



Parks, Recreation, Trails, and Open Space

“The community envisions a future where a wide variety of recreational opportunities are available through a diverse system of parks, trails, and open spaces.”





ADOPTED AMENDMENTS

EFFECTIVE DATE	CPA#	CHANGES
01-10-08	2007-00001	Entire chapter updated by Ordinance 07-22.

SECTION COVER PHOTO: KIM BRUN, PHOTO CONTEST ENTRANT
Early morning light (Cook Park).



Access to parks, recreation, trails, and open space enhances the livability of a community and contributes to the well-being of its residents. These amenities provide a variety of opportunities for residents and visitors to enjoy both active and passive activities, while also helping to preserve open space, wildlife habitat, and natural resources. Parks may also serve as informal meeting places to draw people together and create a sense of place. These public lands and facilities are highly appreciated by Tigard’s residents and the City is committed to their adequate provision. Statewide Planning Goal 8 requires Oregon jurisdictions to plan for recreational needs and this becomes especially important as the City begins to approach full development.

GOAL 8: Recreational Needs

“To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of recreational facilities, including destination resorts.”

The community envisions a future where a wide variety of recreational opportunities are available through a diverse system of parks, trails, and open spaces. This system would be distributed throughout the community and easily accessible from all neighborhoods.

It includes not only developed parks, but open spaces to protect natural resources that the community holds in high regard. The citizens also know that simply planning for and providing the opportunities is not enough, but funding must be secure to properly manage and maintain the system.



PHOTO: CITY STAFF

Summerlake Park playground.

The Tigard park system currently includes 169 acres of City parkland and 182 acres of greenway and other preservation-oriented sites. These figures equate to 3.7 acres of developed area and 4.0 acres of natural area per thousand residents. Most of this park and greenway land is located within the floodplain. In addition to parks and open spaces, Tigard has developed a successful trail program, consisting of 9 miles of completed trails. These trails provide both recreation opportunities and transportation links throughout the community. A major



source of parkland acquisition and development funds has come from the park System Development Charge (SDC) on new development, first imposed in 1977.

The City does not sponsor a recreation program and is not served by a special park and recreation district. The *Tigard Park System Master Plan* covers the City proper and the unincorporated Urban Services Area. Subsequent to the master plan's adoption in 1999, the City added 19.3 acres of parkland and 24.1 acres of greenway. Because of population increases during the same period, the City's existing level of service through 2006 held steady at 7.7 acres of public parks and open space per thousand population.

KEY FINDINGS:



PHOTO: MARGARET DOHERTY

Reflected trees in Fanno Creek.

- The system of adding parks and related land and facilities in the City has kept up with growth in the seven years since the Park System Master Plan's adoption in 1999 (7.7 acres/1000 residents), but has not achieved the Plan's aspirational standard.

- Many areas of the City are park deficient.
- The land supply available for parks and open space is becoming smaller and more expensive.
- Given the level of development in Tigard, sufficient land for neighborhood parks is unavailable to meet the needs of underserved residential and non-residential areas.
- Many non-City-owned lands and facilities serve the park and leisure needs of Tigard residents.
- The City lacks a trail master plan to guide the development of the trail system and facilitate progress toward its completion.



- The City has regulations in place that effectively provide for block links and pedestrian connections in new neighborhoods. However, there are significant gaps in the off-street pedestrian system within older neighborhoods.
- Citizen groups have identified a trail route within Northeast Tigard that includes on and off street segments to connect with the City of Portland-adopted SW Communities trail network. Citizens have proposed that this route be considered for adoption into the Tigard trail plan.
- The trail officially identified by Tigard as the “Powerline Trail” is a segment of a larger inter-jurisdictional trail formally identified as the “Westside Trail” in the Metro Regional Trails Map.
- The City does not operate a recreation program and is not served by a special park and recreation district. Consequently, Tigard residents have limited opportunities to participate in recreation programs.
- Overall, City parklands are well maintained. Maintenance problems identified in the 1999 Tigard Park System Master Plan have been, or are being, addressed.
- The new Park SDC methodology sets a per-project percentage limit on the use of SDC funds. Some 63% of the cost of park improvements is assigned to non-SDC funding sources. At this time, the City does not have a stable source of revenue that can be used as the companion funding source for capital projects.
- Many of the projects identified in the Parks SDC parks capacity program are located in the Bull Mountain Urban Services Area, and not within the City limits.
- Tigard does not have a parks foundation. Such foundations provide local governments with important additional programs to finance park and open space projects.
- The City has been proactive in working with the Tigard Water District for the use of reservoir properties for open space. Partnership plans with the school district for the renovation and joint use of school playgrounds to meet neighborhood park needs have not been developed.
- Volunteers annually contribute thousands of hours to Tigard’s park system, and are a non-monetary funding source for park maintenance and improvements.



- In recent years, the City has developed and employed innovative methods to create more active park acreage to serve community needs. This has included making use of a state infrastructure loan program to expand Cook Park and making certain types of industrially zoned properties available for park uses.
- The citizens of Tigard value pedestrian and bicycle paths in the community and support the development of a well connected network.
- The citizens of Tigard value access to neighborhood parks and open space within a half mile of their homes.
- The citizens of Tigard are concerned about the impact of growth on the community’s natural resources.
- The citizen’s of Tigard are concerned about the lack of a public recreation program and the lack of an adequate number of parks in the community.



PHOTO: CITY STAFF

View of Summerlake from Summerlake Park.

GOAL:

- 8.1 Provide a wide variety of high quality park and open spaces for all residents, including both:
 - A. developed areas with facilities for active recreation; and
 - B. undeveloped areas for nature-oriented recreation and the protection and enhancement of valuable natural resources within the parks and open space system.

POLICIES:

- 1. Tigard shall acquire, develop, and maintain a diverse system of parks, trails, open space, and recreational facilities that are safe, functional, and accessible to all of its population.



2. The City shall preserve and, where appropriate, acquire and improve natural areas located within a half mile of every Tigard resident to provide passive recreational opportunities.
3. The City shall seek to achieve or exceed the ideal park service level standard of 11.0 acres of parkland per thousand population.
4. The City shall endeavor to develop neighborhood parks [or neighborhood park facilities within other parks, such as a linear park] located within a half mile of every resident to provide access to active and passive recreation opportunities for residents of all ages.
5. The City shall develop other parks, including linear parks, special use facilities, urban plazas, skate parks, and pet areas, consistent with the descriptions and standards contained in the park system master plan.
6. The City shall acquire and manage some open spaces to solely provide protection of natural resources and other open spaces to additionally provide nature-oriented outdoor recreation and trail-related activities.
7. The City shall ensure public safety is a consideration in the planning, design, and management of parks, open spaces, and trails.
8. The City shall enforce park rules to protect public safety.
9. The City shall integrate green concepts into park and open space design, maintenance, and operations.
10. In addition to standing committees such as the Park and Recreation Advisory Board, and the Tree Board, the City shall continue to involve its residents and businesses as active participants and partners in all aspects of providing park and recreational services.

“The City shall seek to establish and manage a fully functional urban forest.”



11. The City shall ensure that the community at large is adequately informed of recreation opportunities and programs; issues affecting park, open space, and recreation services; and volunteer opportunities.
12. The City shall, either directly or in coordination with other stakeholders and agencies, seek opportunities to acquire public open space.
13. The City shall build and maintain partnerships with other governmental and private agencies and organizations to optimize funding and facility resources, and improve park and recreational opportunities.
14. When considering acquisition of new parkland and open space, the City shall identify funding for required maintenance and public safety activities.

15. The City shall require all development to pay a parks system development charge or to dedicate land in lieu of a park system development charge.



PHOTO: CITY STAFF

Woodard Park playground.

16. The City shall continue to encourage and recognize the important role of volunteers and community groups in meeting City park, trail, open space, and recreation needs, and in building stewardship and promoting community pride.
17. The City shall maintain and manage its parks and open space resources in ways that preserve, protect, and restore Tigard’s natural resources, including rare, or state and federally listed species, and provide “Nature in the City” opportunities.



18. The City shall provide funding for a high level of park, open space, and recreational facility maintenance.
19. The City shall seek to establish and manage a fully functional urban forest.
20. The City shall continue to improve access to neighborhood parks and other facilities in order to serve all citizens, regardless of ability.
21. Acceptance of any land donated for park purposes shall be based upon its usefulness and adaptability to the Park System Master Plan.
22. City-owned property may be used for private wetlands mitigation considered on a case-by-case basis.

RECOMMENDED ACTION MEASURES:

- i. Review and update the Parks System Master Plan every 5 years.
- ii. Develop master plans for each park that identify the locations and types of development that will occur in the park, preserve natural areas, and ensure development that promotes safe and aesthetically pleasing environments.
- iii. Consider and respond to Tigard’s social and demographic characteristics, including its cultural diversity, when planning for, and investing in, park improvements.
- iv. Consider the development of a partnership plan with the school district for the renovation and joint use of school grounds in park deficient areas to meet neighborhood park needs.
- v. Coordinate with and support Metro, Oregon State Parks, the National Park Service, and other agencies that provide parks, open spaces, and recreational activities in or near Tigard.
- vi. Promote a safe environment in the City’s parks and open spaces through on-going contact and coordination with public safety officials.



- vii. Consider the development of a marketing and communication plan to inform the public about the value of parks and the recreational services they provide.
- viii. Develop and distribute maps and brochures to educate users about the park and open space system and promote appropriate use.
- ix. Revise and update the Park System Development Charge (SDC) Methodology to reflect current land and development costs and to consider:

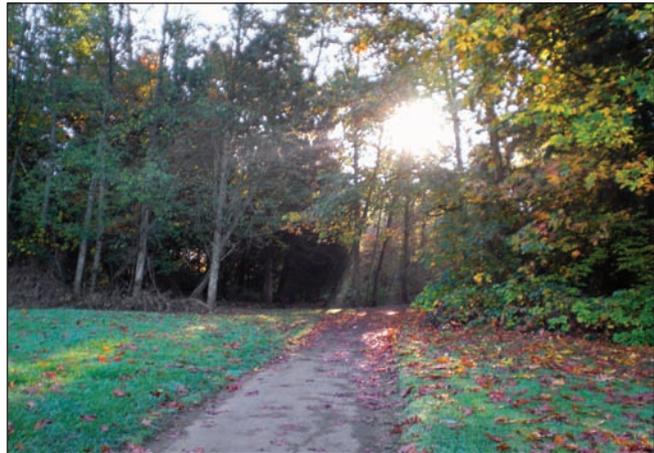


PHOTO: MARGARET DOHERTY

Morning at Cook Park.

- A. the development of a dependable, long term funding source, or sources, that can be used to provide the overall project costs assigned to non-SDC funding sources in the SDC study's capital improvement program;
 - B. adjustments to the extraterritorial (Urban Growth Area) improvement projects identified in the SDC capital improvement program; and
 - C. adjustments to the SDC fee structure that reflects realistic non-SDC revenue expectations.
- x. Seek timely voter approval to fund needed park and open space acquisitions and improvements.



- xi. Utilize alternative methods to acquire and develop open space, parks, and trails, including local improvement districts, purchase of easements and development rights, life estates, etc.
- xii. Work to increase grants and donations from new sources for operating and capital funding.
- xiii. Consider the establishment of a parks foundation to assist with fund raising, acquisition, and special projects.
- xiv. Explore additional ways to acknowledge and recognize sponsors and donors.
- xv. Continue to use park reservation fee schedules that provide cost recovery balanced against needed services. Provide services to City residents at lower costs than to non-residents.
- xvi. Continue efforts to involve the public in the allocation of, and request for, funds.
- xvii. Identify funding for required maintenance and management activities when considering acquisition of new parkland and open space.
- xviii. Where applicable, take into consideration the costs of public safety services when considering acquisition of new parkland and open space.
- xix. Make parks, trails, and open spaces universally accessible by as many people as possible.
- xx. Provide public access to public open space in ways that protect and preserve sensitive natural resources.
- xxi. Continue to seek the assistance of volunteer groups to help in developing and maintaining parks, trails, and open spaces.
- xxii. Create volunteer opportunities, and support those who want to participate in making ideas, projects, and events happen in their neighborhood parks.



- xxiii. Develop and apply administrative policies and procedures for use of volunteer resources.
- xxiv. Continue to develop and implement specific management plans and maintenance programs for the high level maintenance of all of the City's park and open space lands.
- xxv. Seek opportunities to introduce more environmentally-friendly, science-based maintenance practices, including measures to increase, re-use, and recycle programs, on-site filtration, integrated pest management, and other best management practices.
- xxvi. Develop and implement an urban forestry program to improve the condition of Tigard's urban forest through effective management decisions.
- xxvii. Include natural resources surveys and monitoring in the City's management of public open spaces and related natural resources.
- xxviii. Remove and control invasive species and noxious weeds in natural areas.
- xxii. Inform the public about maintenance and management requirements for the City's various types of parks, recreation facilities, trails, and open spaces, for example, by posting maintenance plans on the City webpage.

GOAL:

- 8.2 Create a Citywide network of interconnected on- and off-road pedestrian and bicycle trails.

POLICIES:

- 1. The City shall create an interconnected regional and local system of on- and off-road trails and paths that link together neighborhoods,



parcs, open spaces, major urban activity centers, and regional recreational opportunities utilizing both public property and easements on private property.

2. The City shall design and build greenway trails and paths to minimize their impact on the environment, including on wildlife corridors and on rare, and state or federally listed species.

RECOMMENDED ACTION MEASURES:

- i. Complete a trail system master plan to guide the development of the trail system and facilitate progress toward its completion.
- ii. Complete a Citywide inventory and prioritization of opportunities for short pathway connections that increase bicycle and pedestrian connectivity and complement the greenway and on-street bicycle/pedestrian systems.
- iii. Develop trail standards for the many trail systems, sizes, and materials needed in different settings.
- iv. Add to the park system master plan map:
 - A. The Tigard portions of two “regionally significant” trails (the Westside Trail (formerly, the Powerline Trail) and the Washington Square Loop Trail); and
 - B. The on- and off-street route identified by the citizen groups that connects the Washington Square Loop Trail with the Portland Urban Trail Number 5, which ends at SW Dickinson and SW 65th.
- v. Coordinate trail development and maintenance activities with natural resource management objectives and activities.
- vi. Where appropriate, furnish trails with amenities, such as interpretive and directional signage, benches, drinking fountains, parking and staging areas, and other services.



- vii. Use automated systems to systematically map and document trail easements, right-of-way dedications, proposed alignments, and current trail locations.

GOAL:

- 8.3 Provide Tigard residents with access to a broad range of recreational, cultural, and educational activities.

POLICIES:

- 1. The City shall endeavor to establish a comprehensive recreation program.
- 2. The City shall identify funding to provide a broad range of recreational opportunities.

RECOMMENDED ACTION MEASURES:

- i. Develop an information program to raise the public’s awareness of the importance of recreational facilities and programs to public well-being and community livability.
- ii. Identify potential partners, including school districts, special service districts, private providers, etc., for the provision of recreation programs.
- iii. Work with the community to assess appropriate elements for a recreation program.
- iv. Consider voter approval to fund needed recreation facilities and a recreation program.
- v. Assist, when appropriate, youth sports leagues and other non-profit recreation providers.