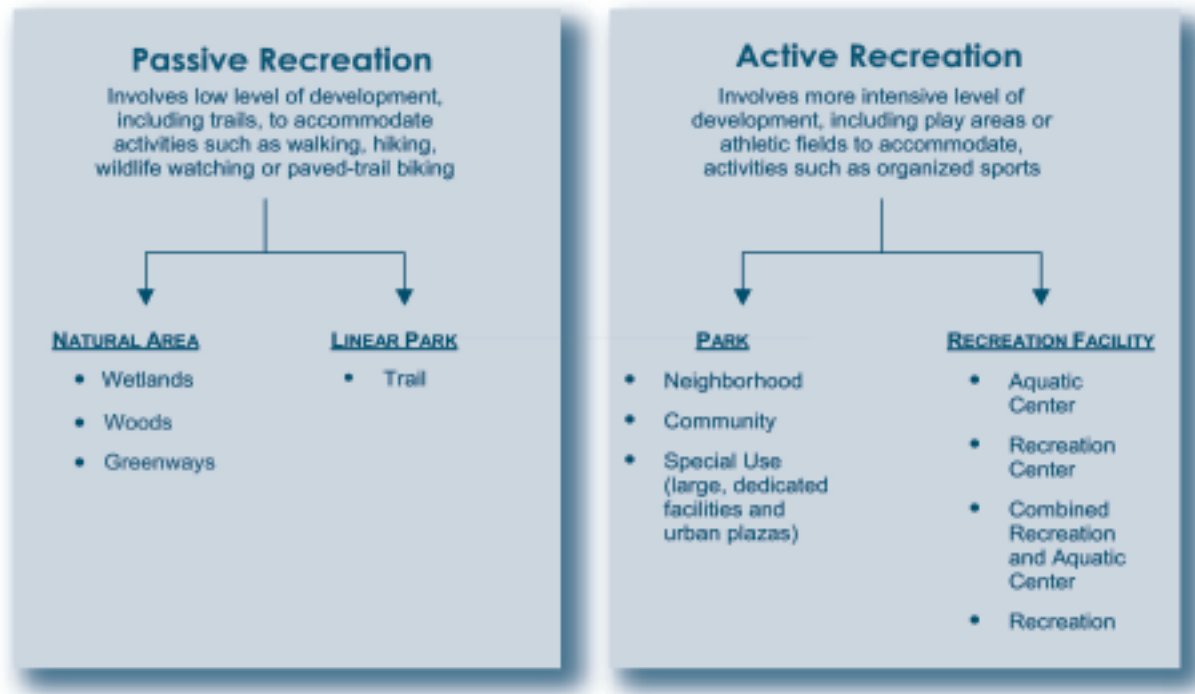
Source: US Census 2000, Portland State University (PSU). Prepared by Ken Radin, PSU, Population Research Center, 2005.

Note: All PSU maps are based on US Census 2000 SFL data allocated to Park District boundaries by PSU staff.



Source: US Census 2000, Portland State University (PSU). Prepared by Ken Radin, PSU, Population Research Center, 2005.





In total, the Park District owns and operates about 200 parks and recreation facilities. District-owned parks, open space, natural areas and special use facilities total about 1,407 acres. Other District-owned facilities (e.g., sports complexes, aquatic centers and community recreation facilities) total another 158 acres.

As part of the process of updating this Comprehensive Plan, the Park District reformulated its classification system into the categories described in the above

diagram and the table on page 11. Individual park and other facility classifications are based on primary intended use. However, as noted above, many facilities serve multiple purposes. For example, some neighborhood parks include significant natural areas or features. Some large linear parks include play areas or other neighborhood park amenities. In addition, individual facility classifications may change over time as facilities are expanded, redeveloped or programmed for alternative uses.

This new classification system represents a significant change in comparison to the Park District's previous system. The previous system included only five primary classes - neighborhood parks, community parks, regional parks, mini-parks and a combined open space/greenway/ natural area category. Detailed descriptions of facility classes and associated amenities also have been added to this draft of the Comprehensive Plan.

The proposed new classification system does not include a Regional Facility category, primarily because facilities are intended to be oriented primarily to District residents and because the Park District is part of a larger regional metropolitan area. However, it is recognized that a number of facilities help serve regional needs (e.g., the Tualatin Hills Nature Park and Jenkins Estate). Although the Howard M. Terpenning (HMT) Recreation Center is classified as both a recreational complex and aquatic center, it also acts as a special use facility to some degree. In addition, the Park District may work with other agencies such as Metro to help manage or maintain facilities that those agencies may designate as regional (e.g., Cooper Mountain).

Table 2. Park and Recreation Facility Descriptions

General Description	Existing Service Area Radius	Recommended Size Range	Sample Facilities
PARKS			
Neighborhood Park			
Parks that meet the recreation needs of a surrounding residential neighborhood, including informal play areas, green open space, and opportunities for informal recreation. Includes mini-parks. Examples include Forest Hills Park and Hideaway Park.	½ mile	2 to 5 acres	Children's play areas; picnic areas; trails; open grass areas for passive use; outdoor basketball courts; pet areas; and multi-use sport fields; may include natural features but they do not dominate the site.
Community Park			
Larger park that provides active and passive recreational opportunities for all Park District residents. Accommodates large group activities, including facilities for organized recreation activities and programs. Examples include Cedar Hills and Commonwealth Lake Parks.	3 miles	10 to 25 acres	Sport fields; group picnic areas; covered play areas; informal play areas; walking paths; community gardens; skate or BMX facilities; pet areas; and support facilities such as on-site parking and permanent restrooms; may include natural features but they do not dominate the site.
Special Use Park			
Includes urban plazas and large special use areas or facilities dedicated to a specific purpose and that do not fit into other categories and/or serve multiple needs. Urban plazas also are included and support community interaction, highlight cultural or historic resources, enhance the pedestrian experience, and take advantage of occasional small urban spaces not otherwise suitable for park development. This category includes the Jenkins Estate, Tualatin Hills Nature Park and Fanno Farmhouse.	NA	Variable; Sufficient size to accommodate activities	Special event (rental) facilities, interpretive areas, day-use camps, and associated open space, educational facilities, natural areas and recreational features. Urban plazas may include Interpretive signage; drinking fountains; historical features; benches; trash receptacles; landscaping; paved walkways and plazas, decorative/splash fountain.
RECREATION FACILITIES			
Aquatic Center			
Indoor and outdoor swimming pools and associated facilities (e.g., restrooms, changing rooms, etc.) that provide opportunities for swimming and other aquatics classes, leisure pool activities, competitive swimming events and other water-related activities. Examples include the Harman and Aloha Swim Centers.	1 – 3 miles	Existing: 1,700 to 20,000 square feet for dedicated aquatics facility on sites ranging from 1.3 to 16 acres; larger for aquatics/recreation facility	Swimming pools and associated facilities (e.g., restrooms, changing rooms, etc.) and instructional programs. Note: Additional stand-alone facilities not recommended. Future facilities should be combined aquatic/recreation centers.
Recreation Center			
Facilities that provide year-round, community social, cultural, and recreational activities, including services and programs for pre-school and school age children, adults, teens, seniors, and families. Examples include the Elsie Stuhr Center and Cedar Hills Recreation Center.		Existing: 20,000 to 50,000 square feet per facility, on 4-7 acres of land	Community meeting rooms, gymnasium, multi-purpose classrooms, fitness rooms, cooking or other specialized instructional/ educational facilities, performance spaces, parking and play areas. Note: Additional stand-alone facilities not recommended. Future facilities should be combined aquatic/recreation centers.

Table 2. Park and Recreation Facility Descriptions, cont'd.

General Description	Existing Service Area Radius	Recommended Size Range	Sample Facilities
Recreation and Aquatic Center			
Facilities that provide year-round, community social, cultural, and recreational activities, including aquatics, services and programs for pre-school and school age children, adults, teens, seniors, and families. The Conestoga Recreation and Aquatic Center is in this category.	NA	65,000 to 75,000 square feet per facility on 4-10 acres of land	Community meeting rooms, gymnasium, multi-purpose classrooms, fitness rooms, swimming pools and associated facilities (e.g., restrooms, changing rooms, etc.), cooking or other specialized instructional/ educational facilities, performance spaces, parking and play areas.
Recreation Complex			
Parks or complexes primarily containing competitive sports facilities. May include outdoor and indoor facilities and/or recreation and aquatic facilities. Includes facilities owned by the Park District, as well as those owned by partnering agencies, maintained by the Park District and used primarily by Park District residents. Examples include the HM Terpenning Complex and playing fields and playing fields at Cedar Mill Elementary School.	3 – 5 miles	Variable; Sufficient to accommodate needs.	Competitive or other active sports facilities, including multi-purpose playing fields, basketball, tennis, and volleyball courts; swimming pools; pathways; skate parks and other specialized recreation facilities.
NATURAL AREAS			
Wetland			
Relatively undeveloped area that incorporates a wetland or other water body and is primarily managed for protection natural values such as wildlife habitat, drainage, water quality or other factors. Examples include Bales Wetlands and Scott's Place Park.	NA	NA	Wetland, pond or lake and adjacent riparian area, vegetation and wildlife; may include trails; signage, or interpretive features.
Woods			
Relatively undeveloped area predominantly characterized by tree or forest cover. Examples include Morrison Woods Park and Hyland Forest Park.	NA	NA	Coniferous or deciduous trees and ground cover vegetation; may include trails; signage, or interpretive features.
Greenway			
Relatively undeveloped lands that follow stream corridors and also may provide trails with opportunities for walking, running, wildlife viewing, and open space. Examples include Stonemist Park and Willow Creek Park.	NA	NA	Trails; signage, interpretive features, and natural areas.
LINEAR PARK/TRAIL			
Developed lands that follow corridors such as abandoned railroad rights-of-way, power line corridors, and other elongated features. Preserve open space and provide public access to trail-oriented activities, which may include walking, running, biking, skating, etc., and. Some facilities also may provide neighborhood recreation facilities, such as play areas, where adequate space is available. Examples include Morgan's Run Park and Murrayhill Powerline Park.	½ mile	NA	Paved bikeways and walkways; directional and control signage; multi-purpose paved trails; soft-surface trails; boardwalks; gates; benches; overlooks; interpretive facilities; historical features; connections to the city sidewalk and street system; may include natural features but they do not dominate the site.

Table 3. Summary of Existing Park District Facilities

Facility Type	No. Facilities by Ownership		Total Acres by Ownership		Average Size	Existing Level of Service
	THPRD	Other	THPRD	Other		
Community Parks	10	1	225	NA	21.9	0.8 acres/1,000 people
Special Use Facilities	5	1	308	1	72.3	1.4 acres/1,000 people
Neighborhood Parks	57	9	167	26	3.0	0.9 acres/1,000 people
<i>Subtotal</i>	<i>70</i>	<i>11</i>	<i>680</i>	<i>27</i>		
Linear Parks	26	1	222	1	8.7	1.1 acres/1,000 people
Natural Areas	89	2	485	22	5.7	2.3 acres/1,000 people
<i>Subtotal</i>	<i>115</i>	<i>3</i>	<i>707</i>	<i>23</i>		
<i>All parks and natural areas</i>	<i>187</i>	<i>14</i>	<i>1,407</i>	<i>50</i>		<i>6.4 acres/1,000 people</i>
Aquatic Centers*	8**	0	27	1		1 per 30,300 residents
Community/Recreation Centers***	3	0	17	0		1 per 53,000 residents
Other Recreation Facilities (HMT Complex and playing fields, including those owned by the Beaverton School District)	3	60	114	156		
<i>Subtotal</i>	<i>13****</i>	<i>60</i>	<i>158</i>	<i>157</i>		
<i>All Facilities</i>	<i>200</i>	<i>74</i>	<i>1,565</i>	<i>207</i>		

* Includes HMT Complex and Conestoga.

** All aquatic centers are counted as complete facilities. However some facilities are not open year-round and could be considered 'partial' facilities.

*** Does not include Conestoga.

**** Subtotal adjusted to reflect the fact that HMT Complex is included under two subcategories.

The Park District manages over 15 miles of paved trails, as well as additional unpaved hiking trails. They include a combination of paved multi-use paths, paved walking trails (narrower than multi-use trails), and unpaved hiking trails. Trails are classified as neighborhood, community and regional trails.

The Park District has a total of 300 playing fields within 265 facilities. The Park District also operates and/or maintains another 75 facilities owned by other agencies.

Table 3, above, summarizes the number, average size and total acres of each type of Park District facility.

As noted previously, individual park and other facility classifications are based on primary intended use.

Programs and Services

Within its facilities, the Park District provides a wide variety of programs for people of all ages. The level of recreation programming offered by the Park District is extremely strong and diverse.

Primary program categories include those listed in the table on page 14, which shows programs provided to specific age groups. Shaded cells within the table indicate that some programs are not provided (or intended) for some age groups.

The majority of programs are provided at the Park District's aquatic and community recreation centers, as well as the HMT facility, the Jenkins Estate and the Tualatin Hills Nature Park. As shown in the table on page 7, programs range from aquatics, sports and other fitness programs, to general interest, arts, cultural, and early childhood development programs, as well as camps, clinics and other special events.

LEVEL OF SERVICE

In order to plan for acquisition and development of future land and facilities, the Park District must identify and adopt overall standards for their facilities.

Table 4. Park District Recreational Programs

Program Type	Infant/ Toddler	Pre- School	Youth	Teen/ Adult	Senior (55+)	Family (All Ages)	Special Population
Aquatics	✓	✓	✓	✓	✓	✓	✓
Other Sports/Fitness	✓	✓	✓	✓	✓	✓	✓
Special Events	✓	✓	✓	✓	✓	✓	✓
General Interest	✓	✓	✓	✓	✓	✓	✓
Dance, Arts & Crafts	✓	✓	✓	✓	✓	✓	✓
Nature and Outdoors		✓	✓	✓	✓	✓	✓
Early Childhood Development	✓	✓				✓	
Health and Wellness	✓	✓	✓	✓	✓	✓	✓
Camps and Clinics			✓	✓		✓	✓
Before/After School Care			✓	✓			✓
Trips and Tours		✓	✓	✓	✓	✓	✓
Therapeutic Recreation			✓	✓	✓	✓	✓

Standards generally fall into the following categories:

- Acreage standards, typically measured in acres per 1,000 residents.
- Standards for number of recreation facilities (e.g., one aquatics facility per each 25,000 residents).
- Distance standards, identifying proximity to different types of facilities (e.g., all residents should be within one-half mile of a neighborhood park).

The Park District's existing standards have been used to assess the Park District's current (2006) levels of service for selected facilities. A preliminary level of service analysis revealed the following:

- The Park District is close to meeting previously adopted level-of-service standards for neighborhood parks in terms of both area and distance, although there are gaps in some areas. The most significant gaps in coverage are in

the central portion of the District (northwest quadrant) and around the edges, particularly the southwest corner and in the southeast quadrant. In addition, while some areas appear to be well served based on simple distance standards, barriers such as major roads and topography create obstacles for people within those service areas.

- The District is very close to meeting its overall standard for all parks and natural areas and over 90% of residents are within ½ mile of some type of park or natural area.
- The Park District is generally meeting its previously adopted standards for aquatic and community recreation standards in terms of the number of facilities per 1,000 residents. However, there are some gaps in specific service areas.
- Current levels-of-service vary significantly for different types of playing fields. Some conflicts exist with multi-use fields.
- The Park District offers a strong, diverse array of programming, with virtually no significant shortcomings in the types or areas where programs are offered. Overall, the Park District does an outstanding job in providing recreation programs and services to its constituents. The

greatest challenge comes from an increasingly high demand for a variety of recreation activities and services, as well as services oriented toward specific markets.

- The District currently has 26 linear parks, including 222 acres and over 15 miles of paved trails, as well as additional unpaved trails. However, almost all of the trails within the Park District are discontinuous, making it more difficult for District residents to utilize and access the full trail system.

Attitudes and Priorities

As part of the planning process, several activities were undertaken to identify attitudes and priorities of District residents. These activities included:

- Community open house
- Questionnaires completed at the open house
- Questionnaires distributed via the Park District newsletter and Web site
- Telephone survey of 300 Park District residents
- Comments submitted via the project Web site
- Meetings of three project advisory committees, as well as the Park District’s Trails Advisory Committee and a Project Management Team

- Focus Groups attended by approximately 50 members of the Park District staff
- Speakers’ Bureau presentations to approximately 20 community groups

Telephone survey respondents identified parks, whether for the entire community or specific neighborhoods, in the top tier of priority services and programs. Aquatic and recreation centers follow closely behind, with open spaces, before and after school programs, sports fields, and trail systems in a tight third tier.

The community meeting reflected somewhat different preferences, as the highest priority facility needs identified were biking/walking trails, open space and natural areas, and neighborhood parks. Other priority facility needs identified at the meeting included community parks, skate/BMX Parks, and sports fields.

Survey respondents were consistent in prioritizing neighborhood and community parks, open spaces, recreation and

aquatic centers over more specific programs such as early childhood or senior programs or arts and crafts and dance classes. Survey respondents also allocated the most funding to recreation centers in a budgeting exercise.

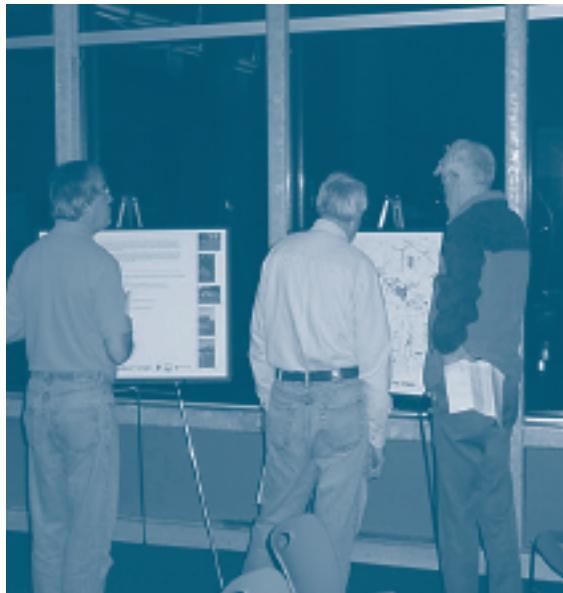
At the community meeting, the number of facility gaps identified was roughly even between the Northwest, Southwest, and Northeast quadrants, with slightly fewer needs identified in the Southeast quadrant. Similar to the priority facility needs results, the most commonly identified facility needs were for biking/walking trails, open space and natural areas, community parks, and neighborhood parks. In general, relatively few individuals identified any one area as underserved in a given category of facilities.

Table 5. Importance of Facilities in Maintaining Quality of Life

	1 = very important	2 = somewhat important	3 = not too important	4 = not important at all	5 = don't know	Average rating
Natural areas and open spaces	56%	36%	4%	4%	0%	1.58
Neighborhood play areas and play parks for children	53%	32%	9%	5%	0%	1.68
Hiking, biking, and walking trails	38%	44%	9%	7%	0%	1.84
Recreation centers for sports and other physical activities and programs	44%	37%	12%	7%	1%	1.82

Source: Telephone survey, Davis, Hibbits and Midghall, 2005

Nature and outdoors, aquatics, and other sports/fitness were identified as the greatest program needs at the community meeting. Other significant needs were identified for special events, dance/arts and crafts, and health and wellness programs. By far the greatest amount of need was identified for the family (all ages) age group. Significant program needs also were identified for the youth, teen/adult, and senior (55+) populations. One comment received via the project Web site specifically requested additional toddler/preschool/youth programs that are scheduled to accommodate working parents.



Most community meeting participants spoke very favorably about trails and the need for additional trails in the Park District. They also raised some issues with the existing trails system, noted some missing trail sections, and identified locations where trails were needed.

Almost a majority of telephone survey respondents felt that the Park District should increase user fees instead of asking voters for additional funds or cutting programs and reducing services, if one of these strategies is needed to cover shortfalls in funding.

When asked what they would prefer in the event of budget problems, survey respondents consistently chose higher user fees and taxes over reducing maintenance standards.

Three project advisory committees - a Staff Advisory Committee (SAC), Technical Advisory Committee (TAC) and Public Advisory Committee (PAC) - met four times each to provide guidance in updating this Plan. A Project Management Team (PMT) also met to review the results of the advisory group meetings,



reconcile any conflicts among them, and provide further direction. The advisory committees discussed several issues central to the comprehensive planning process including:

- Changing recreational needs
- Current strengths and gaps
- Most important park and facility needs
- Public engagement in the planning process

Results of the meetings were used to revise and refine planning documents prior to presentation to the Park District Board and/or public. The Park District's Trails Advisory Committee also met to provide guidance on preparation of the updated Trails Master Plan, including priorities for future trail improvements and connections.

Advisory Committee Process



Comprehensive Plan 2006



Future Conditions



The Park District will apply **creative and flexible** approaches to meet the changing needs of future residents as the Park District continues to grow. Over the next 20 years, the Park District's existing service area is expected to grow by over 60,000 new residents, while future expansion areas will add another 12,000 or even more people.



Population Change

Within the next 20 years, the number of people within the existing boundary of the Park District is expected to increase by about 65,000 people according to a medium-growth (most likely) population projection forecast conducted for the Park District by Portland State University in 2006 (see Table 6). Potential service area expansions could add another 42,000 people to the District, including the population of North Bethany (north of NW Springville Road), which could add another 10,000 to 15,000 people to the District in that area.

Table 6. Current and Future District Population Trends by Age, Existing Service Area

Age	2000	2005	2010	2015	2020	2025
0-19	53,974	58,603	63,554	67,496	71,035	74,913
20-64	121,698	137,242	150,580	161,508	169,869	177,991
65+	17,076	17,228	17,834	19,610	21,985	24,038
Total	192,748	213,073	231,968	248,614	262,889	276,942

North Bethany, which is being planned in the near future, includes 583 acres of land designated for future urban development, including 430 acres for residential development. If North Bethany is actively developed starting in 2010, its population could reach approximately 6,000 people by 2015 and about 12,000 people in 2025. This would create a need for about three neighborhood parks and one community park and/or special use facility over the next 20 years, as well as an additional 40 acres of linear parks and natural areas, assuming the District maintains a standard of 6.3 acres per thousand residents for all parks and natural areas.

Recreational and Other Trends

A variety of national trends will continue to affect needs and plans with the Park District. Trends include the following:

- **Increased recreational programming.** Large, progressive recreation departments in the United States have witnessed a boom in recreation programming in the last twenty years. Many of these programs are offered with shorter sessions (two to three classes) or on a drop-in, pay-as-you-go basis (especially fitness activities). In addition, there also has been a concerted effort to integrate conventional recreation programming with community-based social service programs.
- **Aggressive cost recovery.** Over the last several years, recreation departments have been much more aggressive in setting fees and developing recreation programming to capture a significant portion of their costs through fees. Many departments also have developed a three-tiered approach to pricing recreation programs and services in which:
 - Some basic services may be subsidized by general revenues with user fees covering only a portion of the cost of programs.
 - Others programs are paid for substantially (or entirely) through fees.
 - Specialized programs cover all costs plus a major portion of their indirect costs (and help subsidize other programs).

This approach often incorporates a need-based scholarship program for residents who would

otherwise be unable to afford the cost of some programs. Like the Park District, most urban recreation departments also charge different fees for residents than non-residents.

- **Collaborative service delivery.** There also has been a movement away from public recreation departments providing all recreation programs and services toward public agencies coordinating overall community recreation needs and resources. This has resulted in a great deal of programming now being conducted by volunteer youth sports organizations, adult sports associations, non-profit groups such as the YMCA and other social service organizations, as well as the private sector. Nationally, there also has been an increase in the number of public agencies collaborating to provide a higher level of recreation services on



a regional basis, especially for more specialized services (special needs, outdoor education, etc.).

- **Public/private partnerships.** Similarly, in seeking more innovative approaches to finding appropriate sites for many activities, many recreation districts partner with private facilities (fitness centers, dance studios, outdoor aquatic clubs, etc.), non-profits (YMCA's, Boy's & Girl's Clubs, cultural arts centers, etc.) and even private schools for certain programs.

With staffing costs being the single greatest expense item for parks and recreation departments, many agencies also have attempted to minimize the number of full-time staff by contracting for certain programs and services or partnering with other providers for services.

- **Multi-purpose, multi-generational recreation facilities.** To continue to meet the needs of a changing population, recreation districts are building facilities that each have a unique character, consistent with programs that appeal to its patrons, and including senior-specific programs and facilities. These facilities allow for greater flexibility in programming.

Financial History and Issues

Over the years, the Park District has used a variety of funding tools to pay for the land and facilities it has developed and the programs and services it provides, including:

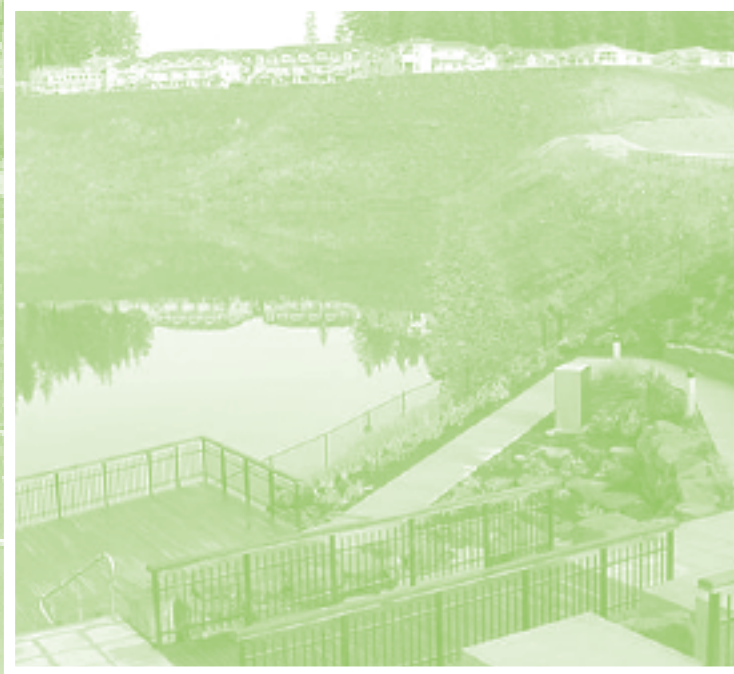
- **A permanent tax rate which covers a portion of the District's operating and maintenance costs.** By state law, this tax rate cannot be increased, even to pay for new or expanded services or facilities. In addition, the value of property taxed cannot be increased by more than 3% per year.
- **User fees.** These fees cover a portion of the cost of programs and facilities for specific activities. In most cases, user fees do not cover full program or activity costs.
- **System Development Charges (SDCs).** The Park District's SDCs can be used only to pay for new capital facilities or planning related to new population growth within the District. These fees are tied to the estimated costs of projected new land and facilities. However, the SDC rates and fees and methodology have not been updated for almost 10 years, with the exception of modest increases to account for annual inflation rates. During this period, land and construction costs have increased dramatically.

Comprehensive Plan 2006



Future Needs

FOR PARK AND RECREATION



Over the next 20 years, the Park District faces significant needs in terms of new park land, recreation and aquatic facilities, playing fields, trails and natural areas. Future needs and the ability to meet them also will be molded by national, regional and local trends in recreation, changing demographics, land availability and financial resources.



Parks

The District goal for parks is to provide quality neighborhood and community parks that are readily accessible to residents throughout the District's service area. The District currently has 63 neighborhood parks, 9 community parks and 22 linear parks, ranging in size from less than one acre to 87 acres and providing a variety of recreational opportunities.

The Park District currently is not meeting its existing adopted acreage standards for community parks alone. However, most portions of the District are within two miles of a designated community park, with the exception of the northwest quadrant. In addition, special use facilities and some large linear parks function in part as community parks, reducing some gaps in service. In the future, a combined acreage standard for community parks and special use facilities is recommended. Under the combined standard, the District is meeting its acquisition goals for this combined set of facilities.

The Park District also has a substantial number of properties devoted to open space and natural areas (88 sites totaling 504 acres). Many of these sites have been acquired during the last decade.

The Park District is meeting its overall acreage standard for park land (6.5 acres per 1,000 residents). Virtually all residents within the Park District are within one-half mile of some type of park, natural area or recreational facility.

NEIGHBORHOOD PARKS

Assuming the Park District maintains an acreage level-of-service standard of 0.90 to 1.0 acres per 1,000 residents, over the next twenty years it would need to obtain and develop between 60 and 100 acres of new neighborhood parks within its existing service area. The number of parks could vary depending on the size and type of facilities developed. At an average size of five acres per park, this would be equivalent to about 17 to 30 parks.

Within new service areas (e.g., the North Bethany

area), additional park land and facilities would be needed. Assuming a projected 12,000 residents in this area and a standard of 1.0 acres per thousand residents, another 12 acres would be needed, and about three parks.

The most significant gaps in neighborhood park coverage in the Park District's existing service area are in the central portion of the northwest quadrant and around the edges, particularly the southwest corner and in the southeast quadrant. In addition, in some areas that appear to be well served based on simple distance standards, barriers such as major roads and topography create obstacles for people within those service areas (e.g., the eastern portion of the Park District, south of Highway 26).

Table 7. Summary of Neighborhood Park Service Area Coverage

Quadrant	Approximate acreage within 1/2-mile neighborhood park service area	Approximate acreage outside 1/2-mile neighborhood park service area	Approximate total acreage
NW Quadrant	4,868 (85%)	2,553 (35%)	7,221
NE Quadrant	5,389 (77%)	1,633 (23%)	7,022
SE Quadrant	4,426 (75%)	1,439 (25%)	5,865
SW Quadrant	6,161 (89%)	2,719 (31%)	8,880
Entire District	20,644 (71%)	8,344 (29%)	28,988

Table 8. Summary of Total Park and Natural Area Service Coverage

Quadrant	Approximate acreage within 1/2-mile park service area*	Approximate acreage outside 1/2-mile park service area*	Approximate total acreage
NW Quadrant	6,860 (95%)	361 (5%)	7,221
NE Quadrant	6,357 (91%)	665 (9%)	7,022
SE Quadrant	5,592 (95%)	273 (5%)	5,865
SW Quadrant	8,200 (92%)	680 (8%)	8,880
Entire District	27,009 (93%)	1,979 (7%)	28,988

Note: These acreages still reflect the District's existing quadrant boundaries and will be adjusted in future planning documents.

COMMUNITY PARKS AND SPECIAL USE FACILITIES

Currently, the Park District has 11 facilities, totaling 463 acres categorized as community parks and special use facilities (including the Tualatin Nature Park and Jenkins Estate). The Howard M. Terpenning (HMT) Recreation Complex also functions in part as a community park, with walking trails, playing fields, a skate park and other facilities at the complex.

A total of 90 acres of community parks and special use facilities would be required to meet the existing standard over the next twenty years, given the level-of-service standard adopted in this Plan. In the North Bethany expansion area, another 24 acres (about one

park) will be needed to meet the District's standard in that area. New facilities at the PCC Rock Creek campus are expected to cover all or a portion of this need.

The northwest quadrant currently shows the most need for community parks. However, the new recreational facility complex

at the PCC Rock Creek Campus, which is currently being constructed, will help address this deficiency. The southwest quadrant of the District also lacks adequate community park facilities.

Linear Parks and Trails

The District goal for the trail system is to develop and maintain a core system of regional trails, complemented by an interconnected system of community and neighborhood trails, to provide a variety of recreational opportunities, such as walking, bicycling and jogging.

The District currently has over 15 miles of paved trails, as well as additional unpaved trails. However, almost

all the trails within the Park District are discontinuous, making it more difficult for District residents to utilize and access the full trail system. Many of the existing parks have internal park circulation trails that are or will be connected to the larger trail network, providing excellent destinations and resting points along the trail network.

Many District residents are currently not within one-half mile of an existing trail. Existing gaps are significant in all quadrants but less so in the northwest quadrant. Trail development faces major challenges including increased urbanization and limited opportunities for trail development, major roads that act as barriers, limited rights-of-way, and fragmented trails.

Major trail needs also include community trail crossings and improved connectivity of regional trails.

Natural Areas

It is the District's goal to acquire, conserve and enhance natural areas and open spaces within the District. During the last decade, the District has acquired a significant amount of open space and natural areas, exceeding the goals set in the 1997 Plan. In general, the Park District will continue to acquire and manage



open space and natural areas consistent with its Natural Resource acquisition criteria and as opportunities arise, often in partnership with other public agencies. Key criteria in acquiring natural areas include:

- Level of urban development
- Existing topography
- Presence of natural or other features
- Other natural conditions

Assuming the Park District continues to achieve goals for neighborhood, community and overall park land acquisition and development, it would also need to acquire another 200 acres of linear parks and natural areas to meet the needs of district residents over the next 20 years. With the District boundaries expanding in the North Bethany area, another 40 acres would be required to maintain standards for additional District residents. Expansion into other areas also will

necessitate additional acquisition and management to continue to meet the District's standards and goals.

Recreational Facilities

The District's goal is to provide quality sports and recreation facilities and programs for people of all ages, abilities and income levels. As indicated previously in this Plan, the Park District enjoys an outstanding reputation for providing a broad mix of recreational facilities and programming opportunities. It compares very favorably with other districts in this region and other parts of the county in the quality of its facilities and programs.

Two new large community recreation and aquatic centers (65,000 to 75,000 square feet) and up to two additional aquatic centers could be needed to meet the long-term future needs of district residents under previously adopted Park District standards. The large recreation centers are likely to be most needed in the northeast and southwest quadrants of the district. In the event of new urban service areas being added to the District, an additional combined community recreation and aquatic center would be required.

Programming

As discussed in the existing conditions section of this Plan, the Tualatin Hills Park & Recreation

District offers a wide range of high quality programs. Overall strengths include diversity in the types of programs offered, multiple locations for program offerings, specialized programs and special events and community-based activities.

While the current range of programs is excellent, a number of gaps in programming have been identified that should be addressed in the future, including the following areas:

- While the District conducts a strong number of fitness programs there is not an extensive wellness program that focuses more on health education, although some programs incorporate wellness elements. The District's role in providing such programs should be further explored.
- There are a limited number of performing arts programs in the cultural arts area, specifically in drama.
- There are not a significant number of senior programs marketed to the younger and more active senior. While there appears to be a relatively high level of participation from younger seniors in many program areas, a more coordinated effort to program or market specifically to this age group should be pursued.
- More efforts are needed to identify and provide programs that would be desirable to and would

attract Latino and Asian residents to better serve these segments of the population.

- There is a lack of programs designed for single and working parents. More evening and weekend programs for these user groups are needed.
- The Park District will need to continue to develop more non-traditional sports activities for youth as well as activities that are focused on the new extreme/adventure sports. These could include roller hockey, BMX, street skating, rock climbing and other similar activities.
- Additional non-structured teen activities and services are needed. These could include all night events, open teen nights at recreation and aquatic centers, band forums and open mic nights. Other activities might involve audio and video production opportunities.
- More family oriented and multi-generational activities should be offered. Family activities might include special events and festivals, parent-tot classes, family hikes and rafting trips. Multigenerational activities could be associated with such programs as computer learning for seniors taught by teens, unified sports (for Special Olympics) and other similar activities.

Maintenance and Operations

The District has a high level of maintenance for its parks and facilities. Its goal is to operate and maintain parks in an efficient, safe and cost-effective manner, while maintaining high standards.

Strengths include a well-organized division, strong maintenance plan and well-developed maintenance standards and operating procedures.

General weaknesses include significant travel time required to maintain District facilities, un-funded

maintenance items, and the location of the District maintenance yard. Additionally, maintenance staffing and funding has not grown at the same rate as the number of new facilities.

The future challenge will be to continue to maintain facilities at a high level with the increasing age of some facilities, as well as the continued addition of more park acreage and amenities. Recommendations for District maintenance include better identification, communication and documentation of security issues related to facility design, use and maintenance; and developing satellite maintenance facilities, which would cover routine maintenance functions and key services.



■ **Bond measures.** During the last 51 years, the Park District has referred a total of 38 tax revenue measures to voters within its boundaries. Approximately half of these measures have passed. Voters approved two of the largest bond measures - one in 1974 for approximately \$10 million and one in 1994 for approximately \$25.9 million.

These measures allowed the Park District to make major expansions and improvements, including construction and major expansion of the Howard M. Terpenning (HMT) Recreation Complex, construction of the Tualatin Hills Nature Center and development of the Conestoga Recreation and Aquatic Center, among other projects. A

number of the successful tax measures were three-year serial levies, which funded the Park District services and programs. The last tax measure referred by the Park District was a five-year local option levy at approximately \$5.3 million dollars per year. This measure was referred to voters in November 2000 and was defeated.

■ **Donations and partnerships.** The Park District has been very successful over the years in partnering with a variety of public agencies and private donors in acquiring land and in jointly developing, operating, maintaining and using facilities.

As costs continue to rise, recreation demands increase, and the competition for public dollars from a wide range of service providers (e.g., school, fire and law enforcement districts, among others) escalates, it will be essential for the Park District to use a variety of funding sources to help pay for the facilities and programs that District residents desire and expect to receive. The Park District has recently developed a comprehensive financial model to estimate costs of future facilities and determine whether revenues from these sources will be adequate to pay for them.



Comprehensive Plan 2006



Alternatives

TO MEET FUTURE NEEDS

The Park District has **considered** different **approaches** to meet key issues, including how many parks residents need,

the **character and location** of future recreation and aquatic centers, the ability of new development to pay for added facilities, and how to develop and use new playing fields.





Alternative Approaches/Policy Options Considered

During the course of updating this Comprehensive Plan in 2006-2007, the following key policy issues were identified:

- Land and facility needs for community recreation facilities
- Level-of-service standards and land needs for neighborhood parks
- Overall park land needs (neighborhood, community and linear parks, as well as natural areas)
- Approach to providing future aquatic centers
- How to develop and manage playing fields
- Potential need to update system development charge (SDC) rates and fees

For each issue, two or more alternative approaches were assessed through the following process:

- Staff and consultants identified alternative approaches, evaluation criteria, advantages and disadvantages of each approach and drafted a recommendation for a preferred alternative.
- Project Management Team, Project Advisory Committees and District Advisory Committee representatives met to review and discuss staff recommendations.
- The Park District Board of Directors reviewed and advised on the staff and committee recommendations and comments.

Following is a summary of each issue.

NEIGHBORHOOD PARK STANDARDS AND NEEDS

The Park District uses two types of standards to identify future neighborhood and other park needs - an acreage standard (acres per thousand residents) and a proximity standard (minimum distance between any given home or business and a neighborhood park). Historically, the Park District has used a standard of 1.0 acres per thousand residents and a goal of providing neighborhood parks within one-half mile of all residents. Continued use of these standards has significant implications for the District and its residents, particularly in terms of the availability and cost of land needed to meet these standards as the

population of the District grows. Two alternatives were identified to address this issue:

1. Maintain the District's existing adopted standard of 1.0 acre per 1,000 people.
2. Reduce the existing adopted standard to between 0.8 and 0.9 acres per 1,000 people but maintain a standard of neighborhood parks located within one-half mile of all residents.

The following issues and criteria were used to assess the relative merits of these alternatives:

1. **Comparison to other district and national standards.** To some degree, it is important for the District to measure how it is performing relative to other Districts, agencies, and to state and national benchmarks. Standards for neighborhood parks vary significantly across park districts in Oregon and the nation from 0.9 to 5 acres per 1,000 residents. The guideline developed by the National Park and Recreation Association for neighborhood parks is one to two acres per 1,000 residents.
2. **Need for and cost of land.** Currently, the District has approximately 0.9 acres per 1,000 residents of neighborhood parks. Maintaining the 1.0 acres/1,000 standard will require about 90 acres of land at a cost of approximately \$38 million over the next 20 years. Reducing the standard

to 0.9 acres/1,000 would result in a need for 59 acres at a cost of about \$22 million. Reducing it further would result in even less land required.

3. Availability of land. Neighborhood parks typically require 2 - 5 acres of land, with an average size of just over 3 acres in the Park District. Vacant and buildable properties are becoming more difficult to find and more expensive as the District continues to urbanize. Maintaining the existing standard would require development of 18 - 40 new parks, depending on their average size. Reducing the standard to 0.9 acres/1,000 would require development of 11 - 29 new parks. An inventory of vacant and redevelopable properties in the District conducted as part of the most recent Comprehensive Plan update identified 100 properties of 2 - 10 acres in size.

4. Use of resources to develop amenities on existing properties. The District has a significant number of park sites with no or few amenities. Some of these properties have a Master Plan that defines future improvements. Others are slated for Master Planning efforts. The number of parks developed affects the relative level of resources available for park amenities.

5. Impact on SDC rates and fees. Allowable SDC rates and fees are based on the District’s measured level-of-service standards and their identified

capital improvement planning needs. Reducing the District’s adopted standards and eventually its existing level of service could require it to lower its SDC rates or fees accordingly. At the same time, rising land and facility costs may push SDC rates to increase.

Table 9 summarizes how the two neighborhood park alternatives compare against these criteria.

Table 9. Evaluation Summary

Evaluation Summary		
<u>Criteria</u>	<u>Alternative 1 – Maintain Current Standard</u>	<u>Alternative 2 – Reduce Standard</u>
• Comparison to other district and national standards	⬆	—
• Need for and cost of land	—	⬆
• Availability of land	—	⬆
• Resources available to develop amenities	—	⬆
• Impacts on SDCs	○	○
⬆ = advantage; — = disadvantage; ○ = no clear preference		

OVERALL PARK LAND STANDARDS AND NEEDS

Similar to neighborhood parks, the Park District uses an acreage standard to identify overall park land needs. Historically, the Park District has used a standard of 6.5 acres per thousand residents. Continued use of this standard also has significant implications for the District and its residents, particularly in terms of the availability and cost of land needed to meet these

standards as the population of the District grows. Two alternatives were identified to address this issue:

1. Maintain the existing overall adopted standard of 6.5 acres per 1,000 people.
2. Reduce the existing adopted acreage standard, but maintain all proximity standards.

The following issues and criteria were used to assess the relative merits of these alternatives:

1. **Comparison to other district and national standards.** As with neighborhood parks, standards vary significantly across park districts in Oregon and the nation from 6.0 to over 10 acres per 1,000 residents. The guideline developed by the National Park and Recreation Association for neighborhood parks is 10 acres per 1,000 residents. THPRD’s adopted standard is 6.5 acres per 1,000. It currently has 6.44 acres per 1,000 residents.

- 2. Need for and cost of land.** Currently, the District has approximately 6.4 acres per 1,000 residents of neighborhood parks. Maintaining the 6.5 acres/1,000 standard will require acquisition and development of about 443 acres of land. Reducing the standard to 6.0 acres/1,000 would result in a need for 304 acres.
- 3. Availability of land.** As noted above, neighborhood parks typically require 2 - 5 acres. Community parks require 10 - 25 acres per facility, with an average size of 22 acres. Natural area and linear park needs are specific to the characteristics of opportunity sites. Vacant and buildable properties are becoming more difficult to find and more expensive as the District continues to urbanize. Maintaining the existing standard would require development of relatively more parks in comparison to reducing the standard.
- 4. Use of resources to develop amenities on existing properties.** See Neighborhood Parks discussion.
- 5. Mix of different types of parks, open spaces and natural areas.** It may be possible to meet some specific park needs and associated standards through development or conversion of facilities in one category to those in another (e.g., develop a portion of a site primarily used for a linear park or natural area with neighborhood park amenities).

Lowering the overall standard would allow for this approach with smaller resulting overall land acquisition needs.

- 6. Impact on SDC rates and fees.** See Neighborhood Parks discussion.

Table 10, below, summarizes how the two neighborhood park alternatives compare against these criteria.

COMMUNITY AND RECREATION FACILITIES AND PROGRAMS

Historically, the Park District has relied on specialized recreation or other facilities (e.g., aquatic centers, senior centers). The changing demographic profile of community residents and changing national trends in recreation are moving towards multi-purpose, multi-generational facilities which allow greater flexibility

in programming. Two alternatives were identified to address this issue:

- 1.** Develop additional specialized or single-purpose facilities
- 2.** Incorporate specialized spaces or components into future multi-purpose, multi-generational facilities.

The following issues and criteria were used to assess the relative merits of these alternatives:

- 1. Level of flexibility in program offerings.** The size of a facility impacts the number and type of programs that can be administered within it.
- 2. Cost-recovery efficiencies.** Different types of programs have varying cost-recovery ratios (i.e., the ability of user fees to cover costs of operations and maintenance). More flexibility in programming typically improves the overall cost-recovery potential of a given facility.

Table 10. Evaluation Summary

Evaluation Summary		
Criteria	Alternative 1 – Maintain Current Standard	Alternative 2 – Reduce Standard
• Comparison to other district and national standards	↑	=
• Need for and cost of land	=	↑
• Availability of land	=	↑
• Resources available to develop amenities	=	↑
• Mix of different types of parks and open space	=	↑
• Impacts on SDCs	○	○
↑ = advantage; = = disadvantage; ○ = no clear preference		

Table 11. Evaluation Summary

Evaluation Summary		
Criteria	Alternative 1 – Specialized facilities	Alternative 2 – Multi-purpose facilities
• Programming flexibility	=	⊕
• Cost-recovery potential	=	⊕
• Unique character of facilities	○	○
• Ease of programming	⊕	=
• Proximity to services and facilities	○	○
• National trends	=	⊕
• Prior commitments and policies	○	○
⊕ = advantage; = = disadvantage; ○ = no clear preference		

- 3. Uniqueness or special character of facilities.** Park Districts typically seek to create a unique character for each facility, consistent with programs that appeal to its patrons. Uniqueness can be achieved by offering a narrower range of programs and/or through facility design, programming or marketing approaches.
- 4. Ease of programming.** Narrowing the focus of a given facility typically will reduce the number or type of programs offered, making programming for a given facility less complex.
- 5. Proximity of residents to services.** The number, size and resulting service area of facilities will affect the proximity of residents to services and programs. At the same time, creating single-purpose vs. multi-use facilities also will affect average proximity.
- 6. National trends.** National trends are toward development of multi-purpose, multi-generational facilities based on consideration of many of the other criteria described here.
- 7. Prior District policies or commitments.** This factor can be important in terms of credibility, public support, and ability to meet residents’ expectations. At the same time, proposed changes in policies and approaches, if based on well-reasoned assessments and solid data also may receive strong support.

Table 11, above, summarizes how the two community recreation alternatives compare against these criteria.

AQUATIC FACILITIES AND PROGRAMS

Aquatic facilities can be provided either in stand-alone facilities or as part of multi-purpose community recreation/aquatic centers. It has become the industry norm in other recreation districts throughout the country to provide central facilities that can service a variety of recreation needs. Two alternatives were identified to address this issue:

- 1.** Maintain current standard of one aquatic facility to 25,000 residents and continue to provide facilities on a “neighborhood” basis.

- 2.** Build new facilities or renovate existing ones to move towards larger (and relatively fewer) combined aquatic/recreational centers, consider conversion, renovation or possibly closure of existing facilities, if warranted.

The following issues and criteria were used to assess the relative merits of these alternatives:

- 1. Economies of scale.** The size and range of available programs and amenities within a facility affects the relative cost to operate facilities as a whole. Operating fewer, larger facilities typically is more cost-effective than operating more numerous, smaller facilities.
- 2. Maintenance, operation and capital improvement costs.** As facilities age, annual operating, maintenance and capital improvement costs tend to increase, particularly for facilities that

Table 12. Evaluation Summary

Evaluation Summary		
Criteria	Alternative 1 – Maintain Current Standard	Alternative 2 – Provide fewer, relatively larger facilities
• Economies of scale	☹	☺
• Maintenance, operation and capital improvement costs	☹	☺
• Proximity to facilities	○	○
• Unique character/facility loyalty	○	○
☺ = advantage; ☹ = disadvantage; ○ = no clear preference		

PLAYING FIELDS

The Park District owns sports fields as well as operates many fields that are owned by the Beaverton School District or other entities. Some fields are dedicated to single uses, while other multi-use fields are used for multiple sports at different times. The Park District has experienced some conflicts over multi-use fields.

Two alternatives were identified to address this issue:

1. Continue to use primarily multi-use fields to support multiple sports during different seasons.
2. Transition to a dedicated field approach.

The following issues and criteria were used to assess the relative merits of these alternatives:

1. **Impacts on scheduling and conflicts.** Use of multi-purpose fields can create scheduling conflicts and depending on the type of play, may create maintenance difficulties. This has been particularly true in recent years as seasons for different sports (e.g., baseball and soccer) have been extended, creating overlaps in playing seasons between them.
2. **Land availability and acquisition costs.** Moving to a dedicated field system will have potentially significant impacts on the need to acquire new land for playing fields. Currently

were not originally designed for their intended use and/or were not built to current facility standards.

3. **Proximity to facilities.** Providing more numerous, smaller facilities improves access and reduces travel distance for residents, in comparison to providing a smaller number of larger facilities. The Park District currently is approximately 7 by 7 miles in size, with all residents within about 1.75 miles or less from an existing aquatic centers. Reducing the number of facilities overall would increase average proximity, but a distance of about 2.0 miles or less could continue to be maintained under either alternative. Facilities with a broader mix of amenities also could improve proximity to certain types of facilities or programs.

4. **Unique character and history of existing facilities.** District residents are very loyal to and attached to the facilities that they regularly use. In many cases, residents and volunteers have contributed time and money to facility improvements. Facilities also provide an important amenity to individual neighborhoods. Major changes, conversion or closure of a facility can generate significant controversy. To some degree, long-range planning, coupled with plans for alternative, improved facilities in close proximity can reduce opposition and controversy.

Table 12 summarizes how the two aquatic facility alternatives compare against these criteria.

between 70 and 80 percent of District fields are considered multi-use. If all fields became dedicated fields, the number of new fields needed and resulting amount of land needed could increase by about 50% in comparison to continuation of a primarily multi-use field approach, depending on how many fields become dedicated to single purposes.

- 3. **Development costs.** Similar to land acquisition, field development costs would be potentially significantly higher with a dedicated-use field approach.
- 4. **Condition of existing fields.** Using space more efficiently and reducing needed expenditures for land and new field development would theoretically allow for more resources to be expended on regular maintenance and



Table 13. Evaluation Summary

Evaluation Summary		
Criteria	Alternative 1 – Multi-purpose Fields	Alternative 2 – Dedicated fields
• Impacts on scheduling and conflicts	=	+
• Land availability and acquisition costs	+	=
• Development costs	+	=
• Condition of existing fields	○	○
+ = advantage; = = disadvantage; ○ = no clear preference		

improvement of existing fields. At the same time, continued multiple-use can lead to higher average maintenance costs per field on those same fields and increased potential for field damage. These effects can be addressed to some degree through expanded use of synthetic turf fields.

Table 13 summarizes how the two playing field alternatives compare against these criteria.

SYSTEM DEVELOPMENT CHARGES

The Park District adopted its system development charge and associated fees in 1997. These fees are assessed to new households as they are developed and can only be used to pay for new facilities or improvements to existing facilities necessitated by new growth. The fees are based on the level of service the District provides and projected future costs for new or

improved facilities. Once an SDC rate is established, a service district may decide to charge the full rate as a fee or just a portion of the allowable rate from its methodology. Currently, the Park District is charging less than the allowable rate. Since these fees were adopted, land and construction prices within the District have risen considerably. At the same time, opposition to increases in SDC's by the development community also has increased.

Two alternatives were identified to address this issue:

- 1. Maintain existing SDC rates and fees.
- 2. If warranted by an evaluation of capital improvement costs and levels-of-service, raise SDC rates and fees as allowable by the SDC methodology.

The following issues and criteria were used to assess the relative merits of these alternatives:

1. Current and proposed levels of service.

SDCs must be based on current levels-of-service. An analysis of current levels-of-service will impact the amount of the SDC that can be assessed.

2. Land acquisition and capital improvement costs.

SDCs also must be directly related to capital improvement costs required to meet future needs, considering existing levels of service. The projected future cost of land and facilities could warrant an increase in SDCs.

3. Ability to operate and maintain facilities purchased by SDCs.

Ultimately, the Park District must be able to operate, maintain and improve new facilities. To be fiscally responsible, it must have adequate resources to do this for any new facilities paid for through SDCs. Decisions related to land acquisition and facility

development should be tied to ability to finance future operation and maintenance, which may affect SDC rates and fees since rates are tied to levels-of-service, which could decrease if fewer facilities are developed.

4. Alternative funding sources. Other funds may be used to purchase land and facilities as alternatives to SDCs, including general funds and bond measures. A comparison of costs, benefits and other considerations associated with each may argue for either maintaining current rates, or increasing rates but collecting a lower fee than allowed (i.e., less than 100% of the allowable rate).

Table 14 summarizes how the two SDC alternatives compare against these criteria.

Table 14. Evaluation Summary

Evaluation Summary		
Criteria	<i>Alternative 1 – Maintain current SDC rates and fees</i>	<i>Alternative 2 – Raise SDC rates and fees, if warranted</i>
• Current and proposed levels of service	☐	⬆
• Land acquisition and improvement costs	☐	⬆
• Ability to maintain and operate new facilities	☐	⬆
• Alternative funding sources	○	○
⬆ = advantage; ☐ = disadvantage; ○ = no clear preference		

Cost Comparison of Alternatives

Three scenarios were evaluated for the purpose of estimating costs for future facility development or improvement. They incorporate elements of the alternatives described previously in this chapter. The scenarios are as follows:

Scenario 1. Retain existing level-of-service standards; switch to dedicated fields approach without conversion of softball to baseball fields, convert small number of grass fields to turf and build more new turf fields.

Scenario 2. Lower overall park level-of-service standard; maintain neighborhood park level-of-service standard; convert portions of some natural areas or linear parks to neighborhood parks; build fewer aquatic centers; maintain multi-use fields approach with conversion of softball to baseball fields; where possible, convert larger number of grass fields to turf and build fewer new turf fields.

Scenario 3. Lower overall park level-of-service standard; lower neighborhood park and community park level-of-service standards; build fewer aquatic centers; maintain multi-use fields approach with conversion of softball to baseball fields and reduce need by improving efficiencies in scheduling; convert larger number of grass fields to turf and build fewer new turf fields.

Capital costs for these twenty-year scenarios are summarized in Table 15.

The District's Long Term Financial Model—a series of financial spreadsheets and formulas used to estimate future and ongoing costs of operation and maintenance, as well as future revenues—was used to evaluate the long-term costs of these scenarios. This model assumes that the District's System Development Charges (SDCs) are not increased beyond nominal inflationary adjustments. It also assumes limited increases in property tax revenues - those associated with development of new property and annual increases of 3% per year in the value of existing property. The analysis also did not assume any significant change in fees for use of Park District programs and facilities. The model was used to assess the ability of these existing revenues sources to pay for the costs summarized in Table 15. The model assessed these costs over a 10-year period. The results are summarized in Table 16, on the following page.

Table 15. Estimated Costs for Future Development or Improvement

Facility	Total Estimated Capital Cost (2006 dollars)		
	<i>Scenario I</i>	<i>Scenario II</i>	<i>Scenario III</i>
Parks & Natural Areas	107,577,500	92,426,000	78,751,000
Fields & Courts (including conversion to artificial turf)	103,813,000	75,418,400	75,418,400
Facilities	120,150,000	90,300,000	90,300,000
Total Cost to Build/Acquire	331,540,500	258,144,400	244,469,400

This analysis assumes that the District uses funds for a combination of operating, maintenance and capital outlays (improvements to existing facilities) and that it doesn't spend more for these functions than it is bringing in with revenues from taxes, fees and SDCs. The analysis also assumes that needed improvements to facilities that cannot be made, given projected annual revenues, are accounted for as part of a replacement backlog. Annual expenditures include full funding of actual replacement needs for each year, but no funding for future replacement reserves (see Appendix I for details of future replacement reserve needs). The analysis assumes that SDCs are used to pay for new facilities needed to support future residents. The costs of these facilities in excess of SDC revenues are shown as a negative SDC fund balance.

The analysis shows that under any of the scenarios summarized in Table 15, annual revenues, including those from SDCs, will not be adequate to pay annual operations, maintenance and improvement costs or the capital cost of new facilities. This is reflected by the fact that annual operating costs, including maintenance replacements, exceed annual revenue, and accordingly the replacement maintenance backlog continues to grow over time. In addition, the SDC fund balance continues to have an increasing negative balance (shortfall). These results are presented in more detail in Appendix I. Costs and revenues associated with Scenario 3 (the Preferred Approach identified in this Plan) are summarized again in the following chapter, along with implications for future funding approaches.

Table 16. Estimated Costs Over 10-Year Period

	<u>FY2007</u>	<u>FY2008</u>	<u>FY2009</u>	<u>FY2010</u>	<u>FY2011</u>	<u>FY2012</u>	<u>FY2013</u>	<u>FY2014</u>	<u>FY2015</u>	<u>FY2016</u>
Annual Excess of Revenue (Expense) Including Full Maintenance Replacement Cost										
Scenario 1	(1,462,778)	(1,253,760)	(1,179,367)	(1,208,458)	(891,784)	(570,438)	(573,279)	(839,493)	(2,627,502)	(4,236,962)
Scenario 2	(1,462,778)	(1,242,659)	(1,138,669)	(1,134,916)	(787,661)	(471,202)	(459,296)	(759,552)	(2,443,844)	(4,011,386)
Scenario 3	(1,462,778)	(1,245,154)	(1,095,476)	(1,060,624)	(676,613)	(313,555)	(330,789)	(540,367)	(2,153,152)	(3,442,585)
Cumulative Replacement Backlog Balance										
Scenario 1	4,590,474	5,720,738	6,861,196	8,014,051	9,089,015	10,256,308	11,434,658	12,619,802	13,800,484	15,019,455
Scenario 2	4,590,474	5,720,738	6,861,196	8,014,051	9,089,015	10,256,308	11,411,816	12,333,816	13,514,498	14,733,468
Scenario 3	4,590,474	5,720,738	6,861,196	8,014,051	9,089,015	10,256,308	10,933,518	11,630,249	12,810,931	14,029,902
Cumulative SDC Fund Balance										
Scenario 1	(19,945,163)	(29,740,785)	(37,720,751)	(48,172,018)	(57,450,703)	(69,782,400)	(83,569,298)	(98,992,052)	(145,260,063)	(165,376,305)
Scenario 2	(17,313,694)	(24,726,933)	(30,181,038)	(37,647,216)	(44,097,251)	(53,235,598)	(63,526,012)	(74,900,977)	(118,210,314)	(133,438,823)
Scenario 3	(16,561,611)	(23,141,453)	(27,663,814)	(34,082,520)	(39,349,329)	(47,145,504)	(55,907,828)	(65,580,722)	(106,998,255)	(120,128,192)



Comprehensive Plan 2006



Preferred Approach

TO MEET FUTURE NEEDS

The Park District will take a **balanced approach** to continuing to provide a wide range of parks, facilities and programs for its diverse population. It will focus on ensuring that people have easy access to recreational opportunities, creating multi-purpose, multi-generational recreation and aquatic centers, **maximizing efficiency** and capacity of playing fields, partnering with other agencies to conserve and manage natural areas, addressing programming trends and gaps, and employing **cost-effective** approaches to manage, operate and finance its facilities.





Summary

This section of the Plan describes the Park District's approach to meeting current and future needs identified in previous sections. It builds on the alternatives described in the previous section of the Plan and several specific analyses of District programs, operations and facilities that are described in more detail in Appendices to the Plan. More specific objectives and actions are included in the Strategic Plan element that follows this chapter.

NEIGHBORHOOD PARKS

An acreage standard of 0.8 - 1.0 acres of park land per 1,000 is recommended. A higher standard (1.0) will be applied in newly expanding areas where land is less costly and more available. A lower standard (0.8 to 0.9) may be applied in areas where relatively few sites for new parks are available, potential sites are smaller in size, and land costs are higher. In these areas, the Park District will emphasize partnerships with other service providers (e.g., the Beaverton School District and others) to identify opportunities for joint use

of facilities and/or seek creative, less land-intensive solutions to providing park land and facilities. Applying this flexible range of standards results in the following park needs:

- 58 acres and approximately 17 new parks (average size of 3.5 acres) within the Park District's existing boundary,
- 12 acres and 3 new parks in the North Bethany area.

Additional parks could be needed in other potential future expansion areas if they are brought into the Park District.

The need to develop new parks facilities as a result of adhering to the standards described above could be reduced in some areas through the following measures:

- Continue to partner with the Beaverton School District and others to develop shared use agreements for park and open space areas.
- Consider parks in adjacent jurisdictions within one-quarter mile of the Park District's boundaries as helping meet some park land needs in the District.
- Consider neighborhood park components of linear parks as meeting a portion of the District's neighborhood park needs.

In general, the Park District's priority in meeting neighborhood park needs will be to do the following:

- Continue to ensure that all residents are within one-half mile of a neighborhood park or neighborhood park component of another District facility
- Develop, improve and provide amenities within existing neighborhood park sites that have been acquired but not yet developed.

The most significant need for new neighborhood parks are in the following geographic areas:

- Northeast quadrant, due north of Highway 26.
- Northwest quadrant, due north and south of the Westside Max light rail corridor
- Southwest quadrant, southwest corner
- Southeast quadrant, southern edge of the Park District

COMMUNITY PARKS AND SPECIAL USE FACILITIES

A combined standard for community parks and special use areas of 2.0 acres per 1,000 residents is recommended. The proposed standard is slightly higher than the current standard for community parks but lower than the existing combined level of service.

Applying this flexible range of standards results in the following park needs:

- 90 acres and approximately four new parks (average size of 20 acres) within the Park District's existing boundary,
- 25 acres and one additional new park in the North Bethany area.

Additional parks will be needed in other potential future expansion areas if they are brought into the Park District.



As with neighborhood parks, the Park District's priority in meeting community park needs will be to do the following:

- Continue to ensure that all residents are within two miles of a community park or special use facility that helps serve as a community park.
- Develop, improve and provide amenities within existing community park sites that have been acquired but not yet developed.

The District also may partner with Metro in managing the Cooper Mountain open space area which also is expected to serve some community park needs for residents in that portion of the Park District. The most significant needs for new community parks are in the northwest quadrant of the District, where the new PCC Rock Creek recreational facility complex is expected to help meet this need, as well as in the southwest corner of the Park District.

LINEAR PARKS AND TRAILS

No specific standard has been identified for linear parks. These facilities are oriented primarily to trails within them. The size and location of future new linear parks or expanded existing linear parks will depend in large part on the location and availability of

land surrounding proposed trail connections. In some cases, new linear parks may contain neighborhood or community park elements or amenities.

An acreage or mileage standard for trails (the largest component of linear parks) is not set because it is not standard practice among most park and recreation service providers and no typical standards exist. However, all residents or workers in the Park District should be able to access the trail system within one-half mile of where they live or work. If new trails proposed in the District's new draft Trails Master Plan are constructed, a majority of the area within the District will meet this standard. This proximity standard is more relevant and important than an acreage or mileage standard for trails.

Identified trail needs include creating a strong spine by focusing on a few, primary north/south and east/west trails. Creating trails that serve destinations, trail segments to complete fragmented trails, and trail connections are needed. The most significant gaps in service in the northeast and southeast quadrants.

Potential trails and trail segments were prioritized according to:

- Whether they improve connectivity

- The likelihood that they would generate new use/users
- Potential regional benefits
- Ability to overcome physical or other barriers
- Connections to land uses
- Ease of implementation

Key future trail connections include the following:

- Nine miles of the Westside Trail between SW Barrows Road and NW Springville Road.
- Fanno Creek Trail from the school district maintenance shops to SW 92nd Avenue.
- Waterhouse Trail between the Nature Park and Waterhouse Park, and then a second gap from Willow Creek Nature Park to Crystal Creek Park.
- Cooper Mountain Trail connecting the Westside Trail and the Burlington Northern Powerline Trail, the regional Cooper Mountain Natural Area, and Jenkins Estate.
- Willow Creek Trail connecting Beaverton Creek Trail and the Westside Trail.

The table on this page provides information on various types of trails and accepted standards. Regional trails generally have their own right-of-way and have minimal conflict with automobile traffic. These trails are designed to meet the Americans with Disabilities

Act (ADA) standards, as well as state and federal transportation standards and other guidelines.

Most community trails in the Park District are off-street shared-use paths that meet State and Federal standards. However, some community trails may follow neighborhood streets for a short stretch, in which case pedestrians are accommodated with a sidewalk or shared-use path and bicyclists share the roadway with vehicles.

Neighborhood trails primarily serve pedestrians with safe and direct off street connections to local features such as schools, parks, natural areas, and community centers. Some neighborhood trails may also be appropriate for bicycling and skating. While neighborhood trails may have their own right-of-way, others may follow neighborhood streets for a short segment, in which case pedestrians are accommodated with a sidewalk or shared-use path and bicyclists share the roadway with vehicles. There are two classes of neighborhood trails:

- **Urban trails** are typically paved or made of a smooth surface to accommodate most trail users, and are found in more urban areas to provide an accessible connection to a neighborhood park or other destination.
- **Natural trails** are soft-surface trails typically found in undeveloped parks and natural areas and aim to provide a natural outdoor experience. These trails are usually for pedestrians only.

Potential trail amenities include the following:

- Interpretive/educational signage
- Bike parking
- Water fountains
- Pedestrian-scale site amenities, i.e., lighting, benches and trash receptacles
- Maps, signage and information

Table 17. Trail Types

	Regional Trail	Community Trail	Neighborhood Trail	
			Urban Trail	Natural Trail
Facility Type	Shared-use path	Shared-use path	Shared-use path/sidewalk	Soft surface trail
Users	bicyclists pedestrians wheelchairs baby strollers skaters	bicyclists pedestrians wheelchairs baby strollers skaters*	bicyclists pedestrians wheelchairs** baby strollers skaters*	bicyclists pedestrians
Width	10-12 ft 2 ft gravel shoulders	8-10 ft 1-2 ft gravel shoulders	5-8 ft	3-8 ft
Surface	Paved or other smooth-rolling surface to accommodate all trail users	Paved or other smooth-rolling surface to accommodate all trail users	Paved or other smooth-rolling surface to accommodate all trail users	Earth, gravel, woodchips, or other soft surface material

A detailed description of trails projects and priorities can be found in the 2006 updated Trails Master Plan.

NATURAL AREAS

In acquiring natural areas, the Park District prioritizes parcels with high natural resource functions that may be developed with limited action by the Park District. Properties are evaluated on their natural resource value (aesthetics and educational value) and general property characteristics (e.g. location and accessibility). Property acquisition criteria as established in the 2002 Natural Resources Management Plan (NRMP) include:

- Urgency
- Degree of other protection
- Acquisition costs
- Stewardship costs
- Viability of long-term public ownership
- Compatibility with the NRMP
- Extent of community benefit
- Nature and degree of available funding

To meet the objectives of acquiring, conserving and enhancing high quality natural areas and to develop an interconnected system of open spaces and wildlife habitat areas, the District expects to continue to

partner with other agencies, jurisdictions, and advocacy groups. Specific goals include:

- Work with Clean Water Services, the City of Beaverton, Washington County, Metro, environmental advocacy groups and others to identify and acquire natural areas based on criteria provided in the Park District's Natural Resource Management Plan and as refined by Natural Resource staff.
- Continue to work with other jurisdictions in the Tualatin Valley to protect natural resources pursuant to statewide planning Goal 5 requirements, including through regional partnerships and programs.
- Continue to work with Clean Water Services, Portland General Electric, the Bonneville Power Administration, Northwest Natural Gas and others to manage rights-of-way for utilities within natural areas, including vegetation management, replanting and other activities, consistent with approved agreements with those agencies.

Management Approach

The Park District has several general policies that address natural resources management for vegetation and wildlife which seek to perpetuate plant communi-



ties, native plants and wildlife populations as well as conserve, restore and enhance water resources. The District also uses an adaptive management approach, in which results of different natural resource management applications are monitored so that practices can be adjusted to maximize desired resource conditions.

RECREATION AND AQUATIC CENTERS

Aquatic centers should be accessible to District residents within 1.75 miles. For new combined recreation and aquatic facilities, a standard of one facility per 50,000 residents and a 1.75-mile (radius) proximity standard is recommended. Combined facilities will be favored over stand-alone facilities.

Two new large (65,000 to 70,000 square feet) combined recreation/aquatic centers will be needed to meet future demand. These types of facilities are

likely to be most needed in the northeast and southwest quadrants of the District. In addition, expansion or replacement of selected existing aquatic centers will be needed to increase capacity and meet long term aquatic facility needs. These improvements should result in facilities that provide a combination of aquatic and other recreation programs and services so that they also become combined aquatic/recreation centers.

The District will focus on meeting these needs through multi-purpose and multi-generational facilities. Potential long-term replacement or major rehabilitation of some smaller existing facilities may also contribute to meeting this goal. The District does not plan on constructing more large, single-purpose facilities.

New recreation/aquatic centers should be multi-generational facilities with multiple components emphasizing flexible-use spaces and with a strong orientation towards multiple purposes. Facilities should be designed for a realistic, consistent level of use and not specifically for a particular event or activity. Core components of new centers are expected to include:

- Aquatics Area
- Party/Community Meeting Rooms
- Gymnasium

- Running/Jogging Track
- Weight/Cardiovascular Space
- Group Fitness Room
- Multipurpose Room(s)
- Kitchen
- Drop-in Childcare Area
- Support Spaces (e.g., lobby/lounge space, front desk area, office space, locker rooms, maintenance and work areas, restrooms, etc.)

A variety of additional optional components also may be included such as teen game rooms, senior activity areas, therapy pool, fitness studio, community meeting rooms, computer center and other facilities or amenities.

Facilities should have an open design concept with a minimal number of hallways, to enhance the marketability of the center as well as facilitate building supervision. Buildings should be designed to allow for future expansion and the District should budget for capital replacement on an ongoing basis. Safety and security should be considered in all aspects of facility design, particularly in the location of entrances, to ensure visibility from reception

areas. More detailed information about recommended facility components and guidelines is found in Appendix H.

PLAYING FIELDS

The Park District will continue to develop additional playing fields and partner with the Beaverton School District to jointly manage and use fields owned by the School District and others. The table on this page summarizes field needs identified through a recent inventory and study of playing field needs and subsequently refined by Park District staff. Playing field needs are based on estimates of playing time, converted to the number of fields in each category. As this plan is implemented over time, these estimates of need may be refined.

The Park District will continue to take a multi-use approach to playing fields—i.e., use fields for multiple

Table 18. Future (20-Year) Playing Field Needs

Athletic Field	Total Fields with THPRD Boundary
Baseball/Softball:	
Baseball Fields	27
Softball Fields	0
Soccer/Lacrosse/Cricket/Field Hockey:	
Grass Converted to Turf	28
New Synthetic	26
New Sand	24
Tennis Courts	
	33

sports during the course of the year to maximize efficiency of use. While a dedicated field approach would help resolve potential conflicts among field users and between lengthening seasons for different sports, this approach is cost-prohibitive for the District in terms of the amount and cost of acquiring land (and actual land availability) and of constructing or renovating fields.

In addition to the multi-use approach towards field use and ongoing partnerships with other agencies, the Park District will focus on the following strategies to meet playing field needs:

- Continue to work with sports and other user groups to improve the effectiveness and efficiency of scheduling.
- Replace grass fields with synthetic turf fields where this is deemed a cost-effective approach to extending field life and increasing capacity.
- Maintain and improve existing fields to ensure their continued viable use.
- Replace fields that may be lost as part of school facility expansions or other activities.

PROGRAMMING

The level of recreation programming offered by the Park District is extremely high and diverse. Overall,

the District does an outstanding job in providing recreation programs and services to its constituents.

Overall strengths include:

- Strong diversity in the number and types of programs offered.
- Program offerings are based on serving multiple locations within the District.
- The variety of programs is due in part to the availability of facilities to support specialized programs. These include tennis, competitive aquatics, seniors and nature.
- The District conducts a number of special events and community based activities.

Some gaps and weaknesses in District programming have been identified. Suggested program improvements follow.

- Aquatics
 - Specific focus areas or unique programs associated with each aquatic center should be promoted
 - Stronger emphasis on water therapy activities
 - More aqua fitness classes should be provided
 - Senior-specific aquatics classes should be offered
- Youth programs
 - Less structured and drop-in programs for teens



- More non-sports activities
- Fitness/wellness
 - Drop-in based fitness classes
 - Wellness programs that examine at health and fitness together
- Sports and athletics
 - Senior sports programs
 - Sports tournaments
 - Adventure sports for youth
- Cultural arts
 - Classes or programs in the performing arts (especially drama)
 - Well-coordinated partnership with other community groups and non-profit cultural organizations
- Senior activities
 - Senior programs at multiple locations
 - Programs for younger, more active seniors

More detailed information about proposed programming improvements and needs is found in Appendix F.

MAINTENANCE AND OPERATIONS

The Park District expects to use a variety of approaches to continue to maintain its facilities to a high standard and in a cost-effective and efficient manner. Primary approaches include the following:

- **Satellite maintenance facilities.** It is recommended that the District relocate its primary maintenance functions away from the Howard M. Terpenning (HMT) Recreation Complex to allow additional development of recreation facilities and/or parking at this facility. At the same time, the District would develop a primary maintenance yard and service center with three satellite maintenance facilities in other areas of the District. As part of this approach, basic on-going maintenance would be organized geographically by each satellite facility, while more specialized activities (trades, crafts, equipment maintenance, etc.) would continue to be by function on a District-wide basis. Each satellite facility should have general maintenance staff

located at the site. To reduce land costs and facility construction, the Park District will pursue possible joint development of maintenance yards with the school district, city and other governmental organizations and/or within sites already owned by the Park District.

- **Distinct maintenance standards.** The Park District will continue to use and refine distinct levels of service for park and recreation amenities. This is a cost effective approach to maintenance and more accurately reflects the proper level of service necessary to maintain a given facility.
 - The highest level would be for facilities that receive extensive public use, and have active use amenities, including all indoor facilities.
 - The second level would be a lower level of service for more passive use parks, trails and park areas.
 - The third would be for natural areas, open space, right of ways, and areas that are not highly used.
- **Financing, budgeting and planning.** The Park District will continue to use a variety of approaches to ensure that it closely monitors maintenance costs and that adequate funds are

available for maintaining its facilities, including the following:

- Track and document use of various District facilities from active use areas to more passive use amenities.
- Maintenance items must be prioritized on a five and ten-year plan for funding and ultimate completion
- Maintain a capital depreciation/replacement budget for major facilities and equipment.

The Park District also will continue to develop and refine maintenance plans for specific facilities, as well as general maintenance standards and benchmarks. It will work closely with partnering agencies and community groups to identify maintenance functions that could be carried out by these entities to contracted to the private sector.

Other recommended approaches to maintenance activities are described in the Strategic Plan section of this document and in Appendix G.

FINANCIAL ANALYSIS AND FUNDING SOURCES

As described in the previous chapter, the Park District's Long Term Financial Model was used to evaluate the

Table 19. Projected Costs for Preferred Approach

Facility	Total Estimated Cost
Parks & Natural Areas	78,751,000
Fields & Courts (including conversion to artificial turf)	75,418,400
Facilities	90,300,000
Total Cost to Build/Acquire	244,469,400

costs and revenues associated with three scenarios.

In each case, the model was used to estimate costs for future facility development or improvements in terms of both total costs for new facilities and the ability to pay for annual operation, maintenance and improvement of existing and new facilities.

Results of the analysis show that projected revenues from current fees, SDCs and property tax revenues (after adjusting for inflation and projected new development) will not be enough to cover future costs.

Projected costs and revenues are repeated again in Tables 19 and 20 for the preferred alternative.

As noted in the previous chapter, this analysis assumes that the District uses funds for a combination of operating, maintenance and capital outlays (improvements to existing facilities) and that it doesn't spend more for these functions than it is bringing in with

revenues from taxes, fees and SDCs. The analysis also assumes that needed improvements to facilities that cannot be made, given projected annual revenues,

are accounted for as part of a replacement backlog. The analysis assumes that SDCs are used to pay for new facilities needed to support future residents. The costs of these facilities in excess of SDC revenues are shown as a negative SDC fund balance.

The Park District will need to consider one or more of the following options to address this gap between projected revenues and costs, both in terms of the capital costs for new facilities, and in terms of the ongoing costs to adequately operate, maintain and improve existing and new facilities:

- Increase SDCs to account for proposed standards and increases in land acquisition and construction costs
- Increase user fees for some activities or programs to recover a larger percentage of operating costs.
- Adjust maintenance or other standards to reduce costs.
- Reduce level-of-service standards below those recommended in this Plan.
- Continue to implement and improve partnerships with other organizations to make more efficient use of collective resources.

Table 20. Projected Revenues for Preferred Approach

	FY2007	FY2008	FY2009	FY2010	FY2011	FY2012	FY2013	FY2014	FY2015	FY2016
Revenues	26,840,857	27,906,336	29,126,642	30,265,417	31,499,128	32,789,810	34,095,100	35,466,684	36,910,366	40,640,466
Use of Funds including Full Maintenance Replacement Costs	28,303,635	29,153,490	30,222,318	31,346,041	32,175,741	33,083,365	34,425,899	36,009,051	40,163,518	44,062,071
Excess of Revenue (Expense)	(1,462,778)	(1,245,154)	(1,095,476)	(1,080,624)	(676,613)	(313,555)	(330,799)	(540,367)	(2,153,152)	(3,442,585)
Replacement Backlog Balance	4,580,474	5,720,738	6,861,198	8,014,051	9,089,015	10,296,308	10,933,518	11,830,249	12,810,931	14,029,902
SDC Fund Balance	(16,561,611)	(23,141,453)	(27,663,814)	(34,062,520)	(39,349,328)	(47,145,504)	(55,907,828)	(65,580,722)	(106,998,255)	(120,126,192)

Comprehensive Plan 2006



Strategic Plan

Successful implementation is the key to making

this Plan a reality. This Strategic Planning element incorporates key objectives and actions identified by Park District staff, partnering agencies, community groups and residents needed to ensure that this Plan is a **living, working document.**





This draft Strategic Planning Element outlines goals, objectives and actions to help meet park, recreation and trails needs over the next 20 years as identified to date in the Park District's Comprehensive Plan update process. It incorporates information from the following documents and activities:

- Meetings and focus groups with Park District staff, citizens, other public agencies and others, including the District's Trails Advisory Committee, and project Staff, Technical and Public Advisory Committees conducted by Cogan Owens Cogan and other team members.
- Tualatin Hills Park and Recreation District Comprehensive Master Plan, 1997
- Tualatin Hills Park and Recreation District Fields Assessment Report, 2005
- Tualatin Hills Park and Recreation District Natural Resource Management Plan, 2005
- Tualatin Hills Park and Recreation Trails Master Plan, Alta Planning + Design, 2006
- Tualatin Hills Park and Recreation Program Assessment Report, Ballard*King, 2006
- Tualatin Hills Park and Recreation District Maintenance Assessment Report, Ballard*King, 2006
- Memorandum to the Tualatin Hills Parks Foundation, the Collins Group, July 15, 2005

Goal 1. Provide quality neighborhood and community parks that are readily accessible to residents throughout the District's service area.

OBJECTIVES

- 1A.** Plan for the area the District expects to serve as it expands and acquires additional land over the next 20 years.
- 1B.** Provide neighborhood parks or neighborhood park facilities within other parks (e.g., linear parks) throughout the District at a standard of between 0.9 - 1.0 acres per thousand residents; plan for all residents to be within one-half mile of a neighborhood park or neighborhood park facility.
- 1C.** Provide community parks or special use facilities (e.g., the Tualatin Hills Nature Park and Jenkins Estate) throughout the Park District at a combined standard of approximately 2.0 acres per thousand residents. All residents should be within two miles of a community park or special use facility.
- 1D.** In meeting objectives 1B and 1C, consider the impact of arterial roads and state highways as potential barriers to nearby parks and locate parks to minimize such barriers.
- 1E.** Provide other parks, including linear parks, special use facilities (including unique special-purpose facilities, urban plazas, skate parks dedicated pet areas and others) consistent with descriptions and standards of this Plan.
- 1F.** In developing Master or other plans for new and existing park facilities, engage and involve citizens, Park District staff from all departments, and partnering agencies.
- 1G.** Work closely with the Beaverton School District and other partnering agencies to jointly acquire land and co-locate park and school facilities, where possible, particularly in newly developing areas.
- 1H.** When acquiring land and planning for new neighborhood parks, ensure that sites are of an adequate size and in appropriate locations to provide needed amenities (e.g., playing fields, picnic areas, pet areas, etc.), reduce overall maintenance costs, and provide adequate access and visibility to residents the park's half-mile service area radius.

ACTIONS

- ✚ Acquire land for neighborhood parks in areas identified as deficient in this plan and in areas that are annexed to the Park District as it expands.
- ✚ Develop Master Plans to guide the development of new parks and/or improvements to existing parks that lack amenities.
- ✚ Refine and use neighborhood park site acquisition standards related to size, location, access and amenities in acquiring, planning for and maintaining neighborhood parks.
- ✚ Continue to improve access to neighborhood parks and other facilities according to the District's ADA Transition Plan.
- ✚ Develop a formal process of coordinating with the Beaverton School District on a regular basis to identify future neighborhood park and recreation sites and school sites in newly developing areas.
- ✚ Develop a process and procedures for enhancing shared use of school or other community facilities as park and recreational facilities for mutual facility users, particularly in areas where the District faces gaps in such facilities; continue to adopt and implement shared use and maintenance agree-

ments for such facilities. Developing shared use plans could entail the following steps:

- Identify areas of the District with service gaps in Park District facilities.
 - Communicate with the Beaverton School District to determine if school facilities in such areas have the capacity for greater community use.
 - Identify specific potential District recreational or community programs that could be accommodated within those facilities.
 - Develop or enhance joint use and maintenance agreements to facilitate a greater level of shared use.
- ✚ Develop an approach to meet the potential future need for any dog parks or other pet areas within existing parks.

Goal 2. Provide quality sports and recreation facilities and programs for Park District residents and workers of all ages, cultural backgrounds, abilities and income levels.

OBJECTIVES

- 2A.** Provide a variety of programs at recreation centers to address the needs of all user groups, including



children, teens, adults, seniors, ethnic and minority residents, and persons with disabilities; provide programs and services that meet the needs of people of all incomes.

- 2B.** Ensure that access to Park District facilities for people with disabilities is consistent with the Americans with Disabilities Act (ADA).
- 2C.** In developing new recreation centers, plan for multi-purpose recreation and aquatic centers that serve all generations and types of users and make more efficient use of resources. Use a standard of approximately one facility per 50,000 people for such facilities. Use guidelines for development of such facilities identified in this Plan.
- 2D.** Redevelop or replace aquatic centers with new multi-purpose aquatic/recreation centers over the long-term, as needed. Ensure all residents are


within approximately 1.75 miles of an aquatic or recreational center.


2E. In designing and programming recreation/aquatic centers, create facilities with unique identities and programs that reflect the needs, desires and demographics of surrounding District residents.

2F. Provide playing fields throughout the District, using the standards outlined in this plan and the in the Park District's 2005 Playing Fields Needs Assessment (see page 42 of this Plan).

2G. Continue to use a multi-purpose approach for use of District fields, focusing on ways to reduce conflicts among different sports/user groups, increase efficiency of use, improve field conditions, and prolong field life.


ACTIONS


 Acquire land for new recreation/aquatic centers in areas that are deficient as identified in this plan and in newly developing or annexed areas.

 Involve citizens and representatives of all Park District departments in the design of new recreation/aquatic centers, considering issues related to access, security, safety, programming, efficiency,



energy use, maintenance and other factors.

 Conduct assessments of existing aquatic and recreation centers to assess their physical condition, effective life span and ultimate disposition and to draft recommendations for potential future renovation, expansion or closure.

 Enhance recreational and other Park District programs in the following areas:


- Water therapy programs and activities, possibly in partnership with local health care providers.
- Wellness programs or program elements, also possibly in partnership with local health care providers.
- Aquatics programs marketed to seniors.
- Less structured and drop-in programs for teens, including non-sports activities.


- Adventure sports for youth.


- Performing arts classes and programs, possibly through a coordinated effort with local arts and cultural groups and other public agencies.


- Senior programs and activities at existing and new multi-purpose, multi-generational facilities, including activities marketed to younger, more active seniors.

- Programs that appeal to ethnic and minority groups.

 Continue to maintain and enhance already strong programs in all other areas, including aquatics, youth and adult fitness and sports, dance, general interest, special events, environmental education and other programs.

 Continue to conduct lifecycle analyses for recreational programs and activities. Track program trends on a regional and national basis.

 Continue to adopt and use program standards and specific performance measures; track the financial performance of each program and activity to ensure consistency with budget goals.

 Continue to expand opportunities for partnering with other organizations and community groups

to provide specialized services to the community (e.g., cultural programs or activities for people with disabilities or other special needs).

- ✈️ “Brand” specific programs, especially in the area of fitness, sports, camps and cultural arts, to help to expand and reinforce the markets for these activities.
- ✈️ Identify additional programs or opportunities to meet the needs of individuals and families with low incomes (e.g., the Park District’s RecMobile), including reviewing and refining the Park District’s family assistance program, as needed.
- ✈️ Increase opportunities for District residents to register for programs and activities online.
- ✈️ Continue to track registration numbers by class and activity area, including demographic information about program and facility users to ensure programs continue to meet the needs of District patrons.
- ✈️ Develop procedures that provide facility users with easy opportunities to comment on satisfaction with individual classes and instructors to ensure continued high quality programs and services.
- ✈️ Continue to develop new synthetic turf fields

and/or replace existing natural grass fields with synthetic fields when it is found to be a cost-effective method of prolonging field life and meeting overall long-term field needs, and/or addressing other Park District goals and objectives. Work closely with the Beaverton School District in these efforts.

- ✈️ Regularly update the Park District’s inventory of playing fields; replace fields as needed, where they are converted to non-recreational uses.
- ✈️ Continue to partner with community groups, advisory committees, sports user groups and others to schedule use of recreational playing fields, aquatic and recreation centers and other Park District facilities.
- ✈️ Explore options to increase efficiency of scheduling and field use, including by providing technical assistance for scheduling activities.
- ✈️ Work with sports groups and individual users to implement strategies for minimizing conflicts among field users; continue to identify new strategies as unique situations arise.

Goal 3. Operate and maintain parks in an efficient, safe and cost-effective manner, while maintaining high standards.

OBJECTIVES

- 3A.** Continue to improve the efficiency and cost-effectiveness of maintenance operations, including reducing costs associated with the transportation of personnel and equipment.
- 3B.** Use the most cost-effective combination of Park District staff, volunteers, user groups, community groups, other jurisdictions and contractors to provide maintenance services.
- 3C.** Base maintenance standards and practices for specific facilities on each one’s design, intended level of use, and extent of active use amenities.
- 3D.** Organize maintenance activities by a combination of function and geographic region, with some functions carried out at a central location and other dispersed throughout the District.
- 3E.** Ensure timely communication and coordination about safety and security issues among facility staff, security personnel and facility patrons.

ACTIONS

- ✈ Continue to use and enhance the Park District's system of tracking maintenance expenditures for specific facilities.
- ✈ Move the primary maintenance yard from the Howard M. Terpenning (HMT) Recreation Complex to allow for additional development of recreation facilities and/or parking at that site. Establish a primary maintenance yard and service center elsewhere in the Park District with approximately three satellite service center locations in the other three quadrants. Organize activities at these facilities based on recommendations in Appendix G of this Plan and continue study and analysis.
- ✈ Pursue the possible joint development of maintenance yards with the school district, city and other governmental organizations to maximize resources while ensuring that such partnering does not compromise the geographic location requirements of such facilities for the District.
- ✈ Prioritize deferred maintenance items on a five and ten year plan for funding and ultimate completion; update and reprioritize the list annually.
- ✈ Establish a capital depreciation/replacement budget for major facilities and equipment which incorporates lifecycle cost estimates.
- ✈ Establish a five-year capital improvement plan for new facilities, major renovations and maintenance, land acquisitions and other major capital expenditures. Update annually as part of the District's budgeting process or more frequently, as needed (e.g., for land acquisition).
- ✈ Develop specific stand alone maintenance plans for each indoor facility (aquatic center, recreation center, or special use facility). Plans should address daily and long term custodial and maintenance functions, as well as mechanical system and other operating system maintenance.
- ✈ Develop distinct levels of service for different types of park and recreation amenities to improve cost effectiveness and more accurately reflect the proper level of service needed for each facility. Levels are generally described in Appendix G of this Plan.
- ✈ Develop specific guidelines to determine which maintenance functions or activities should be considered for contract service. Levels are generally described in Appendix G of this Plan.
- ✈ Conduct a study to determine which, if any maintenance functions could be successfully handled by other organizations such as developers, sports clubs and homeowner associations.



- ✈ Institute a five to ten-year plan to automate all irrigation and lighting systems.
- ✈ Review all memoranda of understanding and inter-governmental agreements at least every 3 years to assess the maintenance impacts of the agreements; explore opportunities to establish new agreements.
- ✈ Work with Metro to explore cooperative arrangements for future maintenance of the Cooper Mountain Regional Park and other regional park and recreation facilities as they are developed.
- ✈ Develop a plan to address the disposition of small parcels in the District's inventory of land and facilities that do not meet park and recreation needs or standards. Conduct a study to identify such properties and facilities.

Goal 4. Acquire, conserve and enhance natural areas and open spaces with the District.

OBJECTIVES

- 4A.** Acquire, conserve and enhance high quality natural areas, including wetlands, riparian areas and uplands, by working cooperatively with Clean Water Services, the City of Beaverton, Washington County, the Wetlands Conservancy, Metro, homeowners associations, developers, landowners and others, consistent with acquisition standards and criteria and the Park District Natural Resource Management Plan.
- 4B.** Develop an interconnected system of open spaces and wildlife habitat areas, working cooperatively with partnering agencies and jurisdictions, including Washington County, the City of Beaverton, Metro, Clean Water Services, the Nature Conservancy, Community Planning Organizations (CPOs), Neighborhood Association Committees (NACs), private property owners and others, consistent with the Park District Natural Resource Management Plan and Trails Master Plan.
- 4C.** Use Park District facilities and programs, as well as partnerships with schools and other agencies to increase the public's understanding of natural resources, processes and habitats.

- 4D.** Actively manage District-owned open spaces and natural areas to lessen human impacts and allow natural processes to continue, while providing safe access for people where appropriate.
- 4E.** Maintain man-made amenities or features in natural areas to meet educational and recreational needs, manage or limit access, and maintain natural resource values, consistent with the Park District Natural Resource Management Plan.
- 4F.** Allow for most natural processes to occur in natural areas or natural area elements of other Park District facilities, consistent with direction provided in the Park District's Natural Resource Management Plan.
- 4G.** Strive to provide adequate funds to pay for natural areas monitoring, maintenance, restoration and other needed activities.

ACTIONS

- ✈** Work with Clean Water Services, the City of Beaverton, Washington County, Metro, environmental advocacy groups and others to identify and acquire natural areas based on criteria provided in the Park District's Natural Resource Management Plan and as refined by natural resource staff.

- ✈** Continue to work with other jurisdictions in the Tualatin Valley to protect natural resources pursuant to statewide planning Goal 5 requirements, including through regional partnerships and programs.
- ✈** Continue to work with Clean Water Services, Portland General Electric, the Bonneville Power Administration, Northwest Natural Gas and others to manage rights-of-way for utilities within natural areas, including vegetation management, replanting and other activities, consistent with approved agreements with those agencies.
- ✈** Coordinate trails development and maintenance activities with natural resource management objectives and activities, considering objectives, goals, practices and standards included in the Park District's Natural Resource Management Plan and Trails Master Plan.



- ✈ Use policies and procedures outlined in the Park District's Natural Resource Management Plan to guide development and maintenance of structures or amenities in natural areas.
- ✈ Remove and control non-native plants, including noxious weeds, in natural areas, where feasible and appropriate.
- ✈ Regularly maintain and monitor the condition of natural areas, consistent with policies and procedures outlined in the Park District's Natural Resource Management Plan.
- ✈ Regularly review and coordinate maintenance protocols and activities among Natural Resource and Maintenance personnel.

Goal 5. Develop and maintain a core system of regional trails, complemented by an interconnected system of community and neighborhood trails, to provide a variety of recreational opportunities, such as walking, bicycling and jogging.

OBJECTIVES

- 5A.** Seamlessly connect regionally significant trails with local trails to ensure local access and connectivity.
- 5B.** Attempt to provide access to the trail system for people of all abilities, recognizing that not every individual trail will meet this threshold; link trails to a complementary system of on-road bicycle and pedestrian routes to improve access and connectivity.
- 5C.** Continue to link trails to parks, neighborhoods, community facilities such as libraries, civic and community centers, parks, schools, other athletic facilities and shopping areas.
- 5D.** Locate trailheads at or in conjunction with park sites, schools or other community facilities to improve local access. Furnish trails with amenities such as interpretive and directional signage, benches, drinking fountains, parking and staging areas, and other services.
- 5E.** Develop and implement trail design and development standards that are easy to maintain and access by maintenance, security and emergency vehicles.



- 5F.** In designing and developing trails, preserve view corridors and viewsheds, public rights-of-way for future access and/or utilities, and sensitive natural areas or resources.
- 5G.** Partner with Washington County, cities and other agencies to support development of on-street bikeways, separated parallel multi-use paths and roadway crossings that help further implementation of the Park District's Trails Master Plan.
- 5H.** Pursue a variety of funding sources to design, develop and maintain trails, including volunteer services, state and federal grants, private foundations, land trusts, service clubs, and individual donors.

ACTIONS

- ✈ Regularly update, monitor and pursue regional, state and federal grant opportunities to fund acquisition and construction of trails (see the 2006 Trails Master Plan for list of grant programs).
- ✈ Organize, coordinate and implement a trails operation plan to define procedures and regulations for use, monitoring and maintenance of trail facilities.
- ✈ Work with Clean Water Services, the City of Beaverton, Washington County, Metro, environmental advocacy groups and others to acquire trails easements or land to develop high priority trails and trail connections identified in the 2006 Trail Master Plan.
- ✈ Develop and implement a trail maintenance plan to identify processes and procedures for routine and major maintenance and renovation activities; coordinate these efforts with Planning, Maintenance, Natural Resource and Security staff.
- ✈ Use standards identified in the 2006 Trails Master Plan to design and develop specific classes of trails. Involve staff, the District's Trails Advisory Committee and/or the Metro Regional Trails Advisory Committee, and others in trail design processes.
- ✈ Regularly monitor the condition and security of existing trails through routine inspections.
- ✈ Work with property owners to resolve trail encroachment issues in an expeditious manner.
- ✈ Work closely with utility providers in planning for shared use, planning and funding of trail corridors for utility placement.
- ✈ Refine preliminary regulations identified for trail use identified in the 2006 Trails Master Plan; publish and provide information about trail regulations through signage, the District Web site and other informational materials.
- ✈ Use staff and volunteers to keep trails free of litter and obstructions.
- ✈ Work with neighbors, community groups and trail user and advocacy groups to schedule and conduct community events or projects along trails.
- ✈ Incorporate trail design guidelines identified in the 2006 Trails Master Plan to promote privacy, mini-

mize litter, dumping, trespassing, vandalism and other crime within or adjacent to trail corridors, as well as to promote safety along trails and at trail intersections and roadway crossings.

- ✈ Coordinate with Washington County, the cities of Beaverton, Tigard and Hillsboro and the Oregon Department of Transportation to implement projects needed to create safe road crossings that support trail connections identified in this Plan and the Park District's Trails Master Plan; ensure such projects are identified in other jurisdictions' plans.

Goal 6. Provide value and efficient service delivery for taxpayers, patrons and others who help fund Park District activities.

OBJECTIVES

- 6A.** Provide and maintain facilities in a flexible manner to continue to respond to changing needs and conditions within the District.
- 6B.** Continue to pursue partnerships in land acquisition, facility development, programming, marketing, maintenance and other activities with partnering service providers, including the cities

of Beaverton, Hillsboro, Tigard and Portland; Beaverton School District; Portland Public School District; Washington County; Metro; Tualatin Valley Fire and Rescue; Tualatin Valley, West Slope and Raleigh Water Districts Clean Water Services; Portland Community College; Washington County Cooperative Library Services; Tri-Met; the Oregon Department of Parks and Recreation; the Oregon Department of Transportation and others.

6C. Solicit funding from the private sector to help finance specific projects and possibly to continue to fund ongoing programs (e.g., the Family Assistance program).

6D. Continue to ensure that revenues from the District's System Development Charges cover the cost of new facilities and land necessitated by new population growth and development.

6E. Ensure that funds will be available to adequately maintain and operate proposed new facilities before approving their construction.


6F. Continue to establish, adjust and assess user fees for Park District facilities and programs in an equitable and cost-effective manner.





6G. Continue to attract, retain and train high quality employees.


6H. Continue to encourage and recognize the important role of program volunteers and other community groups in meeting District needs.


ACTIONS


 Update the Park District's System Development Charge (SDC) rates and fees to reflect current levels of service, land acquisition and development costs, and updated capital improvement plans (CIPs). Regularly monitor and update SDC fees to reflect updated CIPs and other conditions.


 Implement recommendations from the Park District's 2006 User Fee Study to adjust user fees; establish and implement a formal process for continuing to regularly evaluate and adjust fees, as needed.

 Develop a plan for meeting major, short and long-term deferred maintenance needs; consider use of bond measures or other means if other revenue sources are inadequate to meet these needs.

 Establish criteria and protocols for replacing major park and recreational facilities as an alternative to making major capital improvements, considering factors such as cost of capital improvements, ongoing maintenance costs, age and condition of facility, ability of facility to meet current user demands, and other issues.

 Continue to provide professional development and training opportunities for staff, including participation in professional organizations and conferences, in-house training and other, similar activities.

 Continue to monitor and adjust compensation and other personnel policies in relation to industry standards, as needed to maintain competitive standards.

 Establish a plan for partnering with major employers and other private sector groups to cooperatively fund Park District facilities or programs; identify specific targets and strategies to meet them.

- ✈ Continue to work with sports associations, other user groups and volunteers to cooperatively manage, maintain and improve selected District activities (e.g., field scheduling, identification of natural and historic resources, etc.).
- ✈ Work with the Tualatin Hills Parks Foundation to further define the relationship between the two organizations and establish measures for continuing to cooperatively meet Park District needs.
- ✈ Support the Tualatin Hills Park Foundation in creating a five- to ten-year strategic plan.
- ✈ Support efforts of the Tualatin Hills Park Foundation to expand its contribution to District funding, improve cost-effectiveness of fundraising strategies, enhance donor management and stewardship, and better market and communicate its activities to potential donors and other community members.
- ✈ Work with the Tualatin Hills Parks Foundation and others to continue to provide financial assistance for participants/families that have difficulty meeting program costs through reduced fees, scholarships, and other means.

- ✈ In cooperation with the Tualatin Hills Park Foundation, establish a District committee or task force to identify annual, minor capital and major capital and program fundraising goals and priorities. Focus on those projects with clear donor constituencies; some identified major gift support, clear community benefits and a sense of urgency.
- ✈ Identify and pursue opportunities to partner with private vendors in developing and managing District facilities.
- ✈ Work with developers to ensure that any land dedicated to the Park District in lieu of SDCs is adequate to meet the needs, goals and objectives identified in this Plan.

Goal 7. Effectively communicate information about Park District goals, policies, programs and facilities among District residents, customers, staff, District advisory committees the District Board, partnering agencies and other groups.

OBJECTIVES

- 7A.** Use standing Park District advisory committees, CPOs, NACs and other community groups to



review and solicit guidance on District policies, plans and projects.

- 7B.** Regularly communicate with and provide opportunities for the general public to learn about and comment on District activities.
- 7C.** Work closely with partnering agencies and groups on plans and projects of mutual interest.
- 7D.** Provide timely and accurate information to the Board of Directors in a manner that allows them to make consistent, effective decisions on policy issues and plans.
- 7E.** Provide opportunities for all affected Park District departments and staff to participate in the planning and development processes.



7F. Work with ethnic and/or cultural advocacy or community groups to enhance communications about District programs, facilities and other opportunities to their constituencies.

7G. Continue to regularly communicate with the general public through working with the media, including local and regional newspapers, radio and television stations.

ACTIONS

- ✈ Continue to meet with standing advisory committees to review and solicit guidance on District policies, plans and projects.
- ✈ Establish project or plan-specific advisory groups, task forces and ad-hoc committees to provide additional guidance on specific planning or development efforts.

- ✈ Work with Park District advisory committees to clearly define their roles and responsibilities and communicate and regularly review this information with existing and new committee members.

- ✈ Consider evaluating the Park District advisory committee structure, roles, responsibilities and procedures to ensure that the committees continue to provide comprehensive, balanced guidance in an efficient and effective manner.

- ✈ Update the Park District's Web site regularly to provide information and opportunities to comment on District plans and policies; establish project-specific Web sites, as needed to supplement such information and opportunities.

- ✈ Conduct quarterly updates and/or special work sessions, as needed for the Board of Directors on planning-related issues and policies.

- ✈ Regularly update this Comprehensive Plan (every five to ten years) to ensure it continues to address the changing needs of the Park District. Update sections of the document more frequently, with an amendment or other process to reflect the results of major policy or planning initiatives.

- ✈ Establish and implement protocols and procedures for communicating and coordinating among Park

District staff related to the following areas:

- Design, development and programming for new facilities
- Major renovation and expansion of existing facilities
- Access and security issues for new and existing facilities
- Ongoing maintenance and operation of facilities

- ✈ Continue to effectively market programs, facilities and volunteer opportunities to Park District residents, distinct user groups and populations. Regularly conduct surveys and other efforts to assess demand and desires for programs to enhance marketing efforts.

- ✈ Work with partnering agencies to publicize information about Park District programs and opportunities via those organizations Web sites, newsletters or other informational materials or tools.

- ✈ Establish consistent design and materials themes and materials to ensure a relatively consistent look and feel to Park District facilities.

- ✈ Continue to produce high-quality, maps, brochures, programs and other informational materials; increase use of electronic media to inform and register patrons.



- ✈ Continue to work with ethnic group residents, cultural organizations and advocacy groups to identify, expand and use targeted methods for providing information about park and recreational opportunities that are desired by ethnic or minority residents (e.g., Spanish or other language newspapers, meetings or information provided through faith-based organizations, etc.).
- ✈ Continue to implement the Park District's media communication strategy to regularly work with representatives of the media to publicize information about Park District plans, initiatives, opportunities and successes.
- ✈ Provide an annual report to the Park District Board summarizing progress in meeting Comprehensive Plan goals and objectives and implementing related strategies.

- ✈ Require a review of the Comprehensive Plan as part of each Park District Department's annual budgeting and work planning program.

Goal 8. Incorporate principles of environmental and financial sustainability into the design, operation, improvement, maintenance and funding of Park District programs and facilities.

OBJECTIVES

- 8A.** Design facilities in an environmentally and cost-conscious manner.
- 8B.** Consider the environmental impacts of maintenance and operational activities and standards.
- 8C.** Provide facilities and services in a financially sustainable manner - i.e., ensure that adequate revenues will be available to operate and maintain facilities approved for construction to Park District standards.
- 8D.** Provide and enhance opportunities for employees to reduce impacts on the natural environment (e.g., through use of alternative forms or transportation or energy use).

ACTIONS

- ✈ Where feasible, conserve energy and other natural resources by utilizing green building technologies and practices for all new Park District facilities

and major renovations to existing facilities, using the standards set forth by the U.S. Green Building Council's Leadership in Energy and Environmental Design (LEED™) Green Building Rating System.

- ✈ Continue and expand the use of hybrid, electric, bio-diesel, or other low-emission vehicles by the Park District.
- ✈ Promote reduced water consumption design guidelines or standards for Park District facilities that encourage reduced water use; promote such practices through informational materials and interpretive displays associated with Park District facilities.
- ✈ Promote on-site filtration, reuse of grey water for irrigation and other Best Management Practices or innovative storm water drainage practices, where feasible to reduce impacts of runoff on municipal storm drainage systems and the environment.
- ✈ Continue to promote community health and fitness and reduce impacts on the environment related to automobile use through implementation of the Park District's Trails Master Plan.
- ✈ Encourage all Park District Departments and facilities to dedicate a high percentage of paper purchases to recycled paper with at least 50% post-consumer waste and no chlorine or other toxic contents.

- ✈ Continue to develop specific Park District facility maintenance management plans that incorporate sustainable practices.
- ✈ Continue to incorporate materials and designs that promote longer facility life and reduced environmental impacts in the design of Park District buildings, trails and other facilities.
- ✈ Continue to implement the District's recycling program and provide opportunities to recycle waste created at Park District facilities, where feasible.
- ✈ Continue to help protect water quality and reduce flood damage by working with partnering agencies to acquire and protect natural areas within 100-year floodplains and managing such areas to minimize impacts on and improve the function of those floodplains and floodways.
- ✈ Consider the maintenance and operational cost impacts of all capital improvement decisions to ensure a financially sustainable approach to providing park and recreational facilities and services.

Implementation and Updates

This plan is expected to be implemented over time by the District. While it is a 20-year plan, it should be updated more frequently as conditions change (e.g., at least every 5-10 years). Much of the information included within the plan represents a snapshot in time of current conditions within the District and estimates of future needs from a certain point (2006) forward. It will be essential for the District to maintain, update and refine this information as needed (e.g., the District's inventory of parks, specific field needs and progress in meeting level-of-service standards). The Park District has a detailed inventory of its facilities, including playing fields which should be regularly maintained and updated towards this end. It also is recommended that the Park District develop a set of performance measures to help assess and report on its progress in meeting the goals, objectives and strategies in this Plan. Potential performance measures could include the following:

- Acres of park land acquired by classification, compared to the specific goals identified in this Plan and/or the level-of-service standards also identified.
- Number of parks developed and/or improved by classification, compared to the specific goals identified in this Plan.

- Progress in implementing trail connections identified in this Plan and the Park District's updated Trails Master Plan, considering priorities incorporated in these plans (e.g., number or percentage of total number or miles of trails constructed).
- Number of facilities constructed or planned for construction in a given period, relative to specific level-of-service standards and goals in the Plan.
- Progress in achieving specific actions identified in this Plan related to maintenance, programming and communications (e.g., specific targets representing percent completion of a given task or action).

A preliminary set of worksheets incorporating these and other measures is found in Appendix I. In addition to conducting an annual review process, the District should review its progress over a longer time period (e.g., three to five years), recognizing the progress in acquiring land, constructing facilities or making capital improvements will vary from year to year.

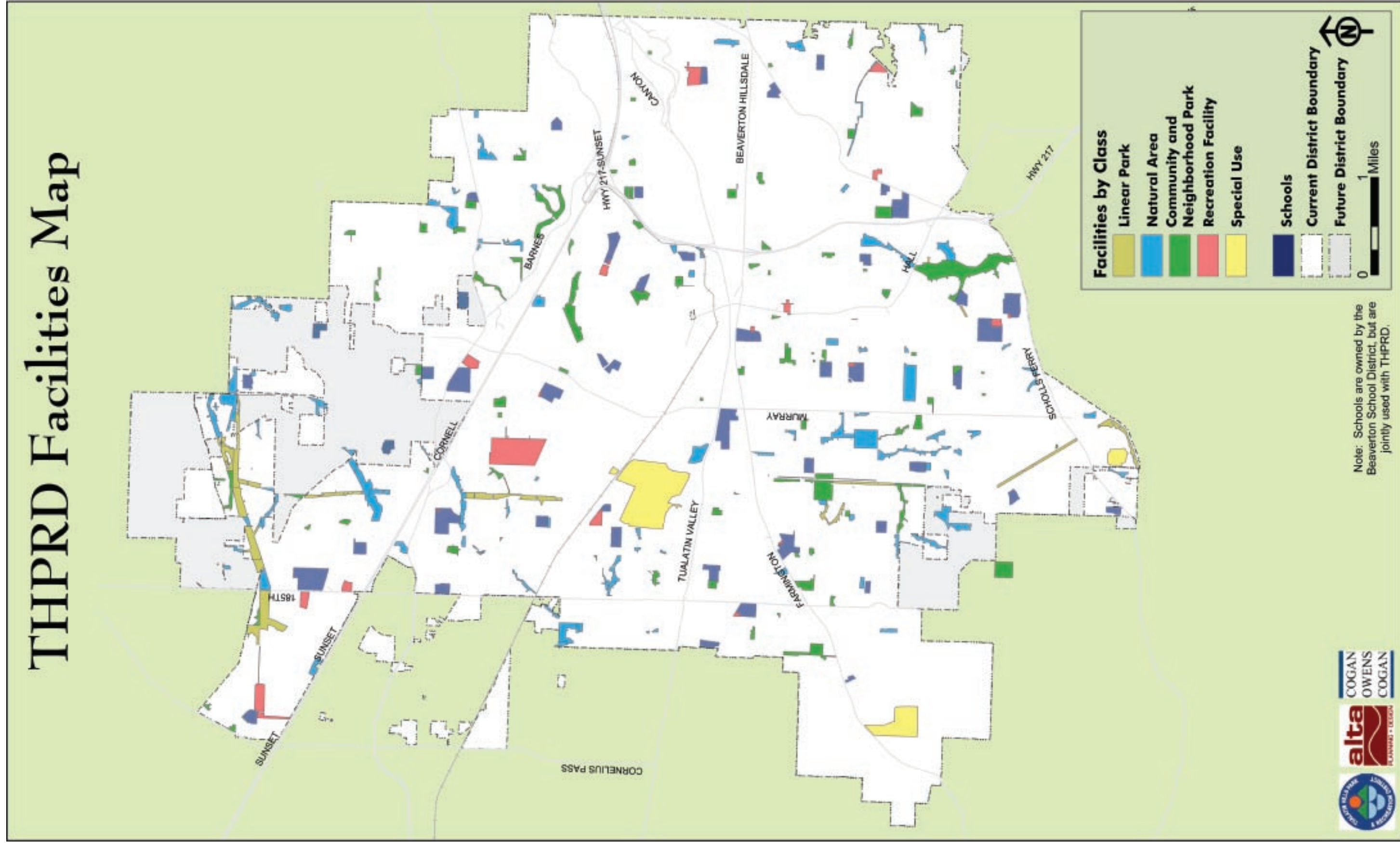
These and other steps will help ensure that this document continues to be living document and that the District continues to respond to changing conditions and the needs of its residents.



**Comprehensive Plan
2006**

Figure 1

THPRD Facilities Map



Note: Schools are owned by the Beaverton School District, but are jointly used with THPRD.



Figure 2

THPRD Trails Plan

Existing Trail System

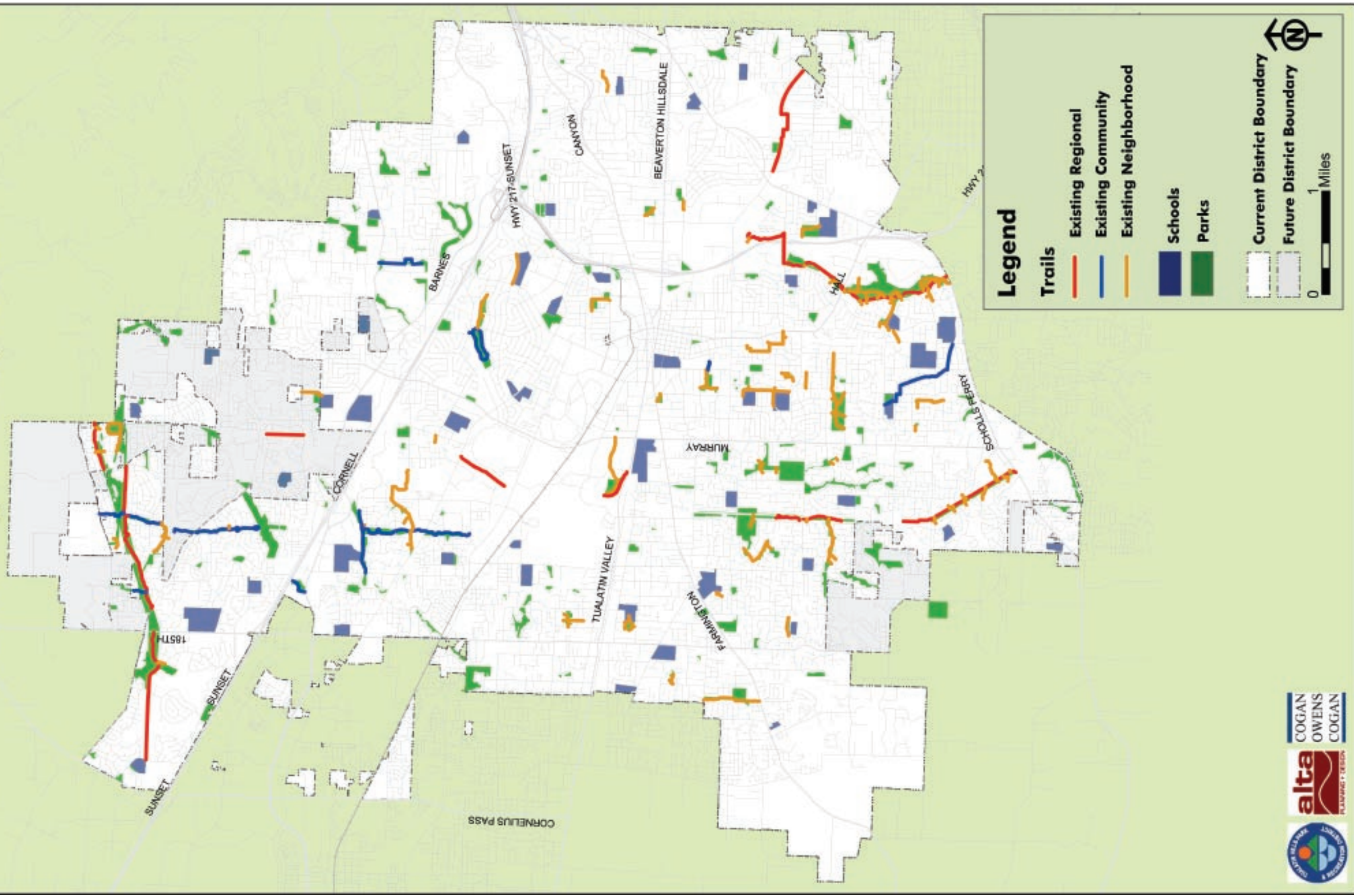


Figure 4

THPRD Facilities Map

Neighborhood/Community/Linear/ Natural Parks Service Area

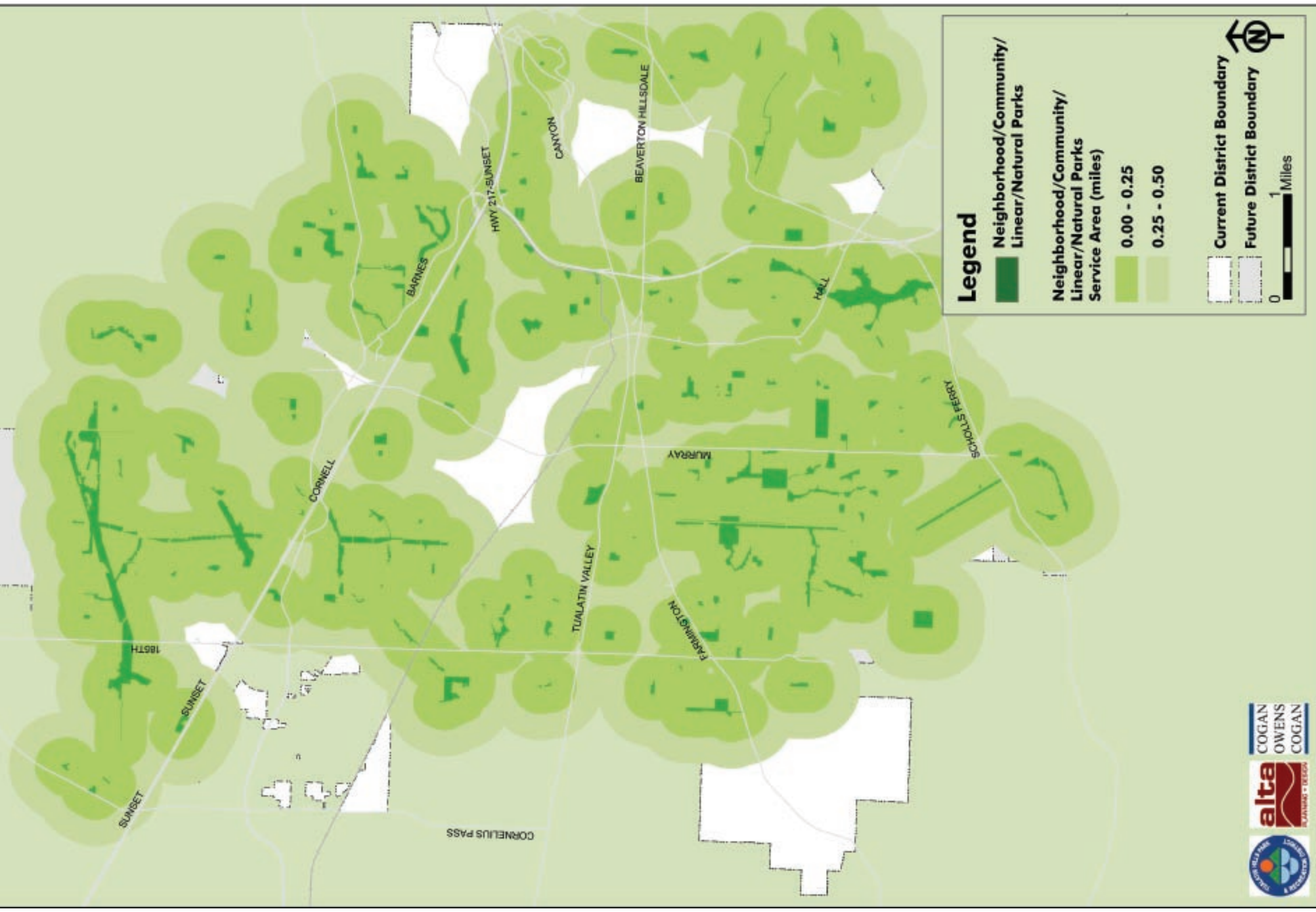


Figure 3

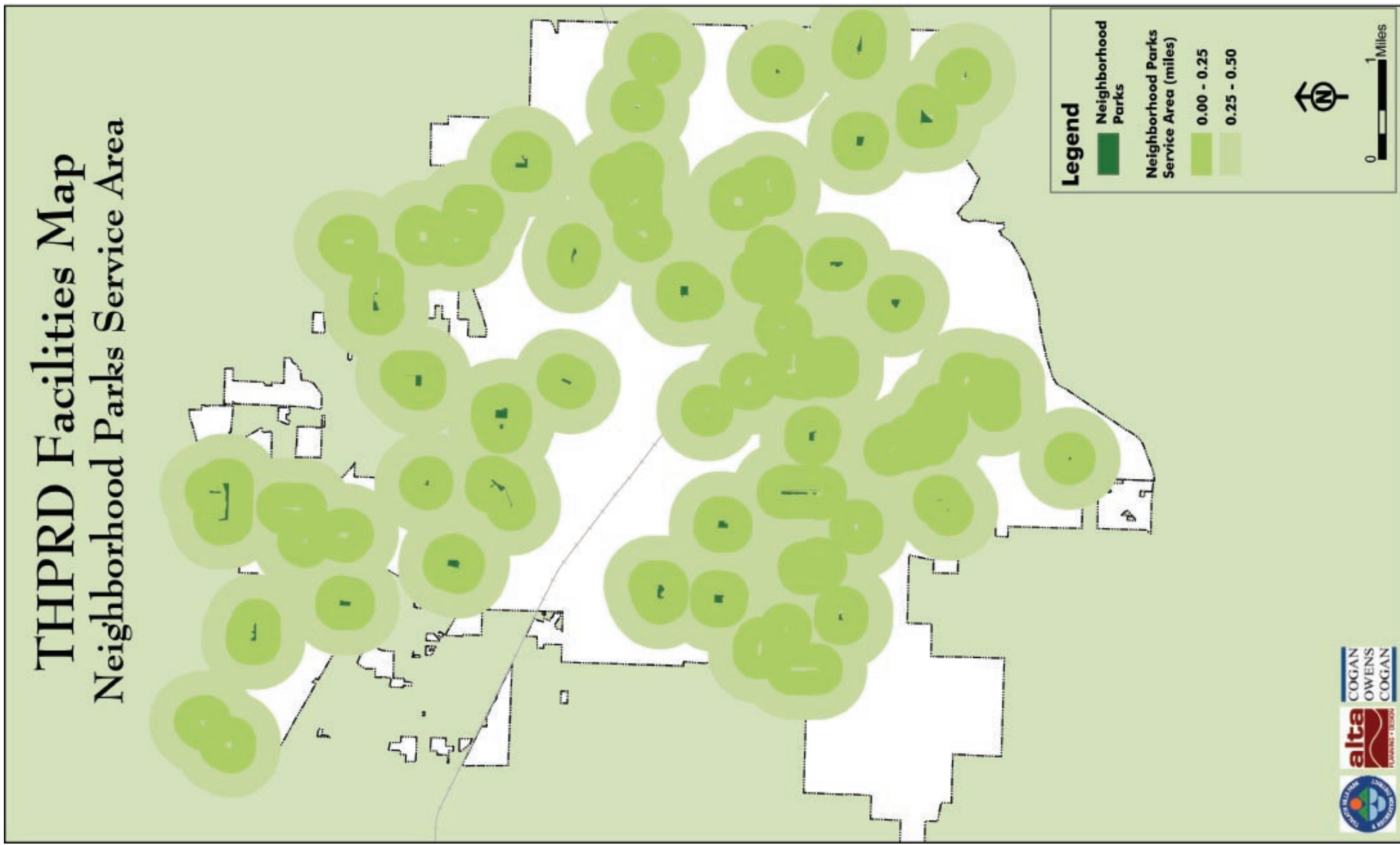


Figure 5



Figure 6

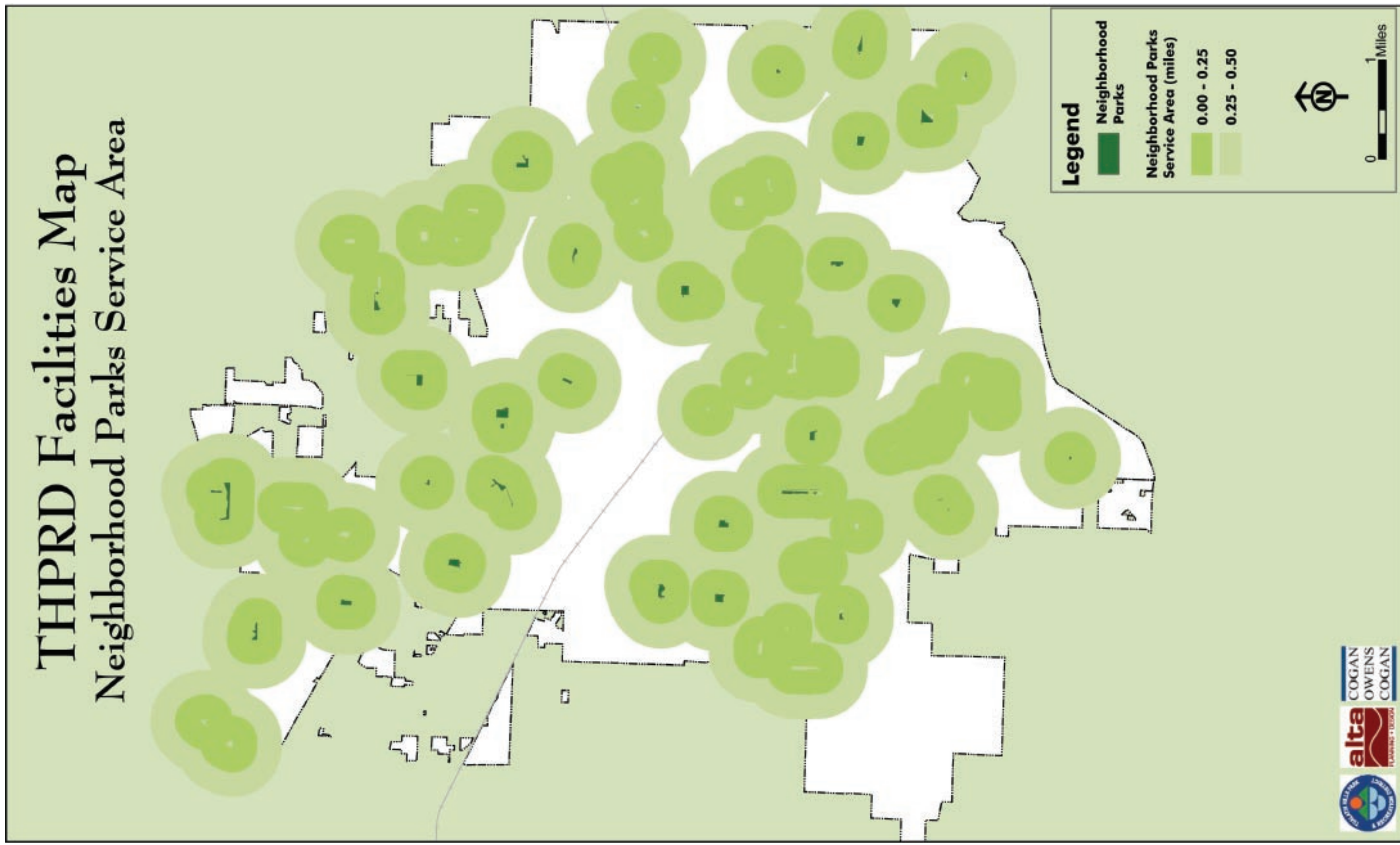


Figure 7



Figure 8

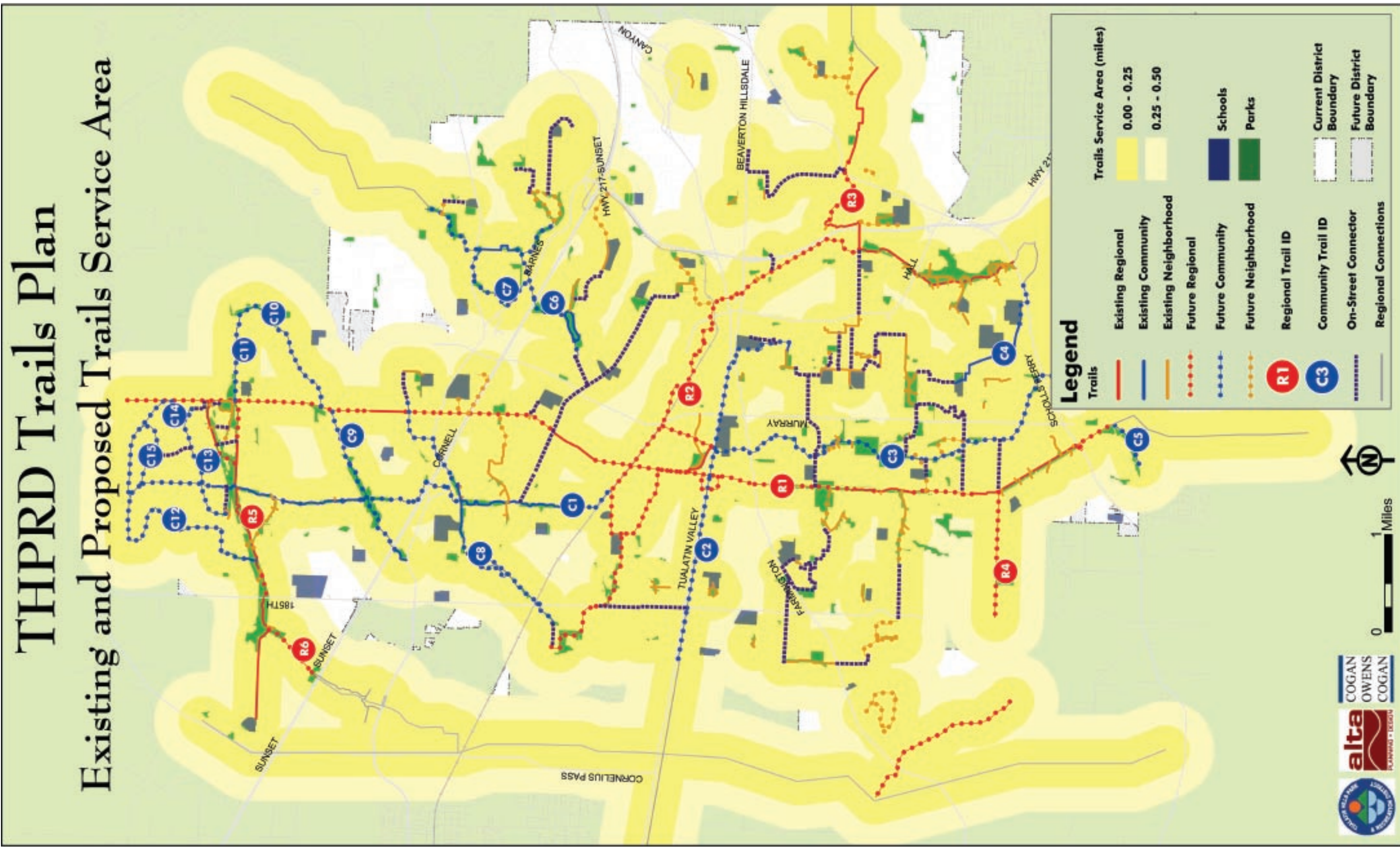


Figure 9

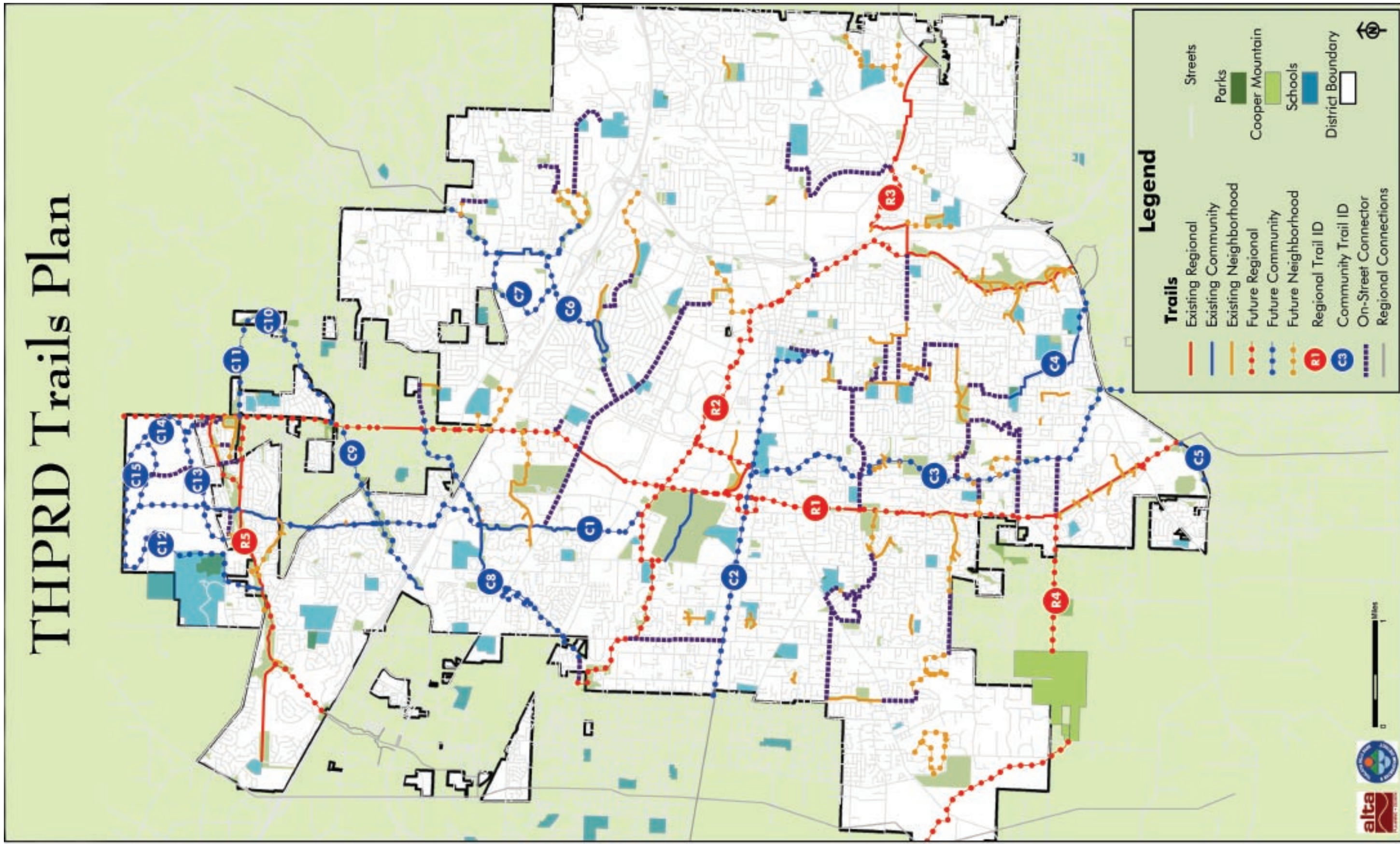


Figure 10

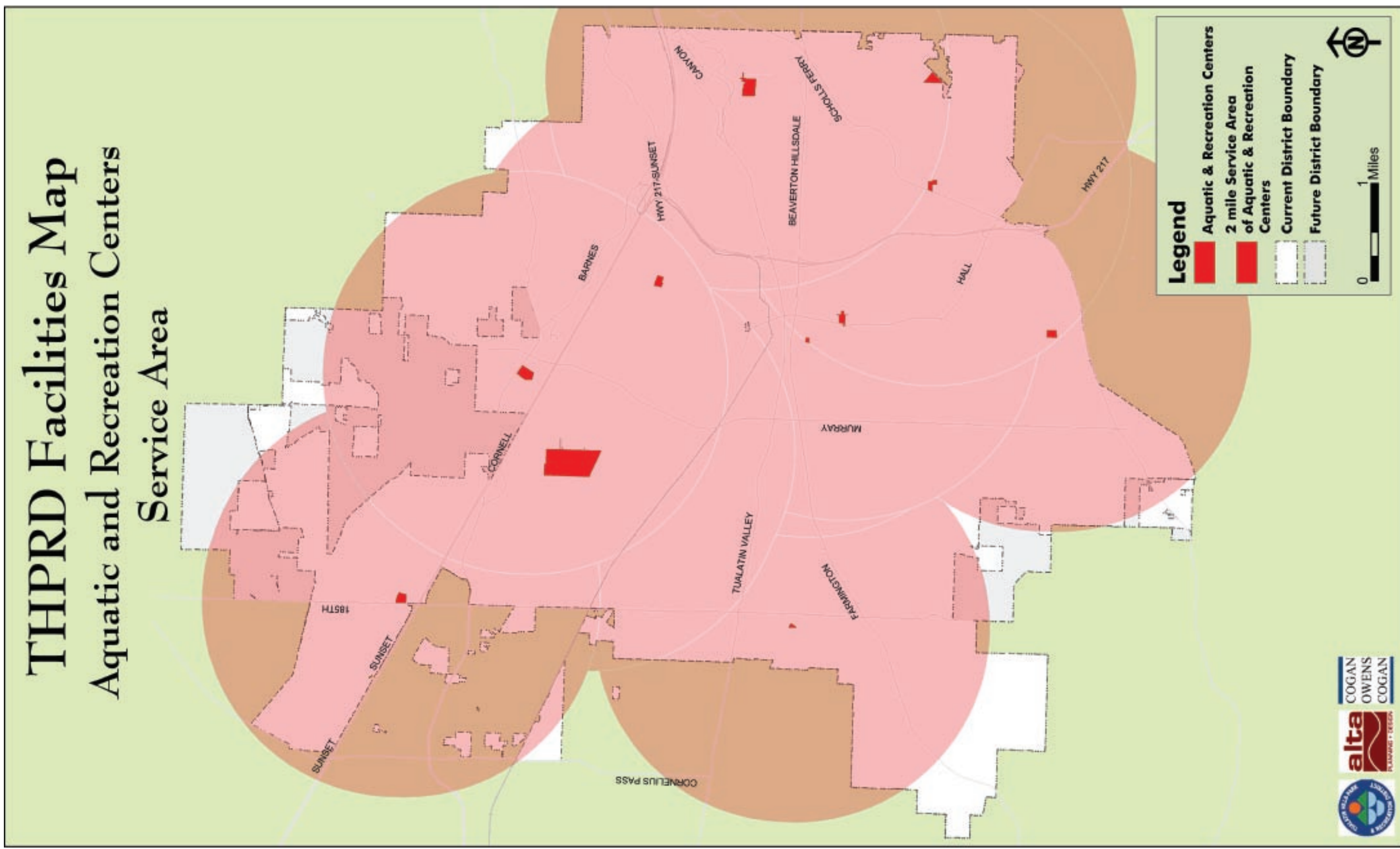


Figure 11

THPRD Facilities Map

Potential Future Facilities Locations

