



CITY OF FOREST GROVE, OREGON



Parks, Recreation and Open Space Master Plan

Adopted November 2016





www.migcom.com



PARKS, RECREATION AND OPEN SPACE MASTER PLAN

Adopted November 2016

PREPARED BY:



815 SW 2nd Ave., Suite 200
Portland, OR 97204
503.297.1005
www.migcom.com

IN COOPERATION WITH:

Opsis Architecture
Ballard*King & Associates
EMC Research
DHC Planning
Nova Enterprises

TABLE OF CONTENTS

ACKNOWLEDGEMENTS

EXECUTIVE SUMMARY

I. INTRODUCTION.....	1
The Planning Process.....	2
Master Plan Organization.....	3
II. PLANNING CONTEXT.....	5
Planning Area.....	6
Demographics.....	6
Park Land.....	9
Recreation Facilities and Trails.....	14
Recreation Programs and Events.....	15
III. PARK AND RECREATION NEEDS.....	17
Listening to the Community.....	18
Park Land and Open Space.....	21
Outdoor Recreation Facilities and Trails.....	24
Recreation Programming and Community Events.....	27
Community Center Feasibility.....	28
IV. SYSTEMWIDE DIRECTIONS.....	31
Master Planning Framework.....	31
Strategic Directions.....	35

V. SITE RECOMMENDATIONS..... 43

Proposed Park System..... 43
Proposed Park Enhancement and Development..... 51

VI. IMPLEMENTATION..... 55

Potential Project Costs..... 55
Community Investment Priorities..... 59
10-Year Plan and Funding Recommendations..... 62

APPENDICES

Appendix A: Park and Facility Inventory..... A-1
Appendix B: Community Forest Management Plan..... B-1
Appendix C: Plan Integration..... C-1
Appendix D: Park Enhancement and Development Opportunities..... D-1
Appendix E: Capital and Operations Cost Model..... E-1
Appendix F: Potential Funding and Partnership Opportunities..... F-1
Appendix G: Prioritization Scorecard..... G-1

LIST OF MAPS

- Map 1: Existing Parks and Facilities
- Map 2: Proposed Parks System

LIST OF FIGURES

- Figure 1.1: Planning Process
- Figure 4.1: Planning Framework
- Figure 6.1: Measured Funding Support for Larger Park Tax Packages
- Figure 6.2: Priority Parks and Recreation Improvement for City Investment

LIST OF TABLES

- Table 2.1: Hispanic/ Latino Populations: Forest Grove, State and Nation
- Table 2.2: Age Groups in Forest Grove, State, and National Populations

Table 2.3: Average Income in Forest Grove, State and National Populations

Table 2.4: Active and Alternative Commuting Characteristics in Forest Grove and Oregon

Table 3.1: Community Participation by Activity

Table 3.2: Recreation Facility Guidelines and Needs

Table 5.1: Recommended Capital Projects for Existing and Proposed Sites

Table 6.1: Estimated Capital Cost by Park Type and Task

Table 6.2: Estimated Maintenance and Reinvestment Costs

Table 6.3: Estimated Recreation Program and Service Costs

Table 6.4: Telephone Survey Tested Funding Packages

Table 6.5: Potential Major Sources and General Estimates of Capital Funds

Table 6.6: Primary and Desired Capital Projects and Potential Funding Sources (Draft)

Table A.1: City Park Definitions

Table A.2: Other Recreation Resources

Table A.3: Forest Grove Parks & Facility Inventory by Classification

Table A.4: Forest Grove Natural Resource Areas and School Sites Inventory

Table C.1: Integration with Relevant Comprehensive Plan Goals

Table C.2: Integration with Relevant Statewide Planning Goals

Table E.1: Capital Projects and Cost Estimates for Existing and Proposed Parks

Table E.2: Per Unit Cost Estimate by Park Type

Table F.1: Parks & Recreation and Aquatics Budget Summary

Table F.2: Parks Acquisition and Development Fund Summary

Table F.3: Parks & Recreation and Aquatics CIP Funding Sources

Table G.1: Prioritization Criteria for Evaluating Projects and Programs

Acknowledgements

Many residents, community leaders, staff, and elected officials contributed to this plan to ensure it reflects the vision and needs of our city. The City of Forest Grove greatly appreciates your insights and support of our community's park and recreation system.

CITY COUNCIL & MAYOR

Peter B. Truax, Mayor

Tom Johnston, Council President

Richard G. Kidd, III, Councilor

Victoria Lowe, Councilor

Ronald Thompson, Councilor

Elena Uhing, Councilor

Malynda Wenzl, Councilor

PARKS AND RECREATION COMMISSION

Paul Waterstreet, Chair

Susan Taylor, Vice Chair

Brad Bafaro

Ralph Brown

Mackenzie Carey-Johnston

Kenneth Cobleigh

Howard Sullivan

Jeremiah Toews

Glenn VanBlarcom

Tom Johnston

TECHNICAL ADVISORY COMMITTEE

Tom Gamble, Parks and Recreation Director

Paul Downey, Administrative Services Director

Jon Holan, Community Development Director

Jesse VanderZanden, City Manager

CITIZEN ADVISORY COMMITTEE

Dennis Kramer, Clean Water Services

Diane Morris, Friends of Historic Forest Grove

Douglas W. Thompson, Forest Grove High School

Gary Myers, Forest Grove Swim Club

Howard Sullivan, Forest Grove Chamber

John Hayes, Forest Grove School District and Fernhill Wetlands Council

Lisa Nakajima, Planning Commission

Matt Baum, Parks and Recreation Department

Melanie Stagnitti, Community

Melody Haveluck, Friends of Historic Forest Grove

Mike Mallery, Pacific University

Raeann Johnston, Forest Grove Senior & Community Center

Sherry Logan, Community

Sofie Sherman-Burton, Adelante Mujeres

Steve Huffman, Parks and Recreation Department (retired)

Susan Taylor, Parks and Recreation Commission

Todd Winter, Parks and Recreation Commission

Tom Johnston, City Council President & Liaison

COMMUNITY PARTICIPANTS

A special thanks to all people who shared their insights through the Hispanic-Latino Focus Group, Recreation & Sports Provider Focus Group, Stakeholder Interviews, Community Workshops, Online Questionnaire, and Park and Recreation Survey. We value your time, effort and contributions to this plan.



CHAPTER 1: Introduction

CHAPTER 1: INTRODUCTION



Parks in Forest Grove support community livability and provide recreation for surrounding residents

Forest Grove is surrounded by rolling hills, evergreen forests and vineyards that enhance the small town charm of the City's historic streets, university, parks, businesses, restaurants and family homes. Its park system was built through the efforts of a tight-knit community, with City parks and recreation services augmented through partner collaborations, volunteer projects, and donations. Like many cities, Forest Grove struggled through the recent recession to fund parks maintenance, repairs and development. However, it found ways to take care of its assets and provide clean, green and attractive parks and recreation facilities that support the City's identity and community livability. Those factors were among the reasons why Thrillist named Forest Grove one of "the coolest suburbs" in America's 35 biggest metro areas.¹

¹ <https://www.thrillist.com/travel/nation/best-suburbs-in-america-the-best-suburb-in-35-american-cities?ref=facebook-869>

Forest Grove is one of the fastest growing cities in the region and in the State of Oregon.² With an expansion of the Urban Growth Boundary and planned new development, the population and number of residential units in Forest Grove will increase over the next ten years, mixing newer development with older neighborhoods and increasing the community’s cultural diversity. The challenge through this period is to retain the strong sense of community and quality of life that characterizes Forest Grove, while meeting growing community needs and protecting historic and natural resources. Parks and recreation, like other City services, will need to address this challenge.

In Spring 2015, the City of Forest Grove began updating the *Parks, Recreation and Open Space Master Plan* (Master Plan) to identify community priorities for enhancing, sustaining and providing recreation opportunities for residents over the next ten years. The Master Plan provides guidance for decisions regarding the acquisition, development, renovation, maintenance and activation of parks and recreation facilities. It provides direction for updating park policies, standards and guidelines to efficiently and wisely invest resources into community-supported projects for the park and recreation system. Recommendations and implementation strategies are based on a community outreach process that ties this plan to residents’ vision of the future, with parks and recreation services continuing to play an important role in creating a livable community.

1.1 THE PLANNING PROCESS

The Master Plan was developed through a four-phased planning effort (Figure 1.1). The planning process included a *Community Center Feasibility Study* (Feasibility Study) to explore options for developing and operating an indoor community recreation facility to enhance recreation programming for Forest Grove residents. Feasibility Study findings were integrated through the master planning process to consider a community center in the context of other potential community priorities and recreation needs. This integrated approach was designed to help Forest Grove leaders make informed decisions about funding priorities for recreation services.



FIGURE 1.1:
PLANNING
PROCESS

² PSU 2015 Annual Population Report, Portland State University, <https://www.pdx.edu/prc/population-reports-estimates>.

The Master Plan updates the City's 2002 *Parks and Open Space Master Plan* as well as the 2007 *Community Trails Master Plan*. It follows the adoption of the City's 2014 *Comprehensive Plan*, which provided guidance on forecasted growth and land uses, as well as the 2014 *Transportation System Plan*. It was developed simultaneously with the City's new *Forest Management Plan*, as well as the *Old Town Loop Trail Master Plan* and implementation. The Master Plan also provides data for updating the City's Parks System Development Charge (SDC) methodology following this planning process.

1.2 MASTER PLAN ORGANIZATION

The *Parks, Recreation and Open Space Master Plan* contains six chapters and seven appendices. The chapters introduce the plan, describe the planning context, identify community needs, describe the community's vision and goals for parks and recreation services, present system wide and site-specific recommendations and guidelines for parks and recreation facilities, and propose investment options and a 10-year implementation plan for meeting community needs.

The appendices provide critical background information for the planning process, such as the park and facility inventory, forest management plan, integration with Comprehensive Plan and Statewide planning goals, park design and development guidelines, capital and operations costs, a list of potential funding and partnership sources and a prioritization scorecard to assess priority projects in the future.

The Master Plan is based on the findings of additional documents completed during the planning process. Noted in the side bar to the right, these documents are available from the Forest Grove Parks and Recreation Department.

RELATED PLANS

- Comprehensive Plan (2014)
- Community Forest Management Plan (2016)
- Old Town Loop Trail Master Plan (2016)
- Transportation System Plan Update (2014)

RELATED DOCUMENTS

The following documents are available under separate cover:

- Existing Resources Summary Memo
- Needs Assessment Summary Memo
- Community Recreation Questionnaire Summary
- Telephone Survey Report
- Community Center Feasibility Study
- SDC Methodology



This page intentionally left blank.



CHAPTER 2: Planning Context

CHAPTER 2: PLANNING CONTEXT



The view of the B Street Trail and Metro Wetlands from the Saucy Park Property

The City of Forest Grove is a historic and scenic community located in western Washington County, Oregon, at the base of the northern Coast Range mountains. Located only 25 miles west of Portland, residents enjoy the City's sense of community and small town atmosphere, yet have access to a range of urban-based services and opportunities.

Within Forest Grove, the City provides a variety of parks and open spaces to serve City residents. This chapter introduces the planning area, community demographics, and park and recreation system to provide a foundation for the needs assessment (Chapter 3) and recommendations (Chapters 4 and 5) that follow. It highlights key findings from the Existing Resource Summary, which is available under a separate cover.

2.1 PLANNING AREA

Forest Grove is the westernmost community within the Portland Metropolitan urban growth boundary (UGB) and has a land area of nearly six square miles.² Adjacent to Forest Grove is the City of Cornelius to the east and unincorporated forest and farmland to the north, south and west. Current land use and future development affect the character of the community.

- **Unique sense of place:** Tucked between mountains and farmland, and less than 10 miles from both Hagg Lake and the Tualatin River, Forest Grove gains much of its small town character from its surrounding landscapes and development pattern. The City's neighborhoods include three historic districts, characterized by small, walkable, blocks and mostly gridded streets, with a mix of historic buildings (mid-19th to early 20th Century) and newer construction. Once a collection of large-lot farm sites, Forest Grove grew up around the Pacific University campus (originally Tualatin Academy, est. 1849), and the adjacent historic town center.³
- **Impact of nearby communities:** The adjacent city of Cornelius has a population of approximately 12,200, with about half of its land area served by the Forest Grove School District.⁴ The City of Hillsboro is the nearest large city to the east, with a population of approximately 102,347. Hillsboro's proximity and recent growth due to major employers, such as Intel (19,500 employees) and other tech and service companies,⁵ have impacts on Forest Grove. These impacts include a demand for housing and the need for new or expanded roads to accommodate commuting to Hillsboro-based jobs.⁶
- **Planning for future growth:** The majority of new growth is planned to occur in northwest Forest Grove within the existing Urban Growth Boundary (UGB). City estimates indicate the potential to add between 2,100 to 2,600 new housing units city-wide, as well as new schools and businesses. Most of the residential development (approximately 2050 new housing units) is forecasted to occur in west Forest Grove.⁷ New growth and future development will increase the demand for parks, trails, recreation facilities and programs.

2.2 DEMOGRAPHICS

The population in Forest Grove continues to grow, creating a diverse family-oriented community that is both younger and lower in income than in the State and nation as a whole.

² Urban Growth Boundary map, Metro, August 2014. http://www.oregonmetro.gov/sites/default/files/UGB_080814.pdf.

³ Forest Grove Chamber of Commerce website: <http://visitforestgrove.com/>

⁴ Forest Grove Comprehensive Plan (2014)

⁵ City of Hillsboro website: <https://www.hillsboro-oregon.gov/index.aspx?page=298>

⁶ Forest Grove Comprehensive Plan (2014)

⁷ City of Forest Grove, West Side Capacity Analysis

- Continued population growth:** According to City population estimates, 23,365 people reside in Forest Grove today (2016). If a 2.3% population growth rate is applied over the next ten years, (the high growth rate in the City’s Economic Opportunity Analysis⁸), the City will have a forecasted population of 28,970 residents in 2026. Previously, the City’s average annual population growth rate was about 1.9% between 2000 and 2010, and 1.7% between 2010 and 2015.
- Family housing and homeownership:** Residential land uses account for approximately 42% of Forest Grove’s total land area.⁹ The total approximate number of housing units in Forest Grove is 7,760 (2014).¹⁰ About one third (32.6%) of those units are multi-family dwellings, compared with a rate of less than one-fourth (23.2%) in Oregon as a whole.¹¹ Rates of homeownership in Forest Grove (56.6%) are lower than the Oregon average (62%).¹²
- Mixed housing densities create greater demand in certain locations:** The majority of new residential development in Forest Grove’s northwest corner is anticipated to include lower density single family homes. Development in the City’s Town Center (as per Metro’s 2040 Growth Concept for the Portland Metropolitan Area) and east Forest Grove, on the other hand, is anticipated to be medium or high density development. According to the Westside Refinement Plan and the 2014 Forest Grove Comprehensive Plan, the City plans to double the residential density in the Town Center area and add some mixed density housing in locations outside the Town Center such as East Forest Grove as well. Areas of higher density development (9+ dwellings per acre) are typically characterized by less green space/yards around units and more people, which increases park needs in those areas.
- Growing school enrollment:** Population growth in Forest Grove and Cornelius affects enrollment in the Forest Grove School District, leading to a greater demand on existing schools. Based on Portland State University’s future population projections, the number of students is anticipated to increase by several thousand in the next 20 years, bringing total district enrollment to 7,888 by 2035.¹³
- Larger Hispanic/Latino community:** Forest Grove has a higher percentage of Hispanic or Latino residents than the state and nation as a whole (Table 2.1). The neighboring cities of

DEMOGRAPHICS

Current Population (2016):
23,365

Future Population (2026):
28,970

Pacific University enrollment
(estimated): 2,500

Percentage of residents
who are Hispanic/Latino:
22%

Percentage of residents
under the age of 15: 20%

⁸ 2014 Forest Grove Comprehensive Plan http://www.forestgrove-or.gov/images/stories/government/pdf/Comp_Plan_Publication_Draft.pdf

⁹ Forest Grove Comprehensive Plan (2014)

¹⁰ ibid

¹¹ U.S. Census

¹² ibid

¹³ Forest Grove Comprehensive Plan (2014)

Cornelius and Hillsboro also have a higher percentage of Hispanic or Latino residents. Nearly 50% of Cornelius’ residents identify themselves as Hispanic or Latino.¹⁴

TABLE 2.1: HISPANIC/LATINO POPULATIONS:
FOREST GROVE, STATE AND NATION (2013)

	Forest Grove	Oregon	United States
Hispanic/Latino	22.1%	11.9%	16.6%

* Source: US Census Bureau, American Community Survey

- Higher percentage of younger residents:** Forest Grove’s population is generally younger than that of Oregon and the nation as a whole (Table 2.2). The City has a higher percentage of people who are under 15 years of age, and between 15 and 24 years, as compared to state and national averages, and a lower percentage of people who are between the ages of 25-64.

TABLE 2.2: AGE GROUPS IN FOREST GROVE, STATE, AND NATIONAL POPULATIONS (2013)

	Forest Grove	Oregon	United States
Median Age	34.6	38.7	37.3
Below 15	20.3%	18.4%	19.6%
15-24	17.2%	13.2%	14.1%
25-64	48.5%	53.9%	52.9%
Above 65	13.9%	14.5%	13.4%

* Source: US Census Bureau, American Community Survey

- Lower average incomes:** The median household incomes in Forest Grove are lower than state and national median incomes (Table 2.3). Income can impact recreation choices and the ability to pay for recreation programming and other fee-based services as well as transportation to parks and facilities.

TABLE 2.3: MEDIAN INCOME IN FOREST GROVE, STATE AND NATIONAL POPULATIONS (2013)

	Forest Grove	Oregon	United States
Household	\$47,363	\$50,229	\$53,046
Per Capita	\$21,568	\$26,809	\$28,155

* Source: US Census Bureau, American Community Survey (2009-2013)

¹⁴ U.S. Census

- More commutes by walking, carpooling and public transportation:** Forest Grove commuters walk or carpool to work more than state levels, yet there are fewer who commute by bike (Table 2.4).¹⁵ Trails and connections for pedestrian, cyclists and transit users can be an important part of the park system. The availability of multi-purpose trails can influence how people get to parks and facilities provide safe and affordable transportation options and help maintain healthy lifestyles. Towards this end, the City is currently planning for more and improved trails and bike infrastructure.

TABLE 2.4: ACTIVE AND ALTERNATIVE COMMUTING CHARACTERISTICS IN FOREST GROVE AND OREGON (2013)

Commute Mode	Forest Grove	Oregon
Bike	1.1%	2.3%
Walk	5.5%	4.1%
Public Transportation	4.5%	4.2%
Carpool	13.2%	10.3%

* Source: US Census Bureau, American Community Survey

2.3 PARK LAND

The City of Forest Grove owns nearly 160 acres of park land. This acreage includes five currently undeveloped sites and undeveloped acreage at the City’s most popular community parks. Existing parks provide important recreation opportunities throughout the community. They also have capacity and natural opportunities for enhancement, as described in the findings below. For more details, see Appendix A for a complete park and facility inventory by classification.

¹⁵ U.S. Census Bureau, American Community Survey (2013)



Lincoln Park

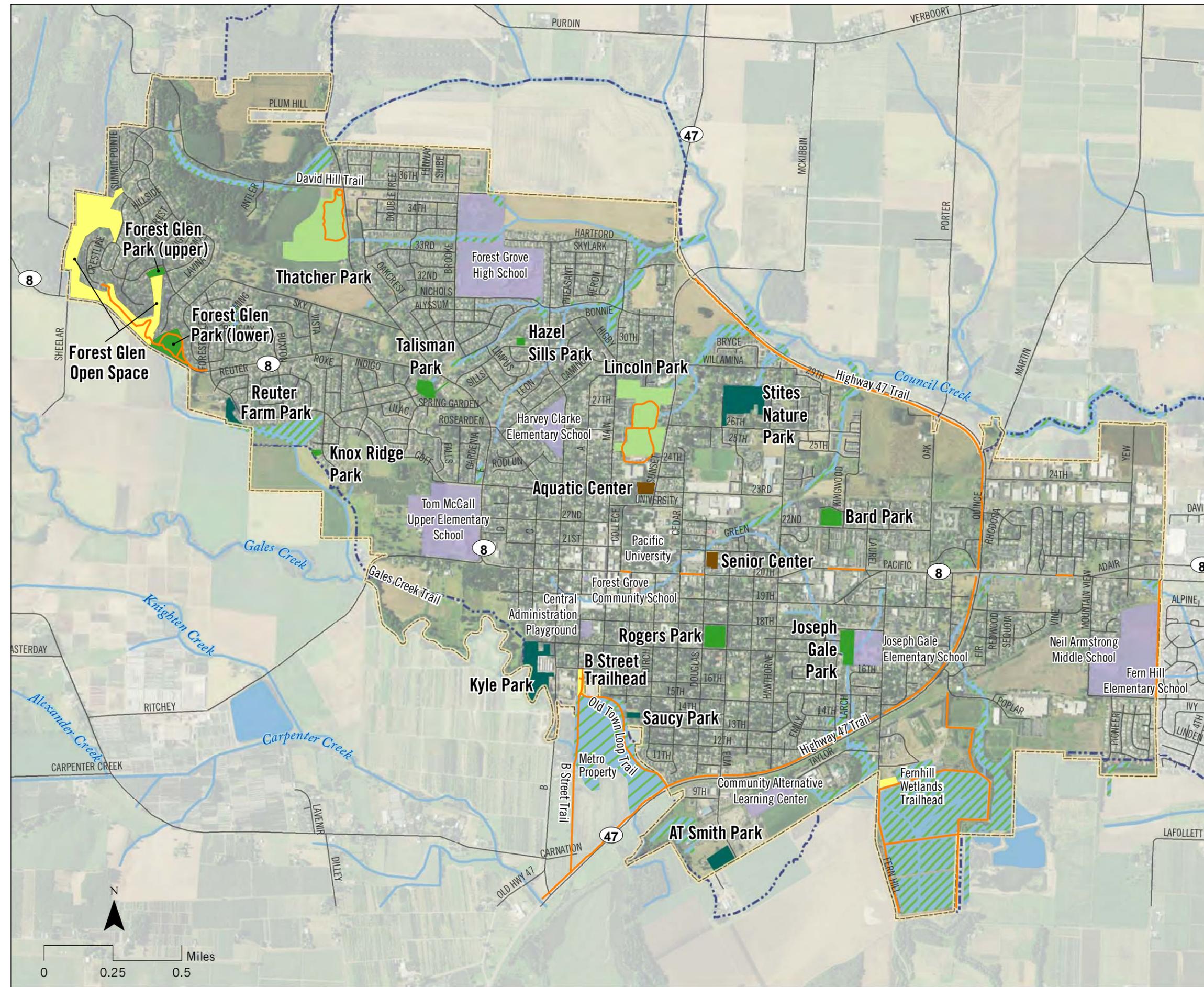
- Parks for the entire community:** Map 1 illustrates the location of Forest Grove parks by classification. As noted in the City's park inventory (Appendix A), Forest Grove provides 158 acres of parks, special use facilities, trails and undeveloped parklands.
- Popular community parks:** Forest Grove's two community parks are located in the center (Lincoln Park) and in the northwest corner (Thatcher Park) of the City. Both parks are approximately 25 acres in size and contain a variety of athletic and recreation facilities. These large parks provide places for the Forest Grove community to gather, relax, play, exercise and celebrate. Lincoln Park benefits from an investment by Pacific University, which schedules and uses the Lincoln Park stadium and sports fields for university sports programs.
- Abundance of neighborhood parks:** The majority of parks in Forest Grove's inventory are neighborhood parks. These are small sites, ranging in size from 0.5 acres to 3.7 acres. Some are single residential lots that were developed as park land. Overall, they provide safe local and well maintained spaces for play and relaxation.

QUICK PARK FACTS

The City of Forest Grove provides the following types of park land (Appendix A):

Park Type	Acres	#
Community Parks	51	2
Neighborhood Parks	20	7
Special Use Sites	4	2
Open Space, Greenways and Trails	59	7
Undeveloped Parkland	24	5

Forest Grove Parks, Recreation and Open Space Master Plan



- Bike and Pedestrian Trail
- Forest Grove City Limits
- Community Park
- Neighborhood Park
- Special Use Park
- Undeveloped Park
- Open Space, Greenways and Trails
- Urban Growth Boundary
- Streets
- Wetlands
- Water Feature
- School Parcel

Map 1: Existing Parks and Facilities

- **Undeveloped park property:** This City has undeveloped park acreage at both community parks and five other sites. Each site presents unique opportunities to expand the park system when funding is available. Except for the Stites Property, four of the five undeveloped properties are located on the southern edge of the City's boundary. A.T. Smith Park is home to the historic Alvin T. Smith house, managed by the Friends of Historic Forest Grove. It is the second oldest building in the City and was added to the National Register of Historic Places.
- **Park identity and placemaking:** The City's park landscapes are unique. Several sites incorporate natural features, including varied topography, creeks, wetlands, vegetation and tree cover. Other parks and undeveloped park properties also provide scenic views and/or have ties to the community's heritage and history. Sites such as these have tremendous potential to build on these unique landscapes to create more distinctive parks and recreation experiences.
- **Other parks and recreation areas available:** Forest Grove residents are fortunate to have local access to open spaces and recreational facilities managed and operated by other entities including the Forest Grove School District, Pacific University, Clean Water Services, and Metro Parks and Nature. Beyond Forest Grove, nearby city governments (Hillsboro, Tualatin Hills) and other providers (Metro, Washington County Parks) also additional recreation resources within 10 miles of town.



A.T. Smith Park

2.4 RECREATION FACILITIES AND TRAILS

City parks support recreational amenities and facilities that contribute to the park experience, support user comfort and encourage recreation. These range from park benches to indoor aquatic facilities.

- Traditional outdoor recreation opportunities:** The City provides a variety of outdoor recreational facilities throughout its park system. Most of these are traditional recreation facilities, such as sports fields, sports courts, playgrounds, and picnic shelters. Some sites have unique features, such as a skateboard park and a BMX track.
- Two public indoor City facilities:** The Forest Grove Aquatic Center and Senior Center are important community resources. The Aquatic Center provides two indoor pools, a spa and sauna, spray park and water slide. The Forest Grove Senior Center, managed by a non-profit operator, includes rooms for senior programs and social activities. Both facilities are aging.
- No public community center:** Currently the City does not provide a public community recreation center. While Pacific University owns and operates the Stoller Center, this recreation center/fieldhouse is primarily for student and faculty use. However, this facility is open to residents who purchase a Boxer Club Membership.
- Single-use sports facilities:** City parks and schools provide a variety of traditional athletic facilities. While the City and School District provides outdoor sports fields and courts, the School District and Pacific University add indoor gymnasiums, a fieldhouse and fitness center available for some community use. Many of the sports fields are single-purpose baseball or softball fields.
- Investment in play areas:** Play is essential to human well-being, health, learning and happiness. The City provides a traditional playground and open turf play area in every neighborhood and community park.
- Regional trails and bike paths:** The existing trail system includes the one-mile B Street Trail, running through the scenic Gales Creek floodplain. The City of Forest Grove is working with partners to plan and

QUICK FACILITIES FACTS

The City of Forest Grove provides 68 facilities in 158 acres of public parkland:

Facility Type	#
<i>Athletic Facilities</i>	
• Baseball Fields	4
• Softball Fields	2
• Soccer Fields	3
• Basketball Courts	6
• Tennis Courts	3
<i>Recreation Facilities</i>	
• Horseshoes	5
• Playgrounds	9
• Skateboard Parks	1
• BMX Tracks	1
• Trails/Paths	13
• Offleash Areas	1
<i>Park Amenities</i>	
• Restrooms	5
• Barbecue/Grills	7
• Picnic Shelters	8

implement a bike and pedestrian trails system that improves and enhances local and regional connectivity and promotes active transportation and bike tourism. Locally, this system includes the Emerald Necklace, a planned 13-mile multi-use pathway around the City. The Old Town Loop trail, which will be completed in 2016, will connect the B Street Trail and Highway 47 Trail to create off-street connections along the south western edge of the central city. Regionally, Metro is in the process of planning the



Council Creek Regional Trail will connect the MAX line in central Hillsboro 15 miles through Washington County, including Forest Grove, to the start of the Banks-Vernonia Trail in Banks, Oregon. The Banks-Vernonia Trail is also part of the Tualatin Valley Scenic Bikeway, which runs 50 miles from Rood Bridge Park in Hillsboro through rural Washington County, and includes trails through the Fernhill Wetlands and downtown Forest Grove.¹⁶

- **Nature and loop trails:** There are several nature trails that provide short connections or loops within parks. Popular nature trails exist in Thatcher, Lincoln and Forest Glen parks, and Fernhill Wetlands.
- **Recreation facilities on partner sites:** The City has developed and now maintains several facilities at partner sites. These include a trailhead at Fernhill Wetlands in partnership with Clean Water Services and the B Street Trail in the Metro Wetlands. Friends of Forest Grove Community Garden Organization also manage a community garden located on the utility substation property. The City's dog park at Thatcher Park is on land owned by the City Fire Department. The City recognizes that these recreation facilities are important community resources.

2.5 RECREATION PROGRAMS AND EVENTS

The City of Forest Grove primarily focuses on providing parks and facilities. It plays a more limited role in supporting recreation and events. Currently, the City provides aquatics programs and facilitates senior programs, sports and community events by providing parks and facilities where activities are provided by others.

- **Aquatic Center programming:** The Forest Grove Aquatic Center offers scheduled fitness and swim classes, public open swim and water play opportunities for all age groups, from toddlers to seniors. It also supports the needs of competitive swim and water polo teams from Forest Grove High School, Pacific University and the Forest Grove Swim Club (non-profit).

¹⁶ Ride Oregon website: <http://rideoregonride.com/road-routes/tualatin-valley-scenic-bikeway/>

- **Popular public events:** Community events are held in City parks, on the university campus and in local schools and churches.¹⁷ Popular events range from local food, wine and beer festivals, multi-cultural traditions and celebrations, vintage car shows, sidewalk chalk art contests and holiday activities and events. The City helps coordinate public events and generally works with event sponsors or promoters to run and manage the activities.

- **The role of Main Street:** Main Street is a popular setting for several public events and programs throughout the year. From May to October, Main Street is closed to traffic every Wednesday evening for a farmers' market, hosted by Adelante Mujeres, a local non-profit dedicated to providing education and empowerment opportunities for Latina women and their families.¹⁸ These events and related street closures are not currently under the Parks Department's purview.



- **Youth athletics provided by vendors and partners:** The City's vendor relationship with Skyhawks Sports Program and partnerships with local organizations and schools provide athletics camps and activities for local area youth. Represented sports include swimming, water polo, soccer, softball, baseball, little league and football.
- **Other recreation providers:** There are numerous, public, private and non-profit groups that offer recreational, cultural or educational opportunities in the City. Adventures Without Limits, a non-profit based in Forest Grove, facilitates outdoor activities for all ages and ability levels, including paddling, rock climbing, caving, snowshoeing, hiking, backpacking and cross-country skiing.¹⁹ The School District partners with the Boys & Girls Club of Portland Metropolitan Area to offer youth summer camps and activities. Adelante Mujeres provides adult education classes and programs as well as childcare and youth leadership programs and organizes a local farmers market.

¹⁷ Forest Grove Chamber of Commerce website: <http://visitforestgrove.com/>

¹⁸ Adelante Mujeres website: <http://www.adelantemujeres.org/market-overview/>

¹⁹ Adventures Without Borders Website: <http://www.awloutdoors.com/>



CHAPTER 3: Park and Recreation Needs

CHAPTER 3: PARK AND RECREATION NEEDS



Rogers Park is one of the City's most popular neighborhood parks, according to community feedback

Since the early stages of the planning process (Spring 2015), public involvement occurred during each step and provided community members with a chance to shape Forest Grove's parks and recreation system. This planning process relied on a range of events and activities to hear from the public and identify the types of ideas and improvements that will be needed to build a stronger system of public parks, recreation opportunities and open spaces. This chapter provides a summary of community needs as expressed by interested and involved members of the public and through a thorough analysis of existing and future challenges and opportunities. The chapter begins with a summary of outreach activities and key themes. The Existing Resources Summary (June 2015) and the Needs Assessment Summary Memo (November 2015) provide additional detail and are available under separate cover.

3.1 LISTENING TO THE COMMUNITY

As part of the effort to identify community needs, the planning process included six different outreach efforts that allowed the planning team to listen to ideas and needs from the community, providing valuable information from community leaders, residents, park users, recreation interest groups, recreation providers and key City staff. More than 560 people participated in the planning process (Table 3.1).

- Stakeholder interviews:** MIG and City staff met on April 29, 2015, with representatives from four organizations that were identified as possible partners in community center or recreation program development. These include: Forest Grove School District, Pacific University, YMCA of Columbia-Willamette and Clean Water Services. Each were involved a one-hour interview to discuss the opportunities, benefits, potential locations, and opportunities to collaborate in facility development, operations or programming.
- Online questionnaire:** MIG developed and administered an online Community Recreation Questionnaire, publicized by the City via a link on the Forest Grove website from July 30, 2015 to September 18, 2015. The purpose was to identify resident perspectives on recreation opportunities and types of improvements and services needed in the future. A total of 488 individuals responded, including 330 fully completed and 158 partially completed questionnaires.
- Sports & recreation providers focus group:** MIG facilitated a focus group with recreation providers on August 20, 2015. The purpose was to identify the perspectives of different organized sports groups regarding the planning process, especially as it related to the specific needs for athletics and recreation programs. Fifteen participants attended, representing sports such as baseball, basketball, football, lacrosse, soccer, softball, tennis and wrestling.

TABLE 3.1: COMMUNITY PARTICIPATION BY ACTIVITY

Activity	#
Stakeholder Interviews	4
Online Questionnaire	488
Sports & Recreation Focus Group	15
Hispanic-Latino Focus Group	12
Community Workshops	20
Citizen Advisory Committee (CAC)	20
Technical Advisory Committee (TAC)	5
TOTAL	564

- Hispanic-Latino focus group:** On January 28, 2016, the planning team held a focus group meeting with members of the Hispanic/Latino community conducted in Spanish. Participants completed comment cards that corresponded to the presentation questions. Questions focused on topics such as park usage, recreation program participation, the particular needs of the Hispanic/Latino community and participants' ideas for the community center.



- Community workshops:** On June 8, 2016, the planning team held two community workshops to discuss preliminary recommendations for the Plan Update. Participants weighed-in on preliminary capital project recommendations and discussed potential project priorities for the Plan. Using the same sources of information, the City held the first workshop for Spanish language speakers, followed by an English language workshop. Participants used a worksheet handout to prioritize the types of ideas and draft recommendations from the presentation. Following the presentation, participants asked general questions about the recommendations and larger project.
- Citizen Advisory Committee (CAC):** The City and MIG convened a project-specific committee of approximately 20 stakeholders representing select local organizations, agencies and interests. MIG facilitated meetings on April 15 and September 30, 2015 to introduce CAC members to the planning process, discuss existing conditions and resources, and identify priority needs for the future. In addition to guiding the development of the Plan Update, CAC members communicate information about the project to the community.
- Technical Advisory Committee (TAC):** MIG met with five City Staff members met eight times through the planning process to discuss document deliverables and project direction. TAC members included the City Manager, Parks and Recreation Director, Administrative Services Director, Community Development Director and Parks Supervisor.

Key Themes

Across all events and activities that occurred throughout the plan process, there were several key themes with implications for park and recreation needs. There is much more information related to these themes and others provided in individual summaries produced during development of the plan and provided under separate cover.

- **Expanding City offerings with nearby resources:** Community members enjoy surrounding state forest land, trails, water bodies and wetlands. According to the questionnaire, many residents visit nearby county and state lands at least one to two times per month. Other comments identified Forest Grove's setting and access to nearby resources as a source of tourism and community pride.
- **Making the most of existing parks:** In general, the majority of community members prioritized the development of more trails and undeveloped park sites. Children's play areas and programs at schools were also high priority improvements, as they were according to the 2002 survey. This aligns with respondents' primary park uses, emphasis on trails and prioritization of programming for children and youth. Maintenance and care of existing assets was a reoccurring message carried throughout the public outreach events.
- **Improving scheduling and coordination of facilities and programs:** When asked about perceptions of program availability, many felt that the City should improve. According to the questionnaire, 32% of respondents selected either not very good or totally inadequate, and 7% acknowledged they do not know what is offered. Focus group participants noted a lack of coordination in scheduling programs and facility use.
- **Improving information and communication:** Several focus group participants noted the general lack of public knowledge regarding recreational programming in Forest Grove. In another focus group, participants knew about recreation programs in Hillsboro, but did not know about any in Forest Grove.
- **Leveraging volunteers and partnerships:** Participants felt that the City should increase reliance on volunteerism and partnerships in providing park and recreation services. Partners such as Pacific University, the YMCA and even the Tuality Hospital should all have a stake in the system. Others noted the lack of volunteers needed to provide a quality recreation opportunity, including a need for volunteer coaches, referees and organizers.
- **Including different voices and cultures:** Many community members identified the vibrant Latino culture in Forest Grove, with a variety of services and Latino-oriented organizations. Others noted the need to include young and old, new and long-time residents that are all part of the community.

3.2 PARK LAND AND OPEN SPACE

Park land and open space needs address the quantity, quality and management of City park and open space property. Based on the Needs Assessment Summary Memo, this section outlines findings from conversations with the community, a GIS-based access analysis and a review of existing standards and trends.

Park Land and Open Space

- Park land standards:** Since adoption of the previous plan in 2002, the City has continued to work towards meeting its adopted goals for providing park land. However, past standards were based on a goal of providing 18.5 acres per 1,000 residents, which was not achieved even when counting lands provided by schools and other providers, such as Metro. Table 3.2 presents new standards based on a City goal of providing 6.2 acres per 1,000 residents. This is greater than the City's current level of service (of 5.8 acres per 1,000), but more realistic and achievable given potential resources.
- City-based park standards:** Much has changed since the City adopted its previous standards for park land in 2002. Based on guidance from the project's Technical Advisory Committee and Citizen Advisory Committee, the proposed service level standards in this Master Plan do not include lands owned, managed and maintained by other providers. This method clarifies the City's role in providing parks and open space to meet the needs of City residents, even though visitors, employees and surrounding residents may use City parks and facilities.
- Needs for new park land:** The City will need an additional 45 acres of developed park land to address community needs in the next 10 years, based on projected population growth. Fortunately, the City has already acquired park properties in several key places that—when developed— would help meet this need. Table 3.2 notes which types of parks are needed.
- Neighborhood park needs on the Westside:** The City expects to add an estimated 2,050 new housing units in northwest Forest Grove. This area will need access to neighborhood parks, particularly where not served by a private park (managed by a homeowners' association).

TABLE 3.2: PARK LAND STANDARDS AND NEEDS

PARK TYPE	Existing Standard (acres/1,000 residents)	Existing Park Acres	Existing LOS	Proposed Guideline	Current Need (in Acres) 2015	Net Future Need (Additional Land in Acres) 2026
					23,365	28,970
City-Owned Parkland						
COMMUNITY PARKS	4.0	51.3	2.2	2.2	--	12.4
NEIGHBORHOOD PARKS	1.5	19.7	0.8	1.0	3.7	9.3
SPECIAL USE PARKS	-	4.3	0.2	0.3	2.7	4.4
OPEN SPACE, GREENWAYS AND TRAILS	13.0	59.2	2.5	2.7	3.9	19.0
<i>City-Owned Sites Subtotal</i>	<i>18.5</i>	<i>134.5</i>	<i>5.8</i>	<i>6.2</i>	<i>10.3</i>	<i>45.1</i>
Other Parkland or Recreation Space						
SCHOOLS	-	156.9	6.7		--	--
OTHER NATURAL AREAS	-	120.4	5.2		--	--
<i>Other Sites Subtotal</i>	<i>0.0</i>	<i>277.3</i>	<i>11.9</i>			
Totals for All Parkland	18.5	411.8	17.6	6.2	10.3	45.1

Notes:

1. LOS = level of service
2. Not comparable to 2001 park land needs, which were based on resident and employee populations.
3. For more details on existing park acreage, see Appendix A.

- **Thatcher Park access and residential development:** Much of the area around Thatcher Park is planned as lower density residential development. Currently, minimal development has occurred west of the park and few access roads have been built, which affects the distance people currently travel to reach the park. When residential development occurs and the street network is built, pedestrian and bike access must be provided on the west side of the park to ensure access.
- **Community park needs in East Forest Grove:** While Lincoln Park and Thatcher Park serve residents in central and western Forest Grove within a mile of their homes, the City does not have a community park on the east side. Medium and high-density residential development is projected for the Town Center and east side, which makes the availability of community recreation facilities critical in these areas. This section of the City is home to many lower income residents who may lack transportation options to reach community parks that are farther away.
- **Development of vacant park properties to support recreation:** The City owns five undeveloped properties--each with unique natural, historical or cultural characteristics. Based on questionnaire results, the majority of respondents prioritized improving undeveloped parks, and fewer expressed a need to acquire new park land. None of the City's undeveloped park sites is large enough to support a community park, and the unique site qualities make them different from traditional neighborhood parks. Strategically providing a mix of neighborhood-scale and community-scale recreational facilities at some undeveloped sites and special use sites, where feasible, could help address recreation needs for underserved areas and attract residents with diverse recreation opportunities.
- **Tree canopy and urban forest resources:** Trees are an integral part of the park system, essential to the character of Forest Grove and to environmental and economic wellbeing. There is a need to consider urban forest health, including maintenance requirements, to ensure these resources are sustained for the future. The *Community Forest Management Plan* (Appendix B) describes tree management needs.

3.3 OUTDOOR RECREATION FACILITIES AND TRAILS

A variety of recreation facilities and amenities are needed in City parks. Using results from the Needs Assessment Summary Memo, this section summarizes needs for Forest Grove's outdoor recreation facilities and trails and are based on an analysis of recreation trends and facility standards.

- **Diverse facility development:** Many parks have untapped potential to provide a more memorable and fun experience. There is a general need for a broader range of recreation activities and amenities in Forest Grove parks, a finding reinforced by an assessment of park sites and from community feedback. Forest Grove has a tremendous opportunity to activate more park sites through a system-wide design approach that considers users' perceptions, needs and experiences and moves beyond exclusively numeric standards. The approach to designing and developing new parks should strive to improve this experience by adding new or unique features overtime and as resources permit.
- **New facility guidelines:** Based on guidance from the CAC and TAC, new guidelines are proposed to guide the provision of recreation facilities. As shown in Table 3.3, nine facility guidelines are introduced to calculate facility needs. Unlike standards, guidelines provide some flexibility in how recreation needs are being met which can help the City explore different approaches to reach its goals.
- **Park and facility accessibility:** Many existing parks have accessible trails and paths. However, there is a need and opportunity to establish more universally accessible features across the system, such as accessible and inclusive play areas. Universal design broadens the scope of accessibility to create environments that are usable by all, regardless of ability.
- **Joint use of school facilities:** As shown in Table 3.3, schools play a critical role in meeting the City's facility guidelines and in providing other recreation opportunities. Given these combined standards, the City has an interest in maintaining a joint use agreement or memorandum of understanding with the School District to ensure these facilities remain publicly accessible. In order to continue counting school facilities in meeting city-adopted facility guidelines, the City should track relevant school inventory data to measure its success in meeting standards.

TABLE 3.3: RECREATION FACILITY GUIDELINES AND NEEDS

FACILITY	Existing Standard	Existing Facilities		Total # of Facilities or Miles of Trails	Existing LOS		Proposed Guidelines		Need	
		City	School		1/	23,365	1/	1,550	Current Need (2015)	Net Future Need (2026)
									23,365	28,970
DIAMOND BALLFIELDS	1/3,500	6	15	21	1/	1,113	1/	1,550	0	-2
RECTANGULAR FIELDS	1/1,700	3	12	15	1/	1,558	1/	1,550	0	4
ACTIVE SPORTS COURTS (E.G., BASKETBALL, TENNIS, PICKLEBALL, FUTSAL, VOLLEYBALL)	1/2,750	9	9	18	1/	1,298	1/	1,400	0	3
LOW IMPACT SPORTS COURTS (E.G., BOCCE, SHUFFLEBOARD, BADMINTON, HORSESHOES)	ns	4	0	4	1/	5,841	1/	3,200	3	5
SKATE PARKS	1/20,000	1	-	1	1/	23,365	1/	20,000	0	0
BIKE PARK	1/20,000	1	-	1	1/	23,365	1/	20,000	0	0
PICNIC SHELTER	ns	7	-	7	1/	3,338	1/	2,500	2	5
HARD-SURFACE TRAIL (MILES)	1/6,000	6.3	nd	6.3	1/	3,691	1/	3,000	1.5	3.3
SOFT SURFACE TRAIL (MILES)	1/8,000	nd	nd	nd		nd		ns	--	--

Notes:

1. LOS = level of service
2. nd = no data; ns = no existing standard
3. Cannery Field facilities are not included in this analysis.
4. For more details on existing facilities, see Appendix A.

- **New rectangular sports field needs:** Many areas of the community have access to rectangular fields within one mile of residents, given the location of existing fields at City parks and schools. Where neither city-owned nor school fields are available in parts of east central Forest Grove, Cannery Fields helps meet residents' needs. Recreation trends suggest that the demand for rectangular sports fields is anticipated to grow as sports such as youth and adult soccer and lacrosse continue to grow, while football remains strong. A new guideline for rectangular sports fields will ensure that the City continues to provide its current level of service as it continues to grow. Based on this standard, Forest Grove will need four additional rectangular fields over the next ten years.
- **Improved scheduling and maintenance of existing diamond ballfields:** Forest Grove provides more baseball and softball fields than required by its current standards. City ballfields are accessible to central and western Forest Grove. Needs in east Forest Grove are met by the School District. Overall, most residential areas are within one mile of a diamond ballfield. Current gaps around Forest Grove High School and Thatcher Park will be addressed when the road network is developed in those areas. Even if the guidelines are increased to equal the guideline proposed for rectangular fields, no new fields will be needed in the next ten years. Increasing coordination of scheduling for field use and focusing on field maintenance will be critical to meeting current needs.
- **Multi-purpose sport courts:** Regional and national recreation trends show a decline in common court sports such as tennis but an increase in new or emerging sports such as pickleball. Designing some new courts, such as tennis courts, as multi-purpose courts with removable nets allows these same facilities to meet broader sports court needs.
- **Improved connectivity through added trail development:** Since adoption of the *Community Trails Master Plan* in 2007, recreation trends and local community feedback indicate that there is a continued and growing need for hard and soft-surfaced trails and pathways to improve connectivity and provide recreation opportunities. Along with total trail miles, trail needs should also be evaluated by the quality and number of connections they create. The City has a standard for the provision of hard and soft-surfaced trails. However, the City has not tracked trail mileage to determine how well it is meeting this standard. As the City continues to develop and support partners in developing trails, there is a need to inventory trail connectivity as well as monitor progress towards completion of the *Trails Master Plan* goals. At the same time, trail-related activities are needed in parks and open spaces, including loop trails, nature trails and off-road paths.

3.4 RECREATION PROGRAMMING AND EVENTS

Forest Grove's parks and recreation system offers opportunities for learning, exploring, playing, building skills and fitness and as a way to build and strengthen the community. City residents, user groups, businesses and other public and private partners provide the foundation for many existing and potential programs and events. This section describes the types of improvements needed to strengthen existing events and programs, based on findings of the Needs Assessment Summary Memo and ongoing conversations with the community.

- **Expanded recreation programming:** As noted in public outreach comments, there is a desire for more and a wider variety of recreation opportunities in Forest Grove currently. This includes more programs for youth, where the most options exist currently, plus more programs for underserved groups such as adults and low income residents. Along with this existing demand, these needs will continue to grow as the community grows and develops.
- **Collaboration to meet recreation programming needs:** The City has played a limited role in providing recreation programming. It is strongly involved in supporting community events and providing aquatics programs, and it provides facilities used for sports and senior services as well as drop-in outdoor activities. Beyond aquatics, it does not have recreation staff or processes in place to provide instructor-led classes, camps, programs and events. However, the City plays an important role as a convener of recreation groups and as a clearinghouse for information. As it undertakes efforts to expand recreation programming, the City will need to continue to define its role based on its strengths and the strengths of other providers.
- **Additional space for indoor programming and childcare:** The City has limited indoor space to support recreation programming for all ages, as well as childcare and youth development programs. A multi-purpose community and recreation center with space for fitness and active recreation, community gatherings and other types of recreation programming is desired. Both indoor and outdoor space would be needed at the site to maximize program opportunities. However, the cost of such a facility (and subsequent need for revenue generation) may price out some of the residents most in need of services. The School District may be better positioned to address child care and indoor recreation needs for school-age children, using existing school facilities. The Forest Grove Senior and Community Center should continue to be operated to meet senior needs. Adult programming space would still be needed.
- **More outdoor programs and events:** While the public conversation often emphasizes the need for indoor programs, residents frequently expressed the need for outdoor community events and programs as well. This need will continue to grow as Forest Grove develops and expands. New park and facility development will provide new opportunities to work with other providers to facilitate programming. As Forest Grove acquires and opens more natural

areas, greenways and trails, for example, an opportunity exists to provide trails programs, nature interpretation and environmental education. These positive activities create opportunities for learning and leisure, plus they help define the character and safety of public space by keeping more “eyes” on the parks.

- **Culturally responsive programming:** Forest Grove is a diverse community and there is a need to include programming opportunities for people of diverse backgrounds, notably Hispanic/Latino cultures. Local non-profit Adelante Mujeres is one of the most well-known local organizations that can help the City explore ways to enhance existing programs and encourage new opportunities such as Spanish language programs, cultural art and cooking programs and more events that celebrate diversity.

3.5 COMMUNITY CENTER FEASIBILITY

The Community Center Feasibility Study (Feasibility Study) explored options for developing and operating an indoor community recreation facility as a way to enhance indoor recreation programming for all Forest Grove residents. As part of the larger planning process, the Feasibility Study considered the service market, potential partnerships, costs and different service level alternatives for indoor recreation and programming space. It provided data to weigh against other community priorities and recreation needs to help City staff and residents make informed decisions about funding priorities for enhanced recreation services. Findings include:

- **City role in recreation programming:** There is a community need for more indoor and outdoor programs and events for all ages. Yet, the City has a limited role in providing indoor recreation programs. It provides aquatics programs and facilities to support indoor senior programming, outdoor events and outdoor sports. Otherwise, the City is not in the recreation services business and currently does not have the staffing or funding to provide these services.
- **Community recreation center needs:** There is a need for indoor space to serve as a centralized community hub for active and social programs. This facility is envisioned as a large multi-purpose recreation and community center in a park to support indoor and outdoor programs and events specifically for city residents.
- **Market limitations:** The existing market within city limits is likely too small to support a large multi-purpose facility. A regional partnership to support a large facility would likely be limited by the funding constraints of surrounding communities.
- **Implications for aging existing facilities:** Community recreation center development will have implications for the existing Senior Center and Aquatic Center. These facilities will become costlier to maintain and operate as they age. Depending on the timing of new facility development and the partners involved, the Aquatic Center and Senior Center could be transferred or repurposed if their uses are included in a new facility.

- **Partnerships for construction and operations:** Equity partner(s) are needed to build and operate a new community recreation center. Partner interests will influence the type of facility developed, its location, the services provided as well as the costs for those services. The School District, YMCA and Pacific University currently appear to be the strongest potential partners. Discussions regarding partner support should continue as the City identifies the resources it could contribute to facility development and operations, which will affect partnership needs.
- **Facility and program affordability:** There is a concern that a fee-based or membership-based recreation facility would make recreation options inaccessible to lower income residents and some community groups. User fees are common in these types of facilities and programs. If the City wants to subsidize facility use or programs for targeted groups, a new funding source will be needed.
- **Voter support needed for funding:** There are several city projects (such as a new police station) that may need funding in the next several years. These other projects limit the City's bonding capacity for a community recreation center. Voter support will be needed to pass a bond or tax measure to support a small or large community recreation center. Capital and funding operations funding will be needed for this project.

This page intentionally left blank.



CHAPTER 4: Systemwide Directions

CHAPTER 4: SYSTEM-WIDE DIRECTIONS



A sign inside the picnic shelter at Thatcher Park notes the community partners who supported park development

This chapter presents the system-wide framework for parks and recreation that builds on Forest Grove’s existing parks and recreation assets, meets community needs, and contributes to the community’s character and quality of life. The feedback provided by residents, stakeholders, recreation providers and City leaders during the public involvement and planning process provided overarching direction for this Master Plan. This feedback was integral to updating the core values, vision, mission and goals that are the underpinnings of all plan recommendations. It also frames system-wide strategic directions to enhance and manage City parks.

4.1 MASTER PLANNING FRAMEWORK

The core values, vision, mission, and goals articulated by community members during the public involvement process provide clear direction for Master Plan recommendations. Figure 4.1 summarizes the elements of this planning framework.

Core Values

The community's core values reflect the guiding principles for our park and recreation system. Forest Grove's core values include the following:

- **One community:** Residents, businesses and City leaders are united in efforts to provide and enhance parks and recreation opportunities. Community-driven initiatives, collaboration, and shared resources create synergies that benefit the lives of all residents.
- **Access for all:** The City is inclusive in its efforts to provide culturally-responsive parks, facilities and programs throughout Forest Grove, as well as excellent customer service for residents of all ages, ethnicities, abilities and incomes.
- **Stewardship:** City staff and residents take care of our parks. The desire to protect, preserve and sustain our community's assets for future generations drives efforts to acquire, maintain, fund and efficiently manage parks as community resources.
- **Community livability:** Through parks and recreation, the City promotes health, wellness, social cohesiveness, and community identity to enhance the quality of life in Forest Grove.

Vision and Mission

The vision that emerged was one of an integrated system of places, activities, and people that reinvigorates the City and promotes its small town, historical identity and suburban community livability through:

A system of parks, recreation facilities, trails and programs that serves the entire community, reflects the character of Forest Grove and protects our natural resources

The mission reflects the need for the entire community to rally to support parks and unique recreation opportunities through the combined investment of City and community resources, time and energy:

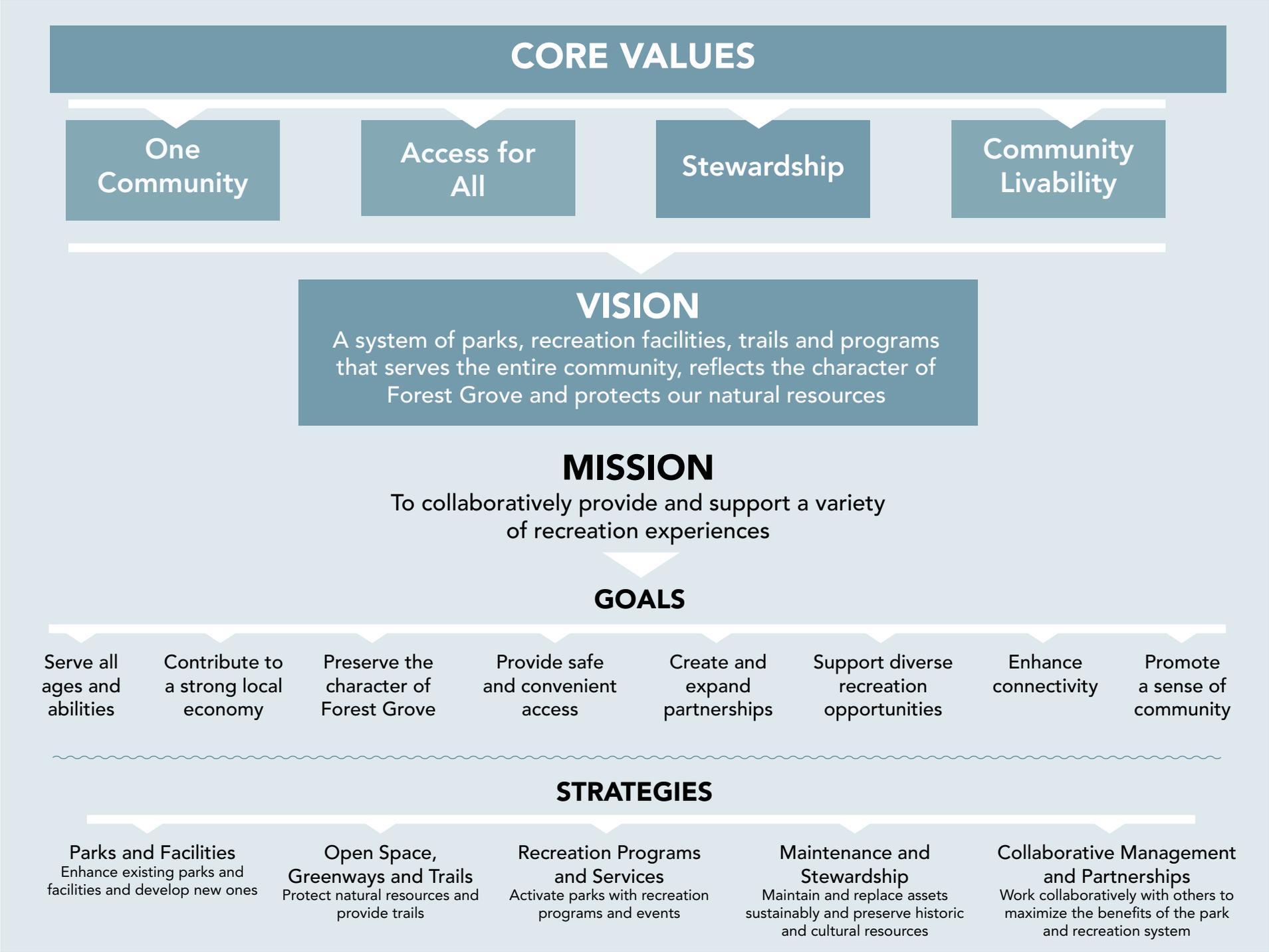
To collaboratively provide and support a variety of recreation experiences

PLAN FRAMEWORK

Based on community feedback, the planning framework identifies the principles that guide both system-wide and site-specific recommendations for park enhancement.



FIGURE 4.1: PLANNING FRAMEWORK



Goals

The City Parks and Recreation Department strives to achieve the following goals for parks, recreation and open space:

- **Serve all ages and abilities:** Provide recreation opportunities for children, youth, adults and seniors of all abilities and varied interests.
- **Contribute to a strong local economy:** Design and develop parks to foster community events, encourage tourism and be attractive destinations for residents and visitors.
- **Preserve the character of Forest Grove:** Provide parks and recreation facilities that reflect, protect or preserve Forest Grove's heritage, community character, history, landscape, urban canopy, stream corridors and open space.
- **Provide safe and convenient access:** Develop parks and facilities to meet all ADA requirements and distribute parks so that all residents live within reasonable walking distance of recreation opportunities.
- **Create and expand partnerships:** Leverage resources through strategic and deliberate partnerships to provide community-supported parks, programs, events and services.
- **Support diverse recreation opportunities:** Provide indoor and outdoor experiences, incorporating those that are delivered and nature-based, traditional and trendy, leisure and active, and those that facilitate exploration and learning.
- **Enhance connectivity:** Develop walkways and multi-purpose trails that are accessible to people with and without disabilities, pedestrians and bicyclists to connect neighborhoods, schools, parks, recreations facilities and greenways.
- **Promote a sense of community:** Promote projects and developments that reflect the City's character and cultural diversity while connecting newer and older sections of Forest Grove.

4.2 STRATEGIC DIRECTIONS

Forest Grove's goals, vision and mission provide direction to focus park and recreation services in the following five ways:

- A. **Parks and Facilities:** Enhance existing parks and facilities and develop new ones to provide engaging community recreation and social spaces that meet the needs of Forest Grove residents now and as the population grows.
- B. **Open Space Greenways and Trails:** Protect natural resources and provide trails to connect people to parks, open space and community destinations.
- C. **Recreation Programs and Services:** Activate parks and facilitate and coordinate recreation programs and events for Forest Grove residents.
- D. **Maintenance and Stewardship:** Maintain and replace assets in a sustainable manner. Preserve Forest Grove's historical and cultural heritage, including the tree canopy and natural resources.
- E. **Collaborative Management and Partnerships:** Work collaboratively with others to maximize the benefits of the park and recreation system. Involve volunteers, partners,

businesses and other agencies to deliver recreation opportunities through shared resources, partnerships and joint use agreements.

These strategic directions provide guidance for the system-wide recommendations noted below, as well as the site-specific recommendations noted in Chapter 5 and Appendix D. These directions are also directly related to the city-wide Comprehensive Plan goals and Statewide Planning Goals. Appendix C summarizes the relationship between these goals and policies.

A: Parks and Facilities

Enhance existing parks and facilities and develop new ones to provide engaging community recreation and social spaces that meet the needs of Forest Grove residents now and as the population grows.

A1 Adopt and apply updated park land standards. Acquire land, design and develop new parks to serve City residents as per the standards proposed in this plan. Strive to provide a total of 6.2 acres per 1,000 residents. This increases the amount of park land available to residents, but reflects a reduction of land requirements from past standards. This allows the City to play a greater emphasis on park development.

- a. Community parks (2.2 acres per 1,000 residents)
- b. Neighborhood parks (1.0 acres per 1,000 residents)
- c. Special use parks (0.3 acres per 1,000 residents)
- d. Open space, greenways and trails (2.7 acres per 1,000 residents)

A2 Adopt and apply updated facility guidelines. Provide a variety of recreation facilities as per the guidelines proposed in this plan. Diversify the types of sports courts provided in the community and continue to modify facility development to respond to traditional and trending recreation needs. This will provide a greater variety of experiences in City parks.

- a. Rectangular fields (1 per 1,550 residents)
- b. Active sports courts (e.g., basketball, tennis, pickleball, futsal, volleyball) (1 per 1,400 residents)
- c. Low impact sports courts (e.g., bocce, shuffleboard, badminton, horseshoes) (1 per 3,200 residents)
- d. Skate parks (1 per 20,000 residents)
- e. Bike park (1 per 20,000 residents)
- f. Picnic shelter (1 per 2,500 residents)
- g. Hard-surface trail (1 mile per 3,000 residents)
- h. Soft surface trail (no guideline; see A3)

A3 Provide soft-surfaced trails based on park design goals and concepts. Provide nature trails, mountain-bike trails and jogging/pedestrian trails, balancing trail development with the protection of natural areas where these trails are developed. Begin tracking the miles of soft-surfaced trails provided. This will help diversify trail activities and allow the City to better measure future trail needs.

A4 Focus on placemaking to create parks as memorable and engaging places. Emphasize park design, site character, identity, and sense of place through the use of art, colors, plantings, natural elements and topography. Incorporate natural, cultural and historical elements and interpretive/educational features.



A5 Evaluate and improve park accessibility. Complete an ADA assessment and/or transition plan to identify required upgrades in accordance with the Americans with Disabilities Act.



A6 Coordinate new park design and development with surrounding land uses. Design and develop parks that take into account nearby neighbors and land uses. Provide attractive entries and pedestrian/bicycle access points to improve park access for surrounding neighbors. Consider the types and placement of park amenities and facilities in conjunction with nearby uses, and consider any synergies in development (such as a new park near a new school, planned regional trail, new residential development, etc.)

A7 Maintain community access to school recreation facilities. Periodically update the City-School joint use agreement. Discuss plans for school development in northwest Forest Grove to identify potential collaborative opportunities or impacts to Thatcher Park Phase 2 development or the development of a new neighborhood park. Consider site-specific partnership opportunities for sports field and facility development, particularly to meet recreation needs in east Forest Grove.

A8 Re-evaluate community recreation center feasibility. Revisit the financial and operational feasibility of a community recreation center in 6-10 years or sooner if new funding options emerge. Initiate pilot programs at existing facilities to build interest in indoor programming (see Recreation Programs and Services). Building on the *Community Center Feasibility Study* findings, continue to explore the interest and availability of potential equity partners and re-evaluate the community's willingness to support a tax measure to fund facility development and operations.

A9 Update the City's SDC methodology. Revise and adopt a new methodology and rate for Systems Development Charges (SDCs) to fund new park and facility development needed to meet the demands of new residential development.

B. Open Space, Greenways and Trails

Protect natural resources and provide trails to connect people to parks, open space and community destinations.

B1 Incorporate natural areas in parks. Preserve, restore or incorporate diverse and healthy habitats and natural resources in parks. Identify maintenance and management strategies to sustain these resources. Where appropriate without damaging natural resources, provide access to natural areas, and enhance scenic views and viewpoints.



B2 Improve community walkability and bikeability. Acquire and develop the remaining sections of the planned loop trail to enhance park access and improve recreation and non-motorized transportation. Develop attractive trail entries and trailheads at connecting parks, with signage marking trail distance to community destinations. Consider tax incentives to property owners who provide trail easements and allow public access. Connect the loop trail to the regional trail system.



B3 Implement urban forestry strategies. Follow recommendations in Forest Grove's 2016 *Community Forest Management Plan* (Appendix B) to take care of park trees, expand the existing urban tree canopy and contribute shaded areas for walking, biking and other park activities.

B4 Improve ecological systems. Incorporate natural areas, native plants, bioswales and green infrastructure into parks for stormwater retention, soil erosion and sediment control, and water and air quality protection. Integrate permeable surfacing for parking lots and trails. Use lawn substitutes which require less fertilizers, water consumption and mowing than traditional lawns unless required for recreation.

B5 Apply best practices in resource conservation. Integrate water conservation elements in irrigation systems, drinking fountains, water play features, and restrooms. Apply best practices in the renovation and development of recreation buildings.

C. Recreation Programs and Services

Activate parks and facilitate and coordinate recreation programs and events for Forest Grove residents.

C1 Provide reservable recreation equipment. Invest in sports and play equipment that can be checked out for community use.

C2 Consolidate information on available recreation opportunities. Increase community awareness of recreation programs, events and activities provided in Forest Grove. Work with other recreation providers in Forest Grove to create a website, app or program guide where residents can obtain consolidated information and registration information for programs in Forest Grove. Include a calendar of community events and activities, list of volunteer opportunities and online registration for programs if feasible.

C3 Initiate a YMCA recreation program. Work with the School District and YMCA to re-establish a program providing recreation activities and after-school or out-of-school care using existing City parks and/or multiple school facilities. Ensure that facility use fees are built into program fees to support increased maintenance.

C4 Fund a recreation scholarship/volunteer credit program. Create a scholarship fund and application process to connect residents in need to existing programs. Establish awards to cover class or program fees and/or transportation costs for participants who cannot afford the current “pay to play” market costs. Develop criteria for award selection and distribution to ensure that funds support underserved groups. Allow applicant where approved to trade volunteer hours for credits to participate in City programs and activities.

C5 Increase programs and events in parks. Using indoor facilities provided by the City and other partners, focus recreation options in the following program areas: health and fitness; nature interpretation and exploration; social gatherings, events and play; and special community interest activities and cultural programs. Consider the following:

- a. Recruit non-profits, partners or individual recreation providers to offer free or fee-based activities in parks. Establish a user agreement with guidelines on park or facility costs and use.



- b. Establish a competitive recreation grant fund and process to fund programs and community events provided by other partner providers and non-profits or individuals in City parks and facilities.



Similar to the City’s existing Community Enhancement Fund, develop criteria for award selection and distribution identifying target programs (e.g., community, neighborhood and family activities, teen and adult programs, multi-cultural and Latino activities, events or programs) and target audiences (youth, teens, seniors, low income persons and/or underserved populations).

C6 Facilitate events to increase community cohesion and inclusion. Sponsor or facilitate community-wide activities and events that promote interaction among people of different generations, cultures and abilities. Coordinate community partners to provide and facilitate opportunities for recreation programs and sites.

- C7 Facilitate events to support tourism.** Provide community and regional-scale events and revenue-generating activities in parks to support tourism and associated benefits for restaurants and businesses. Avoid larger-scale events and tournaments that are not supported by sufficient infrastructure, maintenance and staffing to address site impacts.
- C8 Facilitate programs to encourage recreation participation.** Initiate pilot programs designed to attract people to parks, foster participation in events and programs, and encourage volunteerism. Consider a variety of activities, such as the following: create a rewards program (e.g., Park Points) that awards prizes for participation. People who sign up for swim lessons, catch a movie in the park, join a sports league and participate in a volunteer work party can accumulate points to earn a one-day pool pass. Design a self-directed scavenger hunt where participants can take selfies and respond to clues in every park in town, with a token prize when every park has been visited. Create a Million Step Challenge that invites participants to walk city trails and log miles, with a community potluck and awards ceremony to honor people who crossed the million step mark.
- C9 Hire a recreation coordinator.** Recruit part-time staff support to develop policies and materials and initiate pilot programs to increase recreation participation, oversee scholarship and/or grant programs, collaborate with other recreation partners, recruit providers, consolidate information and similar tasks.

D. Maintenance and Stewardship

Maintain and replace assets in a sustainable manner. Preserve Forest Grove's historical and cultural heritage, including the tree canopy and natural resources.

- D1 Increase maintenance level of service.** Improve routine and preventative maintenance services in parks to ensure park safety, make parks more attractive, and provide a higher quality user experience. Address the park maintenance backlog, and provide greater attention to high-traffic, high-use parks and facilities, such as Lincoln and Thatcher Parks, the Aquatic Center, and neighborhood parks such as Rodgers Park.
- D2 Continue City landscaping maintenance and tree pruning.** Continue applying the maintenance expertise of parks staff to take care of City trees and landscaping around City buildings using as funded through other department budgets.
- D3 Track dollars spent on park maintenance.** Begin to track maintenance expenditures for parks to better identify and forecast maintenance costs in the future. Note where funds from other budgets have been used to subsidize the parks maintenance budget, and update maintenance costs assumptions used to calculate maintenance and operations needs in the Master Plan.



D4 Protect cultural, historical and natural resources in parks. Work with the Friends of Historic Forest Grove, Pacific University and other partners to identify, sustain and protect heritage park assets. Provide logistical support but avoid investments or subsidies to acquire, renovate, operate or manage other community resources.

E. Collaborative Management and Partnerships

Work collaboratively with others to maximize the benefits of the park and recreation system. Involve volunteers, partners, businesses and other agencies to deliver recreation opportunities through shared resources, partnerships and joint use agreements.

E1 Develop a tiered-fee schedule with different cost levels. Differentiate fees for community groups in fee schedule for programs and park and facility reservations (for meetings, activities or programs) to cover increased maintenance costs associated with facility use. Continue charging different rates for Forest Grove residents and non-residents. Introduce tiered rates for agencies/partners providing recreation opportunities for community benefits (as part of City-sponsored programs and not) and individuals or groups reserving the facility for private use or individualized benefit.

E2 Update facility use agreements. Revisit agreements with the Forest Grove School District and Pacific University for facility use. Determine if facility use fees and policies are equitable in light of updates to the facility fee schedule, and discuss potential programming arrangements to maximize recreation options for the community.



E3 Partner in site and facility development. Explore opportunities to continue to partner with organizations such as Metro, the School District, Clean Water Services, and Friends of Historic Forest Grove to meet site-specific park and facility needs as recommended in this Plan. Continue seeking an equity partner for a future community recreation center. Continue to coordinate with the School District and their master planning process to review, update and identify new opportunities to partner on recreation facilities.



E4 Involve partners in supporting community gardening. Coordinate with the Forest Grove Sustainability Commission to help support citywide goals for community gardening. Invite partners to help plan, develop and program recommended gardens and groves at Thatcher Park and A.T. Smith Park. As identified by the Sustainability Commission, collaborate with the Dairy Creek Community Food Web, Forest Grove School District School Nutrition Gardens, Oregon Food Bank, local food pantries, OSU Extension Master Gardeners, Tualatin Valley Soil & Water Conservation District, Tualatin Valley Gardeners Club, and others.

- E5 Expand volunteer programs.** Continue the City’s Adopt-a-Park program, and expand and coordinate volunteer recruitment in conjunction with new pilot recreation programs and park activities. Develop coaching and other volunteer training programs, as well as a recognition process for volunteers. Work with Pacific University to develop a student volunteer program to support recreation programs and community events.
- E6 Foster community funding support.** Create a donation catalogue or webpage to communicate to residents, businesses and partners the opportunities to support Forest Grove parks through sponsorships, land/facility/equipment donation, scholarship or grant program contributions, advertising, etc. Create a “Friends of the Forest Grove Parks” group to advocate for, promote, fund and support City parks.
- E7 Create a recreation consortium.** Host and organize a forum of community recreation providers to identify ways to pool resources to meet community recreation needs.
- E8 Improve communication to all residents and publicize success.** Communicate progress made in achieving community recreation priorities, including programs and park development. Promote Master Plan goals through a variety of media, including utility bills, events, press releases, email and social media. Continue to reach out to the Hispanic/Latino community through contacts and processes identified in this planning process, using tools such as Facebook and culturally-specific messages to increase involvement. Improving communication and demonstrating successes will help increase partner involvement and voter support for future funding measures.



CHAPTER 5: Site Recommendations

CHAPTER 5: SITE RECOMMENDATIONS



Community goals and strategic directions to enhance the park and recreation system provide an opportunity to re-imagine Forest Grove’s parks, trails and open spaces. Each park can be enhanced to increase recreation activities, social benefits, and the ecological function of sites, plus

create attractive and special places that excite residents for the next decade and beyond. The Master Plan strives to capture the community ideals reflected in the community’s core values, vision and plan goals—by identifying site recommendations to improve and build parks, facilities and trails to expand recreation experiences. It does this by looking broadly across the entire park system to identify ways to bring recreation activity and improvements to all areas of Forest Grove. At the other end of the spectrum, it also looks in a more detailed way at the design of many City parks to note where design changes, partnerships and programs can achieve community priorities and needs for parks and recreation. This chapter highlights the both the big picture and the important details to identify projects needed to create the community’s future park system.

5.1 PROPOSED PARK SYSTEM

Map 2 (Proposed Park System) illustrates all recommended projects for parks and trails throughout Forest Grove. Across the system, the following site enhancements are recommended:

- **Improve existing parks across the community:** There are opportunities to improve or enhance most City parks over the next 10 years. These include major enhancements at

Rogers Park, Joseph Gale Park and the Forest Grove Aquatic Center. They include minor enhancements at 12 sites, including the Senior Center, six neighborhood parks, three trail corridors and two community parks. Improvements are dispersed across the City so that all residents can take advantage of the added recreation opportunities.

- **Complete development of popular community parks:** The City's two existing community parks, Lincoln Park and Thatcher Park, both include undeveloped acreage. Completing the development of these two sites is a community priority, since these parks are among the most popular and well-used of any in the park system.
- **Develop undeveloped park properties to provide different types of recreation experiences:** The City has five properties that are recommended for different types of development. Stites Nature Park should be developed to meet the recreation needs of nearby neighbors while protecting natural resources. Reuter Farm Park, Kyle Park and Saucy Park should be lightly developed to connect to trail corridors and provide access to natural areas and nature-based recreation experiences. The development of A.T. Smith Park should reflect the historical heritage of this site, providing interpretive, event and gardening uses.
- **Acquire and develop two new parks in unserved areas:** Both north and northeast Forest Grove will need new local parks when these areas develop. The area north of David Hill Road is planned for residential development and will need a traditional neighborhood park. The area around Oak Street, near the existing community garden, is planned to include business and light industrial uses. This area is also surrounded by nearby neighbors and senior centers. For this reason, the area needs a park that will function as a mixed-use recreation and social gathering space.
- **Add a plaza to support downtown revitalization and recreation:** As noted in Telephone Survey results, residents believe that downtown revitalization, restaurant and business development will enhance Forest Grove's quality of life. In conjunction with other downtown projects, the City should explore options to build and program a downtown plaza as a community gathering and recreation space. A feasibility study will be needed to identify a location as well as the recreation uses suitable for this plaza. The park should support special events and recreation opportunities to serve nearby neighbors as the residential density in the town center area increases. (This project is not shown on the map.)
- **Pursue partner projects to maximize recreation investments:** To make the most efficient use of existing public sites, the City should pool resources to add recreation features at key sites across the City, such as A.T. Smith Park, Metro Property, Neil Armstrong Middle School, and schools such as Tom McCall Upper Elementary School, Forest Grove High School, and the proposed new elementary school to be built in in north Forest Grove. The sports field development and social space at Neil Armstrong Middle School is especially important for this underserved area in east Forest Grove.

RECOMMENDED PROJECTS

Key recommendations include the following:

- Improve existing parks
- Finish community park development
- Develop undeveloped park properties
- Provide two new neighborhood parks and a downtown plaza
- Collaborate with partners on specific sports and special facilities
- Finish the loop trail
- Consider long-term needs for a recreation

Forest Grove Parks, Recreation and Open Space Master Plan

EXISTING PARKS AND TRAILS

-  Multi-use Trail
-  Pedestrian Trail
-  Community Park
-  Neighborhood Park
-  Special Use Park
-  Open Space, Greenways and Trails

PROPOSED PARKS AND TRAILS

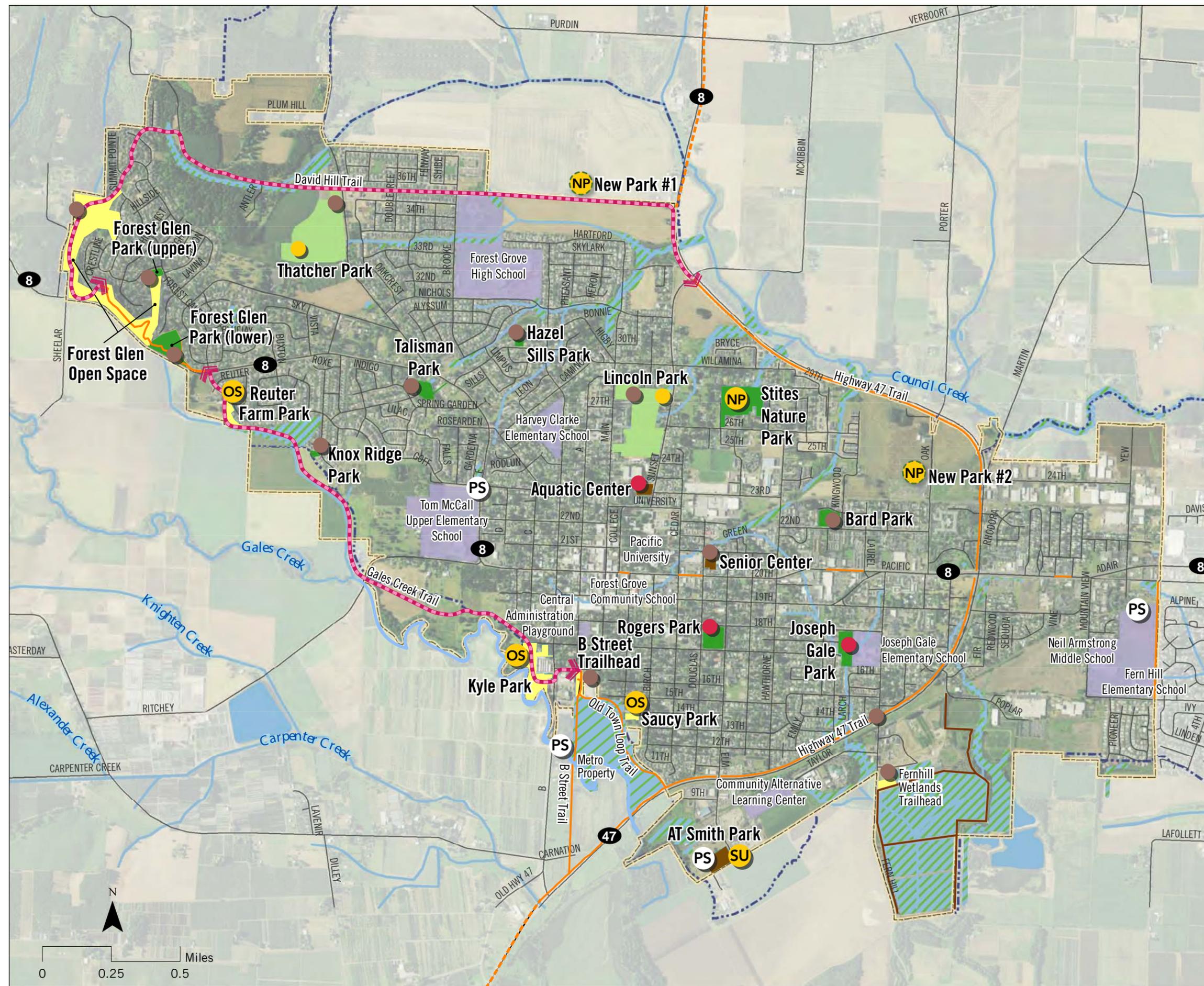
-  Proposed Multi-use Trail
-  Planned Metro Multi-use Trail
-  NP Proposed Neighborhood Park
-  SU Proposed Special Use Park
-  PS Proposed Partner Site
-  OS Proposed Open Space
-  Provide Major Enhancements
-  Provide Minor Enhancements
-  Develop Park or Trail
-  Improve Partner Site
-  Acquire Land (somewhere in this vicinity)

OTHER FEATURES

-  Forest Grove City Limits
-  Urban Growth Boundary
-  Streets
-  Wetlands
-  Water Feature
-  School Parcel

Map 2: Proposed Park System

 Data Sources: Forest Grove Engineering Department
04.13.16



- **Continue to fill missing links to create a loop trail around the City:** Two links of the proposed regional trail are recommended for development in west Forest Grove. The Gales Creek Trail would connect the B Street Trail to Reuter Street. The David Hill Trail would connect the Forest Glen Open Space to the northeastern trail along Highway 47.
- **Continue to evaluate options and partnership opportunities to develop a new community recreation center:** If the right opportunity arises and funding is identified, the City should acquire and develop a community park site to support indoor and outdoor programming associated with a new community recreation facility. (Since a location has not been identified, this project is not shown on the map.)

Site Recommendations

All recommended capital projects for the entire park system are described in Table 5.1. Projects are categorized by park classification (community park, neighborhood parks, special use parks, etc.) The table notes sites where the following improvements are recommended:

- **Acquire land:** The City will need to acquire land to provide parks and trails in unserved areas, where no City lands are currently owned. Acquisition may occur through purchase, donation, easement or other means. Few sites require land acquisition because the City already owns several undeveloped park properties. In the case of Thatcher Park, the City should strive to acquire land where the existing dog park was developed to retain this facility as part of the existing park.
- **Develop park or trail:** Park and facility construction and landscaping is recommended at several currently undeveloped sites (including sites not yet acquired).
- **Provide minor enhancements:** A minor enhancement is needed at sites where the number of recommended improvements and the size of the improved area is relatively small (i.e., park enhancements or additions may affect approximately $\frac{1}{4}$ of the site). Minor enhancements are assumed to include projects such as paving, adding site furnishings, and improving trails, landscaping, interpretive signage, accessibility, etc.
- **Provide major enhancements:** A major enhancement is needed at sites where the number of enhancements and the size of the impacted area is relatively high (e.g., park enhancements or additions may affect approximately $\frac{1}{2}$ of the site). Major enhancements are assumed to include providing extensive renovations based on the condition of existing facilities, adding several facilities such as play equipment, athletic fields/courts, athletic field lighting, shade shelters and buildings per facility standards, or providing major upgrades per a new master plan to change the overall character of the park.
- **Improve partner sites:** The City may support recreation by pooling resources or funding projects at sites owned by partner organizations such as Metro, the Forest Grove School District or Clean Water Services.

For each site, the last column in Table 5.1 provides a detailed project description on specific improvements. To understand future site maintenance needs, the table also identifies the percentage of the park currently developed versus the percentage of the site that will need to be maintained after development is completed.

This page is intentionally left blank

TABLE 5.1: RECOMMENDED CAPITAL PROJECTS FOR EXISTING AND PROPOSED SITES

	Acres	% of Park Currently Developed	Park Type	CRITERIA					% of Park Maintained After Project	Project Description
				Acquire Land	Develop Park or Trail	Provide Minor Enhancements	Provide Major Enhancements	Improve Partner Site		
EXISTING PARKS										
Community Parks										
LINCOLN PARK	22.8	100%	CP			•			100%	Improve north end of park as a play, event and social gathering space. Repurpose the BMX track to provide a destination playground including sand and water play features and climbing areas. Create a plaza with water feature between play area and sculpture garden and natural area. Upgrade restroom and replace existing picnic shelter with reservable event pavilion to support large group gatherings, sports tournaments, community events and festivals and social occasions such as outdoor weddings in the adjacent garden.
LINCOLN PARK (Addition)	3.0	0%	CP		•				100%	Develop area with a new entry (parking, signage, access paths) from Sunset Drive. Create a natural area and sculpture garden with a boardwalk, trail and other interpretive elements added near the wetlands.
THATCHER PARK	16.0	100%	CP			•			100%	Create an entry plaza to provide access from the proposed multi-use regional trail along David Hill Road. Connect existing features to Phase 2 park development.
THATCHER PARK (Phase 2)	8.5	0%	CP		•				100%	Add a natural play area, terraced community gardens, reservable picnic shelter and additional parking. Provide soft-surfaced trails, self directed interpretive elements, and seating/viewpoints through the woods.
THATCHER PARK (Dog Park)	1.0	100%	CP	•					100%	Acquire dog park site to permanently incorporate this area into the park.
<i>Community Parks Subtotal</i>	<i>51.3</i>									
Neighborhood Parks										
BARD PARK	2.8	100%	NP			•			100%	Add a permanent restroom, a community table, more seating, additional picnic tables, and nature play and teen play features such as a climbing wall and small court sports
HAZEL SILLS PARK	0.5	100%	NP			•			100%	Enhance the existing play area with natural and open-ended/ free play. Provide additional amenities such as seating, picnic tables, a paved loop path and a free library. Use plantings to screen the park from adjacent neighbors.
JOSEPH GALE PARK	3.8	100%	NP				•		100%	Repurpose the T-ball field to support social and educational gatherings, providing a picnic shelter, community table and updated restroom. Add play elements near this social space, such as climbing wall, outdoor ping pong and bocce. Add natural elements to the existing play area, and improve connections to the school.
KNOX RIDGE PARK	0.4	100%	NP						100%	Enhance the play area with more natural, open-ended free play. Add picnic tables and seating to enjoy the views from this park. Consider a free library.
ROGERS PARK	3.7	100%	NP				•		100%	Enhance park to embrace play and social gatherings for all ages, incorporating Anna and Abby's Yard (memorial play area), an open central plaza with seatwalls, water spray ground, nature play area, teen play area, a reservable picnic shelter, barbecue, a restroom and additional small sport courts.
TAILSMAN PARK	2.3	100%	NP			•			100%	Enhance play area with more open-ended, free play features. Provide a covered picnic shelter and gathering in the north and an opportunity to add park games and a community table to the south near the gazebo.
FOREST GLEN PARK (Upper)	0.9	100%	NP			•			100%	Enhance the play area; add picnic tables and seating; and stabilize the eroding bank. Develop a trail connecting to the lower park.
FOREST GLEN PARK (Lower)	5.3	50%	NP			•			75%	Add picnic tables, seating/viewing options, a set of stairs for staircase workouts, custom slides and play features, and natural plantings. Develop a trail connecting to the upper park.
<i>Neighborhood Parks Subtotal</i>	<i>19.7</i>									
Special Use Parks										
FOREST GROVE AQUATIC CENTER	3.0	100%	SU				•		100%	Maintain and repair the aquatic center to continue providing revenue-generating aquatics programs. Continue to monitor facility condition over the long term.
FOREST GROVE SENIOR CENTER	1.3	100%	SU			•			100%	Explore options and minor enhancements to provide additional programming at this facility.
<i>Special Use Parks Subtotal</i>	<i>4.3</i>									
Open Space, Greenways and Trails										
B STREET TRAILHEAD (City)	0.9	100%	OSGT			•			100%	Provide interpretive signage and improve connections to planned regional trail upon development.
B STREET TRAIL (Trail Corridor)*	1.4	100%	TC						100%	Maintain multi-purpose trail. (See partnership opportunities.)
FERN HILL ELEMENTARY SCHOOL TRAIL*	1	100%	TC						100%	Maintain trail.
FERNHILL WETLANDS TRAILHEAD	0.9	100%	OSGT			•			100%	Maintain trailhead, restroom and shelter. Repair facilities as needed.
FOREST GLEN OPEN SPACE AND TRAIL	45.1	15%	OSGT			•			25%	Add signage at trail entry points. Develop trail connecting upper and lower park areas. Connect trail to regional trail loop.
HIGHWAY 47 TRAIL *	9.1	100%	TC			•			100%	Resurface trail and add or replace benches where needed.
OLD TOWN LOOP TRAIL *	1.3	100%	TC						100%	Maintain trail.
<i>Open Space, Greenways and Trails Subtotal</i>	<i>59.7</i>									

	Acres	% of Park Currently Developed	Park Type	CRITERIA					% of Park Maintained After Project	Project Description
				Acquire Land	Develop Park or Trail	Provide Minor Enhancements	Provide Major Enhancements	Improve Partner Site		
PROPOSED PARKS, OPEN SPACE AND TRAILS										
Proposed Parks										
A.T. SMITH PARK (City)	3.2	0%	SU		•				100%	Develop this site to include community garden beds, a tree covered parking area, an event pavilion and an open area to host classes and programs. (See partnership opportunities related to park land owned by the Friends of Historic Grove.)
KYLE PARK	7.5	0%	OSGT		•				50%	Develop as an open space greenway that provides various bicycling opportunities such as bike trails, a bike skills area, and a bike track. Develop a trailhead with parking and restroom to connect site to the regional loop trail. Prune and plant with native and riparian vegetation.
REUTER FARM PARK	2.1	0%	OSGT		•				100%	Develop site for passive uses only, providing interpretive signage, picnic tables, and benches to take advantage of the expansive views from the park.
SAUCY PARK	0.5	0%	OSGT		•				100%	Develop as an access point to the Old Town Loop Trail. Provide picnic tables, seating options, interpretive features, a natural play area, and natural plantings.
STITES NATURE PARK	10.9	0%	NP		•				80%	Develop as the City's first "naturehood" park, protecting natural elements and serving surrounding neighbors. Provide a parking area and information/interpretive kiosk at the main entrance, adding a picnic shelter and restroom adjacent to the nature play area. Include walking paths, a soft-surfaced loop trails, meadow, wetland plants, viewpoints, interpretive signage, boardwalk, views to the water and nature learning opportunities throughout the site.
NEW DOWNTOWN PLAZA	0.5	0%	SU	•	•				100%	Develop a downtown master plan or plaza master plan to identify the location, design and program elements for a downtown plaza, in conjunction with other downtown uses. Develop this site as a focal point with hardscape and seating to support social gatherings, events and programs. Consider additional recreation uses to address parks needs associated with increased residential living in the town center.
NEW NEIGHBORHOOD PARK # 1 (David Hill North)	6.0	0%	NP	•	•				100%	Develop as neighborhood park with playground, sports courts (basketball, futsal), small picnic shelter, and practice soccer field.
NEW NEIGHBORHOOD PARK # 2 (Oak Street)	2.5	0%	NP	•	•				100%	Develop as mixed use park with plaza/seating area, play elements, low impact sports courts (e.g., bocce, shuffleboard, pickleball), picnic area, and raised community garden.
NEW COMMUNITY PARK (Community Recreation Center)	10.0	0%	NP	•	•				100%	Acquire site of at least 10 acres in an accessible location to construct a multi-purpose community recreation center with indoor and outdoor programming and event space. The indoor facility may include community, active recreation and aquatic facilities. The outdoor space may include large group gathering space, a multi-use rectangular sport field and other community attractions. The location and site characteristics will affect the types of facilities provided.
<i>Proposed Parkland Subtotal</i>										
	43.2	0%								
Improvements to Partner Sites										
A.T. SMITH AMPHITHEATER (FHFG)	2.2	0%	PS					•	100%	Develop amphitheater in conjunction with other improvements made by FHFG.
METRO WETLANDS VIEWPOINT	1.0	0%	PS					•	100%	Add viewpoint, interpretive signage and nature play elements
NEIL ARMSTRONG MS SPORTS FIELDS	7.5	N/A	PS					•	100%	Improve four ballfield complex, adding two multi-purpose rectangular sports fields as overlays in the outfields. Provide access paths, a permanent restroom and support amenities.
SCHOOL SPORTS FIELD PROJECTS	2.1	N/A	PS					•	100%	Consider options to add one multi-use rectangular field at Tom McCall Upper Elementary School. Also coordinate with the School District in addressing other sports fields needs, such as field lighting at Forest Grove High School and the development of new athletic facilities at the proposed school in the David Hill/North Forest Grove area.
<i>Undeveloped Partner Sites Subtotal</i>										
	56.0	0%								
Proposed Trail Corridors (City/Partner)										
GALES CREEK TRAIL **	7.5	0%	OSGT	•	•				100%	Acquire land or easement and develop this segment of the multi-use regional trail, connecting Forest Glen Park to Thatcher Park, Forest Grove HS, a proposed new neighborhood park and the Highway 47 Trail. [Length: 2.1 miles (11,088 feet)]
DAVID HILL TRAIL **	5.1	0%	OSGT	•	•				100%	Acquire land or easement and develop this segment of the multi-use regional trail, connecting the B Street Trailhead to Kyle Park, Knox Ridge Park, Reuter Farm Park, and Forest Glen Park. [Length: 3.1 miles (16,368 feet)]
<i>Trails Subtotal</i>										
	12.6	0%								
Totals for Park Facilities										
	246.9	0%								

Notes:
 CP- Community Park; NP- Neighborhood Park; SU- Special Use; OSGT- Open Space, Greenway and Trail, PS- Partner Site
 Some sites are divided into different rows to account for different land owners or status of development.
 *City maintains trail corridor, but does not own land.
 **Trail acreage is calculated based on an average assumption of a 20-foot corridor.

5.2 PROPOSED PARK ENHANCEMENT AND DEVELOPMENT

The City of Forest Grove evaluated the design of existing City parks and undeveloped park properties to identify ways to enhance outdoor recreation at each site. Appendix D illustrates site-specific design options for each park. These site diagrams take into account the existing site conditions, needs and outreach feedback, partnership and programming opportunities, and systemwide recommendations. The site diagrams, illustrated with photos of design and programming examples, present design options for adding outdoor recreation amenities and facilities. For developed parks, these diagrams are intended to be used as a menu of park improvements with projects that can be funded over time or when facilities are replaced at the end of their lifecycles. For undeveloped sites or sites requiring more extensive renovations, additional site master planning will be needed to be needed before construction, relying on these diagrams as guidelines for park development to ensure consistency with goals stated in this plan.

These design options stem from the desires and goals of Forest Grove residents, who expressed a desire for parks and recreation facilities that embrace new recreation trends, accommodate changing community demographics and reflect current and future priorities for the City. While several different types of projects are noted in parks, six specific types of park enhancements are noted most frequently.

PARK DESIGN OPTIONS

Park site diagrams illustrate options for adding outdoor amenities, facilities and landscaping to improve recreation and park enjoyment. Six options are most prevalent:

- Expanded play
- Added social gathering and event space
- Added variety in recreation experiences
- Increased connections to nature, scenery and history
- Collaborative projects with partners
- Opportunities to activate parks through programs and play

See Appendix D for specific site design options.

Expanded Play Opportunities

Forest Grove residents appreciate the playgrounds located in City parks, but would like to have more variation in play experiences. Instead of offering traditional playground equipment only, park design options note places where nature play and sand and water elements can be added. Destination play areas with water spray or thematic elements are appropriate for high use sites. Since all ages need opportunities to play, design elements also suggest adding play places attractive to adults and teens. These include play areas with challenging features such as climbing walls and hill slides and park games such as outdoor fitness equipment, ping pong tables, chess and non-athletic small game courts.



Social Gathering & Event Space

Community interaction is important in Forest Grove, and parks are valued as social spaces. Residents would like City parks to incorporate facilities that support family, neighborhood and community-scale gatherings, as well as social opportunities for small and large groups. These amenities and facilities may range in size from small seating areas for conversation to large event pavilions suitable for outdoor recreation programs and special events, as well as group rentals. Other design elements that foster community interaction include picnic shelters, community tables, amphitheaters, park plazas and free libraries.



Recreation Variety

Outreach findings identified a desire to have more things to do at parks, which can be supported by adding a greater variety of recreation facilities. Design options include adding more diverse sports courts (e.g., pickleball, futsal, bocce, shuffleboard); bike skills course or pump tracks; park games and other elements such as disc golf, and fitness options (hill climb stairs, outdoor exercise equipment).



Connections to Nature, Scenery and History

Several existing Forest Grove parks and all five of the currently undeveloped City-owned sites have amazing views and unique natural assets. Sites such as A.T. Smith and Reuter Farm Park are steeped in local history. Residents want these natural and historical elements incorporated into park design, so that the site’s character reflects the community’s heritage, agricultural history and natural assets. Design options include incorporating healthy or restored natural habitats and agricultural spaces or lightly developing natural areas to make them accessible for play, relaxation and interaction with nature. Specific recommendations include adding the City’s first “naturehood” park at Stites Park, adding a natural area/sculpture garden at Lincoln Park, and creating a heritage site at A.T. Smith Park. Other parks can be developed or improved to include nature trails / bike trails / multi-use trails, vistas (seating areas), creek viewpoints, nature play areas, interpretive signage, and new community gardens (terraced and historic).



Projects at Partner Sites

Residents appreciate City efforts to maximize the benefits associated with park investments. With that in mind, it’s more cost effective to work collaboratively with other partners to jointly provide recreation opportunities. Recommendations include facility development at several sites owned by partner organizations, including four potential school sites, Metro wetlands, and a portion of A.T. Smith Park owned by Friends of Historic Forest Grove. These include adding to the regional loop trail, adding or improving sports fields, adding a viewpoint along Gales Creek and providing an amphitheater to support outdoor programs.



Park Activation

Forest Grove parks can be transformed into welcoming community hubs activated by engaging recreation programs and events. Recommendations for several sites include adding design elements to support small recurring



events (e.g., small concerts, theater performances, movies in the park), pop-up play opportunities (e.g., mobile playground van, loose parts to build with, hopscotch), and different types of recreation programs that can be held outdoors (e.g., special events, fitness classes, sports, social clubs, trail activities, nature and historical interpretation programs, gardening and environmental education programs).



CHAPTER 6: Implementation

CHAPTER 6: IMPLEMENTATION

This chapter defines implementation strategies to advance Master Plan recommendations. It begins by identifying the total capital and operations costs for all projects recommended in the Master Plan. Since the City does not have the resources to implement all recommended projects, the chapter discusses community funding priorities and applies these priorities to defining a shorter capital improvement plan to strive to complete over the next ten years. Decisions on funding and the willingness of residents to invest in parks and recreation will determine which projects move forward in the next ten years. This information is intended to help City staff make decisions on future investments in parks and recreation and to schedule projects in annual budgeting and work plans.

6.1 POTENTIAL PROJECT COSTS

The total cost of developing and operating the system is critical to plan implementation and the build-out of the system. This plan supports Forest Grove's effort to define the total cost of projects by defining the four categories of costs associated with the development of its parks, recreation, and open space and trails system:

- **Capital:** the acquisition and construction of new park sites and recreation facilities and renovation or improvements to the existing parks and recreation facilities;
- **Maintenance:** routine and preventative maintenance to keep the system open, clean, and safe; and
- **Reinvestment:** the repair, replacement and renewal of amenities, facilities and landscaping as they age, deteriorate and reach the end of their useful life or are no longer serving public needs.
- **Programming:** the coordination and provision of recreation information and services, including classes, activities and events in parks and recreation facilities.

Capital Projects

Table 6.1 presents planning-level capital cost estimate needed to develop, update and enhance the park system as per recommendations noted in Chapter 4 and 5. These cost estimates are organized by park classifications: community parks, neighborhood parks, special use parks and open space, greenways and trails. As with recommendations, they include proposed development conducted at partner sites. A detailed version of the capital projects, cost estimates and costing assumptions for existing and proposed parks can be found in Appendix E.

FOREST GROVE PARKS, RECREATION AND OPEN SPACE MASTER PLAN

TABLE 6.1: ESTIMATED CAPITAL COST BY PARK TYPE AND TASK

Park Type	Acquire Land	Develop Park or Trail	Provide Minor Enhancements	Provide Major Enhancements	Partnership Improvements	Total
<i>Existing Parks</i>						
Community Park	\$200,000	\$4,600,000	\$3,880,000	\$0	\$0	\$8,680,000
Neighborhood Park	\$0	\$0	\$720,000	\$1,114,500	\$0	\$1,834,500
Special Use Site	\$0	\$0	\$162,500	\$750,000	\$0	\$912,500
Open Space, Greenway & Trail	\$0	\$0	\$883,250	\$0	\$0	\$883,250
<i>Subtotal</i>	<i>\$200,000</i>	<i>\$4,600,000</i>	<i>\$5,645,750</i>	<i>\$1,864,500</i>	<i>\$0</i>	<i>\$12,310,250</i>
<i>Proposed Parks</i>						
Community Park	\$2,000,000	\$4,000,000	\$0	\$0	\$32,000,000	\$38,000,000
Neighborhood Park	\$1,700,000	\$5,166,000	\$0	\$0	N/A	\$6,866,000
Special Use Site	\$100,000	\$1,850,000	\$0	\$0	N/A	\$1,950,000
Open Space, Greenway & Trail	\$1,260,000	\$3,798,000	\$0	\$0	N/A	\$5,058,000
Partner Sites	\$0	\$0	\$0	\$0	\$1,875,000	\$1,875,000
<i>Subtotal</i>	<i>\$5,060,000</i>	<i>\$14,814,000</i>	<i>\$0</i>	<i>\$0</i>	<i>\$33,875,000</i>	<i>\$53,749,000</i>
TOTAL	\$5,260,000	\$19,414,000	\$5,645,750	\$1,864,500	\$33,875,000	\$66,059,250

Notes: All costs are based on 2016 dollars, not accounting for inflation. All cost assumptions are defined in Appendix E. Minor enhancements are anticipated to affect approximately 1/4 of the site; major enhancements affect approximately 1/2 of the site.

As shown in Table 6.1, approximately \$66.1 million would be needed to implement all improvements recommended in the Master Plan. Approximately 20% (\$12.3 million) is needed to enhance existing parks, with the majority of those funds (\$8.6 million) for Lincoln and Thatcher Park alone. Nearly 58% of total costs (\$38 million)¹ would be needed to acquire and develop a park with a new community recreation center, and another 24% (\$15.7 million) would fund the development of new parks. While all these improvements are desired, the cost is more than the City can afford.

Maintenance and Reinvestment

Table 6.2 provides an overview of the reinvestment costs and maintenance costs. Unlike capital costs, these represent annual investments to take care of the park system. Maintenance costs are based on an average cost per acre to maintain City parks and trails. Consistent with recommendations, high-use sites such as community parks and special use parks require additional maintenance funds to improve routine and preventative maintenance. Appendix E notes maintenance costs as well as which sites are targeted for increased maintenance services.

Park reinvestment costs per acre reflect an annual allocation for the capital replacement of outdated or worn facilities as scheduled based on their age and use. While these funds are not needed immediately for new facilities and parks, monies set aside annually will ensure that the City has funds on hand to repair or replace facilities when needed. The costs are based on a 20-year replacement schedule to update 1/4 of the park, including landscaping and amenities. At partner sites, these are based on total capital costs rather than a cost per acre.

As shown in Table 6.2, approximately \$2.1 million would be needed annually to take care of all existing and proposed parks, trail corridors and partner sites if the park system is built out as recommended. Another \$1 million should be set aside for capital reinvestment. In the past, the City has not set aside funds to cover major capital repairs and replaced facilities. It has considered system reinvestment in the same context as new capital projects, identifying capital dollars when needed through the capital improvement planning and budgeting process. A reinvestment fund could help proactively plan for facility improvements in the future. Given current challenges to fund parks maintenance, however, the City is unlikely to be able to set these type of funds aside for future use.

¹ See the *Community Center Feasibility Study* for more details on community recreation center costs.

TABLE 6.2: ESTIMATED MAINTENANCE AND REINVESTMENT COSTS

Park Type	Annual Maintenance Cost (After Development)	Annual Future Reinvestment Cost	Total
Existing Parks	\$1,408,360	\$416,894	\$1,825,254
Proposed Parks	\$434,940	\$578,675	\$1,013,615
Improvements to Partner Sites	\$152,080	\$23,438	\$175,518
Proposed Trail Corridors	\$126,000	\$31,500	\$157,500
<i>Subtotal</i>	<i>\$2,121,380</i>	<i>\$1,050,506</i>	<i>\$3,171,886</i>

Notes: All costs are based on 2016 dollars, not accounting for inflation.

Basic maintenance costs are based on an average cost per acre to maintain all City parks and trails, based on figures in the City's Proposed Budget, FY 2016-17. For the Aquatic Center, the cost takes into account net maintenance and operations expenditures.

Park reinvestment costs per acre reflect an annual allocation for the capital replacement of outdated or worn facilities as scheduled based on their age and use. These costs are based on a 20-year replacement schedule to update 1/4 of the park, including landscaping and amenities. At partner sites, these are based on total capital costs rather than a cost per acre.

Recreation Programs

The *Community Center Feasibility Study* identified different program service levels and associated costs for providing recreation programs, events and activities. Table 6.3 presents refined programming costs updated here to reflect Master Plan program recommendations presented in Chapter 4.

TABLE 6.3: ESTIMATED RECREATION PROGRAM AND SERVICE COSTS

Program Level	Estimated Annual Costs
Level 1: Coordinated Information, Website and Scholarships, ½ FTE Recreation Coordinator	\$50,000 - \$75,000
Level 2: YMCA/School Programs, Allowance for Increased Programs and Events in Parks, ½ FTE Recreation Coordinator	\$100,000 - \$200,000
Level 3/4: Full Community Recreation Center Operations and Programming	\$300,000 - \$500,000*
<i>Subtotal</i>	<i>\$450,000 - \$775,000</i>

Notes: All costs are based on 2016 dollars, not accounting for inflation.

*Assumes a 70-75% cost recovery rate and/or substantial partner investment in community center operations.

As noted in the Table 6.3, Level 1 costs are a small annual investment to increase awareness of existing recreation opportunities. The estimated operational outlay is minor to coordinate with other recreation providers in creating a consolidated website of recreation information and providing scholarships for underserved groups to be able to participate in existing programs.

Level 2 costs reflect a moderate annual investment to increase recreation program options. The amount of this allowance could vary depending the numbers and types of new programs and events provided and the amount of subsidy the City is willing to provide to initiate pilot programs. An allowance to recruit program providers as well as initiate a YMCA/School District partnership could be facilitated cost effectively, assuming the program provider absorbs the cost of providing programs and pays the City for facility use.

Levels 3 and 4 cost represent a significant investment in the operations of a new community recreation center: Community recreation center operations would require a sizable subsidy. As noted in the *Community Center Feasibility Study* the City is unlikely to take on facility development or operations without an equity partner to assume management risks and costs.

6.2 COMMUNITY INVESTMENT PRIORITIES

As noted in the last section, the community's desire for more indoor recreation programming space, improvements to existing parks, new park development and improved maintenance and programming is costly. The amount of capital and operations dollars needed for this type of investment would require community funding support through increased taxes, user fees, system development charges and other funding mechanisms. To determine the community's willingness to support this level of funding, the City of Forest Grove led two efforts to understand residents' funding priorities.

Implementation Survey Findings

In February 2016, the City of Forest Grove conducted a telephone survey of registered voters to get their input on funding priorities and their willingness to support tax measures to fund park projects. A total of 220 interviews were conducted. The results are statistically representative within a margin of error or +/-6.6% at a 95% confidence interval. The survey asked participants to identify funding priorities and measured voter support for six funding packages, described briefly in Table 6.4.

TABLE 6.4: TELEPHONE SURVEY TESTED FUNDING PACKAGES

Tax Package	Estimated Revenue Generated	Annual Cost for Average Homeowner*
Maintenance and Upkeep	\$150,000 annually	\$50 per homeowner
Programs and Events	\$150,000 annually	\$50 per homeowner
Park Improvements/Development	\$10M	\$133 per homeowner
Park Improvements/Development	\$20M	\$265 per homeowner
Recreation Center (Small)	\$20M	\$265 per homeowner
Recreation Center (Larger)	\$35M	\$463 per homeowner

* Owner of a \$237,000 home.

KEY FINDINGS

As noted in the survey, community priorities include protecting existing investments and enhancing recreation opportunities on a small scale. Key findings are noted below

- Protect existing investments:** Residents want the City to take good care of existing parks and facilities. Survey results suggested that 63% support a \$25 tax increase per year for the average homeowner, which would generate \$150,000 annually in revenue to improve park maintenance and upkeep.
- Enhance existing recreation programs and community events:** A majority of survey respondents (57%) support a \$25 tax increase per year for the average homeowner, which would generate \$150,000 annually to provide more programs and events.
- Consider limited voter support for larger projects:** Slightly less than half of voters supported a tax increase of \$50 per year for the average homeowner, which would generate \$300,000 annually for the City to support both maintenance and programs. However, there is little current public support for larger tax measures that would increase taxes from \$133-\$465 per year for the average homeowner, raising \$10-\$35 million annually for city park projects (Figure 6.1).
- Prioritize existing parks and low-cost options to enhance recreation opportunities:** Improving park maintenance and upkeep consistent ranked as the community's top funding priority. Beyond that, residents supported nearly equally enhancing programs and investing in smaller park projects. Each of these types of low-cost park investments have tax support according to the priorities noted in Figure 6.2.

FIGURE 6.1: MEASURED FUNDING SUPPORT FOR LARGER PARK TAX PACKAGES

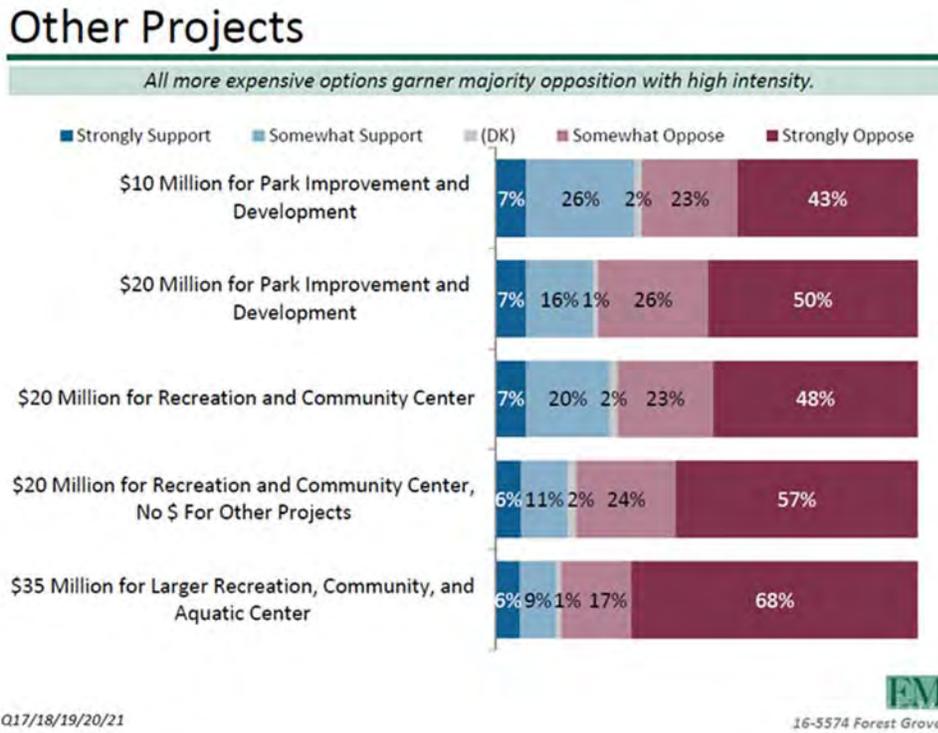
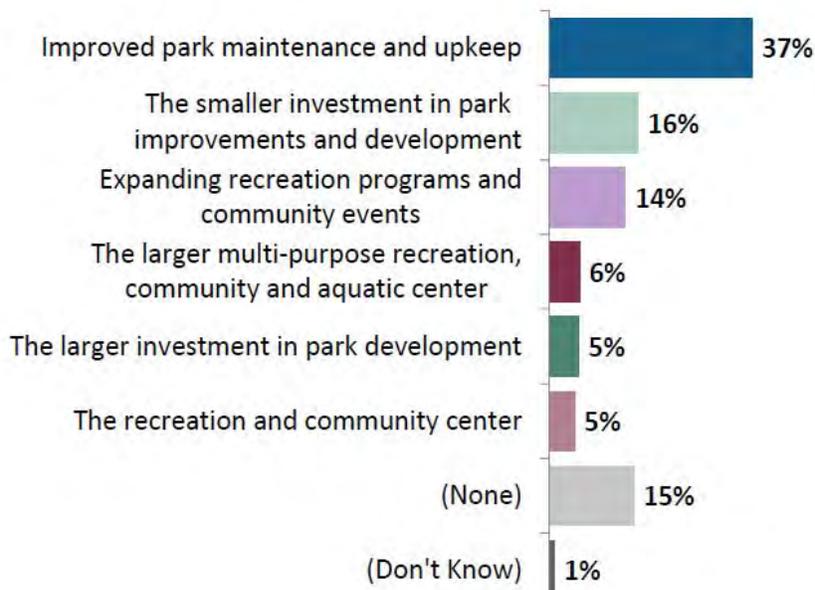


FIGURE 6.2: PRIORITY PARKS AND RECREATION IMPROVEMENTS FOR CITY INVESTMENT



- **Consider different funding options to develop more parks and trails:** Both survey results and earlier outreach results suggested that residents want a variety of park projects, as long as the City does not have to raise taxes to implement them. In the Needs Assessment questionnaire, 87% of respondents indicate it was a high or medium priority for the City to develop its undeveloped park sites; 85% indicated it was important to develop more trails; 68% wanted a new community center. In the Telephone Survey, more than 57% of voters also indicated it was important for the City to develop its vacant park sites. Between 52% and 63% of respondents indicated it was important to improve maintenance, provide minor renovations, develop vacant park sites, and provide more programs and events.

6.3 10-YEAR PLAN AND FUNDING RECOMMENDATIONS

There are clear community priorities for investing in the park and recreation system over the next ten years. What is less clear is the amount of funding available to implement priority projects—particularly in light of apparent limits on the taxing measures voters may be willing to support. Multiple funding sources will be needed to fund both capital projects and operations. Appendix F identifies existing and potential new resources to help fund park and recreation enhancements. These include existing and potential funding sources, as well as the involvement of potential partners, volunteers and donors.

Capital Funding Options

To have a better understanding of potential funds for parks projects, Table 6.5 identifies current and potential funding sources, along with an estimated low and high range of revenues that could be generated by each fund for parks and recreation facility improvements over the next ten years.

As shown in the table, the City is likely to have between \$10 million and \$25 million to fund capital park projects. That is significantly less than the \$66.1 million estimated to be able to implement all capital improvements recommended in the Master Plan. For this reason, a more realistic 10-year funding plan is proposed.

TABLE 6.5: POTENTIAL MAJOR SOURCES AND GENERAL ESTIMATES OF CAPITAL FUNDS

Source	Use/Restrictions	Potential Funds in 10 Years	
		Low Estimate	High Estimate
System Development Charges (SDCs)	May be used for capacity enhancement projects to support new development. ¹	\$7,700,000	\$15,600,000
Grants and State Funds	Special purpose funds to support a designated project, such as trail and greenway improvements or park development. ²	\$325,000	\$1,000,000
Park Acquisition and Development Fund (Fund Balance)	Existing fund for growth-related parks and capital expansion projects supported by SDCs and past State/Metro grants. Restrictions on fund use is dependent on the source. ²	\$1,500,000	\$1,500,000
Bike and Pedestrian Pathways Fund	One percent (1%) of the State Gas Tax revenues received by the City is allocated for bike and pedestrian pathway improvements. Use is restricted to capital projects that build or improve facilities for pedestrian and bicycle modes transportation. ³	\$130,000	\$130,000
General Funds	City financial resources typically used for parks maintenance. These funds have been applied to renovation and reinvestment projects to keep facilities operable. ⁴	\$250,000	\$500,000
Facilities Major Maintenance Fund	Fund established in FY 2010-11 to support major City facility maintenance projects to extend the life of current buildings. ⁵	\$100,000	\$500,000
General Obligation Bond	Voter approved property tax for capital projects. ⁶	0	\$5,000,000
TOTAL		\$10,005,000	\$24,230,000

Notes: All costs are based on 2016 dollars, not accounting for inflation. Cost assumptions are defined in Appendix F.

- 1 SDCs are currently set at a rate of \$3,000 per residential unit, which would generate approximately \$7.7 million.
- 2 Grant funding varies considerably each year. The low amount is based on grant funding shown in the City's 5-year CIP. The high amount is similar to the amount the City received in the last five years.
- 3 The Park Acquisition and Development Fund in the past included SDCs, grants and state funds. While these are split for future funding estimates, this fund still carries a revenue balance to be applied to future projects.
- 4 The Pathways Fund generates approximately \$13,000 per year. There is no fund balance to carry forward from FY 2016/17.
- 5 The General Fund primarily supports maintenance and other City services. In past years, General Funds have been tapped to support necessary renovations, since the City does not have other funds set aside for facility repairs. While it is not recommended to divert maintenance dollars to emergency repair projects, the low estimate shown reflects funding assumptions built into the 5-Year CIP for aquatics renovations.
- 6 The Facilities Major Maintenance Fund expires in 2018 and may be renewed pending voter approval. The current 5-year CIP notes that these funds will continue to be applied to support necessary renovations.
- 7 Currently, there is little voter support for a park bond measure. If the City pursues a bond measure for other City facilities, it could combine small park projects into the funding package, which accounts for the high estimate in this table.

10-Year Plan

CAPITAL PROJECTS

Table 6.6 provides a list of capital funding priorities that is more consistent with available funds and community priorities. Projects are divided into two categories:

- **Primary Projects:** These projects are most important to complete within the 10-year planning horizon. These include approximately \$17 million in projects, focusing on:
 - *Existing park projects and renovation:* Approximately \$9.7 million accounts for needed repairs and maintenance, projects already in process, community park completion, and priority reinvestment in two high-use neighborhood parks.
 - *Proposed parks and access improvements in underserved areas:* Another \$7.2 million support two new parks in unserved areas, as well as trail development and trailhead improvements to improve access to parks.
- **Desired Projects:** The projects in this category reflect community priorities and goals for the Master Plan. The availability of funding and level of partner support most likely will determine if these projects are able to be implemented in the next 10 years.

If the City applies existing sources of funding alone (the lower funding rate in Table 6.5), it will be approximately \$7 million short of funding all primary projects. An increased SDC rate is critical to funding many of the primary projects, which includes approximately \$13 million in capacity enhancement projects that could be funded through SDCs. Maximizing all possible sources of funding (the high estimate in Table 6.5) will be needed to fund the \$24 million of primary and desired projects combined.

Even at the higher investment range, the City will not have sufficient funds to develop all of its undeveloped park acreage. For example, neither Kyle Park nor Reuter Farm Park are on the primary or desired project lists. However, projects such as these can be added in the annual budgeting process if funds become available.

OPERATIONS

In addition to the added capital projects in the 10-year, several operational enhancements are priorities as well. Increased maintenance attention should be given high-use sites such as community parks, as well as parks and facilities where more programming and events occur. The annual amount will be determined based on the timing of capital improvements and program enhancements. Approximately \$100,000 will be needed annually for recreation enhancements within the next 10 years, including hiring a part-time recreation coordinator to carry out program initiatives (consolidated information, scholarships) and pilot projects to activate parks. The City should strive to provide Level 2 programming if feasible (see Table 6.3).

TABLE 6.6: Primary and Desired Capital Projects and Potential Funding Sources

	Acres	Park Type	RECOMMENDATIONS				CAPITAL COSTS	CAPITAL FUNDING OPTIONS									
			Acquire Land	Develop Park or Trail	Provide Minor Enhancements	Provide Major Enhancements		Add Facility through Partnership	Estimated Capital Cost	System Development Charges*	Grants and State Funds	Park Acquisition & Development Fund	Bike & Pedestrian Pathways Fund	General Funds	Facility Major Maintenance	General Obligation Bond	Partnerships, Donations, Easements
PRIMARY PROJECTS																	
Existing Parks																	
LINCOLN PARK	22.8	CP			•			\$ 2,280,000	•								•
LINCOLN PARK (Addition)	3.0	CP		•				\$ 1,200,000	•								•
THATCHER PARK (Phase 2)	8.5	CP		•				\$ 3,400,000	•								•
THATCHER PARK (Dog Park)	1.0	CP	•					\$ 200,000	•								•
JOSEPH GALE PARK	3.8	NP			•			\$ 564,000	•								•
ROGERS PARK	3.7	NP			•			\$ 550,500	•								•
FOREST GROVE AQUATIC CENTER	3.0	SU			•			\$ 750,000		•							•
FOREST GROVE SENIOR CENTER	1.3	SU			•			\$ 162,500			•						•
FERNHILL WETLANDS TRAILHEAD	0.9	OSGT			•			\$ 45,000									•
HIGHWAY 47 TRAIL	9.1	TC			•			\$ 455,000		•							•
FACILITY RE-INVESTMENT & DEFERRED MAINTENANCE					•			\$ 500,000									•
<i>Existing Primary Projects Subtotal</i>	<i>57.0</i>							<i>\$ 10,107,000</i>									
Proposed Parks																	
SAUCY PARK	0.5	OSGT		•				\$ 100,000	•								•
STITES NATURE PARK	10.9	NP		•				\$ 2,616,000	•								•
NEW NEIGHBORHOOD PARK # 1 (David Hill North)	6.0	NP	•					\$ 3,000,000	•								•
DAVID HILL TRAIL *	5.1	OSGT	•	•				\$ 1,530,000	•								•
<i>Proposed Primary Projects Subtotal</i>	<i>22.5</i>							<i>\$ 7,246,000</i>									
<i>Primary Projects Subtotal</i>	<i>79.5</i>							<i>\$ 17,353,000</i>									
DESIRED PROJECTS																	
Existing Parks																	
THATCHER PARK (Existing Park Enhancements)	16.0	CP			•			\$ -									•
BARB PARK	2.8	NP			•			\$ 213,000	•								•
TAILSMAN PARK	2.3	NP			•			\$ 172,500	•								•
<i>Existing Desired Projects Subtotal</i>	<i>21.1</i>							<i>\$ 385,500</i>									
Proposed Parks																	
NEW NEIGHBORHOOD PARK # 2 (Oak Street)	2.5	NP	•	•				\$ 1,250,000	•								•
A.T. SMITH PARK (City)	3.2	SU		•				\$ 1,600,000	•								•
A.T. SMITH AMPHITHEATER (FHFG)	2.2	PS						\$ 350,000	•								•
NEIL ARMSTRONG MS SPORTS FIELDS	7.5	PS						\$ 1,250,000	•								•
SCHOOL SPORTS FIELD PROJECTS	2.1	PS						\$ 200,000	•								•
GALES CREEK TRAIL *	7.5	OSGT	•	•				\$ 2,250,000	•								•
<i>Proposed Desired Projects Subtotal</i>	<i>25.0</i>							<i>\$ 6,970,631</i>									
<i>Preferred Projects Subtotal</i>	<i>46.2</i>							<i>\$ 7,356,131</i>									
Totals for Primary and Preferred Projects	125.7							\$ 24,709,131									

Notes: CP = Community Park; NP = Neighborhood Park; SU = Special Use; OSGT = Open Space, Greenway and Trail; PS = Partner Site
 *SDC funds can be applied to any capacity enhancing capital project that meets the demands of new development. Depending on the adopted SDC rate, new development at these sites (or others) may be funded by SDCs.

Funding Options

Multiple funding sources will be needed to implement this Plan. City Council and staff will need to consider all funding sources during the annual budgeting process, when renewing current levies, and when considering proposed funding sources to enhance parks and recreation.

CAPITAL FUNDING OPTIONS

To implement priority projects associated with a 10-year plan, City Council and staff should consider focusing available funds for capital projects on community priorities in the range of \$20-\$22 million. Other projects, including those not in the 10-year plan, may be considered if funding becomes available. Funding options include:

- **Increase the SDC rate:** To provide parks at the current level of service as the community grows, the City should consider increasing revenues from System Development Charges (SDCs) to meet the needs of new residential development. SDCs are one-time fees imposed on new residential development to address the impacts this growth will have on the park system.
- **Renew the Facilities Major Maintenance Fund:** As the Aquatics Center and Senior Center continue to age, additional funds will be needed for major repairs to keep these buildings operational. Voter approval will be needed to renew or potentially increase the Facility Major Maintenance Fund.
- **Leverage partnerships, donations and easements to reduce costs:** City leaders should continue working together to explore opportunities to advance community or partner-supported projects. Crowdfunding, fundraising, land swaps and donations, joint facility development, trail easements (rather than land acquisition at market costs) have been important project resources in the past and would support a higher level of service if increased in the future.
- **Revisit a voter-approved bond measure:** The Telephone Survey suggested that there is community support for a small tax measure. If the City pursues a bond to finance other City projects such as a new police station, it may consider a funding package that includes funds for key park projects. In time, if community demand increases for park improvements and development, the City may find it valuable to re-test community support for a larger tax measure.
- **Apply other funding sources:** The City should evaluate all other potential funding sources. For example, the Public Arts Donation Fund may be able to support the sculpture garden at Lincoln Park. Naming rights could be sold for major new facilities such as an event pavilion (recommended at Lincoln Park) or amphitheater (at A.T.Smith Park). Other funding sources and grants could augment what City funds alone can provide.

OPERATIONS FUNDING OPTIONS

In addition to the capital dollars, the City will need to increase the amount of operations funds to maintain new parks and facilities brought online, increase the maintenance level of service at high-

use parks, and coordinate programs and events. In addition to existing General Fund dollars applied to operations, the following should be considered to expand operations dollars:

- **Apply additional General Fund dollars towards operations:** The City should explore options to increase General Fund support for park operations. By ensuring that major facility repairs and renovations are funded through a renewed Facilities Major Maintenance Fund, that frees up additional General Fund dollars for tasks such as the day-to-day park maintenance or the development/consolidation of recreation information in a website.
- **Renew the local option levy:** The City has relied on a local option to levy to support park maintenance and other City services. This fund is up for renewal and will need voter approval. Maintenance costs will increase as facilities age and new park amenities and facilities are brought online, so renewal or potentially increasing these maintenance funds will be important.
- **Expand and focus the Community Enhancement Fund on program initiatives:** In 1990, the City established the Community Enhancement Fund based on a per-ton fee charged on solid waste disposed at the Forest Grove Transfer Station. Non-profit groups and City-sponsored committees can apply to use these funds for recreational improvements and increased programming that benefit youth, seniors, low income persons and/or underserved populations. As part of the pilot effort to increase recreation programming and events, recreation providers and non-profits should be encouraged to apply for funds to increase recreation services and events. The long-term goal is to transition these pilot programs into fee-based recreation programs that continue to be held in parks without a future subsidy.

PRIORITIZATION CRITERIA

The Prioritization Scorecard in Appendix G has a set of ten criteria. These criteria consider if a project or program:

- Augments maintenance and lifespan of amenities and facilities
- Increases unique recreation opportunity
- Provides varied programming options
Addresses all ages and abilities of users
- Improves park access or connectivity
- Promotes sense of community
- Preserves community heritage and natural resources
- Increases sustainable and cost-efficient operations
- Promotes local economy
- Increases partnerships

- **Consider a recreation/event operational levy:** As demand and support for recreation grows, the City may consider asking voters to approve a small tax measure (e.g., \$25 - \$50 annually for the average homeowner) to fund a recreation staff position and increased community events and programs.

- **Provide fee-based programs and reinvest revenues:** The City should consider initiating the pilot investment in recreation programs and events, charging fees to recover facility use costs for programs. Any revenues generated can be reinvested into additional programs.

Prioritization Criteria

Implementing the *Parks, Recreation, and Open Space Master Plan* will require ongoing decision-making over the next ten years, particularly as the City completes its 5-year Capital Improvement Plan and updates its annual budget and work plan. Besides the funding sources noted here, the amount of support from residents, businesses and partners

will help determine which projects to advance. To be able to re-assess priority projects as circumstances change, this Master Plan includes a Prioritization Scorecard (Appendix G) that emerged from the community priorities and Master Plan goals. The scorecard introduces prioritization criteria that the City of Forest Grove can use to rate different projects and programs.

Each project can be reviewed in using the Appendix G criteria. Scored priorities should then be evaluated further against on factors such as available funding, political will and staff capacity. The same criteria can be used to refine the 5- and 10-year Capital Improvement Plans based on Council and community approval for different funding elements.