

**UMATILLA PLANNING COMMISSION MEETING
AGENDA
COUNCIL CHAMBERS
JUNE 22, 2021
6:30 PM**

1. **CALL TO ORDER & ROLL CALL**

2. **PLEDGE OF ALLEGIANCE**

3. **APPROVAL OF MINUTES**

3.a [May 25, 2021 Minutes](#) *Suggested Action: Approval*

4. **UNFINISHED BUSINESS**

4.a [Monte Vista Plan Amendment PA-1-21](#) *Suggested Action:*

The applicant, Monte Vista, is requesting to rezone two tax lots totaling 81.17 Acres from Single-Family Residential (R-1) to Medium-Density Residential (R-2) for a proposed subdivision application. The proposed subdivision would create a total of 326 new single-family homes. If this Rezone is not approved the proposed subdivision would need to meet the lot size standards of the Single-Family Residential Zone.

5. **NEW BUSINESS**

5.a [Extension for SUB-1-21](#) *Suggested Action:*

The applicant, MCSUM(MonteVista), have received approval of a tentative plat for a residential subdivision to divide two existing parcels into 326-lots for residential development on May 25, 2021. The applicant intends to develop the lots with single-family homes, but is requesting a 1-year extension to begin construction.

5.b [Master Park Plan](#) *Suggested Action: Formal recommendation to City Council*

6. **DISCUSSION ITEMS**

6.a [Community Development Director Check In](#) *Suggested Action: An update on things happening within the City of Umatilla*

7. **INFORMATIONAL ITEMS**

8. **ADJOURNMENT**

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**UMATILLA PLANNING COMMISSION MEETING
DRAFT AGENDA MINUTES
COUNCIL CHAMBERS
MAY 25, 2021
6:30 PM**

Disclaimer: Due to equipment malfunction the meeting was not recorded correctly. These minutes are as accurate as possible given the circumstance.

1. CALL TO ORDER & ROLL CALL

Meeting called to order at 6:30 p.m.

- A. **Present:** Commissioners; Boyd Sharp, Kelly Nobles, Keith Morgan, Hilda Martinez
- B. **Absent:** Bruce McLane, Jennifer Cooper
- C. **Late arrival:** Heidi Sipe
- D. **Staff present:** Community Development Director, Brandon Seitz, and Associate Planner, Jacob Foutz.

2. PLEDGE OF ALLEGIANCE

3. APPROVAL OF MINUTES

3.a [April 27, 2021 Minutes](#)

Motion to approve by Commissioner Morgan, seconded by Commissioner Nobles. Motion Carries 4-0.

4. UNFINISHED BUSINESS

5. NEW BUSINESS

5.a [Columbia Basin Development SUB-2-21](#) *Suggested Action:*

The applicant, Columbia Basin Development, request approval of a tentative plat for a residential subdivision to divide an existing parcel into 49-lots for residential development. This is the second phase of Vandelay Meadows and will connect with the existing phase. The applicant intends to develop the residential lots with single-family dwellings. The proposal must comply with the applicable standards for the Medium-Density Residential zoning district (R2) and the Land Division Ordinance (LDO).

Chair Sharp opened the hearing and read into the record the Public Hearing Opening Statement.

Chair Sharp asked if there was any conflicts or objections.

Chair Sharp asked for the Staff Report

Planner Foutz gave a review of the staff report.

Commissioner Nobles asked if parks fees will be applied to this development.

Director Seitz explained that the next phase is when park fees will be applied.

Chair Sharp pointed out that a condition of approval requiring easements was missing

Planner Foutz agreed and made it known that the final findings would reflect accurately.

Chair Sharp inquired as to why some standards are deferred to the Public Works Director Seitz explained that some of the standards such as sidewalks is enforced upon the issuance of a building permit to avoid cracked sidewalks during construction.

Chair Sharp asked for any testimony from the applicant.

The applicant declined.

Chair Sharp asked for any testimony from the audience. None.

Chair Sharp called for a motion to close the hearing of SUB-2-21. Motion to close by Commissioner Sipe. Seconded by Commissioner Morgan. Motion Carried 4-0.

Chair Sharp asked for any question or discussion among commission members. None.

Chair Sharp called for a motion to approve SUB-2-21. Motion to approve by Commissioner Nobles. Seconded by Commissioner Morgan. Motion Carried 4-0.

5.b **Monte Vista Plan Amendment PA-1-21** *Suggested Action:*

The applicant, Monte Vista, is requesting to rezone two tax lots totaling 81.17 Acres from Single-Family Residential (R -1) to Medium-Density Residential (R-2) for a proposed subdivision application. The proposed subdivision would create a total of 326 new single-family homes. If this Rezone is not approved the proposed subdivision would need to meet the lot size standards of the Single-Family Residential Zone.

Chair Sharp opened the hearing and read into the record the Public Hearing Opening Statement.

Chair Sharp asked if there was any conflicts or objections.

Chair Sharp asked for the Staff Report.

Planner Foutz gave a review of the staff report and explained that staff will be adding findings to the report in regards to goal 10.

Chair Sharp clarified that the City has a healthy surplus of single-family residential land.

Director Seitz confirmed.

Commissioner Sipe asked when the improvements to Powerline and HWY 730 would start.

Director Seitz explained that the upcoming TSP will address when such improvements should occur.

Chair Sharp asked for any testimony from the applicant.

Luke Pickerill 2123 Nelson Road Bend, OR 97701 of MonteVista Homes gave testimony showing his development and explained who MonteVista is and what benefit they will be to the community.

Steve Wilson 60900 Raintree Drive Bend Oregon of MonteVista Homes also testified of the benefits of MonteVista in the City of Umatilla.

Chair Sharp asked for any testimony from the audience.

Carla McLane 170 Van Buren Drive a Citizen voiced her concern with access issues on south hill. She explained that the current street layout needs a second access due to the amount of new homes going in for safety reasons.

Chair Sharp asked for any question or discussion among commission members.

The Commission was in general agreement that an access over the canal was needed.

Commissioner Sipe made a motion for continuance of PA-1-21. Commissioner Morgan seconded. Motion Carried 4-0. PA-1-21 Continued to June 22nd, 2021.

5.c **Monte Vista Subdivision SUB-1-21** *Suggested Action:*

The applicant, MCSUM(MonteVista), request approval of a tentative plat for a residential subdivision to divide two existing parcels into 326-lots for residential development. The

applicant intends to develop the residential lots with single-family dwellings. The proposal must comply with the applicable standards for the Medium- Density Residential zoning district (R2) and the Land Division Ordinance (LDO). This application will be processed with the assumption that MonteVista Rezone Plan amendment PA-1-21 has been approved. Planning commissions recommendation will be acted upon by the City Council on June 1st. A condition of approval will be that PA-1-21 is approved.

Chair Sharp opened the hearing and read into the record the Public Hearing Opening Statement.

Chair Sharp asked if there were any conflicts or objections.

Chair Sharp asked for the Staff Report.

Planner Foutz went over the staff report, and explained that even though PA-1-21 was continued, SUB-1-21 could be approved as it has a condition of approval that it is valid only once PA-1-21 is approved by City Council.

Chair Sharp asked for any testimony from the applicant.

Luke Pickerill 2123 Nelson Road Bend, OR 97701 of MonteVista Homes gave testimony. He touched on his disappointment for the continuance and emphasized that their TIA was very clear and that they can not be held to standard that is not in the City code.

Chair Sharp asked for any testimony from the audience.

Carla McLane 170 Van Buren Drive a Citizen voiced her concern with access issues on south hill. She explained that the current street layout needs a second access due to the amount of new homes going in for safety reasons.

Chair Sharp asked for any question or discussion among commission members. None.

Chair Sharp called for a motion to approve SUB-2-21. Motion to approve by Commissioner Morgan. Seconded by Commissioner Sipe. Motion Carried 4-0.

6. **DISCUSSION ITEMS**

- 6.a [Community Development Director Check In](#) *Suggested Action: An update on things happening within the City of Umatilla*

7. **INFORMATIONAL ITEMS**

- 7.a [Master Park Plan Joint Meeting on June 8th](#) *Suggested Action: Meeting to review the Umatilla Master Park Plan with Parks and Recreation Committee at 6:30 PM*
- 7.b [Chinook Institute Planning Class on June 4th](#) *Suggested Action: Class will be from 9 a.m. – 4 p.m. in the Council Chambers. Lunch will be provided.*

8. **ADJOURNMENT**

8:32PM

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DRAFT



**CITY OF UMATILLA PLANNING COMMISSION
REPORT AND RECCOMENDATION
FOR
PLAN AMENDMENT PA-1-21**

DATE OF HEARING: May 25, 2021

REPORT PREPARED BY: Jacob Foutz, Associate Planner

I. GENERAL INFORMATION AND FACTS

Applicant:	MCSUM, LLC (Monte Vista) 62958 NE Layton Ave STE 5 Bend, OR 97701
Property Owner:	Mitchell L McClannahan PO BOX 2022 Kalama, WA 98625
Land Use Review:	Comprehensive Plan Map Amendment and Zone Change (Type IV review).
Subject Property Description:	Township 5N, Range 28, Section 18, Tax Lots 903 and 904.
Location:	The property is located on South hill along the west extension irrigation district irrigation canal.
Proposed Development:	Proposed subdivision development.
Existing Zoning:	Single-Family Residential (R-1) Zone.
Proposed New Zoning:	Medium-Density Residential (R-2) Zone.

**II. Nature of Request/Applicable Comprehensive Plan and Zoning
Ordinance Provisions**

The applicant, Monte Vista, is requesting to rezone two tax lots totaling 81.17 Acres from Single-Family Residential (R-1) to Medium-Density Residential (R-2) for a proposed subdivision application. The proposed subdivision would create a total of 326 new single-family homes. If this Rezone is not approved the proposed subdivision would need to meet the lot size standards of the Single-Family Residential Zone.

The applicable decision criteria are listed in Chapter 13, Section 3 of the City of Umatilla Zoning Ordinance (CUZO), as outlined in this report, and the review procedures are contained under

II. Analysis

The criteria applicable to this request are shown in underlined text and the responses are shown in standard text. All of the following criteria must be satisfied in order for this request to be approved.

CUZO SECTION 10-11-10: TRAFFIC IMPACT ANALYSIS (TIA):

D. Approval Criteria: When a traffic impact analysis is required, approval of the proposal requires satisfaction of the following criteria:

1. Traffic impact analysis was prepared by an Oregon registered professional engineer qualified to perform traffic engineering analysis;

Findings: The Traffic Impact Analysis (TIA) submitted with the application was prepared by the engineering firm, Lancaster Mobley, and is stamped by Todd E. Mobley, who is an Oregon Registered Professional Engineer.

Conclusion: The Traffic Impact Analysis submitted with the land use application was prepared, reviewed and approved by an Oregon Registered Professional Engineer.

2. If the proposed action shall cause a significant effect pursuant to the transportation planning rule, or other traffic hazard or negative impact to a transportation facility, the traffic impact analysis shall include mitigation measures that meet the city's level of service and/or volume/capacity standards and are satisfactory to the city engineer, and ODOT when applicable; and

Findings: The applicant is proposing to amend the City's Comprehensive Plan Map and Zoning Map to change from R-1 to R-2. The Submitted TIA was reviewed by the City of Umatilla's Traffic Engineer of record and was determined to require improvements to City facilities. Improvements are needed as determined by the Level of Service (LOS) at the main intersections in the vicinity of the subject property. In Order to keep the LOS to an acceptable City standard(D) at the Intersection of Madison and Powerline a southbound right turn lane will be required. As shown on page 14 of the submitted TIA a northbound left turn lane at the intersection of Tyler and Powerline as well as at the intersection Madison and Powerline.

Conclusion: As demonstrated by the TIA and review of the TIA, mitigation measures are necessary to meet the City's LOS or Volume/Capacity Standards for existing streets if the applicant's proposal is approved. These will be enforced upon Subdivision approval. Any additional future development of the subject properties will be required to meet the zoning and land division standards.

3. The proposed site design and traffic and circulation design and facilities, for all transportation modes, including any mitigation measures, are designed to:
 - a. Have the least negative impact on all applicable transportation facilities;
 - b. Accommodate and encourage nonmotor vehicular modes of transportation to the extent practicable;

- c. Make the most efficient use of land and public facilities as practicable;
- d. Provide the most direct, safe and convenient routes practicable between on site destinations, and between on site and off site destinations; and
- e. Otherwise comply with applicable requirements of this code.

Findings: This request is for an amendment to the City’s Comprehensive Plan Map and Zoning Map to change the current R-1 zoning to R-2 zoning. A subsequent subdivision application will be required to meet City standards for site design and traffic circulation.

Conclusion: This criterion includes standards that are applicable to a specific proposed site plan review, subdivision or similar type of development. A plan map amendment/zone change would determine what types of uses could be permitted for the site, but would not specifically authorize any particular use. This criterion will be addressed in the subsequent subdivision application.

CUZO SECTION 10-13-3: AMENDMENTS TO THE ZONING TEXT OR MAP:

D. Approval Criteria: An amendment to this title or official map shall comply with the following criteria:

1. The proposed designation is consistent with and supports the purposes of the portions of the city's comprehensive plan not proposed for amendment, or circumstances have changed to justify a change in the comprehensive plan.

Applicant’s Findings: The property has been identified as a property that is suitable to be rezoned zone from R-1 to R-2 designation. The request is based a number of factors identified in the comprehensive plan, specifically adherence with the policies found in chapter 10 Housing of the Umatilla comprehensive Plan. The Comprehensive plans as established is at aimed accomplishing 3 primary goals:

- Support future growth projections within the City of Umatilla
- Aligning the housing supply with the income levels for the area.
- Addressing the need for low income and affordable housing

In order to ensure that the plan amendment/zone change meets the overall goals, the applicant has addressed each of the comprehensive plan polices found under chapter 10.

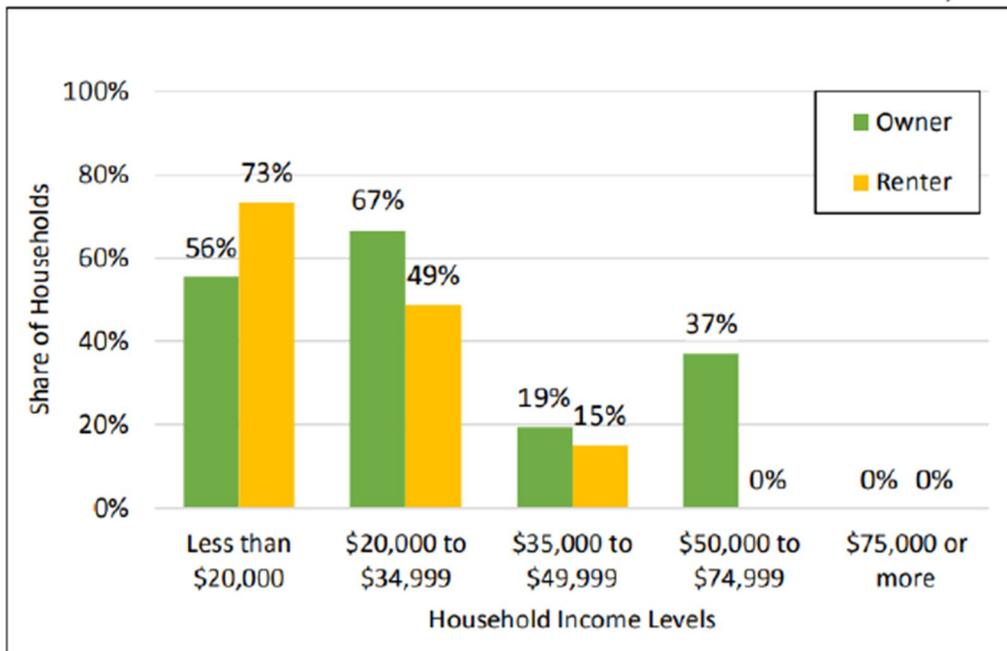
The comprehensive policy provides guidance that encourages a variety of housing types to be provided. The current R-1 zoning on property is a low-density zone that provides for limited housing options, while R-2 is more robust in the housing variety.

In order to provide a housing mix that addresses the established policy, the City needs to increase lands that allow for a variety of housing types and style. According to the Housing Needs Analysis (HNA) included within Chapter 10 of the comprehensive plan, there is a surplus of both R-1 land and R-2 land. According to the HNA there is a surplus of 182 acres of R-2 land, while there is a surplus of 680 acres of R-1 land. While there is not an existing deficiency in R-2 land, there is certainly an overabundance of R-1 land. As noted above, the R-1 is not particularly aimed at accomplishing the goals as set forth in the comprehensive plan policy. Therefore, in order to better align with the policy, the rezone as proposed would be appropriate. By supplying addition units, the City can maintain a housing supply that is in line with the growing population, while providing housing for current residents.

The proposed rezone does not have an affordable housing component that is directly related to the request. However, the amendment will increase density within the in the City, resulting in additional units to serve the existing and future population. The increase in inventory for the area will ensure that supply is appropriate for the demand, allowing home prices to stay within a range that provides supply for median to lower income families. The zone change will increase the amount of buildable land within the area, providing a greater opportunity for families with variety of incomes level. Particularly the change will allow for housing varieties within complete residential subdivisions, allowing for the inclusion of a families with varying income levels. The mix of housing that is contemplated with the R-2 zoning should be highly encouraged within the City to ensure that this policy is met. By maintaining a large amount of acreage at lower density (R-1), the majority of housing that will be built will be larger single-family type homes that only appeal to a limited percentage of the population and does not encourage the diversification that is needed to ensure that the fair housing goals are met.

As noted above, a majority of the surplus acreage is related to R-1 zoning, which does not provide for a mix of housing. In order to provide a framework to address future growth, while addressing housing pressures from an income perspective, R-2 zoning will need to be increased throughout the City. As mentioned previously, by increasing the amount of higher density a larger variety of housing options become available. The variety in housing ensures that a variety of product type can be built to serve the needed housing as the demand grows. It should be specifically noted that the largest income to ownership/rent spread is at the lower income bracket as seen the chart below for the HNA.

FIGURE 2.6: SHARE OF HOUSEHOLDS SPENDING MORE THAN 30% ON HOUSING COSTS, BY INCOME GROUP



Sources: US Census, JOHNSON ECONOMICS
 Census Table: B25106 (2017 ACS 5-yr Estimates)

By allowing a large surplus of low-density zoned land to the remain, the income to housing

cost discrepancy will only continue to grow. In order to combat the discrepancy and stay in step with the growing population, specifically the lower income brackets, the City has a responsibility to create lands that provide a buildable inventory that addresses the need to for all housing groups. Given that, the proposed amendment should be made to ensure that inventory keeps pace with the growth and housing needs.

Based on the HNA, the City of Umatilla will continue to grow at a rate of almost 2 percent a year. In order to keep pace with the demand and affordability aspect, lands will need to be up zoned from R-1 to R-2. Rezones, such as the ones proposed, will continue to address the growing need and ensure lands are available to address the needed housing supply. The request actively addresses the supply issues moving forward and ensures that adequate lands are available to mitigate the needs for demand. The timing and availability of lands is essential to slowing price increases for home owners and renters. The proposal will ensure that adequate lands are available to address the change as it occurs.

The zone change will allow for an efficient use of land within the City limits by capitalizing on the existing infrastructure to serve the area. Utilization of the existing services will allow for lands within the UGB to be more efficiently utilized, while avoiding additional costs that are typical with the low-density development.

The development patterns within the R-2 zoning is typically residential development that is located within a subdivision. However, the R-2 allows the ability to provide various housing types on individual lots. Based on the size and shape of the property, the property will more than likely be developed in a manner that is similar to the surrounding area. Code requirements in place ensure compatibility between existing and new development, building additional compatibility.

The amendment as proposed will increase density from 5 units per acre as allowed in the R-1 zone to 8 units per acre as allowed in the R-2 zone. The result will be an increase in density, which allows for a greater opportunity to create more ADU 's. The creation of more ADU's will add diversification to subdivisions and serve as an affordable housing option.

As discussed above, the allowance of the amendment from R-1 to R-2 will allow for an increase in density and housing types allowing for a diversification of inventory that will keep pace with population growth. The City recognizes through the comprehensive plan policies that having an adequate supply of housing inventory is important to combating the threat of increasing housing prices. The applicant finds that the amendment is necessary to remain consistent with the comprehensive plan policies and real market demands that exists now and in the future.

Staff's Conclusion: As stated by the applicant, the proposed rezone will allow for a higher density housing within the City of Umatilla. This is in alignment with the City of Umatilla Comprehensive Plan goals 10.9.105, 10.9.106 and Statewide Planning Goal 10 which encourages "flexibility of housing location, type and density" An increase of density will not only allow for more buildable lots but will also allow for an increase of opportunity to do other type of developments such as Townhomes, Duplexes, and other higher density housing units. Staff believes that this increase of density will allow for a more an affordable and equitable use of the housing inventory. With a forecasted future land need surplus of approximately 873 acres of R-1 land the removal of approximately 80 acres to R-2 will not hurt the current inventory.

2. The proposed change will not affect the land supply for the existing zoning designation as related to projected need for the particular land use.

Applicant's Findings: Both the R-1 and R-2 zones are residentially designated lands to serve the housing need for the City of Umatilla. The zone change from R-1 to R-2 will not negatively impact the residential housing land supply. Rather, the amendment as proposed will increase supply to address the growing need for affordable housing by increasing the density and mix of housing types that can be built. This is particularly significant based on the percentage of lower income families that are spending more than 30% of income on their rent. As noted above, while there is a surplus in both the R-1 and R-2 zoning, the surplus in R-1 zoning is much greater in acreage, 680 acres vs. the 182 acres of surplus land for the R-2 zone. The gap that exists between the two zones is not consistent with the policies set forth by the City in the Comprehensive plan. In order to better align the policies with the needed land inventory, properties will need to be redesignated from R-1 to R-2. The proposed zone change is a step that is needed to make sure that the alignment between zoning and affordable housing demand is maintained as growth continues. The applicant finds that the timing for the request for the amendment is appropriate and will not have a negative impact on the land supply specified in the HNA.

Staff's Conclusion: The City of Umatilla Comprehensive Land Use Plan discusses the projected need for land designated for single-family residential use and medium density residential. The Housing Needs Analysis identifies the need for 163 acres of vacant buildable land to accommodate single-family residential development (including manufactured homes) to meet the demand for the 20-year planning period from 2019-2039. Assuming that the 163 acres is fully built out in the 20-year planning horizon, there will be a surplus of 873 acres.

Based on Chapter 10 of the comprehensive land use plan, the proposed amendment would not significantly affect the inventory of vacant single-family residential zoned lands. Therefore, the City will have an adequate supply of vacant single-family residential lands.

3. The proposed designation will not negatively impact existing or planned public facilities and services. In particular, pursuant to the Oregon transportation planning rule, proposed text and map amendments shall determine whether the proposed change will significantly affect a collector or arterial transportation facility and must comply with the requirements of Oregon administrative rule (OAR) 660-012-0060 as applicable. In the I-82/U.S. 730 interchange area management plan (IAMP) management area, proposed access shall be consistent with the access management plan in section 7 of the IAMP.

Applicant's Findings: Existing facilities have been extended to the property boundary and can be extended with the future development. The availability and ability extend the necessary facilities to serve future development at the contemplated levels, demonstrates the zone change promotes orderly development in an efficient manner. Oregon Administrative Rule 660-012 (Transportation Planning Rule) is an important component to addressing the requested plan amendment. The proposed findings addressing the specific elements of the TPR are included in the Transportation Impact Analysis (TIA)

submitted with this application. The findings within the report provide a conclusion that the change will not have an adverse impact on the system, allowing the proposed change to be consistent with goal 12. Based on the findings, the amendment will contribute to the orderly development pattern in the area and ensure that it will not negatively impact existing or planned public facilities and services.

Staff's Conclusion: The subject property has the capability of being served with water, sewer, electricity. At time of development the developer will be required to extend these facilities to the proposed site. The Submitted Traffic Impact Analysis found no negative impacts to existing streets, intersections or accesses that could not be mitigated by improvements to accommodate the proposed development. These improvements as well as any determined by the City of Umatilla engineer of record will be required at time of development. The City does not have any existing facilities or services or any future facilities or services planned that would be adversely affected by the proposed change and subsequent development that are not able to be mitigated.

4. The site is suitable for the proposed use, considering the topography, adjacent streets, access, size of the site, availability of public facilities, and any other pertinent physical features.

Applicant's Findings: The subject property is relatively flat and void of vegetation, making it suitable for development as contemplated within the R-2 zone. The availability of the public infrastructure to the property boundary allows for the extension of facilities to serve future development on the property, ensuring that the zone change contributes to the orderly development of lands in the area.

Staff's Conclusion: The subject property does not have any inventoried features that would lend to difficult development. No physical alterations to the site would be required to develop single family dwellings on the properties. Access, and utility facilities and services are available to the boundary of the subject property. The site is suitable for the proposed use, considering the topography, adjacent streets, access, size of the site, availability of public facilities, and other pertinent physical features.

5. Other sites in the city or the vicinity are unsuitable for the proposed use. In other words, ownership and desire to develop a particular use in themselves provide insufficient rationale for changing a zoning designation that does not support the interests of the city as a whole.

Applicant's Findings: As noted other lands in the City will need to be rezoned over time to account for the change in population and need to serve various income level through housing options. As noted above, the property location is suitable to serve the higher density as services are available to the property. While other properties within the City may similar acreage and could facilitate the necessary demand, the subject property is unique in that will extend the urbanized area that connect the downtown area the exterior portion of the City. Other parcels of similar size are not immediately adjacent to urbanized area that have been developed with streets, water and sewer. Based on the location of the subject property, the applicant finds that the rezone promotes the logical extension of the services and development pattern within the City.

Staff's Conclusion: Despite the fact that other sites within the vicinity or the city appear capable of accommodating the proposed use without the need for a plan map amendment/zone change, this criterion does not necessarily preclude the amendment if the proposal can be found to support the interests of the City as a whole. The City has a large surplus of single-family residential lands and has a need for higher density additional housing. Therefore, the proposed plan map amendment/zone change could be found to support the interests of the City as a whole.

IV. SUMMARY CONCLUSIONS AND STAFF RECOMMENDATION

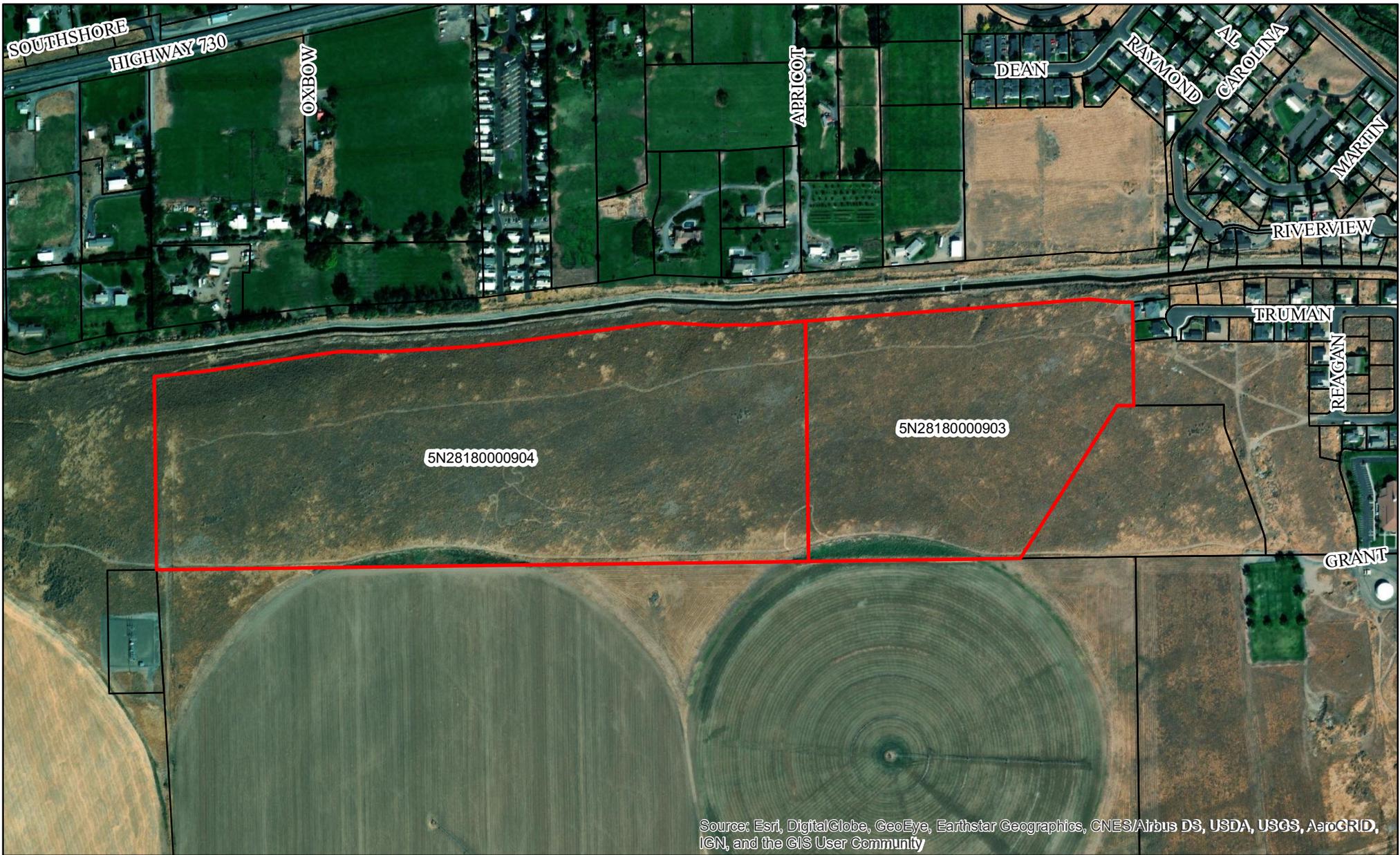
An increased need for additional park space and/or recreational facilities is anticipated as a result of the applicant's plan map/zone change amendment and subsequent residential subdivision development. Such a determination however, is more appropriately addressed during review of the subdivision rather than this request.

Therefore, based on the information in Sections I and II of this report and the findings of fact and conclusions contained in Section III, the Umatilla City Staff recommends Planning Commission recommends **APPROVAL** of this request, PA-1-21, to amend the City of Umatilla Comprehensive Plan and Zoning Map from the R-1 Single-Family Residential to the R-2 Medium-Density Residential Zone to the City Council. The properties are identified as Tax Lots 903 and 904 in Township 5 North, Range 28 East, Section 18.

V. EXHIBITS

- Exhibit A – Notice & Zoning Maps
- Exhibit B – Applicant's Narrative
- Exhibit C – Transportation Impact Analysis





Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

81.17 Acres to be rezoned from Single-Family Residential to Medium-Density Residential

Feet

0 200 400 600 800



Legend

- Subject Property
- TAXLOTS03_05_2021



MAP DISCLAIMER: No warranty is made as to the accuracy, reliability or completeness of this data. Map should be used for reference purposes only. Not survey grade or for legal use. Created by Jacob Foutz, on 4/21/2021

May 26, 2021

City of Umatilla
Planning Department
ATTN: Jacob Foutz, Associate Planner
P. O. Box 130
Umatilla, OR 97882

RE: City of Umatilla Plan Amendment PA-1-21; MonteVista Homes Subdivision SUB-2-21

Dear Mr. Foutz and Members of the Umatilla City Planning Commission:

Please address the following information at the Planning Department Public Hearing on Tuesday, June 1, 2021. Due to conflicting schedules, we are not able to attend this meeting in person. We would like a printed transcript of this meeting to be mailed to us so that we may stay informed.

We have some valid concerns in regards to the building proposal listed as follows:

1. Loss of privacy
2. Potential for increased crime activity (have already experienced multiple trespassing violations; excessive noise from renters across street from approximately 10 p.m. to past 1:30 a.m.; theft of garden produce; and police presence on our property in pursuit of suspect)
3. Increased noise pollution due to housing development would increase our already high stress/anxiety levels
4. Potentially smaller homes most likely will lower our property value
5. If the sub-division proposal does pass, consider building nicer, larger homes above the canal to the south in keeping with the lovely homes along this side.
6. Walking trails to take our dog on would be obliterated. These walking trails are also used by others that live in the area. Being able to walk our dog on these trails is vital to keep our anxiety/stress levels lowered. Our dog doesn't play well with other dogs or people, and gets cranky when she isn't able to get her daily exercise.

Our family moved to Umatilla almost six years ago in June 2015 due to Sid's job status. As we were considering various properties, we chose our property due to its quieter setting and nicer homes; plus the beautiful view. That was before three more homes were built directly to the south and east of our home. My husband and I were both raised in the country with quite a bit of acreage surrounding where we grew up; therefore, we treasure the peace and quiet. which we experience for the most part living at the end of our dead-end street. The above-mentioned

items are imperatively important to the well-being of our family. We are but a mere voice, but we would like our voices to be heard.

Thank you for your consideration of the aforementioned items. If you have any questions, you may contact us by phone as listed below.

Sincerely,

Sid and Nancy Rittenbach

Sid and Nancy Rittenbach

235 Truman Avenue

Umatilla, OR 97882

Sid: 503-812-8994

Nancy: 503-812-5299



City of Umatilla

700 6th Street, PO Box 130, Umatilla, OR 97882
City Hall (541) 922-3226 Fax (541) 922-5758

To: Planning Commission
From: Jacob Foutz, Associate Planner
File No. PA-1-21
Date: June 16, 2021
Subject: Supplemental Statewide Planning Goal 10 Findings

Proposal

The properties in the subject zone change are currently zoned with single family zoning and are changing to a medium density zoning. The staff report addresses Statewide Planning Goal 10 (Housing). However, staff offers the supplemental findings below.

Findings

Goal 10 requires that *"plans shall encourage the availability of adequate number of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type, and density."*

The subject properties are currently zoned Single-Family-Residential (R-1). The single family zoning only allows for detached single family homes. Both of the the subject properties are proposed to change to the Medium-Denisty Residential (R-2) zoning which allows for more diverse housing types, including townhomes, duplexes, multifamily attached units and smaller lot sizes for single family homes.

The proposed zoning allows for more housing units than what is allowed under the current zoning. Both of the properties are zoned R1 which allows for only one unit per 7,000 sqft existing lot. For these properties under existing zoning the maximum number of units allowed is 504. Under the proposed zoning, a minimum of 705 units and a maximum of 1,176 units is permitted.

To: Planning Commission
 RE: Supplemental Goal 10 Findings
 File No. PA-1-21
 Date: June 16, 2021

PROJECTED FUTURE NEED FOR NEW HOUSING UNITS (2039)

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached*	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	701	59	24	86	157	113	12	1,151	100%
Percentage:	60.9%	5.1%	2.0%	7.4%	13.7%	9.8%	1.1%	100%	

Sources: PSU, City of Umatilla, Census, Environics Analytics, JOHNSON ECONOMICS

As stated above, the proposed R2 zoning allows duplexes, townhomes, and multi-family attached units. The proposed zoning would allow a minimum of 201 more units than what would be allowed under the current zoning. This allowance for more housing types and more units provides greater opportunities for housing people of all income levels as well as gets the City of Umatilla closer to the needed 1,151 units by 2039.



West Extension Irrigation District

**P. O. Box 100; Irrigon, OR 97844-0100
541-922-3814 (ph) 541-922-9775 (fax)
westex@oregontrail.net**

May 24, 2021

City of Umatilla
Planning Department
P. O. Box 130
Umatilla, OR 97882

Re: Land use Actions: PA-1-21 and SUB-1-21

Thank you for contacting the District about four proposed land use actions. There are no District water rights on the land, but this land is adjacent to our main canal. Our comments follow.

PA-1-21: The District has no comment to this action.

SUB-1-21: Subdivision. The District requires fencing along its federal right-of-way when land development takes place. This decision was made between the County and the District in the mid 1980's due to a drowning near this area – a child in the canal.

Each year, we find animals in the canal. We ask the City to make this a requirement for the safety and protection of the families that eventually live in these houses. A loose ball or toy can easily cause a child to tumble down the slope, and none of us want that.

Our requirement is a six-foot no-climb fence or agreed upon equivalent.

Again, thank you for contacting us for review of these proposed actions.

Sincerely,

A handwritten signature in black ink that reads "Bev Bridgewater". The signature is written in a cursive, flowing style.

Bev Bridgewater, District Manager



Oregon

Kate Brown, Governor

Department of Transportation

Region 5, District 12

1327 SE 3rd Street

Pendleton, OR 97801

May 21, 2021

VIA EMAIL: Brandon@umatilla-city.org
Brandon Seitz, Community Development Director
City of Umatilla
PO Box 130
Umatilla, OR 97882

Subject: Two applications: PA-1-21 Rezone two tax lots of 81.17 acre from Single-Family Residential to Medium-Density Residential for a proposed 328-lot Subdivision. SUB-1-21 Tentative Plat for 328-lot Subdivision.

The Oregon Department of Transportation (ODOT) has reviewed the applicant's 2021 Transportation Impact Study (TIS) by Lancaster Mobley. The site is in the vicinity of Interstate 82/Powerline Interchange and the US 730/Powerline Road intersection. ODOT is interest in assuring the proposed zone change is consistent with the identified function, capacity and performance standards.

The TIS identifies future capacity and intersection deficiencies at the US 730/Powerline Road intersection. The TIS further notes that the intersection currently operates acceptably, and congestion is not expected in the near term, but as this site and other surrounding subdivisions build out. The applicant recommends that the intersection be examined in detail as part of a TSP update.

The applicant as part of that process, also proposes that the City's Capital Improvement Plan (CIP) be updated to include the preferred US 730 and Powerline intersection improvement, and the City's System Development Charges (SDCs) be updated.

ODOT recommends that development should share the responsibility and cost of developing and implementing transportation improvements for the US 730/Powerline Road intersection. In addition, that an update of the TSP should include both agency and public outreach consistent with the Transportation Planning Rule, OAR 660-012.

Thank you for the opportunity to comment.

Marilyn Holt
District 12 Manager

CJS

cc: Ken Patterson, ODOT Region 5 Area Manager
Jeff Wise, PE, ODOT Region 5 Traffic Engineer
Teresa Penninger, ODOT Region 5 Planning Manager
Anne Debbaut, DLCD (anne.debbaut@state.or.us)



May 24, 2021

City of Umatilla Planning Commission
700 6th St
Umatilla, OR 97882

RE PA-1-21

The applicant, Monte Vista, is requesting to rezone two tax lots totaling 81.17 Acres from Single-Family Residential (R-1) to Medium-Density Residential (R-2) for a proposed subdivision application. The proposed subdivision would create a total of 328 new single-family homes. If this Rezone is not approved the proposed subdivision would need to meet the lot size standards of the Single-Family Residential Zone.

Dear Commissioners:

This letter is submitted jointly by Housing Land Advocates (HLA) and the Fair Housing Council of Oregon (FHCO). Both HLA and FHCO are non-profit organizations that advocate for land use policies and practices that ensure an adequate and appropriate supply of affordable housing for all Oregonians.

Both HLA and FHCO support amendment PA-1-21, the rezoning of two tax lots from R-1 to R-2. However, HLA and FHCO encourage the City and its staff to better illustrate the benefits of amendments such as this through more thorough findings for Statewide Planning Goal 10. Goal 10 findings provided were not only difficult to find within the staff report, but did not adequately quantify the increase in allowable units. The City should note that to be considered part of the adequate factual basis required for Goal 10 findings, information must either be referenced or contained under the Statewide Planning Goal 10 findings section.

Thank you for your consideration of our comments.

Sincerely,

A handwritten signature in black ink that reads "Allan Lazo".

Allan Lazo
Executive Director
Fair Housing Council of Oregon

Cc: Gordon Howard, DLCD

1221 SW Yamhill Street, Portland, Oregon 97205



**CITY OF UMATILLA PLANNING COMMISSION
 REPORT AND RECOMMENDATION
 FOR EXTENSION FOR
 TENTATIVE SUBDIVISION PLAT FOR SUB-1-21**

DATE OF HEARING: June 22, 2021

REPORT PREPARED BY: Jacob Foutz, Associate Planner

I. GENERAL INFORMATION

Applicant: MCSUM, LLC, 62958 NE Layton Ave STE 5, Bend, OR 97701

Property Owners: Mitchell L McClannahan, PO BOX 2022, Kalama, WA 98625

Land Use Review: Tentative plat review for a 326-lot subdivision.

Property Description: Township 5N, Range 28, Section 18, Tax Lots 00903, 00904.

Location: The property is generally located west of the Powerline Road and south of the irrigation canal.

Existing Development: The subject property is currently undeveloped.

Proposed Development: To subdivide the property into 326-lots for residential development.

Zone Single-Family Residential, if rezone approved prior to this application it will be Medium-Density Residential.

Adjacent Land Use(s):

Adjacent Property	Zoning	Use
North	EFU	Irrigation Canal
South	EFU	Undeveloped land and irrigated farm land
East	Single-Family(R1)	Single Family Homes
West	EFU(County)	Undeveloped land and irrigated farm land

II. NATURE OF REQUEST

The applicant, MCSUM(MonteVista), have received approval of a tentative plat for a residential subdivision to divide two existing parcels into 326-lots for residential development on May 25, 2021. The applicant intends to develop the lots with single-family homes, but is requesting a 1-year extension to begin construction.

III. ANALYSIS

The criteria applicable to this request are shown in underlined text and the responses are shown in standard text. All of the following criteria must be satisfied in order for this request to be approved.

Section 10-14-15 specifies that all permit approvals automatically become void if any of the following events occur:

1. If, within one year of the date of the final decision, a building permit has not been issued, or
2. If, within one year of the date of the final decision, the activity approved in the permit has not commenced or, in situations involving only the creation of lots, the final plat of a land division has not been approved by the City and recorded.

Findings: Expiration of an approved permit requires a new application, fee and review process for the use, to avoid this the applicant has applied for an extension. Section 10-14-16(see below) of the City of Umatilla Zoning Ordinance authorizes the City to grant an extension of an approved permit for a period of six months to one year, based on a demonstration of substantial implementation of the permit, and no more than two extensions totaling 1 year may be approved. In order to consider an extension for a permit, the person to whom the permit was issued, or an authorized representative, must make a written request for an extension of the development approval period prior to expiration of the approval period, and state reasons that prevented the permit holder from beginning or continuing development within the approval period.

Conclusion: Written request was received from Luke Pickerill of MonteVista Homes on May 26, 2021. The notice of decision for SUB-1-21 was mailed out on June 3rd, 2021. The written request was received before one year of the date of the final decision.

Under Section 10-14-16(B), a request for an extension of the approval period requires demonstration that:

1. The permit holder has applied for all necessary additional approvals or permits required as a condition of the land use or limited land use permit.
2. The request for an extension is not sought for purposes of avoiding any responsibility imposed by this Code or the permit or any condition thereunder.
3. There have been no changes in circumstances or the law that would require significant modifications of the original approval or which would preclude approval.

The following email was received and processed as the formal written request, it states:

“It is highly unlikely that we will have the final plat recorded within 12 months from last night’s approval date. Can we propose a vote at the next planning commission hearing to extend, or can we request an automatic extension be granted? There must be something we can do to get this done up front?”

Findings: The applicant has applied for all necessary additional approvals or permits that are possible at this time. The request for an extension was timely received by the City. No local ordinance requirements or state laws have changed since the site plan approval was granted that would affect the outcome of the original decision, nor are any changes to existing regulations planned or currently under consideration that would require significant modification of the original approval or which would preclude approval. The original request was properly and adequately reviewed against all applicable standards and criteria. The property owner/developer will be expected to still comply with all of the terms and conditions of the original approval.

Conclusion: The applicant has met the above criteria. It is staff's recommendation to grant the applicant two 6th month extensions for a total of 1 year from original date of approval.

IV. PUBLIC COMMENT, SUMMARY AND DECISION

No public comment was received.

This request by the applicant, MonteVista Homes, for an extension of approval to a tentative subdivision plat approval of a 326-lot subdivision on property in the Medium-Density Residential (R-2) Zone appears to meet, or be capable of meeting with appropriate conditions of approval, all of the applicable standards of the City of Umatilla City Code regarding extensions. Therefore, based on the information in Sections I and II of this report, and the above criteria and standards, findings of fact and conclusions contained in Section III, this request, Extension of SUB-1-21, is **APPROVED**, subject to the conditions of approval contained in Section V of this report.

V. CONDITIONS OF APPROVAL

1. The Applicant will begin construction before June 3rd 2023.
2. The property owner/developer will comply with all of the terms and conditions of the original approval.



Master Park Plan DRAFT

April 2021



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Acknowledgements

Mayor and City Council

Mayor

Mary Dedrick

City Council Members

Corinne Funderburk, Council Member Position 1

Daren Dufloth, Council Member Position 2

Michael Roxbury, Council Member Position 2 (term expired 12/31/20)

Leslie Smith, Council Member Position 3

Ashley Wheeler, Council Member Position 4

Josy Chavez, Council Member Position 5

Roak TenEyck, Council Member Position 5

Parks and Recreation Commission

Parks and Recreation Commission Members

Shane Finck

Natasha Ugarte

Shelly Parmelee

Kassie Williams

Kristina Ridings

Krystle Wyant

Richard Payan

Cameron Britton

City Administration

David Stockdale, City Manager

Brandon Seitz, Community Development Director

Esmeralda Horn, Development and Recreation Manager

Hannah Keister, Community Development Coordinator

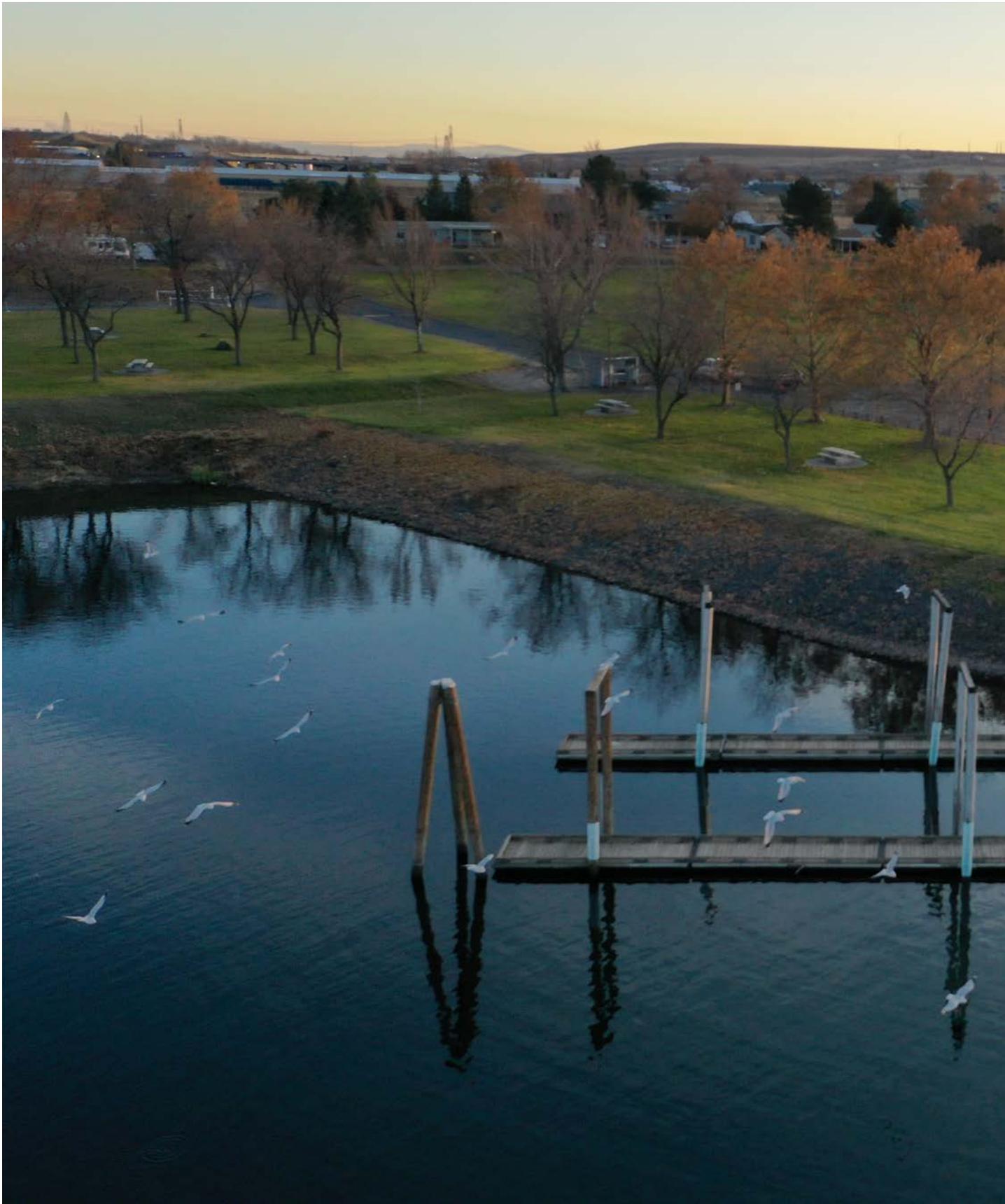
Consultant Team

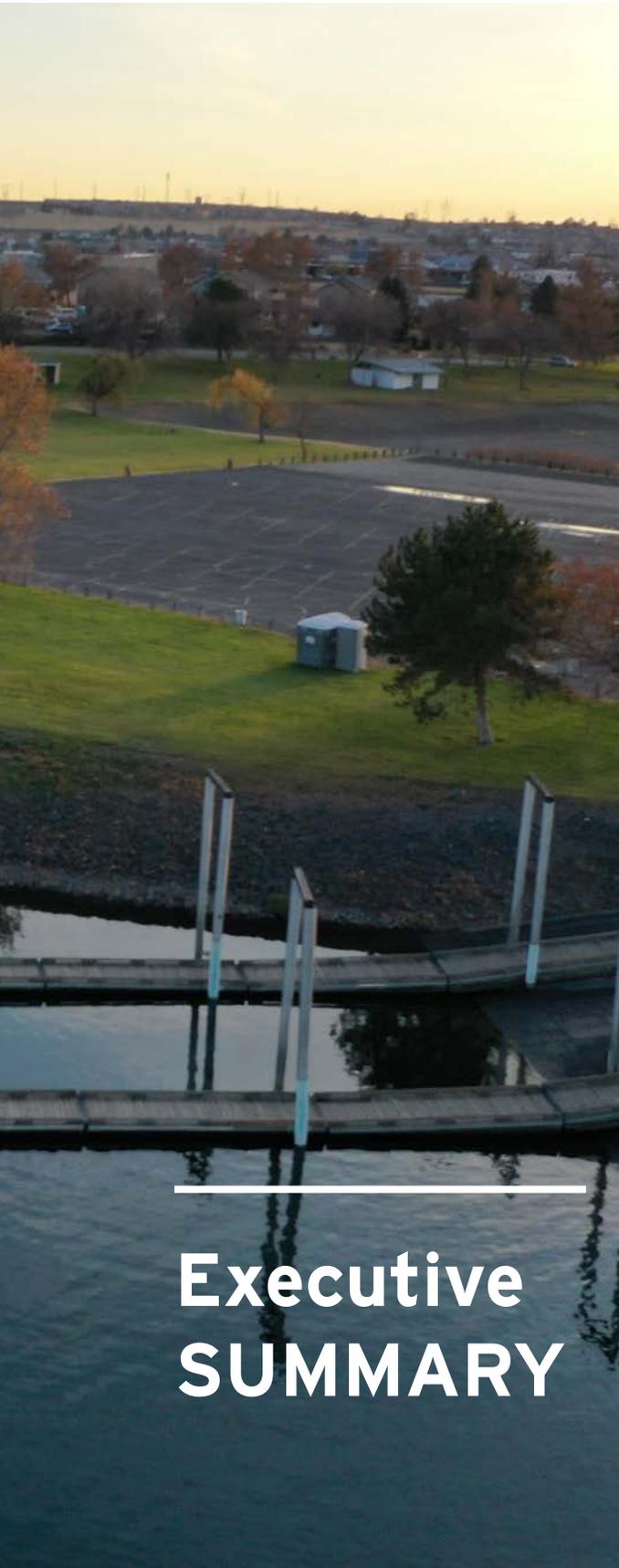
GreenPlay, LLC

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Email: info@greenplayllc.com www.greenplayllc.com





Executive SUMMARY

A. A Plan for the Future

This Master Park Plan has been created as a guiding document for providing quality parks, amenities, facilities, programs, and services throughout the City of Umatilla. The Master Park Plan establishes goals, objectives, strategies, and an implementable action plan. The Oregon Parks and Recreation Department funded 60 percent of this project through a Local Government Grant Program Agreement.

B. Key Opportunities

Generally, findings from the needs assessment process consistently identified an appreciation of existing parks, amenities, facilities, programs, and services being offered by the City of Umatilla. However, participants consistently commented that these city offerings are limited. The fact that the Parks and Recreation Department is relatively new could account for the limited recreational offerings. Key challenges and opportunities were identified using a mix of qualitative and quantitative sources. The information gathered was evaluated, and recommendations were developed that address the following key opportunities:

- Increasing trails and pathway connectivity – locally and regionally
- Expanding river access
- Building an aquatic facility/recreation center
- Maintaining existing parks, amenities and facilities/maintaining level of service and quality
- Branding, wayfinding, and marketing
- Maintaining and expanding partnerships
- Providing new amenities: dog parks, splash pads, restrooms, playgrounds
- Growing all programs: special events, adventure, camps, youth, and adult social sports
- Growing staff to continue to provide the current level of service as community grows
- Dedicated funding to support infrastructure and staffing for operations and growth

C. Level of Service of the Physical Inventory

The current provision of park assets varies across Umatilla when considering both drive-to and walkable access; it currently appears to match residential development

except for the apparent gap in the South Hill Neighborhood. Proximity, availability of transportation, and pedestrian barriers are relevant factors affecting Umatilla’s level of service. The quality amenities and standards at existing parks should be improved and increased across the entire system, with special attention directed to older and lesser developed parks.

The most obvious way to increase overall LOS is to add assets, acquire land or develop partnerships in lower service areas such as the South Hill neighborhood. While trails and trail connectivity scored high on survey results, the City currently offers good trail access and opportunities. Still, some connections may need to be improved. Pedestrian barriers, lack of trail connections or sidewalks may limit parks and recreation access throughout Umatilla.



Umatilla would benefit from a good park design process that includes neighborhood input. Concentrated development or upgrading three quality neighborhood parks should be a short-term goal. These parks should focus on the McNary Neighborhood, Downtown Neighborhood, and the South Hill Neighborhood. Kiwanis Park in the McNary Neighborhood is in the process of upgrades. Nugent Park in the downtown area should be master planned for its most efficient uses and component upgrades. The South Hill neighborhood requires additional park property or a partnership with future developments to provide walkable access to residents in this neighborhood. Longer-term development of both diamond and rectangle fields at Hash Park and 3rd Street Soccer Fields is key to maintaining youth and adult programming opportunities.

D. Recommendations and Action Plan

The Department is relatively new, and through this process, identified actions to continue to strive to meet the communities needs and desires related parks, recreation, facilities, services, and programs. The table below summarizes the actions that can be taken in the coming years.

Goal #1: Improve and Expand Facilities and Amenities	
Objective 1.1:	Expand greenways, pathways, and trails connectivity based on current trails master plan
Objective 1.2:	Continue to maintain and improve existing facilities and amenities
Objective 1.3:	Expand parks and open space
Objective 1.4:	Make improvements to or replace some existing facilities and components
Objective 1.5:	Develop new components at existing parks based on current level of service analysis
Objective 1.6:	Continue to improve ADA accessibility at all facilities
Objective 1.7:	Upgrade comfort and convenience amenities at existing facilities



Goal #2: Improve Organizational Efficiencies



- Objective 2.1: Continue to enhance and improve internal and external communication regarding Department activities and services
- Objective 2.2: Explore opportunities to hire additional positions to supplement the existing staff in order to provide new recreational programming and service delivery
- Objective 2.3: Explore opportunities using contract providers to increase recreational programming and service delivery
- Objective 2.4: Maximize the relationship with the Army Corps of Engineers
- Objective 2.5: Develop a relationship with the Oregon State Marine Board
- Objective 2.6: Enhance the relationship with the School District

Goal #3: Continue to Improve Programs and Service Delivery



- Objective 3.1: Explore opportunities to increase the number of community events based on demand and trends
- Objective 3.2: Develop additional recreational opportunities
- Objective 3.3: Work with other service providers to develop programs and service to meet demand and trends

Goal #4: Increase Financial Opportunities



- Objective 4.1: Review existing fees and restructure to meet current and future funding realities
- Objective 4.2: Explore additional funding options
- Objective 4.3: Explore opportunities to increase sponsorships



A. A Plan for the Future

The 2021 Master Park Plan for the City of Umatilla has been created as a guiding document for system planning, maintenance and capital planning and financing for city parks and recreational facilities. The plan provides comprehensive strategies for evaluating and delivering programs, amenities, parks, facilities, and services. The Oregon Parks and Recreation Department provided funding for 60 percent of this project through a Local Government Grant Program Agreement.

The Master Park Plan both quantifies and qualifies how the 12 City-owned parks and the 5 Army Corps of Engineers owned park facilities, along with the Old Town Site, provide park and outdoor spaces for the public to enjoy. The City has made improvements to certain parks over the years primarily on an ad hoc basis. The City Council has made parks and capital improvement planning a high priority. To meet short- and long-term objectives, this Master Park Plan is comprehensive in terms of content and included significant public involvement to ensure the parks and park investments meet the community's desires.

The Umatilla and Columbia Rivers are adjacent to several parks and thus present a unique opportunity for strategic investment in long term park facilities. In the Spring of 2020, the City undertook a major upgrade to Sixth Street (highway 730) which serves as the city's main street. This project is expected to boost local and tourism interest and to serve as the impetus for downtown revitalization. The City has plans and projects in place to guide revitalization. The Master Park Plan ensures that the park system is planned for positive, future growth.

Engagement is the key to a successful plan. The Project Team, consisting of City staff and members of the Parks and Recreation Committee and Planning Commission, provided input to the GreenPlay consulting team at key points throughout the process. As a result, this plan incorporates the local knowledge and background which is only experienced when community and staff members are involved, while leveraging the consultant's expertise and perspective.

I. Planning CONTEXT

The project consisted of the following tasks:

- Review and Assessment of Existing Plans and Conditions
- Community/Stakeholder Engagement, Community Needs Assessment Survey
- Staff, and Parks and Recreation Commission Engagement
- Comprehensive Facility Inventory and Level of Service Analysis
- Trends and Demographic Analysis
- A Comprehensive Community Needs Assessment
- Identification of Key Challenges and Opportunities
- Recommendations: Goals, Objectives, and an Implementable Action Plan

B. Community Development Department and Parks & Recreation Department Overview

In the Fall of 2017, the City created a new department: The Community Development Department. The Community Development Department oversees a broad range of functions in accordance with federal, state, and City laws and policy.

The Department includes:

- Economic Development
- Planning and Mapping (including Geographic Information Systems)
- Building Division
- Parks & Recreation
 - Facilities Maintenance of all Parks are managed by the Public Works Department
- Code Enforcement is housed within the Police Department although staff coordinates on land use, solid waste, and nuisance compliance.

The Community Development Department staff are responsible for formulating policy on development, growth, land use, transportation, environmental compliance, housing, and downtown revitalization. A key component of the Department is to enhance public awareness and involvement in development. Activities are carried out in accordance with the City's 5-Year Capital Improvement Plan.

The Parks and Recreation Department manages the City's parks along with the Old Town Site to provide park and outdoor spaces, programs, and services for the public to enjoy. The City of Umatilla has 17 parks in total, 12 are owned and operated by the City and 5 are US Army Corps Properties. These parks are:

- | | |
|---|-----------------------------|
| • 3rd Street Soccer Field | • Nugent Park |
| • Easton Park (formerly known as Bus Stop Park) | • River Park |
| • Hash Park | • Spillway Park * |
| • Kiwanis Park | • Sunset Basketball Park |
| • Lake Wallula Boat Ramp* | • Umatilla Landing Park |
| • Lewis Street Greenway | • Umatilla Marina & RV Park |
| • McNary Beach Park * | • Village Square Park |
| • McNary Tennis Courts | • West Park * |
| • McNary Wildlife Nature Area* | |

* US Army Corps of Engineers Managed Parks

The Parks and Recreation Department has a goal to evolve to become a more robust, full-service program. The Parks and Recreation Department has begun implementing the recently adopted 2020 Trails Master Plan and will use the Master Park Plan to develop strategies for a comprehensive Recreation Program. Planning and Implementation of Parks and Recreation will be carried out in concert with local and regional partners, to maximize available resources and services.

The Parks and Recreation Committee made up of six committee members provides guidance and recommendations for the Parks and Recreation Department.

C. Strategic Framework

At the time of the development of the 2021 Master Park Plan, the population of Umatilla was about 8,104, following 20 years of rapid growth as the population in 2000 was estimated to be 5,786. The city's population includes approximately 1,800 inmates incarcerated at Two Rivers Correctional Institution. Umatilla continues to experience steady and rapid growth with an estimated average annual growth rate of 1.10 percent. The city has seen strong industrial investment in recent years through data centers. On average there are about 250 sunny days per year in Umatilla. The weather comfort index for the City of Umatilla is 76 out of 100, while the US average is 54.

D. Related Planning Efforts and Integration

To help guide the master planning process the following documents were reviewed:

- 2020 Umatilla Master Trails Plan
- 2019 Oregon Parks and Recreation Department – Local Government Grant Program Agreement with City of Umatilla, including Concept Designs
- 2016 Umatilla Community Survey

E. Engagement was the Key to this Planning Process

The process utilized in developing this Master Park Plan included forming an integrated project team comprised of staff and stakeholders, and the Parks and Recreation Committee, a review of the City's history, analysis of existing conditions, and engagement with members of the Umatilla community. The development of this plan included these key tasks.

1

PROJECT COORDINATION, STRATEGIC KICK-OFF, AND DETERMINATION OF CRITICAL SUCCESS FACTORS

- Initial Strategic Kick Off meeting held via conference call
- Detailed work plan discussed and finalized
- Initial startup document package reviewed
- Critical Success Factors identified
- Project schedule approved

2

PUBLIC AND STAKEHOLDER ENGAGEMENT

- Staff Focus Group Meeting
- Public Focus Group Meetings
- Stakeholder Group Meetings
- Park and Recreation Committee
- Staff Debriefing Meeting
- Open Public Forum – Meeting with all stakeholders to share findings, preliminary recommendations, and to gather any remaining thoughts and concerns

3

COMMUNITY-WIDE NEEDS ASSESSMENT SURVEY CONDUCTED BY CITY STAFF

- Survey developed based on information gathered during input week and feedback from Umatilla staff

4

MARKET ASSESSMENT

- Demographics and Population Projections
- Trends Analysis
- Program Analysis

5

PROGRAMS AND SERVICES GAPS ANALYSIS

- Park and facility tours
- Reviewed recreation/customer service programs/sports programs, policies, and practices

6

INVENTORY AND LEVEL OF SERVICE ANALYSIS

- Site Inventory & Assessment of Parks, Facilities, and Amenities
- Park Classifications & Level of Service (Acreage, Amenities, and Distribution)
- Recommendations (Areas of Focus & Goals and Individual Park Enhancements)

7

FUNDING ANALYSIS

- Staff exercise to explore potential funding opportunities for implementation of recommendations

8

FINAL PLAN, PRESENTATIONS, AND DELIVERABLES

- Results of the Public Input Process
- Results of the Community Needs Assessment Survey Conducted by City staff
- Appropriate written materials and graphics, PowerPoint presentations, slides, and photographs that can be used for public presentations
- Presentation of the final plan

A. Umatilla Demographic Profile

The City of Umatilla demographic profile was developed to provide an analysis of household and economic data in the area, helping to understand the type of park and recreation components that may best serve the community. Throughout the report, the City of Umatilla is often compared to Umatilla County, the State of Oregon, and the United States to provide additional reference points, and to further understand how the City is similar or different to state and national averages. By analyzing population data, trends emerge that can inform decision making and resource allocation strategies for the City of Umatilla Parks and Recreation Department. Data referenced throughout this report is sourced from Population Research Center for Umatilla County (2019), the City of Umatilla Housing and Residential Land Needs Assessment (2019), the American Community Survey (2018), and the U.S. Census (2010).

Population

From 2000 to 2010, the City of Umatilla was the fastest growing subarea in Umatilla County at an average annual growth rate of 2.8 percent. In 2019, the City of Umatilla had an estimated population of 8,104, growing at a rate of 0.7 percent on average annually since 2010. During that time, the City added 481 residents. From 2019 to 2033, the City is projected to grow at a slightly higher rate of 1.2 percent. If that rate continues, the population could reach over 9,618 people in 2033.

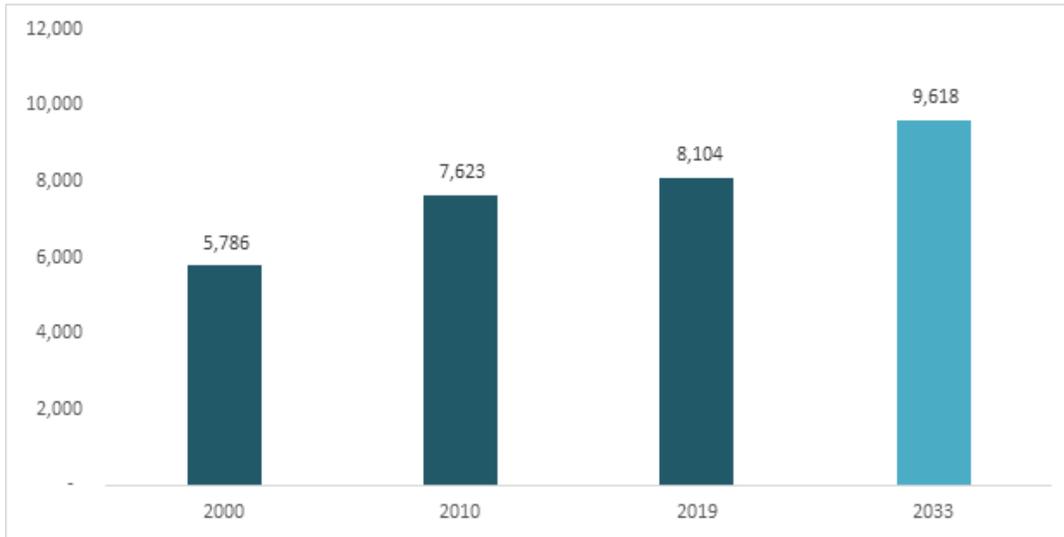
2019 Population

8,104

Source: Population Research Center (PRC)

II. Understanding UMATILLA

Figure 1: Population Trends in Umatilla, 2000 to 2019 (Estimates); 2044 to 2069 (Projections)



Sources: U.S. Census Bureau, 2000 and 2010 Censuses; Forecast by Population Research Center (PRC).

Age

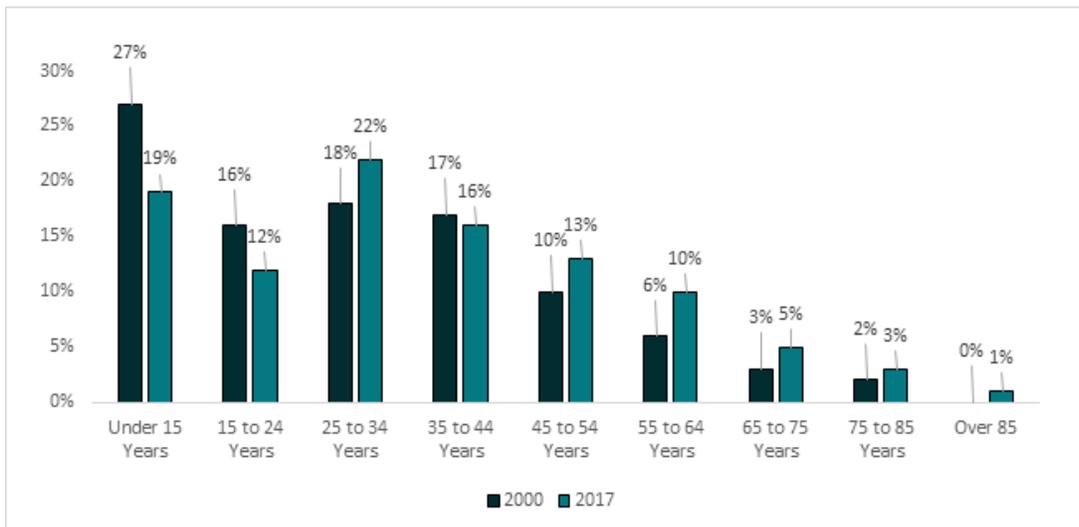
The median age in the City of Umatilla was 32 years old in 2017, younger than Umatilla County (36), the State of Oregon (39) and the United States (38.5). The City of Umatilla generally had more young adults and young children when compared to state and national data. Like other areas around the country, the City’s population is gradually getting older due to aging of the Baby Boomers. The figure below shows this transition; with the youngest age cohorts growing smaller in size and the older age cohorts increasing in size.

Median Age

32

Source: American Community Survey

Figure 2: Age Distribution in the City of Umatilla, 2000 to 2017 Estimates



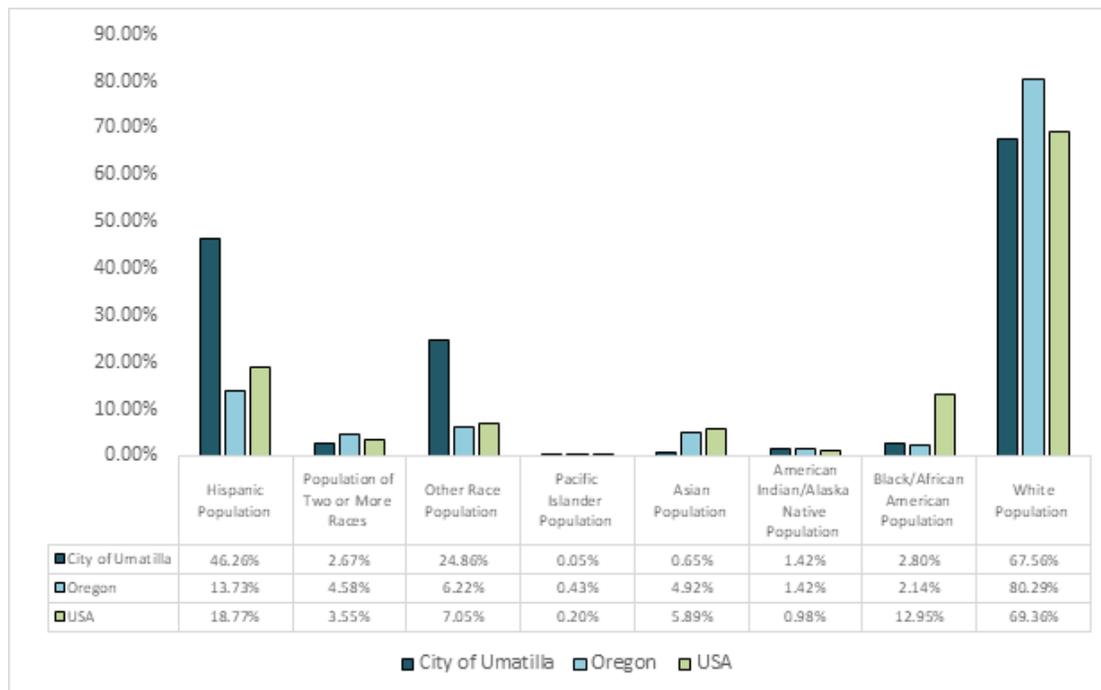
Source: 2020 Esri Business Analyst

Race/Ethnic Character

The U.S. Census notes that Hispanic origin can be viewed as the heritage, nationality, lineage, or country of birth of the person or the person’s parents or ancestors before arrival in the United States. In Umatilla County, the Hispanic population and other minority populations have continued to grow as a share of the total population. In 2010, 16.1 percent of the population in the County was Hispanic or Latino; in 2010, the population grew to make up 23.9 percent of the population. At the same time, the White population decreased from making up 77.5 percent in 2000 to only 69.4 percent of the population in 2010.

According to Esri Business Analyst, approximately 46.26 percent of City of Umatilla residents identified as Hispanic in 2020, compared to the State of Oregon (13.73 percent) and the United States (18.77 percent). An estimated 25 percent of Umatilla residents identified as a race or ethnicity not defined by the U.S. Census, while 2.80 percent identified as Black or African American. The White population in Umatilla was approximately 67 percent, compared to 80 percent in Oregon and 70 percent in the United States.

Figure 3: 2020 Racial/Ethnic Diversity of the City of Umatilla



Source: 2020 Esri Business Analyst

Educational Attainment

Table 1 shows the percentage of residents (25+) that obtained various levels of education. Approximately 23.69 percent of residents did not complete high school or equivalent. Only 2.61 percent of residents had completed a graduate or professional level degree.

Educational attainment greatly impacts poverty levels, especially in the City of Umatilla. For those that have a bachelor’s degree or higher in the City, the poverty rate was 0 percent, compared to a 32 percent poverty rate for those who had only completed high school, or 20 percent for those who did not complete high school.

The City's lower educational attainment is an opportunity to offer lifelong learning programs that can continue to teach residents important knowledge and skills to succeed.

Table 1: City of Umatilla Educational Attainment, 2020 Estimates

Level of Education	City of Umatilla	Oregon	USA
Less than 9th Grade	12.93%	3.54%	4.81%
9-12th Grade/No Diploma	10.76%	5.90%	6.53%
High School Diploma	19.49%	17.78%	22.79%
GED/Alternative Credential	14.59%	3.94%	3.92%
Some College/No Degree	25.10%	25.04%	20.13%
Associate's Degree	7.27%	9.32%	8.69%
Bachelor's Degree	7.25%	21.34%	20.24%
Graduate/Professional Degree	2.61%	13.12%	12.89%

Source: 2020 Esri Business Analyst

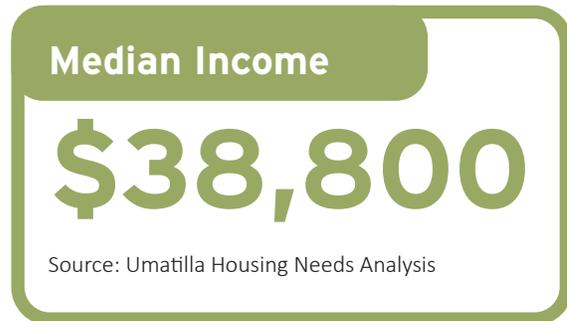
Household Data

Household Income

According to the City of Umatilla Housing and Residential Land Needs Assessment, the median home income was \$38,800 in 2018, lower than Umatilla County (\$50,100), the State of Oregon (\$63,776) and the United States (\$62,203). An estimated 40 percent of households made less than \$25,000 a year.



The City of Umatilla, in partnership with the Survey Research Lab of Portland State University, conducted an Income Survey Report in August of 2018 to understand household information for residents. This study confirmed similar income distribution to the Housing Needs Assessment. This statistically valid survey determined that 33.2 percent of families in the area made less than \$29,900 in income each year while only 27.8 percent of households made more than \$56,301.



Poverty Rate

The official poverty rate from 2017 was an estimated 24 percent. For those that were employed, the poverty rate was lower at 14 percent, while unemployed individuals had a poverty rate of 40 percent.

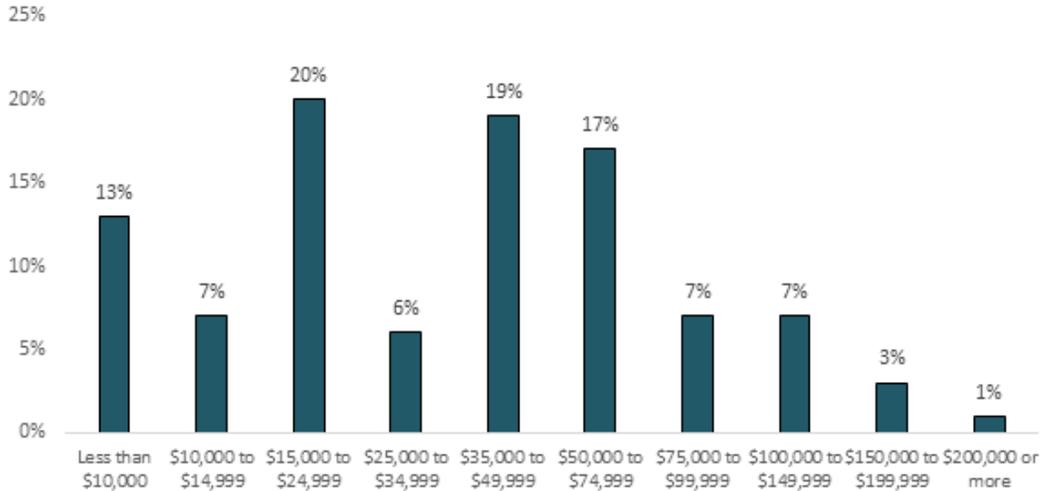
Household Growth

The City of Umatilla had approximately 2,250 households in 2018. The analysis shows that the City's household growth was slower than the overall population growth – an indication that “group housing” has grown as the correctional facility has reached capacity. Group housing includes living situations such as prisons, dorms, shelters, nursing facilities, etc.

Household Size

The average household size in the City in 2018 was determined at 3.15, more than the County at 2.67. Data from the City and the U.S. Census Bureau show that the area grew by 160 new households, but only 100 new housing units were added since 2010. This change shows that new housing in the community is not keeping up to the growing population and households.

Figure 4: Median Household Income Distribution, 2018 Estimates



Source: City of Umatilla Housing and Residential Land Needs Assessment

Employment

In 2020, an estimated 11.9 percent of the population was unemployed, compared to Oregon's rate (9.9 percent) and the United States (13.0 percent). According to Esri Business Analyst, in 2020, approximately 36 percent of the population was employed in white collar positions, which typically performs managerial, technical, administrative, and/or professional capacities. Approximately 51 percent were employed by blue collar positions, such as construction, maintenance, etc. The service industry employed about 13 percent of residents.

Unemployment Rate

11.9%

Source: 2020 Esri Business Analyst

Health Rankings

Understanding the status of the community's health can help inform policies related to recreation and fitness. Robert Wood Johnson Foundation's County Health Rankings and Roadmaps provided annual insight into the general health of national, state, and county populations. Umatilla County ranked 23rd out of 35 Oregon Counties for Health Outcomes. The health ranking gauged the population's public health based on "how long people live and how healthy people feel while alive," coupled with ranking factors including healthy behaviors, clinical care, social and economic, and physical environment factors.¹

Percentage of People Living with a Disability

29.3%

Source: American Community Survey

According to Esri Business Analyst, approximately 29.30 percent of households in 2020 had one or more resident living with some sort of hearing difficulty, vision difficulty, cognitive difficulty, ambulatory difficulty, self-care difficulty, and/or independent living difficulty. This is higher than the state (23.45 percent) and national average (25.49 percent), confirming the necessity of inclusive programming and ADA transition plans for parks and facilities.

¹ University of Wisconsin Population Health Institute & Robert Wood Johnson Foundation, County Health Rankings 2020, <http://www.Countyhealthrankings.org>

A. Park and Recreation Influencing Trends

The changing pace of today's world requires analyzing recreation trends from both a local and national level. From a national perspective, organizations including the National Recreation and Park Association (NRPA), the American College of Sports Medicine (ACSM), and the Outdoor Industry Association (OIA), among many others, attempt to summarize and predict the most relevant trends impacting health, wellness, outdoor recreation, and parks for the current year. This broad level overview of 2020 trends can help prepare agencies to understand how the future of parks and recreation might look, and how agencies can be at the forefront of innovation in the field.

Local participation data, sourced from the 2019-2023 Statewide Comprehensive Outdoor Recreation Report, published by the State of Oregon Parks and Recreation department and community input generated from the engagement process help determine the relevant trends directly related to the City of Umatilla. This information is intended to provide a foundational context for potential recommendations discussed later in this report.

B. National, State, and Local Trends

To evaluate potential program opportunities in Umatilla, an analysis of current national, state, and local trends was completed. The intersection of these three areas may provide the city with potential program priorities. These trends should not though, be used as a primarily decision-making tool but part of a larger consideration.



III. Relevant Parks and Recreation TRENDS

National Trends

The American College of Sports Medicine published a list of top ten fitness trends in 2020. This information may be helpful when establishing health and fitness programs.

National Health and Fitness Trends 2020

For the past 14 years, the American College of Sports Medicine (ACSM) Health and Fitness Journal has released its fitness trends survey, which collects survey data from 3,000 health and fitness professionals. The following items made up the top ten fitness trends from the study for 2020:

1. Wearable Technology
2. High Impact Interval Training (HIIT)
3. Group Training
4. Training with Free Weights
5. Personal Training
6. Exercise is Medicine
7. Body Weight Training
8. Fitness Programs for Older Adults
9. Health/Wellness coaching
10. Employing Certified Fitness Professionals

The National Recreation and Park Association provides an annual prediction of trends that may impact agencies. For 2021, the following trends have been identified²:

- Reclaiming more usable public space in dense urban areas by reducing lanes for vehicular travel, expanding pedestrian plazas, and converting former travel corridors to new linear urban parks.
- One-third of all park and recreation budgets will face cuts of 25 percent or more in their fiscal year 2021–2022 budgets, and substantial cuts in fiscal year 2022–2023 budgets. Absent adequate federal assistance, the coming budget cuts will be shocking and likely will exceed those from the Great Recession of 2007–2009.
- P&R agencies will implement demonstrated positive actions to correct historic systemic social inequities, racial injustice and environmental inequalities and will be part of the measure of reversing these trends.
- P&R agencies will begin to track and identify the movement and location of park patrons through personal data obtained through apps on cellphones.
- Resilience in park design will be increasingly seen as multi-benefit landscapes that protect against flooding, clean and filter stormwater, produce shade and prevent heat island effects, and promote not just environmental resiliency, but also social resiliency. To address extreme heat, empty mall garages and big-box stores will be converted to park and recreation uses in 2021, such as skateparks, farmers markets, community activity spaces and recreation program areas.

² *Park and Recreation Magazine*, December 2020, National Recreation and Park Association

Parks are going underground, too — think unused tunnels and below-ground transportation infrastructure as potential new park sites.

- E-sports will continue popularity as park and recreation agencies begin to stream live youth sports events. Parents and families can drop off their kids and watch from the parking lot, fully maintaining a physical distance, but being able to honk at will when a goal is scored.
- Park and recreation system will have an operational demonstration of a soil battery powering outdoor lighting.

There are similarities to NRPA's projected trends from 2020.

National Parks and Recreation Trends 2020

The National Recreation and Park Association (NRPA) annually releases a number of predictions that could likely impact parks and recreation agencies. The yearly article identifies the changes agencies are likely to see in the coming year. A summary of key predictions for 2020 are listed below:

- One-third of agencies will have video surveillance in their parks and facilities, and the public will want more for security.
- Private businesses will capitalize on delivery services of food and goods via drones in local parks and beaches. Agencies should be prepared on how to regulate the usage of drones in their public areas.
- E-sports will continue to increase in popularity; agencies who are able to provide tournaments or league play can engage teens and young adults that would otherwise not participate in traditional recreation programs.
- Landscape management practices may remove glyphosate, Round-up) a common pesticide, due to concerns from the International Agency for Research on Cancer (IARC) that the weed killer is “probably carcinogenic to humans.”
- Large parks have the ability to “cool a city” through the presence of trees and green infrastructure. Agencies may look to linear green spaces and trail corridors to reduce climate change and the impacts of extreme heat.
- Recreation centers will continue to become known as community “wellness hubs.” These innovative models of health and wellness will provide safe gathering spaces, access to healthcare providers, food and nutrition assistance, and additional education opportunities. Partnerships will be formed with health-related organizations.

Economic and Health Benefits of Parks

In 2017, the Outdoor Industry Association estimated that national consumer spending on outdoor recreation generated \$887 billion in consumer spending, and directly supported 7.6 million jobs.

- Trails, parks, and playgrounds are among the five most important community amenities considered when selecting a home.
- U.S. Forest Service research indicates that when the economic benefits produced by trees are assessed, the total value can be two to six times the cost for tree planting and care.³
- Nearly half of active Americans regard outdoor activities as their main source of exercise.⁴

The Benefits of Parks: Why America Needs More City Parks and Open Space, a report from the Trust for Public Land, makes the following observations about the health, economic, environmental, and social benefits of parks and open space⁵:

- Physical activity makes people healthier
- Physical activity increases with access to parks
- Contact with the natural world improves physical and physiological health
- Residential and commercial property values increase
- Value is added to community and economic development sustainability
- Benefits of tourism are enhanced
- Trees are effective in improving air quality and act as natural air conditioners
- Trees assist with storm water control and erosion
- Crime and juvenile delinquency are reduced
- Recreational opportunities for all ages are provided
- Stable neighborhoods and strong communities are created

State of Oregon Park and Recreation Trends

In the State of Oregon, the five-year Statewide Comprehensive Outdoor Recreation Plan⁶ public survey results identified trends at the state and county level, applicable to the City of Umatilla. Five key areas of interest emerged and provide background for analysis in the SCORP plan.

- An aging population
- An increasingly diverse population
- Lack of youth engagement in outdoor recreation
- An underserved low-income population
- The health benefits of physical activity

Priorities identified for Umatilla County include provision of children’s playgrounds and play areas built with manufactured structures like swing sets, slides, and climbing apparatuses, restrooms, and nature-based play, (children’s playgrounds and play areas made of natural materials like logs, water, sand, boulders, hills, and trees).

³ Nowak, David J., “Benefits of Community Trees,” Brooklyn Trees, USDA Forest Service General Technical Report

⁴ “Outdoor Recreation Participation Report” 2016

⁵ Sherer, Paul M., “The Benefits of Parks: Why America Needs More City Parks and Open Space,” The Trust for Public Land, San Francisco, CA, 2006

⁶ 2019-2023 Oregon Statewide Comprehensive Outdoor Recreation Plan, Oregon Parks and Recreation

Oregon Parks and Recreation Activity Participation

Across the state of Oregon, the top ten activities Oregonians participated in (from the 2017 the frequency (user occasions) are in **Figures 5 and 6**.

Figure 5: Activity Participation in Oregon

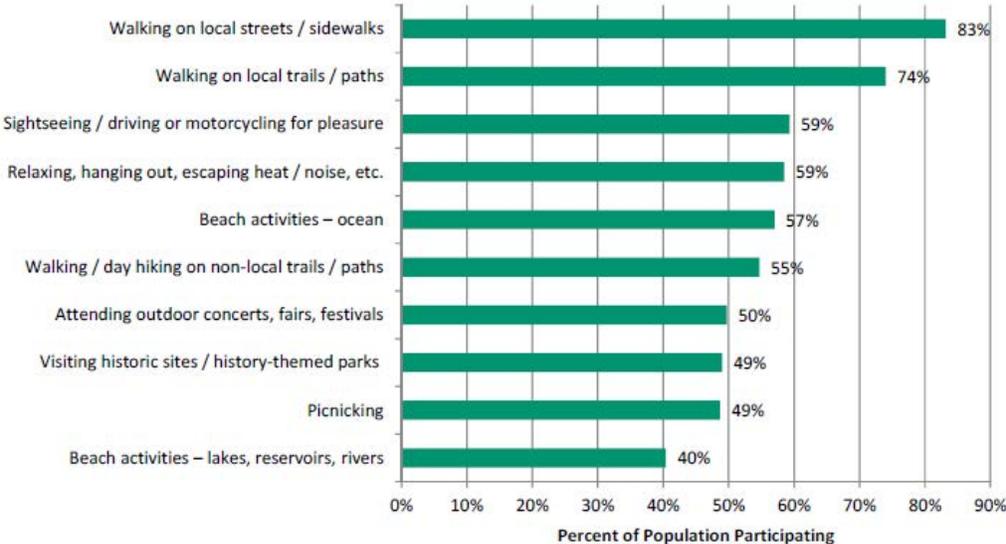
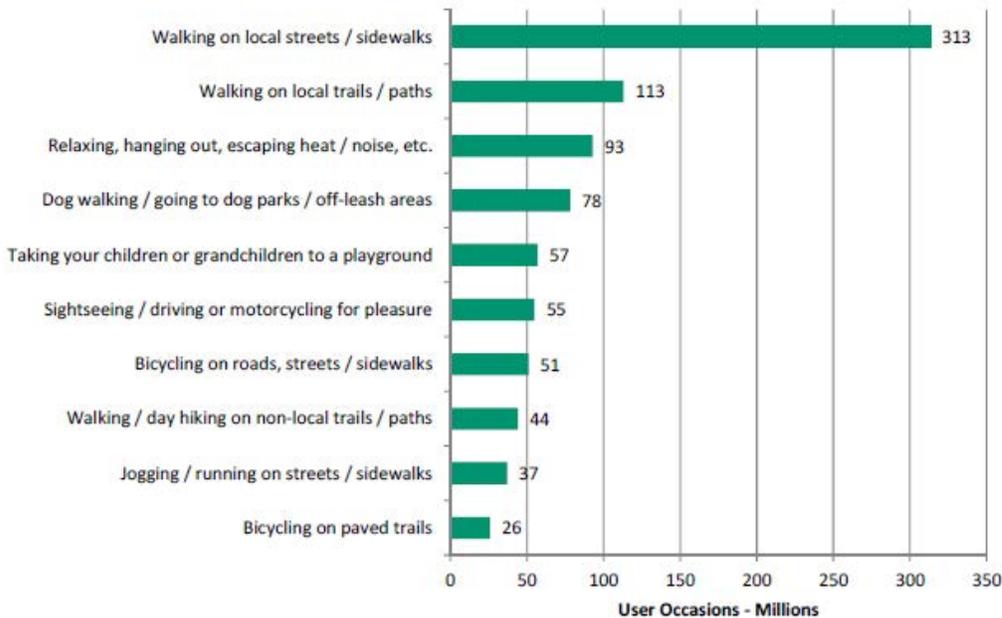


Figure 6: Activity Participation in Oregon Measured in User Occasions



Oregon Park and Recreation Priorities for Parks and Recreation Facilities, Amenities, and Services

Priorities among Oregonians for parks and recreation facilities and services suggest restrooms, soft surface trails and playgrounds are most important.

Figure 7: Priorities for Parks and Recreation Facilities and Services

Item	Mean	Percent				
		1	2	3	4	5
Cleaner restrooms	3.89	5.2	7.6	21.6	24.4	41.3
Dirt / other soft surface walking trails and paths	3.68	6.5	8.4	24.1	32.1	28.8
Nature and wildlife viewing areas	3.65	6.9	9.0	25.6	29.1	29.4
More restrooms	3.59	6.7	10.5	26.4	29.3	27.0
Public access sites to waterways	3.57	8.5	9.8	26.1	27.3	28.4
More places and benches to observe nature and others	3.36	10.6	13.2	27.4	26.7	22.1
Picnic areas and shelters for <u>small</u> visitor groups	3.34	7.5	14.3	32.6	28.7	17.0
Children's playgrounds and play areas made of natural materials (logs, water, sand, boulders, hills, trees)	3.22	14.9	13.4	28.4	21.7	21.7
Security cameras in key places	3.21	18.1	13.5	21.8	22.6	23.9
Off-street bicycle trails and pathways	3.18	17.2	13.5	26.2	20.8	22.3
More shaded areas	3.15	14.1	14.2	31.7	22.8	17.2
Paved/ hard surface walking trails and paths	3.14	14.7	15.9	28.2	22.4	18.7
Picnic areas and shelters for <u>large</u> visitor groups	2.98	14.3	19.8	33.1	19.6	13.2
Children's playgrounds and play areas built with manufactured structures like swingsets, slides, and climbing apparatuses	2.90	20.2	16.9	29.8	19.5	13.6
Designated paddling routes for canoes, kayaks, rafts, driftboats	2.90	21.7	15.8	27.6	20.9	14.0
Additional lighting	2.88	22.2	17.0	26.6	19.2	15.1
Off-leash dog areas	2.80	27.4	15.8	23.2	16.5	17.1
Community gardens (where you can grow vegetables)	2.63	32.3	16.9	21.3	14.1	15.4
Off-highway vehicle trails / areas	2.58	32.9	17.3	22.8	12.9	14.0
Multi-use sports fields	2.58	29.9	19.1	25.2	14.2	11.6
Low-impact exercise equipment	2.28	39.0	19.5	23.0	10.8	7.6

C. Community Recreation Program Needs

The SCORP identified 18 recreation programs, classes or events in their community and asked to rate their need and how well that need is being met, using a 5-point Likert Scale (1 = not being met to 5= fully met). Survey respondents were also asked to identify the top four programs from the list which are most important to them and members of their household.

Statewide, farmer’s markets showed the highest need, along with concerts, outdoor sports, and outdoor movies. The lowest need was reported for Pilates and Zumba classes.

Figure 8: Priorities for Parks and Recreation Programs

Type of program, class, or event	Do you have a need for this program, class, or event?		If yes, how well is your need being met? – Mean score*	Which programs are most important?			
	% Yes	% No		% 1st Choice	% 2nd Choice	% 3rd Choice	% 4th Choice
Farmer's market	68.6	31.4	3.83	40.8	16.6	10.3	7.1
Concert	56.3	43.7	3.29	9.9	18.1	14.0	9.1
Outdoor sports	48.5	51.5	3.43	13.8	8.2	9.0	9.4
Outdoor movies	46.2	53.8	2.63	3.2	7.5	9.5	11.9
Water exercise	41.0	59.0	3.00	5.8	6.8	6.5	7.5
Historical tours	40.2	59.8	2.75	2.9	5.6	8.7	8.9
Arts and crafts (ceramic, painting)	39.8	60.2	3.04	4.0	6.9	7.3	7.5
Quiet zone for reading or meditating	38.8	61.2	3.20	4.8	6.5	6.9	7.1
Environmental education	34.9	65.1	2.74	3.1	4.6	5.9	7.4
Yoga	34.4	65.6	3.12	3.0	4.5	4.8	4.5
Game area (e.g., chess, cards)	26.4	73.6	2.58	1.2	2.3	3.3	4.4
Walking club	26.3	73.7	2.73	0.7	1.1	1.2	0.5
Computer education	25.5	74.5	2.77	1.3	2.4	3.4	4.0
Social dancing	24.3	75.7	2.68	1.3	2.5	3.0	4.2
Aerobics	22.8	77.2	3.10	1.1	1.7	1.8	1.7
Tai Chi	20.8	79.2	2.73	1.5	2.2	2.0	2.1
Zumba	18.7	81.3	3.02	1.0	1.6	1.6	1.6
Pilates	18.4	81.6	2.84	0.5	0.8	0.8	1.2

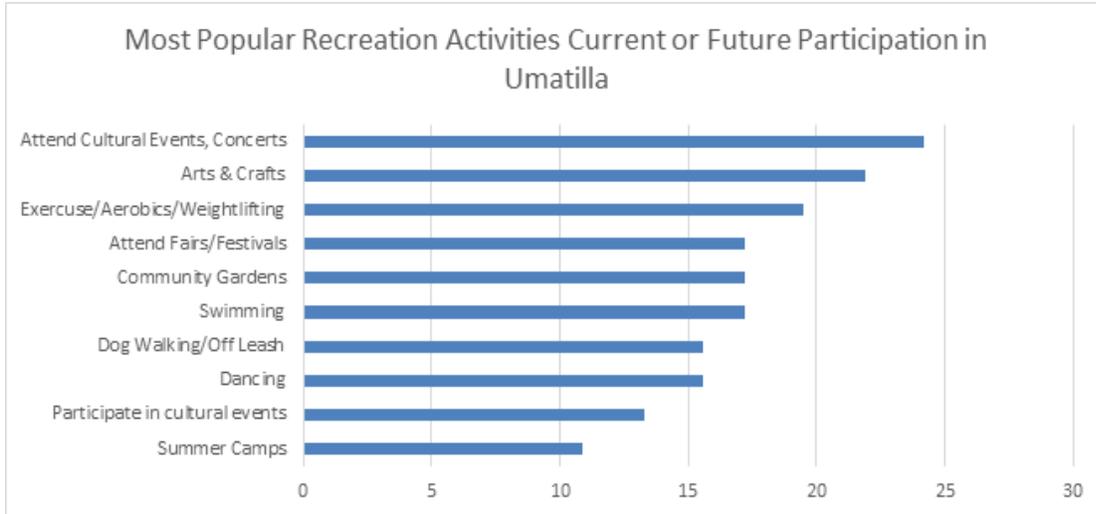
Park Manager's opportunities to increase participation include reduced user fees, better communication, trail maintenance, clean restrooms, improved security and safety, clean facilities, enforced rules, improved accessibility for disabled and elderly, and improved access to recreation lands.

D. City of Umatilla Parks and Recreation Participation Trends and Desires

Local trending data was identified in the need's assessment survey. Community members participating in an Open-Gov survey were asked to answer the following questions.

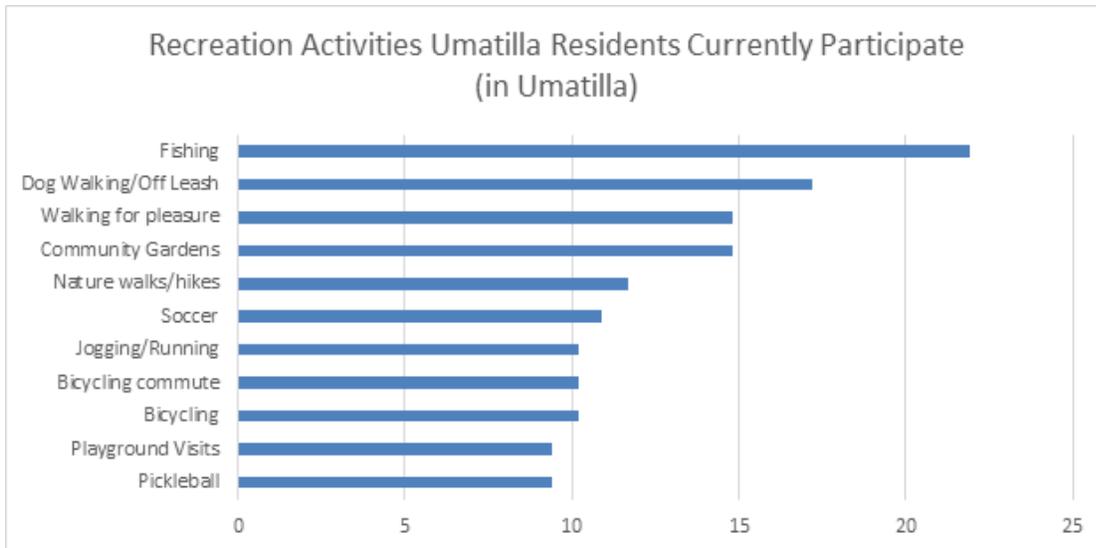
1. The most popular recreation activities (current or future participation)

Respondents were asked to check the recreational activities they or members of their household currently participate in (or would if available)?



2. The top activities in which residents currently participate (in Umatilla)

Respondents were asked to check the recreational activities they or members of their household currently participate in (or would if available – specific to participation in Umatilla)?



3. Preferences for top ten activities out of a list of 31 activities

Respondents were asked what new Recreational Programs would you like to see available? (select up to 10)

Farmers' Market	58.1	Zumba Classes	14.7
Open Gym	35.7	Baseball League	12.4
Swimming Classes	34.1	Martial Arts	12.4
Photography Classes	31.8	Sand Volleyball	12.4
Canoeing/Kayaking Classes	30.2	Golf Classes	11.6
Archery	28.7	Boating Classes	10.9
Cooking Classes	28.7	Rock Climbing	10.9
Shooting Classes	28.7	Musical Instruments	8.5
Hunter Safety Classes	27.9	Tennis Classes	8.5
Painting Classes	26.4	Birdwatching Courses	7.8
Dance Classes	20.9	Pickleball League	7.8
Basketball League	20.2	Pilates Classes	6.2
Fishing Classes	19.4	eSports League	5.4
Horseback Riding	17.8	Futsal League	5.4
Soccer League	17.8	Running Groups	5.4
Softball League	16.3	Other	3.1
Historical Tours	14.7		

E. Relevant Research Trends

The next section focuses on national and regional research that supports community input heard throughout the engagement process. Each of these activities are popular in Umatilla.

Recreational Fishing

Based on numbers in the 2018 “Sportfishing in America: An Economic Force for Conservation” the number of anglers increased 8.0 percent since the 2011 report and fishing equipment sales grew more than 21 percent. When anglers’ expenditures exchange hands, their dollars have a significant impact on our nation’s economy.

Facts about Recreational Fishing

- Recreational fishing is the nation’s second most popular outdoor activity after jogging.
- Nearly 1 in 7 Americans take to the water with rod and reel in hand each year.
- Since 2011, freshwater fishing participation grew 11 percent and Great Lakes fishing grew 9.5 percent.
- Spending for saltwater fishing (\$14 billion) is more than twice what (\$5.8 billion) Americans spent on services for their pets.
- More Americans fish than play golf (23.8 million) and tennis (18.1 million) combined.
- If sportfishing was its own corporation, it would rank #54 on the Fortune 500 List, ahead of Cisco Systems.
- Over twice as many people fished in 2016 than attended every NFL game combined.

Cycling

The design of a community's infrastructure is directly linked to physical activity – where environments are built with bicyclists and pedestrians in mind, more people bike and walk. Higher bicycling and walking levels also coincide with increased bicycle and pedestrian safety and higher levels of physical activity. Increasing bicycling and walking in a community can greatly impact improving public health and life expectancy.

Dog Parks

Dog parks continue to see high popularity and have remained among the top planned addition to parks and recreational facilities over the past three years. They help build a sense of community and can draw potential new community members and tourists traveling with pets.⁷

The National Dog Park Association provides informational resources for starting and maintaining dog parks. Recreation Management magazine⁸ suggests that dog parks can represent a relatively low-cost way to provide a popular community amenity. Dog parks can be as simple as a gated area, or more elaborate with “designed-for-dogs” amenities like water fountains, agility equipment, and pet wash stations, to name a few. Even “spray grounds” are being designed just for dogs. Dog parks are also a place for people to meet new friends and enjoy the outdoors.

The best dog parks cater to people with design features for their comfort and pleasure, but also with creative programming.⁹ Amenities in an ideal dog park might include the following:

- Benches, shade, and water – for dogs and people
- At least one acre of space with adequate drainage
- Double gated entry
- Ample waste stations well-stocked with bags
- Sandy beaches/sand bunker digging areas
- Custom designed splashpads for large and small dogs
- People-pleasing amenities such as walking trails, water fountains, restroom facilities, picnic tables, and dog wash stations

National Healthy Lifestyles

While national demographics are experiencing an age and ethnic shift, so too are landscapes, daily lifestyles and habits changing. The number of adults over the age of 65 has increased, and lifestyle changes have encouraged less physical activity; collectively these trends have created profound implications for the way local governments conduct business. Below are examples of trends and government responses. More and more, local governments are accepting the role of providing preventative health care through park and recreation services. The following facts are from an International City/County Management local government survey¹⁰:

- Eighty-nine percent (89%) of respondents believe that parks and recreation departments should take the lead in developing communities conducive to active living.

7 Joe Bush, “Tour-Legged-Friendly Parks,” *Recreation Management*, February 2, 2016.

8 Emily Tipping, “2014 State of the Industry Report, Trends in Parks and Recreation,” *Recreation Management*, June 2014.

9 Dawn Klingensmith “Gone to the Dogs: Design and Manage an Effective Off-Leash Area,” *Recreation Management*, March 2014. (http://recmanagement.com/feature_print.php?fid=201403fe02).

10 “Active Living Approached by Local Government: Survey,” International City/County Management Association, <http://bookstore.icma.org/freedocs/Active%20Living%20and%20Social%20Equity.pdf>, 2004.

- Eighty-four percent (84%) had already implemented recreation programs that encourage active living in their community.
- The highest priority selected for the greatest impact on community health and physical inactivity was a cohesive system of parks and trails and accessible neighborhood parks.

Community Events and Festivals

Attending events, fairs, festivals, and concerts is extremely popular among Umatilla residents and among the top desired activities.

In the competitive festival environment, it's more important than ever to create a unique, unforgettable experience for the attendees. There's a premium on experience these days. The website Eventbrite.com release a publication "The Future of Festivals: Eight Trends You Need to Know," their recent research has shown that over 75 percent of millennials and 59 percent of baby boomers say they value experiences over possessions. Nine out of ten Boomers believe experiences lead to a more fulfilling life. Nearly half of the Baby Boomers are attending more events now than they did ten years ago. Going out is not a rarity, it's a habit.

In a recent Eventbrite.com survey of more than 5,000 festival-goers, 80 percent of Millennials had attended three or more food, wine, or beer events in the past year. Besides attracting attendees, another strategic reason to offer food at festivals: 84 percent of food festival-goers are likely to post pictures of food while at an event. That's priceless social media marketing. The survey also found that Boomers have both time and money to spend and they're spending it on events and experiences.

The festival market is saturated, and competition is fierce, but audience demand for unique outdoor experiences is still very high. Creating a festival that fills a unique niche is a great way to attract crowds hungry for new experiences.

According to Kimberly Moening, VP of experiential marketing agency Moening Presentation Group, "Audiences want hands-on, personalized experiences now more than ever." When you focus on a niche, you make a specific group of people feel taken care of. Millennials in particular look for unique, combinations of themes that will make a festival stand out: art and wine, beer and history, film, and cupcakes. Smaller niche festivals like these create an opportunity to cater to attendees' yearning for new and different experiences.



Farmers Markets

The needs assessment survey identified farmers market as the highest priority for new recreational activities for Umatilla.

Park and recreation agencies often have the role of connecting communities to local, fresh foods. In fact, many local agencies are the largest providers of federally funded meals for the public. One in five agencies manage a farmers' market. There are many benefits in providing farmers markets in the community. Beyond providing fresh foods to the public and promoting agricultural and economic benefits for farmers and vendors, they also bring culture building and engagement on a consistent basis. According to a study by the National Recreation and Park Association (NRPA) in 2019 of 296 agencies, approximately 67 percent of organizations host farmers markets once a week, with 21 percent offering it two or three times a week. Roughly four in five agencies use partnerships with nonprofits, farmers organizations, other local government departments, community development organizations, and the local extensions office to enhance the success of the farmers market.

Figure 9: Overview of NRPA Farmers Market Report



Source: 2019 NRPA Farmers Market Report

A. Initial Public and Staff Engagement

Focus groups, stakeholder interviews, and a public forum were held during August 2020. Due to COVID – 19 these meetings were conducted virtually on different days and times to accommodate as many residents and staff as possible. The goal of these sessions was to gather information that would guide the development of the community recreation needs assessment survey conducted by City staff and to guide the development of the Master Park Plan. The following virtual meetings were held:

Three (3) Focus Groups- 13 Participants

- Residents of the City of Umatilla
- Umatilla Parks & Recreation Committee
- Oregon State Marine Board
- Umatilla Chamber of Commerce
- City of Umatilla Leadership & Staff
- Business Community
- US Army Corps of Engineers

Fourteen (14) Stakeholder Interviews – 23 Participants

- Parks & Recreation Committee Members
- City Council
- Umatilla School District
- Business Community
- Park and Recreation Staff

The length of residency in Umatilla of participants ranged from less than 5 years to 20+ years. The following shows the percentage of each length of residency range:

- <5 years 33 percent
- 5-9 years 0 percent
- 10-19 years 11 percent
- 20+ years 56 percent

Results of the focus group and stakeholder meetings are listed in the following section (* indicate comment expressed multiple times).

IV. Community ENGAGEMENT

Strengths

- Umatilla volunteers are committed to helping their community
- Working relationships with city staff and the US Army Corps of Engineers is great. The City holds events in Corps of Engineer owned parks
- The parks in Umatilla are clean
- The Parks and Recreation Committee is committed to working with the community
- The new Parks and Recreation Department is now in place

Weakness, Areas Needing Improvement

- Communication is limited from the city regarding programs currently offered**
- The facilities are older and require renovation**
- The department needs a master plan*
- Some parks in the city are lacking amenities
- There are not enough summer programs for youth
- There is a lack of funding and staffing. Some staff are split between city departments
- The restroom at Nugent park is an eyesore and needs to be updated
- The trail system requires benches, water fountains, etc.
- The City needs to execute the trail plan and add signage
- The city needs a USTA tennis partnership
- The Parks and Recreation Committee has not accomplished much in the past

Additional Desired Activities

- Water safety, kayaking, and other water activities using the river*****
- Adult sports leagues, specifically Softball*****
- Youth sports programs so that children do not have to travel to Hermiston *****
- Instructional programs for fishing ***
- Adult soccer programs***
- Instructional horseback riding opportunities**
- Activities and programs for youth and teens**
- Baseball**
- Safe places to swim with lifeguards **
- Just about any kind of new activities**
- Adult sports leagues**
- Variety of different, low-cost activities*
- Learn to swim programs*
- Adult basketball leagues
- Local programs so that community members do not need to travel to Hermiston*
- Soccer activities
- Concerts/movies in the parks and other special events*
- Educational programs
- A dual facility for water activities and ice skating in the winter
- Add sports activities that promote a sense of health and wellbeing
- Add wilderness Camp, outdoor school/outdoor education
- Tennis activities that take advantage of available, expanded USTA grants
- Pickleball
- Disc golf in areas around town

- Races on the trails once the trail plan is built out
- 3-on-3 basketball
- Youth lacrosse leagues
- Indoor soccer
- Multigenerational programming
- Fitness opportunities
- Programs led by Senior instructors
- Fishing
- Hiking
- Geocaching
- Crafts
- More Senior activities

Desired New Amenities

- A recreation center as a community gathering space*****
- New sports fields using the land and space already available*****
- The system needs new wayfinding and interpretive signage*****
- The trail system needs to be completed (connectivity for both transportation and recreation)*****
- The parks need additional shade****
- The City needs new access areas on the rivers outside of the marina for paddle boarding, kayaking, etc.****
- A playground by the marina and RV park is needed***
- The City needs a skateboarding spot or skate park**
- The City needs more spaces that can be used for family events and sports*
- The City could benefit from additional elements in the parks to draw people into the city*
- Older playground equipment needs to be updated*
- The parks need additional benches*
- Access to the two rivers, parking, outdoor restrooms for water activities and boating*
- The City needs a splash pool, at a minimum*
- The tennis courts require updating and improvements
- Add additional Jogging/walking trails
- Use the natural features of the community
- The City should Improve the swimming area at the Marina
- Add an outdoor fitness trail
- Add water amenities using the River
- Add modern fall protection under playgrounds
- Build a pavilion in a park that could be a community meeting space
- Build a community garden, possibly at Nugent park
- Additional parking at the Marina is needed
- There is land near 3rd avenue for a concert venue
- The City needs to standardize equipment, amenities, and signage in the parks
- Water fountains for animals and people are needed
- Current facilities need updating
- Drone parks or parks that allow drones would be a good addition
- Lighting along paths and in the parks for safety and security is needed
- A kiosk that also provides shade would be a good addition to the system
- Dedicated swimming areas in the city

- All-inclusive parks
- Additional parks to meet growth in population
- The City should improve the Old Town site along the Columbia River with signage and trail connectivity.
- An Aquatics Center
- An area for radio-controlled airplane flight
- A BMX facility
- The City needs additional basketball courts
- The City needs places for youth to recreation for healthy, outside activities
- The parks need picnic tables, benches, bleachers, and improved amenities at the sports fields
- The City needs more restrooms in the parks
- The City needs more playgrounds, especially at South Hill
- Marina Welcome Center update. Repurpose the space
- The City needs paved trails that support individuals with physical or developmental disabilities
- Lacrosse fields
- ADA accessible parks
- The City needs spaces for winter programming
- A splash pad in a park is needed
- The City needs lighted sports fields
- A water park could improve the marina
- Playground by the marina and RV park are needed
- The City needs additional softball and soccer fields and needs to track usage
- The City needs dog parks
- The City needs exercise programs, needs more restrooms and pocket parks with playgrounds

Underserved Portions of Umatilla

- The South Hill area is underserved and needs parks, trails, and playgrounds*****
- Individuals with disabilities in regard to programs, restrooms, the marina, and trails *****
- Spanish speaking residents in the community****
- Seniors due to a lack of activities, benches, and other amenities in parks and on trails****
- Youth and teens due to a lack of programs. There are few summer activities****
- All community members due to a lack of programs. Any increase in programming will be an improvement**
- People who live near the Marina**
- Low-income residents because there are few opportunities
- McNary area is not served well from a quality perspective
- Children who desire non-sports activities
- Senior volunteer or partner opportunities to work with youth.
- Multigenerational community members due to a lack of programs
- McNary – low-income access to recreation
- Community members who ride bikes due to a lack of appropriate and safe trails
- Community members who use school facilities due to a lack of restrooms
- School age children who need afterschool activities. Afterschool programs are not offered by the city, only by the school with ½ of the school children.
- The Downtown area does not have many amenities- McNary area has some amenities

Key Partners and Stakeholders

- Amazon*****
- Farms and farm businesses****
- The business community*****
- The US Army Corps of Engineers***
- The Confederated Tribes of the Umatilla Indian Reservation****
- Wal-Mart**
- The Umatilla School District**
- Umatilla County*
- The local 4-H*
- Community Colleges in Umatilla County*
- The Chamber of Commerce
- The residents of Umatilla
- The State of Oregon, Department of Parks & Recreation
- Latino residents of Umatilla
- The Kiwanis Clubs
- The Lions Club
- The Shriners
- The Umatilla Central Railroad (soccer fields run adjacent to)
- Car dealerships in and near Umatilla
- Builders and contractors who support Umatilla
- The Masonic Lodge
- Good Shepard Foundation
- Pro-Rodeo organization
- Prison work crews & Master Gardeners
- Families connected to Umatilla with financial resources
- The hospital district
- The Port of Umatilla
- Tillamook Dairy
- Lamb Weston
- Lewis & Clark Trails support organizations
- Fire Department
- Property owners in Umatilla
- Visitors to Umatilla
- The local board of realtors
- Water District

Key Issues Identified

- Involve the community in support of the museum*
- There will be a new Housing development in South Hill with increases in population (500 new homes) over the next 5 to 7 years**
- Results from the Pandemic have created a lot of unknowns
- Population growth in the City- quickly growing community (a lot of room to grow)*
- Amazon Data Centers are changing community
- The City needs to be inclusive of the Hispanic population in the City (City information translated into Spanish)

- Umatilla has only one elementary school that could be looking for capital funding at the same time P&R is looking for funding
- New and updated school facilities are not open to public
- Schools are used evenings and weekends by the community without charge. Generous community use policy and everyone is allowed if they are not for profit. Access is limited only because of other community use
- Schools not necessarily being built yet because new housing has not yet triggered a need for new schools. In 5 to 10 years there may be a need for more schools*
- Many seniors are moving to the community
- Covid-19 showing that the community is together
- 14 percent of school children have some form of learning disability, places and spaces are not very accessible in their current state
- The three spaces in the city (McNary, Downtown and South Hill) do not create a central location
- Indian Tribe’s own land policies can prevent development
- There is competition with Corps of Engineers Parks
- Hermiston survival camps are taught in Umatilla
- There is a lot of growth in the South Hill area
- The P&R Department is new, within the last two years
- System Development Charges not in place for Umatilla – hope to adopt methodology and fees by next year
- Extension of the urban growth boundary is being considered by the planning board
- There may be a new industrial park in the near future

Key Values Identified

- A small town with generous people and events to make connections*****
- A family-oriented community*
- Maintain a sense of community (friendly, warm, etc.)*
- Maintain a great education system*
- Value history and an affordable place to live
- Value the location to the rivers
- Relationships and communication. The people make the city
- Affordable
- Safe
- Follow Hood River walking trail systems and the look and feel of the city
- Connection, Variety, Sustainability
- Cultural sites
- Sustainability/ability to maintain
- Maintain historical context (railroad, timber exports, civil war)
- Find the balance between recreation, preservation, history
- A city with an ADA Destination Park

Top Priorities for Umatilla Parks and Recreation Department

- Greater access and improvements made to the Marina Park area for boating and water sports****
- Focus on safe spaces for children, lighted fields, and organized youth sports***
- Take care of existing parks by making improvements to existing amenities**
- Create additional walking trails (connectivity)**

- Improve parks signage across the city – wayfinding, trail signage in English and Spanish*
- Infrastructure upgrades for 50-60-year-old parks and facilities, (have land but parks need updated)*
- Make improvements and add amenities in South Hill*
- Need the footbridge repaired. This is a FEMA project with approved funding to extending the bridge 100 feet longer and 5 feet higher.
- Implement a trails plan
- Complete the establishment of the new Parks & Recreation department into the City
- Provide water and river access
- Identify low hanging fruit- shade, playgrounds, benches, things that can be done quickly to show improvement
- Acquire additional land for parks
- Involve the Confederated Tribes of the Umatilla Indian Reservation
- Be Inclusive of all community members
- Flexible policies for managing events and activities that allow staff to create community opportunities (not miss opportunities for the community)
- Additional sports fields including soccer, baseball, and softball fields (Space is available for a sports facility in partnership with the Corps of Engineers)
- Maintain the relationship with the Corps of Engineers – a collaborative agreement with the Corps of Engineers
- Create additional tennis courts
- Add additional baseball, softball, and basketball facilities (reduce reliance on schools).
- Improve current parks, including Nugent Park for little league use
- Add an Indoor Community Recreation Center
- Improve South Hill trail connectivity (safety issues)
- Add ADA accessible play areas in parks
- Maintenance standards, better define who maintains which parks for most effective use
- Ensure execution of the master plan
- Improving existing assets (take care of what we have)
- Need to improve the use for athletic activities
- Greater equitable disbursement of parks in the community (McNary and Downtown have beautiful parks)
- Provide facilities that with safe access to recreation assets. McNary only serves 1/3 of the areas with new basketball courts
- Provide an “All in one” Recreation Center
- Provide additional soccer fields on Corps of Engineer’s property
- Provide sports tournaments that create opportunities for business expansion
- Clarify duties between the City and the Corps of Engineers- Nugent and other parks have been left in limbo

Vision for Umatilla Parks and Recreation Department

- A walkable city to get to parks and activities close to home*****
- A fully connected parks system (trails) for both pedestrians and bikes*****
- A Department that offers something for everyone (high impact, connected trail and nature, sports leagues, passive recreation, partnerships with library, school, cities around the region***
- To see programs and activities moving forward**
- The Department should offer something for everyone**
- To create more outdoor recreational activities*

- To not rely on neighboring cities to meet Umatilla’s recreation needs*
- The City to build a regional destination location for a recreation facility*
- Additional soccer and softball fields (challenge to find land)*
- A Department that values the need to “plan, work, and enjoy”
- The Department should be community related, involving the citizens of the city*
- The department should have additional rectangular sports fields
- The Department will offer fitness and crafting, and art programs in the future
- Fresh
- Proactive
- People, places, programs
- Spots for people
- City should have park standards to ensure consistent, branded, and high-quality parks (Uniformity, consistency across the system. Signage, benches, parks structures etc.
- Continue to provide well maintained parks (heavily used)
- Support use of parks for informal, drop-in (passive use) by community members, travelers, etc.
- Provide community gathering places
- The system should provide programs and facilities for youth
- The system should provide safe spaces for children to play
- The system should provide ADA accessible spaces
- A system that provides gathering place that maintains a small city atmosphere and people recreate local. A system where everyone has access and attracts residents to use available spaces
- An expand parks and recreation system for family engagement
- A system that supports low-income families and those without transportation
- A department that provides community gathering spaces
- A department that provides youth programs
- Community is a majority Latino and staff have infused diversity and Spanish language into programs and services
- A community with a focus on its Marina which should be the gem of the community. It could be a destination location
- A program that delivers value. People pay their taxes and deserve a quality of life
- A system that provides healthy recreation activities
- A community that focuses on special events because communities that have more community events have lower crime by developing a sense of community

Funding for New Initiatives

- Grants*****
- State funding**
- Federal grants**
- Fees & Charges**
- Athletics and tournament user fees. *
- Private sources*
- Good Shepard Foundation, Wild Horse Foundation (Casino in Pendleton) *
- Sponsorships
- No user fees for parks
- Fund raising in the community
- Minimal burden on the taxpayers
- Maintenance and operations tax for park maintenance.
- Athletic field permits.

- Proposal for P&R District- proposed and did not go to a vote. Can pay for HS athletics. Now is a time to get it approved.
- Health district to support healthy recreation
- P&R tax debt
- Confederated Tribes
- Volunteers

Other Comments

- Look at Bordman's new community recreation center (Used for field trips)- 18 miles from Umatilla*
- A lot of potential in the Parks*
- 10 percent-14 percent of children in Umatilla have some form of disability*
- South Hill to pedestrian bridge trail may be grant funded
- Madison Ave to pedestrian bridge trail may be grant funded
- McNary park with lights and Basketball Courts recently opened
- Parks and activities bring in funding for the City and promote business activity
- Lower crime is a biproduct of a healthy community in Umatilla
- The Corps of Engineers facilities have been used for many years – available for community use. The federal government cannot transfer land because it takes an act of congress
- The more visible facilities are, the more people will become more interested in programs and amenities at those visible locations
- Another individual from the Tribe that may be culturally identified as a member of the Tribe
- Wenix Red Elk, Education Outreach Coordinator, can provide insight for Tribe
- Lewis & Clark trail has informational signs
- Hash Park expanded with 2 or 3 additional ballfields
- November through March – Can't utilize outdoor facilities – soccer, baseball, etc.
- Much land is owned by the Umatilla Indian reservation and park space is bordered by the Corps of Engineers
- Umatilla has a golf course that Hermiston uses
- Staff turnover prevented some past master plans to be implemented
- Social/emotional needs are prevalent due to poverty
- High poverty and low transportation create access issues for families
- Large, retired population moving to Umatilla
- The school district will support and communicate the survey
- Distribute the Survey in Spanish
- There are no school sponsored sports
- There are new opportunities to partner with schools
- The parks need standards for amenities
- The city does not need to provide everything if there are other nearby providers (i.e., Hermiston Aquatic Center)
- Parks are too small. One park without trees/shade. The layout is not good at Nugent Park.
- The City needs water/boat transportation
- Department has not been very active. Youth sports in the city should be taken over by the department.
- Endless opportunities for programs and activities
- It is time to develop new recreation programs
- Replace washed out Bridge (FEMA qualified event)

- There is no certified playground inspector in the city. The City should have maintenance standards for benches, equipment, etc. to promote low maintenance costs
- There is space on South Hill for baseball/soccer fields

B. OpenGov Needs Assessment Survey

The initial public and staff engagement provided the basis for the OpenGov needs assessment survey developed by the Umatilla staff and GreenPlay. The Umatilla staff administered the survey collecting 134 responses. The goal of survey was to gather additional information that would guide the development of the Master Park Plan.

Key Survey Statistics

Key survey statistics include:

- 217 people opened the survey instrument
- 134 responses were collected
- 6.7 hours of public comment obtained through the survey instrument
- Majority of survey respondents live in McNary or South Hill (32.8 percent for each)
- 61 percent identified as female
- 28 percent were 25 – 34 years old
- 25 percent were 35 – 44 years old
- 48.5 percent couples with children in the home
- 80 percent are registered voters
- 38 percent identified as Hispanic, Latino or Spanish origin
- 90 percent English language primarily spoken

The length of residency in Umatilla of survey participants ranged from less than 1 year to 15+ years. The following shows the percentage of each length of residency range:

- | | |
|--|--------------|
| • <1 year | 3.7 percent |
| • 1-3 years 11 months | 9 percent |
| • 4-7 years 11 months | 12.7 percent |
| • 8-14 years 11 months | 11.9 percent |
| • 15 years or more | 51.5 percent |
| • Not a resident but use programs/facilities | 11.2 percent |

Top Survey Observations include:

- Many parks are not visited by large portion of survey respondents
- Majority of parks rated as not meeting the needs of the community
- 55.6 percent of survey respondents are quite or very familiar with parks provided by the City
- 70.4 percent of survey respondents are not at all or somewhat familiar with recreation programs provided by the City
- 63.2 percent of survey respondents indicated that location influences usage or parks and programs
- 45.9 percent of survey respondents indicated that available amenities influence usage or parks and programs
- 36.1 percent of survey respondents indicated that connection to trails influences usage or parks and programs

Observations Influencing Recommendations

Key observations from the survey that have been incorporated into the Park Master Plan recommendations:

Barriers to Participation:

- 43.9 percent indicated poor maintenance of facilities
- 38.6 percent indicated a lack of desired amenities
- 35.6 percent indicated a lack of programs and activities
- 28 percent indicated safety and security concerns
- 19.7 percent indicated a lack of time
- 18.2 percent indicated cost of programs and activities

Most Important Areas to Address to Increase Participation:

- 57.5 percent improve park/facility amenities
- 47 percent more or improved restrooms
- 44 percent better condition/maintenance of facilities
- 39.6 percent improved communication about offerings
- 33.6 percent more programs at the sites
- 18.7 percent better signage/wayfinding

Desired Programs and Activities Not Readily Offered:

- 21.9 percent Arts and Crafts
- 19.5 percent Exercising/Aerobics/Weightlifting
- 17.2 percent Fairs and Festivals
- 17.2 percent Swimming
- 17.2 percent Community Gardens
- 15.6 percent Dancing
- 15.6 percent Dog Walking/ Off Leash Dog Parks

Special Events Desired:

- 67.9 percent Saturday/Farmer's Markets
- 63.4 percent Concerts/Festivals
- 50.7 percent Movies in the Parks
- 49.6 percent Holiday/Cultural Celebrations
- 47.3 percent Youth Focused Events
- 40.5 percent Fishing Tournaments
- 40.5 percent Teen Focused Events

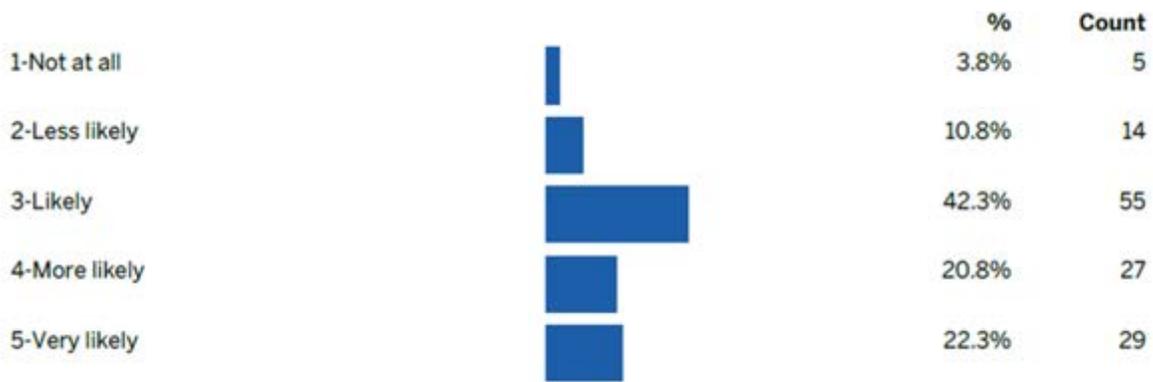
Preferred Communication:

- 64.4 percent Social Media (e.g., Facebook, Instagram)
- 32.6 percent City Website
- 31.8 percent Newsletter
- 24.2 percent Email from the City
- 20.5 percent Printed Schedule of Activities
- 15.9 percent Mail
- 14.4 percent Parks and Recreation Website, School email/newsletter

Desired New Park Amenities:

- 70.5 percent Aquatic Center – Indoor
- 37.9 percent Shooting Range- Outdoor
- 35.6 percent Aquatic Center – Outdoor
- 34.1 percent Swimming Pool (non-aquatic) community pool
- 30.3 percent River Beach Area(s)
- 30.3 percent Shooting Range – Indoor
- 29.5 percent Community/Recreation Center
- 28.8 percent Fishing Piers/Docks
- 27.3 percent Playgrounds – new or refurbished
- 26.5 percent Boat Ramp/Slide-non-motorized for kayaks and canoes
- 24.2 percent Splash Pads
- 21.2 percent Trails – hard surface
- 20.5 percent Athletic Fields Diamond (Baseball, Softball, Kickball)- Outdoor
- 20.5 percent Community Garden (grow vegetables/fruits)
- 20.5 percent Outdoor exercise equipment

Local Option Levy Tax Support to Create New Recreational Amenities Identified in the Master Parks Plan:



Desired New Recreation Programs:

- 70.5 percent Indoor Swimming
- 58.1 percent Farmer’s Market
- 35.7 percent Open Gym
- 34.1 percent Swimming Classes
- 31.8 percent Photography Classes
- 30.2 percent Canoeing/Kayaking Classes
- 28.7 percent Archery
- 28.7 percent Shooting Classes
- 28.7 percent Cooking Classes
- 27.9 percent Hunter Safety Classes
- 26.4 percent Painting Classes

The following graphics shows the high-level over-all trends from all public engagement relevant to Umatilla. The slide was presented during the Findings Presentation.

Trends from Public Engagement Relevant to Umatilla (alphabetical order):

Trends From Public Engagement Relevant to Umatilla

- Adventure Programming
- Aquatics and Water Recreation
- Athletic Fields
- Community Events and Festivals
- Cycling – mountain, road, tourism, transportation
- Dog Parks
- Generational Preferences
- Nature Play
- Outdoor Fitness Trails
- Signage and Wayfinding
- Winter Recreation





A. Parks and Facilities Inventory and Assessment

Parks and facilities were inventoried and assessed for function and quality in December 2019 using the GRASP®-IT audit tool. This tool classifies park features into one of two categories: components and modifiers. A component is a feature that people go to a park or facility to use, such as a tennis court, playground, or picnic shelter. Modifiers are amenities such as shade, drinking fountains, and restrooms that enhance comfort and convenience.

A formula was applied that combines the assessments of a site's components and modifiers to generate a score or value for each component and the entire park. The study uses the resulting scores to compare sites and analyze the park system's overall performance.

Moved this section from appendix please make sure it fits with headings

B. Inventory Methods and Process

The detailed GIS (Geographic Information System) inventory conducted by the planning team first prepared a preliminary list of existing components using aerial photography and GIS data. Components identified in aerial photos were located and labeled.

Next, the consulting team conducted field visits to confirm or revise preliminary component data, make notes regarding sites or assets, and understand the system. The inventory for this study focused primarily on components at public parks. Each element's evaluation ensures it serves its intended function, noting any parts in need of refurbishment, replacement, or removal.

The inventory also included recording site comfort and convenience amenities such as shade, drinking fountains, restrooms, and modifiers.



V. Inventory & LEVEL OF SERVICE ANALYSIS

Collection of the following information during site visits:

- Component type and geo-location
- Component functionality
 - Based assessment scoring on the condition, size, site capacity, and overall quality.
 - The inventory team used the following three-tier rating system to evaluate these:
 - ◆ 1 = Below Expectations
 - ◆ 2 = Meets Expectations
 - ◆ 3 = Exceeds Expectations
- Site modifiers
- Site design and ambiance
- Site photos
- General comments

Asset Scoring

All components were scored based on condition, size, site capacity, and overall quality as they reflect the expected quality of recreational features. However, GRASP® Level of Service analysis also considers important aspects of a park or recreation site beyond the quality and functionality of components. Not all parks are created equal, and their surroundings may determine the quality of a user's experience. For example, the GRASP® system acknowledges the essential differences between identical playground structures as displayed in the following example images:

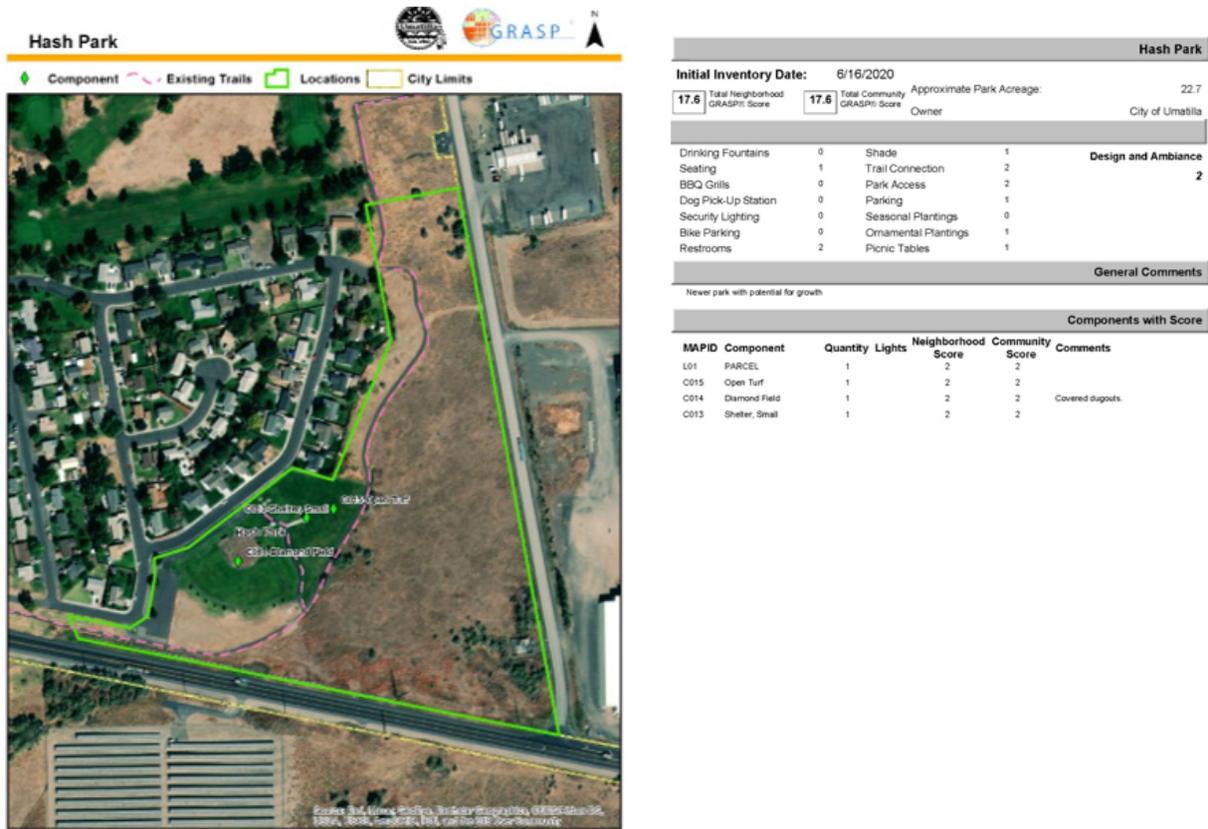
Figure 10: Example of Component and Comfort and Convenience Amenities



In addition to scoring components, GRASP®-IT assesses each park site or indoor facility for its comfort, convenience, and ambient qualities. These qualities include the availability of amenities such as restrooms, drinking water, shade, scenery. These modifier values then serve to enhance or amplify component scores at any given location.

Compiled GIS information collected during the site visit includes all GIS data and staff input. This review packet consists of the most recent GIS data displayed by location on an aerial photograph. An accompanying data sheet for each site lists modifier and component scores as well as observations and comments.

Figure 11: Example of GIS Inventory Map and Datasheet from Hash Park



See the Inventory Atlas, supplemental document to the Master Plan.

C. Umatilla Inventory and Assessment

List of Low-Scoring Components and Modifiers

Outdoor Low Scoring Components

The following components scored low during site visits.

Map ID	Component	Location	Quantity	GRASP® Score	Comments
C071	Event Space	Village Square Park	1	1	Refurbishment planned as part of the Umatilla Business Center design and layout
C026	Tennis Court	McNary Tennis Courts	2	1	Courts and fencing are in poor condition. Only one of the courts has a net
C027	Playground, Local	McNary Tennis Courts	1	1	Minimal equipment
C031	Playground, Local	Nugent Park	1	1	Old equipment on pea gravel
C034	Playground, Local	River Park	1	1	Old and minimal on pea gravel
C041	Basketball Court	Sunset Basketball Park	1	1	Surfacing in disrepair
C043	Passive Node	Umatilla Landing Park	1	1	Minimal

Low Scoring Outdoor Modifiers

Red highlighted modifiers scored low. Modifiers in yellow that were not present at the time of site visits scored a zero. These scores do not imply that all parks and facilities should have all modifiers but instead that the presence of modifiers positively impacts the user experience.

Umatilla Location	Design & Ambiance	Drinking Fountains	Seating	BBQ Grills	Dog Stations	Security & Security Lighting	Bike Racks	Restrooms	Shade	Trail Connections	Park Access	Parking	Seasonal Plantings	Ornamental Plantings	Picnic Tables
3rd Street Soccer Field	2	0	0	0	0	0	0	2	1	2	2	2	0	0	0
Easton Park	1	0	0	0	0	0	0	0	2	0	2	0	0	0	0
Hash Park	2	0	1	0	0	0	0	2	1	2	2	1	0	1	1
Kiwanis Park	2	0	2	2	0	0	0	2	1	0	2	0	0	0	2
Lewis Park	1	0	1	0	0	0	0	0	1	0	1	0	0	0	1
McNary Tennis Courts	1	0	0	0	0	0	0	0	0	0	2	0	0	0	0
Nugent Park	2	0	2	0	0	2	0	2	2	2	2	2	0	0	1
River Park	1	0	0	0	0	0	0	0	0	1	1	1	0	0	0
Sunset Basketball Park	1	0	0	0	0	0	0	0	0	0	2	1	0	0	0
Umatilla Landing Park	2	0	2	0	0	0	0	0	2	0	2	2	0	2	1
Umatilla Marina and RV Park	2	2	2	0	0	2	0	2	2	2	2	2	0	0	2
Village Square Park	2	0	1	0	0	0	0	0	0	0	2	0	0	1	2

Park Inventory Summary

The following table summarizes the parks included in the inventory, their acreages, and the number of different components at each location. See Appendix x for additional inventory information, including a list of low-scoring components, low-scoring comfort and convenience amenities, and Inventory Atlas.

Table 2: Inventory Summary

Owner	Location	Acres	Basketball Court	Basketball, Practice	Camping, Defined	Diamond Field	Diamond Field, Practice	Disc Golf	Event Space	Golf	Natural Area	Open Turf	Passive Node	Picnic Ground	Playground, Local	Rectangular Field, Large	Shelter (All Sizes)	Tennis Court	Trailhead	Volleyball Court	Water Access, Developed	Water Access, General	Water Feature	Water, Open	Total Components in Park	Unique Components in Park
Umatilla	3rd Street Soccer Field	3.5		3											1										4	2
	Easton Park	0.1									1														1	1
	Hash Park	22.7				1					1					1									3	3
	Kiwanis Park	0.8	2								1			1											4	3
	Lewis Street Greenway	0.3									1														1	1
	McNary Tennis Courts	0.9									1				1			2							4	3
	Nugent Park	14.9				1					1				1		1				1				5	5
	River Park	16.2									1				1										2	2
	Sunset Basketball Park	0.1	1																						1	1
	Umatilla Landing Park	0.1											1				1								2	2
	Umatilla Marina and RV Park	64.3			35				1		1		1				3				5	1			47	7
	Village Square Park	0.2							1			1													2	2
Umatilla Parks Totals	124.3	3	3	35	2	0	0	2		0	9	1	1	4	1	6	2	0	0	6	1	0	0			
Big River Golf Course	103								1																	
Alternative Provider	Lake Wallula Boat Ramp	4.1														1					2				3	2
	McNary Beach Park	11.2									1		1	1		1		1		1	1				7	7
	McNary Wildlife Nature Area	342.2									1					5		1		2	1	1	7		18	7
	Spillway Park	13.6						1				3	2	2			4			1		1			14	7
	West Park	10.3				1	1					1		1	1		3								8	6
	Alternative Provider Totals	381.5	0	0	0	1	1	1	0		1	5	2	4	2	0	14	0	2	2	1	5	3	1	7	
System Totals	608.7	3	3	35	3	1	1	2		1	14	3	5	6	1	20	2	2	2	1	11	4	1	7		

Assessment Summary

Observations and conclusions based on visits to each park or facility include the following:

- Celebrate the water and opportunities to increase views and access
- Parks have excellent street visibility and frontage
- Most parks are well maintained, but some need updates (deferred maintenance)
 - Establish standards and replacement plan for site furnishings and components such as picnic tables, trash cans, playgrounds, shelters, and dugouts
- Certified playground safety inspection needed throughout the system
- Establish a Park wayfinding signage standard and update throughout the system
- Opportunities to increase ADA access throughout the parks system
- Create a typical model for neighborhood park components
- Existing trails are of high quality, but there are considerable missing connections
 - Continue to implement and adjust the trails master plan
- US Army Corps of Engineers parks are great and fulfill the need for more passive parks like picnic areas.
 - Consider this when redeveloping or updating City parks to be more active parks.
 - Smaller parks or Pocket parks can be an additional supplement to the level of service
- Current public access to school properties and amenities is limited
 - Consider pursuing IGA that would allow public use, including access to gymnasiums.
- Establish park development fees, especially as it pertains to smaller developments (under 1000 people), for example, fees in-lieu.

Figure 12: Example Images From Inventory Site Visits



Big River Golf Course (recent property acquisition by the City)

The recent purchase of the Big River Golf Course brings a great deal of potential for the City and offers some relevance to this plan. The following figure shows the golf course parcel and the surrounding areas. Parcels highlighted in cyan represent several City-owned properties, including Hash Park, that are adjacent to the golf course.

Figure 13: Golf Course and Adjacent Property Exhibit

To date, the outlook for the golf course classifies into three groups. First and foremost is long-term course maintenance and the clubhouse. An antiquated irrigation system requires significant labor and attention, especially during heavy watering season. Also, the current clubhouse is rented from the neighboring hotel. This arrangement is less than ideal for the City. However, the adjacent city-owned property could be an ideal location for a new clubhouse. The current consensus is the property at the northeast corner would be preferred. It would not require modification of any existing holes, only some “renumbering.” This parcel offers exceptional river views and appears to be a good opportunity for a restaurant and possible event space included in the club house.

The second group is the more locational opportunity. The City now has the Industrial Wastewater system (IWW) that runs right next to the golf course. That water is from the data centers development in town and is pretty clean water. Currently, discharged water goes into an existing irrigation canal and out to the irrigation district for farm use. The City believes it can mix this water with the pond's irrigation water rights at the golf course, hence expanding the existing golf course pond and providing irrigation for both the golf course and Hash Park with primarily IWW water. This option offers some exciting sustainability and cost reduction options for the City.

The third item is primarily economic development focused. The City owns some residential property outlining the golf course. There is an excellent opportunity to plan for new housing development around the golf course, specifically on the east side. There is also some possibility for development between holes. This development needs addressing in a golf course master plan.

Finally, the golf course property could offer significant programming opportunities such as a multi-day festival. Options include using either the front or back-nine during the offseason as the venue space. A festival such as an Oktoberfest type event may be the best fit currently. Festival or event hosting may warrant additional or different improvements to accommodate a festival rather than housing.

System Map

The following map shows park and recreation facilities across Umatilla. The enlargement area shows the current development.

Figure 14: System Map

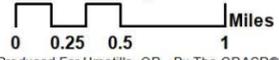
Parks and Recreation System Map

Umatilla, Oregon



Legend

- Recreation Components
- Existing Trails
- Proposed Trails
- Freeway/Interstate
- Highway
- Major Road
- Other Road/Street
- Railroads
- Umatilla Park
- Umatilla Golf Course
- Alternative Provider
- Alternative Provider (Proposed)
- School Facility
- Rivers/Lakes
- Tax Lots
- City Limits
- Urban Growth Boundary



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 This Map Is Intended For Planning & Discussion Purposes Only -
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 Legend Elements May Vary Slightly In Size, Color And Transparency
 From Those Shown On Map GIS Data Sources Include:
 Umatilla, GRASP® Team,
 Sources: Esri, Airbus DS, USGS, NGA, NASA, CGIAR, N Robinson,
 NCEAS, NLS, OS, NMA, Geodatastyrelsen, Rijkswaterstaat, GSA,
 Geoland, FEMA, Intermap and the GIS user community
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Pedestrian Zone Map:



Inset Map Legend

- Pedestrian Zones

Trails

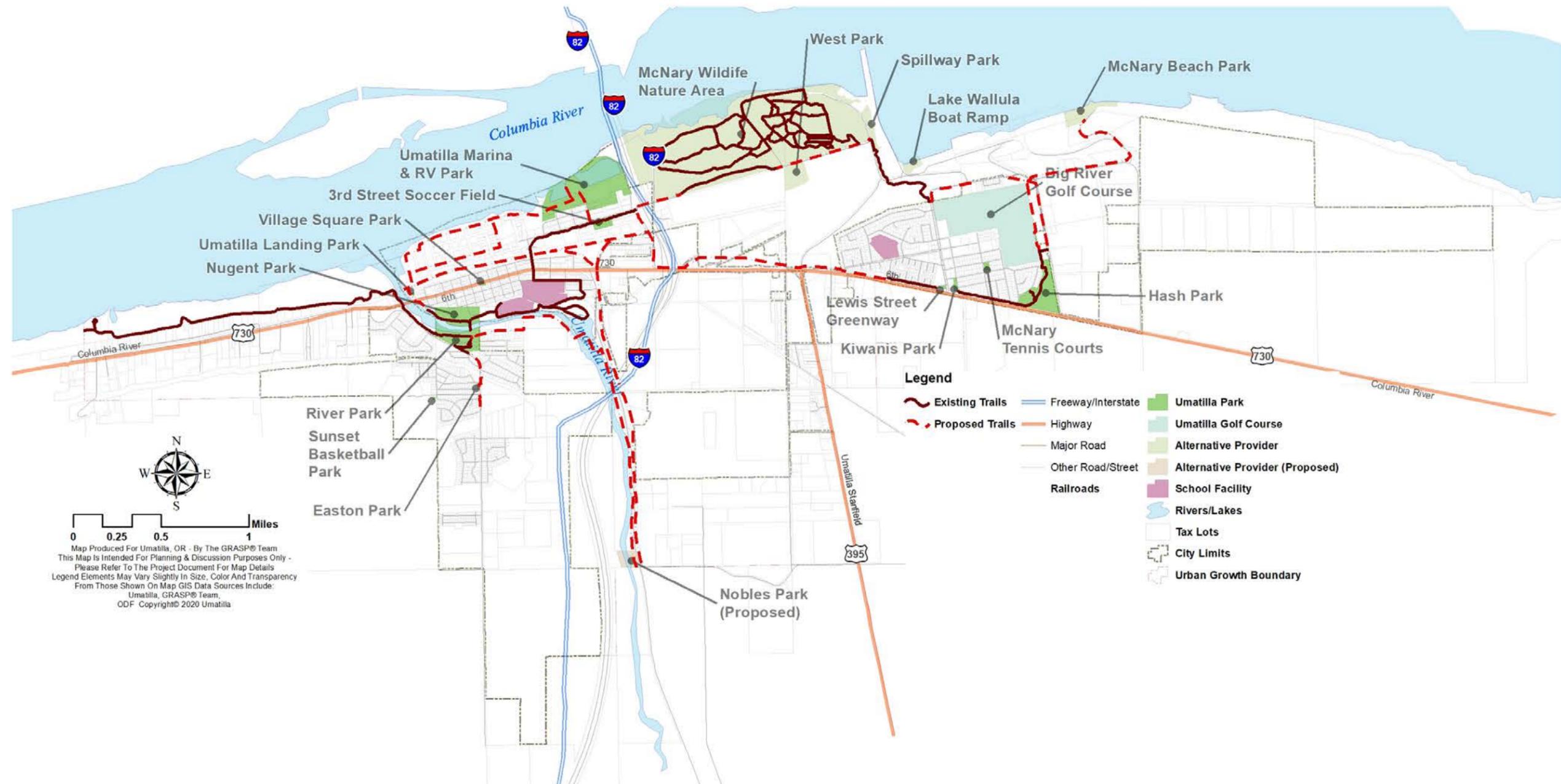
Umatilla currently has over 14 miles of existing trails and nearly 14 more miles of future trails identified based on available GIS data.

Figure 15: Existing and Proposed Trails



Existing & Proposed Trails System Map

Umatilla, Oregon



Park Ranking

In addition to locating components, assessments included the functional quality of each element. The following table displays each park's ranking based on an overall score for its components and modifiers. In general, parks at the top of the list offer more and better recreation opportunities than those ranked lower. The orange bar reflects a park's overall score in proportion to the highest-ranking (Umatilla Marina & RV Park). There is no ultimate or perfect score because the cumulative scores include the total number and quality of the components and the availability of amenities such as restrooms, drinking fountains, seating, parking, and shade.

Table 3: Park Ranking Table

Location	GRASP [®] Score/Rank	Agency
Umatilla Marina and RV Park	242.4	Umatilla Park
McNary Wildlife Nature Area	108	Alternative Provider
Spillway Park	72	Alternative Provider
McNary Beach Park	40.8	Alternative Provider
West Park	40.8	Alternative Provider
Kiwanis Park	26.4	Umatilla Park
Nugent Park	26.4	Umatilla Park
3rd Street Soccer Field	22	Umatilla Park
Hash Park	17.6	Umatilla Park
Umatilla Landing Park	11	Umatilla Park
Village Square Park	11	Umatilla Park
Big River Golf Course	9.6	Umatilla Golf Course
Lake Wallula Boat Ramp	8.8	Alternative Provider
McNary Tennis Courts	7.7	Umatilla Park
River Park	5.5	Umatilla Park
Easton Park	4.4	Umatilla Park
Lewis Park	4.4	Umatilla Park
Sunset Basketball Park	3.3	Umatilla Park

Level of Service Analysis

For further discussion and description of techniques used in the analysis, please see the appendix. Level of Service (LOS) measurements evaluate how parks, open spaces, and facilities in Umatilla serve the community. They may be used to benchmark current conditions and to direct future planning efforts.

D. GRASP® Analysis

GRASP® (Geo-referenced Amenities Standards Process) has been applied in many communities across the country to evaluate LOS for park and recreation systems. With GRASP®, information from the inventory combined with Geographic Information Systems (GIS) software, produces analytic maps and data that show the quality and distribution of park and recreation services across the City.

Perspectives

Perspectives are analysis maps and data produced using the GRASP® methodology. Each analysis shows service across the study area. Data analysis also incorporates statistics, diagrams, tables, and charts that provide benchmarks or insights useful in determining community success in delivering services. Find further discussion on Perspectives and other GRASP® terminology in the appendix. A series of "heat maps" were created to examine access to recreation opportunities throughout Umatilla. One analysis highlights the most significant finding in terms of walkable access to parks and recreation opportunities. **Appendix C** includes other analyses and maps for reference.

Walkable Access To Recreation

Walkability analysis measures access to recreation by walking. One-half mile catchment radii have been placed around each component and shaded according to the GRASP® score. Scores are doubled within this catchment to reflect the added value of walkable proximity, allowing direct comparisons between neighborhood access and walkable access. Further discussion on the walkability analysis, including pedestrian barrier can be found in **Appendix C**.

An analytical technique known as **GRASP® (Geo-Referenced Amenities Standard Process)** was used to analyze Level of Service provided by assets in Umatilla. This proprietary process, used exclusively by GreenPlay, yields analytical maps and data that may be used to examine access to recreation across a study area.

Walkability is a measure of how user-friendly an area is to people traveling on foot and benefits a community in many ways related to public health, social equity, and the local economy. Many factors influence walkability including the quality of footpaths, sidewalks or other pedestrian rights-of-way, traffic and road conditions, land use patterns, and public safety considerations, among others.

GAP Analysis in Walkable Access

Showing where LOS is adequate or inadequate is an advantage of using GIS analysis. Typically, GRASP® analysis uses the equivalent to 3 to 4 components and access to a trail. This seems appropriate in Umatilla and would essentially be access to Kiwanis Park and a trail. The following map brackets the level of service values to areas below or above a typical neighborhood park and trail. This is known as the target score for Umatilla. GIS analysis shows purple areas that indicate where walkable LOS values meet or exceed the target. Areas shown in yellow on the map can be considered areas of opportunity. These are areas where land and assets are currently available but do not provide the target value. It may be possible to improve the LOS value in such areas by enhancing the quantity and quality of features in existing parks without acquiring new lands or developing new parks. Another option might be to address pedestrian barriers in the immediate area.

This map is valuable in showing the current service and needs across the community. The South Hill Neighborhood is limited to a basketball court and two other parks with limited opportunities (Easton Park and River Park). The following image shows purple areas that have service that exceeds the target value. Yellow areas have some services, but that service does not meet the target. Gray areas currently have no identified walkable recreation opportunities

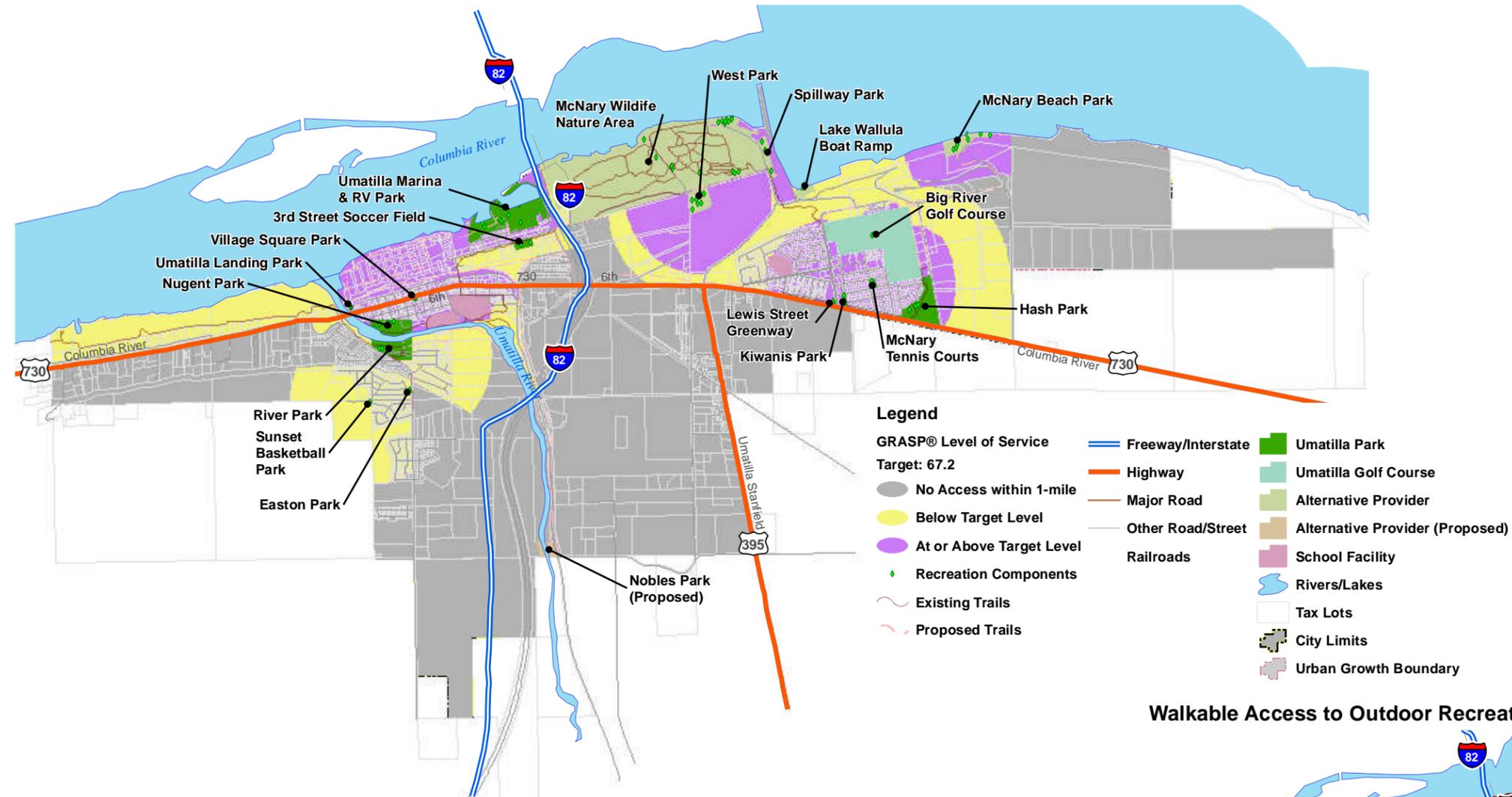
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Figure 16: GRASP® Walkable GAP Analysis

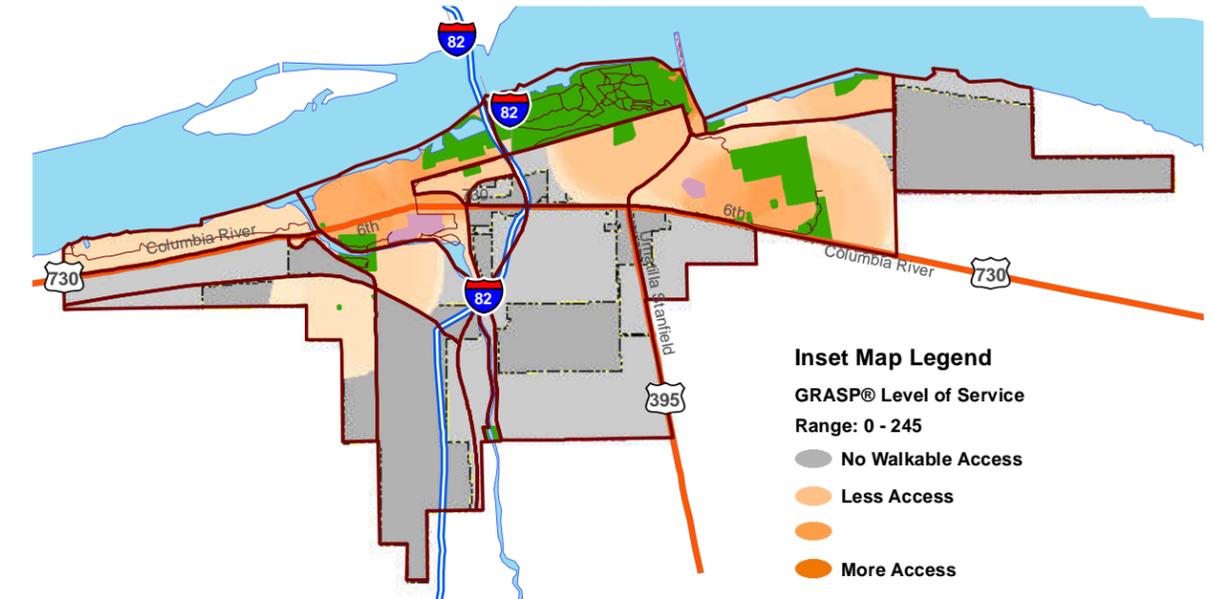


Walkability Gap Analysis

Umatilla, Oregon



Walkable Access to Outdoor Recreation Opportunities



0 0.25 0.5 1 Miles

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The following chart shows walkable access to assets based on population. It displays the level of service based on where people live. Comparing the walkable level of service data and census data provided by Esri GIS data enrichment techniques, the analysis indicates that parks are generally well placed. The parks are in or close to residential areas and capture a high percentage of the population. With 75 percent of residents within walking distance of some outdoor recreation opportunities, Umatilla is well positioned in walkable access.



More on Utilizing GRASP® Perspectives

GRASP® perspectives evaluate the level of service throughout an area from various points of view. Their purpose is to reveal possible gaps in service and provide a metric to understand a recreation system. However, it is not necessarily beneficial for all community parts to score equally in the analyses. The desired level of service for a location should depend on the type of service, the site's characteristics, and other factors such as community need, population growth forecasts, and land use issues. For example, commercial, institutional, and industrial areas might reasonably have lower Levels of Service for parks and recreation opportunities than residential areas. GRASP® perspectives focus attention on gap areas for further scrutiny. Perspectives can determine if current service levels are appropriate if used in conjunction with other assessment tools such as needs assessment surveys and a public input process.

E. Other Types of Analysis

Traditional analyses may also evaluate the recreational level of service on a community-wide scale. One of these analyses includes a comparison to national publications. Comparing Umatilla statistics published by the National Recreation and Park Association in their "2020 NRPA Agency Performance Review: Park and Recreation Agency Performance Benchmarks", the agency does well in most categories. Umatilla fails to meet the median in all elements except dog parks, skate parks, tennis courts, and rectangle fields. Consider these as existing parks are updated or reimagined. New parks could also help fulfill these possible needs. Based on projected population growth, Umatilla may also find additional deficiencies in diamond fields rectangles longer term. Note: NRPA comparisons are reported annually and may change over time.

Table 4: Outdoor Park and Recreation Facilities – Median Population Served per Facility

2020 NRPA Agency Performance Review: Park and Recreation Agency Performance Benchmarks						
Outdoor Park and Recreation Facilities						
Outdoor Facility	Median					
	Agencies Offering this Facility	Number of Residents per Facility	Umatilla Residents per Facility	Umatilla Current Quantity	Need to add to meet current median	Need to add with projected population
Residents Per Park	NA	1,300	675	12 parks		
Acre of Park Land per 1,000 Residents	NA	12	15.3	124 acres	27 acres	9 acres
Basketball Courts	86.5%	4,090	2,574	3	1	1
Dog Park	62.9%	10,000	NA	0	1	1
Playgrounds	93.9%	2,523	1,931	4	1	0
Skate Park	38.2%	10,118	NA	0	1	1
Tennis Courts	81.1%	2,922	3,862	2	1	1
Diamond Fields: baseball - youth	78.3%	3,396	3,862	2	0	1
Diamond Fields: softball fields - youth	59.0%	5,391			0	2
Diamond Fields: softball fields - adult	64.8%	5,072			0	2
Diamond Fields: baseball - adult	78.3%	7,804			1	1
Rectangular Fields: multi-purpose	64.5%	4,683	7,723	1	1	1
Rectangular Fields: soccer field - youth	46.9%	3,294			1	3
Rectangular Fields: soccer field - adult	40.7%	7,665			0	1
Rectangular Fields: football field	37.2%	7,500			0	1

Comparison based on median for less than 20,000 population comparison

Indicates current surplus based on comparison

Capacities Analysis

A traditional tool for evaluating service is capacity analysis, which compares the number of assets to the population. This table projects future needs based on providing the same ratio of components per population. I.e., as the population grows over time, components may need to be added to maintain the same proportion. While there are no correct ratios, this table should be combined with other information, such as public input, to determine if the current capacities are adequate. Compared to the NRPA statistics above, the current ratio for tennis court, and a rectangular field may not be adequate. Umatilla currently has no dog park or skate park. These components have been highlighted in the table.

Table 5: Current Capacities for Selected Elements in Umatilla

	Population	Basketball Court	Basketball, Practice	Camping, Defined	Diamond Field	Diamond Field, Practice	Disc Golf	Event Space	Natural Area	Open Turf	Passive Node	Picnic Ground	Playground, Local	Rectangular Field, Large	Shelter (All Sizes)	Tennis Court	Trailhead	Volleyball Court	Water Access, Developed	Water Access, General	Water Feature	Water, Open
INVENTORY																						
Umatilla		3	3	35	2	0	0	2	0	9	1	1	4	1	6	2	0	0	6	1	0	0
Alternative Providers		0	0	0	1	1	1	0	1	5	2	4	2	0	14	0	2	1	5	3	1	7
System Totals		3	3	35	3	1	1	2	1	14	3	5	6	1	20	2	2	1	11	4	1	7
CURRENT RATIO PER POPULATION																						
CURRENT POPULATION 2019	8,104																					
Current Ratio per 1000 Population (Existing and Planned & Funded Umatilla Only)		0.37	0.37	4.32	0.25	0.00	0.00	0.25	0.00	1.11	0.12	0.12	0.49	0.12	0.74	0.25	0.00	0.00	0.74	0.12	0.00	0.00
Population per component		2,701	2,701	232	4,052	NA	NA	4,052	NA	900	8,104	8,104	2,026	8,104	1,351	4,052	NA	NA	1,351	8,104	NA	NA
PROJECTED POPULATION - 2033[#]	9,618																					
Total # needed to maintain current ratio of all existing facilities at projected population		4	4	42	2	0	0	2	0	11	1	1	5	1	7	2	0	0	7	1	0	0
Number that should be added by all providers to achieve current ratio at projected population		1	1	7	0	0	0	0	0	2	0	0	1	0	1	0	0	0	1	0	0	0
<i>Alternative provider components shown for reference but not included in calculations</i>																						

The usefulness of the table to anticipate facility needs relies on projected population growth. It also assumes future resident's interests and behaviors are the same as today's and that today's capacities are in line with today's needs. The capacities table bases its analysis on the number of assets without regard to distribution, quality, or functionality. Higher LOS is achieved only by adding assets, regardless of the location, condition, or quality of those assets. In theory, the LOS provided by assets is a combination of location and quality and quantity. Use this table with discretion and only in conjunction with the other analyses presented.

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Similar calculations can also be made based on acres of land and parks per 1,000 residents. Residents per park and acres of parks per 1,000 people exceed the NRPA published medians for similar size agencies as shown in the NRPA table above. Umatilla exceeds the median and currently has a surplus of 27 acres and a projected surplus of 9 acres in 2033. However, if the City wants to maintain its current per capita ratio of 15.3, it will need to add 23 additional acres based on population projections.

Table 6: Acres of Park Land per 1,000 Residents

		2020 GIS Acres
INVENTORY		
Umatilla Parks*		124
Alternative Providers^		382
Current Ratio of Park Acres per 1000 Population		
CURRENT POPULATION 2019	8,104	
Current Ratio of Park Acres per 1000 Population		15.3
Population per acre		65
PROJECTED POPULATION - 2033[#]	9,618	
Total acres needed to maintain current ratio of City of Umatilla existing facilities at projected population		148
Acres that should be added to maintain current ratio at projected population		23
<p><i>*Does not include 103 acres of Big River Golf Course</i> <i>^Alternative provider and golf course acres are shown for reference but are not included in the calculations</i> <i>#Population numbers provided by PRC</i></p>		



A. Departmental Organization

Parks and recreation is currently split between two City Departments, the Public Work Department, and the Community Development Department. Community Development is responsible for the development of recreational programming and planning of park facilities including development and maintaining the park and trail master plans, in addition to area or park specific plans. The Public Works Department manages the city's existing park equipment, fields and assist with community events.

There is one citizen advisory group that supports the Parks and Recreation Department:

- Parks and Recreation Committee

B. Organizational Analysis

GreenPlay broadly assessed the Parks and Recreation Department organizational and management structure and staffing to determine effectiveness and efficiency in meeting current and future departmental responsibilities relating to community needs. The needs assessment – including input from staff interviews, community and key stakeholder engagement, and level of service analysis, along with the consultant's expertise – has identified a few areas for operational enhancement.

These key areas for operational enhancement include:

- Address deferred maintenance and the aging infrastructure
- Address wayfinding and signage at parks and facilities
- Address staffing for maintenance to meet current and future demands for services
- Address staffing for events and facilities operations to meet future demand
- Increase marketing and communication of services, programs, and activities



VI. Organizational & MARKET ANALYSIS

C. Staffing Analysis

Observations and staff feedback were considered to determine if current staffing organization was satisfactory within the Department. Analysis included the observations and assessments from:

- Community input
- Community satisfaction rates
- Staff focus group
- Facility tours
- Observations of quality of maintenance
- SWOT Analysis

Staffing Considerations

After evaluating the observations and assessments, the consultant team has determined that the Parks and Recreation Department has the bare minimum of staff in place to operate its current system. Current program offerings are limited due to staff levels. Additional staff will be required to expand and enhance parks, facilities, programs, and services as well as manage the RV Park or the Golf Course. Focus group participants and survey respondents saw the need for improved maintenance and upkeep of facilities and amenities, as well as an expansion of programs and services.

To operate more effectively in the future and to implement the Master Park Plan recommendations, the Department will need to hire additional positions to supplement the existing staff, or contract with other providers to provide new programs and services that the Department does not have the capacity or expertise to manage. This will ensure that staffing resource levels can maintain existing and new facilities, programs, and services, at or above acceptable standards.

A. Recreation Programs, Endless Opportunities

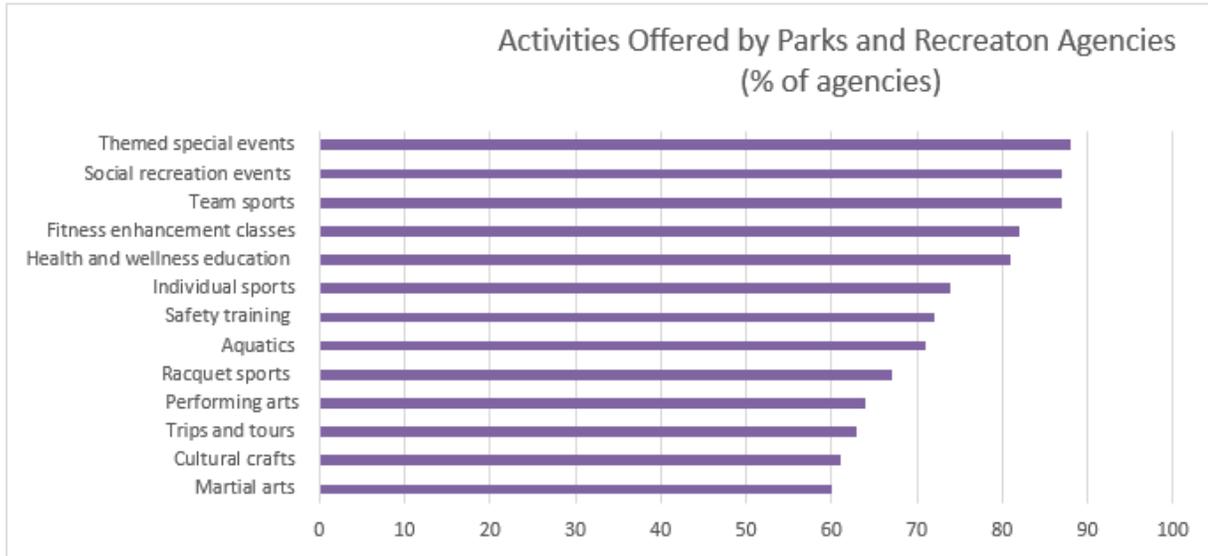
The purpose of a recreation programs analysis is to identify gaps in service and opportunities to increase and improve delivery of leisure services. Since the City has only recently created the Department, this analysis assumes most identified needs can be considered gaps in service.

The National Recreation and Park Association (NRPA) published a 2020 Agency Performance Review to provide a national perspective on a variety of metrics for park and recreation agencies to evaluate themselves against national averages, standards, and trends. The NRPA suggests programming can span various parks and recreation activities, with many touching one or more of NRPA's Three Pillars: Conservation, Health and Wellness, and Social Equity. Key programming activities offered by at least 60% of all park and recreation agencies of varying sizes in the United States are shown in **Figure 16**.



VII. Recreation PROGRAMMING ANALYSIS

Figure 17: Common Activities Offered Park and Recreation Agencies of all sizes in the USA



B. Current Recreation Needs

The Master Park Plan included significant public input that identified key program service areas as well as important elements and partnerships the community would likely benefit from. Many activities, programs, and services were identified for all age groups as needing to be added or enhanced for both passive and active recreation. Current program offerings are limited due to staff levels, facilities, and the current COVID-19 Pandemic.

Need Analysis Survey

The GreenPlay team and the City project team developed the Need Analysis Survey. The City administered the survey using OpenGov. The needs analysis survey completed for this Master Park Plan included 134 community members' responses. The survey was part of a larger process that included three focus groups (13 community members) and 14 stakeholder interviews. In total, input from 170 community members was received and formed the Master Park Plan basis.

Eighteen program opportunities were highlighted in the OpenGov survey and six were highlighted in the public input process. **Table 7** demonstrates those that were of the highest community priority. Several, Indoor/outdoor swimming, swimming classes, canoeing/kayaking classes, concerts, festivals, and movies in the parks were prioritized in both the survey and public input process.

Table 7: Umatilla Resident Recreation Program and Event Priorities

Desired Activities		OpenGov Survey	Public Input Process
Program Opportunities	Arts & crafts programs	X	
	Exercising/aerobics/weightlifting	X	
	Indoor/outdoor swimming	X	X
	Community gardens programs	X	
	Dancing	X	
	Dog walking	X	
	Farmer’s market	X	
	Open gym	X	
	Swimming classes	X	X
	Photography classes	X	
	Canoeing/kayaking classes	X	X
	Archery classes	X	
	Shooting classes	X	
	Cooking classes	X	
	Hunter safety classes	X	
	Painting classes	X	
	Adult sports leagues		X
	Horseback riding classes		X
Multigenerational/senior programs		X	
Events	Saturday farmers market	X	
	Concerts & festivals	X	X
	Movies in the parks	X	X
	Holiday/cultural celebrations	X	
	Youth focused events	X	X
	Fishing tournaments	X	X
	Teen focused events	X	X

 Priority – Public Input Process
 Priority – OpenGov Survey

A variety of programs and events can be developed to meet the recreation needs of the Umatilla community. **Table 8** demonstrates possible program service areas for the City to consider with descriptions following by using the natural environment and services identified and requested by the community.

Table 8: Recommended Program Service Areas

Program Service Areas		
Program Category	Program Activity	Age Group
Aquatics programs	Swimming lessons Recreational swimming Lap swimming	Youth and adults
Outdoor recreation programs	Marina based water safety Marina based water sports Marina based kayaking instruction Marina based fishing instruction/ tournaments Canoeing/kayaking instruction	Youth and adults
Youth and adult sports programs	Adult softball Adult soccer Adult and youth tennis (USTA) programs Adult pickleball leagues Youth baseball Youth soccer Futsal	Youth and adults
Youth development and teen focused activities	Youth Advisory Board (YAB) activities After school activities Day camp activities	Youth
Adult enrichment and life-long learning opportunities	Life skills classes Health and wellness classes and opportunities	Adult
Special events	Outdoor concerts Movies in the parks Cultural events	All Ages
Senior programs	Health and wellness Senior special events Senior clubs and social programs Case management	Seniors

Aquatics Programs

Among the most desired activities are aquatics programs. The program service area is included in **Table 8**, understanding that a facility and major investment by the City are required to efficiently offer those programs. An aquatic facility can be expensive to both build and operate. However, for a community of up to 8,023, one outdoor facility would be in-line with the national standard of 9,601 for a community center that may include an indoor swimming pool. By 2030, Umatilla’s population will approach a need for such a facility as recommended in this plan. . Given the proximity to the Umatilla River, an aquatics program that includes a learn to swim program is important for the safety of people who use the river for recreation.

Outdoor Recreation Programs

Outdoor recreation programs that focus on use of the marina located at Umatilla Marina Park are in high demand among City residents. These include water sports, water safety, fishing instruction/tournaments and adventure sports like kayaking.

Youth and Adult Sports Programs

Active and healthy organized youth and adult sports programs are popular choices desired by Umatilla residents. Community members are concerned about having to travel to nearby Hermiston to participate.

Providing safe, clean, and green spaces for outdoor play is a primary responsibility of the Department. The National Recreation and Park Association's level of service standard calls for one rectangular and one diamond ball field. Currently, the rectangular field at the 3rd Street Soccer Field, and the diamond fields at Hash Park and Nugent Park are insufficient to provide the appropriate level of service based on the communities expressed desire for additional field activities.

Youth Development and Teen Focused Activities

Youth recreation camps provide a safe and encouraging environment where children develop healthy habits, while engaging in activities such as arts and crafts, physical activity and games designed to support success at any age, skill, or level of ability. Approximately ten weeks of camps may typically be offered, during winter, spring, and summer breaks from school, for children 6 to 14 years old at a minimal cost. Across the USA, 62 percent of agencies that serve populations of less than 20,000, typically offer some form of specialty camp during times when school is not in session. Currently, few summer camp opportunities exist in Umatilla suggesting a good market for the Department. Youth camps provide an opportunity to provide budget neutral services as camps may typically cover their costs.

Adult Enrichment and Life-Long Learning Opportunities

Recreation enrichment and life-long learning opportunities and classes can be offered throughout the year to provide an opportunity for adults and children to experience new activities, further expand current knowledge and abilities, and to improve their physical and mental health. The range of programs offered throughout the year may include dance, arts, cooking, Zumba, gymnastics, tumbling, cooking, martial arts, theater, etc. The City has a significant opportunity and need to offer life skills and life-long learning opportunities as almost 23 percent of Umatilla adults did not graduate from high school, compared to only 9 percent across the State of Oregon. This is recommended as a focus area for the Department.

Staffing options include hiring instructors as internal hires or as contractors. Typically, internally hired employees create a liability to be paid regardless of enrollment. A way to avoid this is to contract with each instructor to offer classes and activities at a percentage of income from registration. In this scenario, the City retains a set percentage (generally between 15 percent and 30 percent). There are many advantages to contracting, one being a shift of liability to third party insurance carriers. However, contracts can be cumbersome to review and maintain. Given the Department is new and not yet well established, contracting for a percentage of revenue to offer classes and activities is recommended.

Special Events

The City can provide special events to build a sense of community, activate outdoor spaces and provide quality of life experiences for Umatilla residents. Umatilla residents identified a desire for free, family friendly, special events. The majority being movies in the parks and summer concerts and festivals. To support creating a sense of community within neighborhoods and sustainability initiatives, special events should be offered throughout the City's parks where appropriate infrastructure is available.

Special events should be a focal point of the agency's offerings. Given the racial and ethnic makeup of the population, (46 percent Hispanic), it is recommended to focus on cultural events to celebrate the contribution of the diverse population as well as to build relationships with members of the Confederated Tribes of Umatilla. It is recommended that events be held across the City in multiple parks to build a sense of community spirit, activate different park areas and build trust in local government. Cultural events were identified as a priority by the community.

Senior Programs

Key senior programs include opportunities to improve health and wellness as well as provide important social opportunities. Senior club activities, trips and tours and case management program areas are other options to consider. Currently, the senior population in Umatilla is ~1,900 between the ages of 50 and 80 and is expected to remain steady at about 2,000 seniors between 50 and 80 years old. According to the NRPA standards, a dedicated senior center typically would be needed when the population of Umatilla reaches 12,209 residents. Umatilla has a Community Center used 80 percent of the time for senior programs and leased to the School District the remaining time. Across the USA, 66 percent of agencies that serve a population of less than 20,000, offer some form of senior specific programming.



VIII. Marketing FUTURE PROGRAMS

A detailed and formal marketing plan is recommended to create promotional strategies. The following are recommended to promote program opportunities:

The City is encouraged to focus on communication methods to market and promote activities that the community desires. When asked their preferred method of communication from the City, respondents indicated a preference for social media, the City's website, and a Department newsletter. The printed schedule of activities (program brochure) was not one of the top preferred methods of communication by residents, because the City currently does not utilize such a document, but this method has proved to be a very successful communication tool for many similar sized communities with newer departments. The consultants believe that as the program grows, this will be an invaluable communication tool.

Preferred Communication:

- 64.4 percent Social Media (e.g., Facebook, Instagram)
- 32.6 percent City Website
- 31.8 percent Newsletter
- 24.2 percent Email from the City
- 20.5 percent Printed Schedule of Activities
- 15.9 percent Mail
- 14.4 percent Parks and Recreation Website, School email/newsletter

Developing the Program Schedule of Activities (Program Brochure)

A program brochure published quarterly is one part of a greater strategy for communicating program opportunities to the city. Along with newsletters, posts to websites, email, school newsletters, social media, flyers, word of mouth and presentations to civic groups and other community members, the program brochure is just one way to publicize programs, activities, policies, and events. Even as different parks and recreation patrons may have different preferences for how they receive information, program brochures continue to be one of the most widely preferred methods of receiving communication by parks and recreation program participants.

Several important concepts are important when creating a program brochure:

- Maximizing return on investment (ROI) from the brochure through offering various registration tools, times, etc. Agencies should make it as easy as possible for patrons to enroll in classes and activities
- Welcome notes and letters to patrons should not be placed on the front or back cover or on the first couple of inside pages. These are prime space for attracting registrants
- Program descriptions should follow five “C”s to attract registration:
 - Clear – be clear in a broad sense and describe the activity in a way that does not limit the instructor- “this class may include crafts and music projects”
 - Concise- do not use phrases like “This class will” “You will learn...” Assume that they know it will be fun but do not say it. All recreation classes should be fun! Do not say the age in the title or in the body of the description – it should already be listed in the activity category
 - Creative- use different descriptive words. Try not to repeat the same words if possible
 - Consistent- confirmation information should be at the end of the description. For example: “Bring sunscreen and a hat”
- Catchy- description should be unique. A customer should not have to look at a page of activities and see essentially the same words. It should immediately grab the reader’s attention
- Distribution of the program brochure – best practices may call for either direct mail or distribution through a school system. Agencies need to be aware of the printing cost and potential perceptions around environmental issues when printing large quantities of program brochures. Careful planning around the number of brochures is needed to limit the number of times the brochure has to be printed, controlling costs.
- An automated registration system will be important for the City as the recreation program grows. Beyond internal controls, an automated system can provide easy data reporting and real time, efficient program registration, and a higher quality customer service level.

Ongoing Evaluation of Future Programs

It is important to have a process in place for program participants to continually evaluate the programs and activities offered. Comment cards with survey questions to rate the quality of the programs can work well to gauge user satisfaction. Performance measures, developed internally by staff, can effectively drive a program to continually improve. As staff develops and manages programs, the following questions may be helpful to ask:

- Is participation increasing or decreasing? If participation is increasing, then it could mean that the program should be continued. If participation is decreasing, are there steps to take to increase interest through marketing efforts, changes to the time/day of the program, format, or instructor? If not, it may be time to discontinue the program
- Is there information contained in the participation/staff feedback that can be used to improve the program?
- Are cost recovery goals being met? If not, can costs be reduced or can fees be realistically increased?
- Is there another program provider that is more suitable to offer it? If yes, the Department could provide referrals for its customers
- Is this program taking up facility space to expand more popular programs or new programs in demand by the community?

The City is encouraged to development quarterly performance measures, especially as the recreation program grows. This will guide the Department to improve services and provide a tool to report to both the community and leadership on progress. Some examples of quarterly performance measures are displayed in **Table 9**.

Table 9: Performance Measure Samples

Performance Measure	Purpose	Outcome
# Of New Classes Per Quarter	Maintain a fresh and novel recreation program	Attract new and returning participants
# Of Program Cancellations	Keep programming from stagnating	Make efficient use of coordination time and marketing budget
Participant satisfaction rates	Encourage high quality program delivery	Maintain and attract advocates, strong, sustainable revenues, and word of mouth marketing





IX. Services ASSESSMENT

GreenPlay, LLC created the service assessment matrix to assist agencies with programming decisions to best gauge whether programs should be offered, continued, or discontinued. As programs are developed, staff are encouraged to evaluate the potential market position for programs and events, whether others are offering the programs in the community, and continually evaluate core services to be ready to both invest in programs and events and divest in those where others may be able to meet community needs can allow the City to use its resources most efficiently.

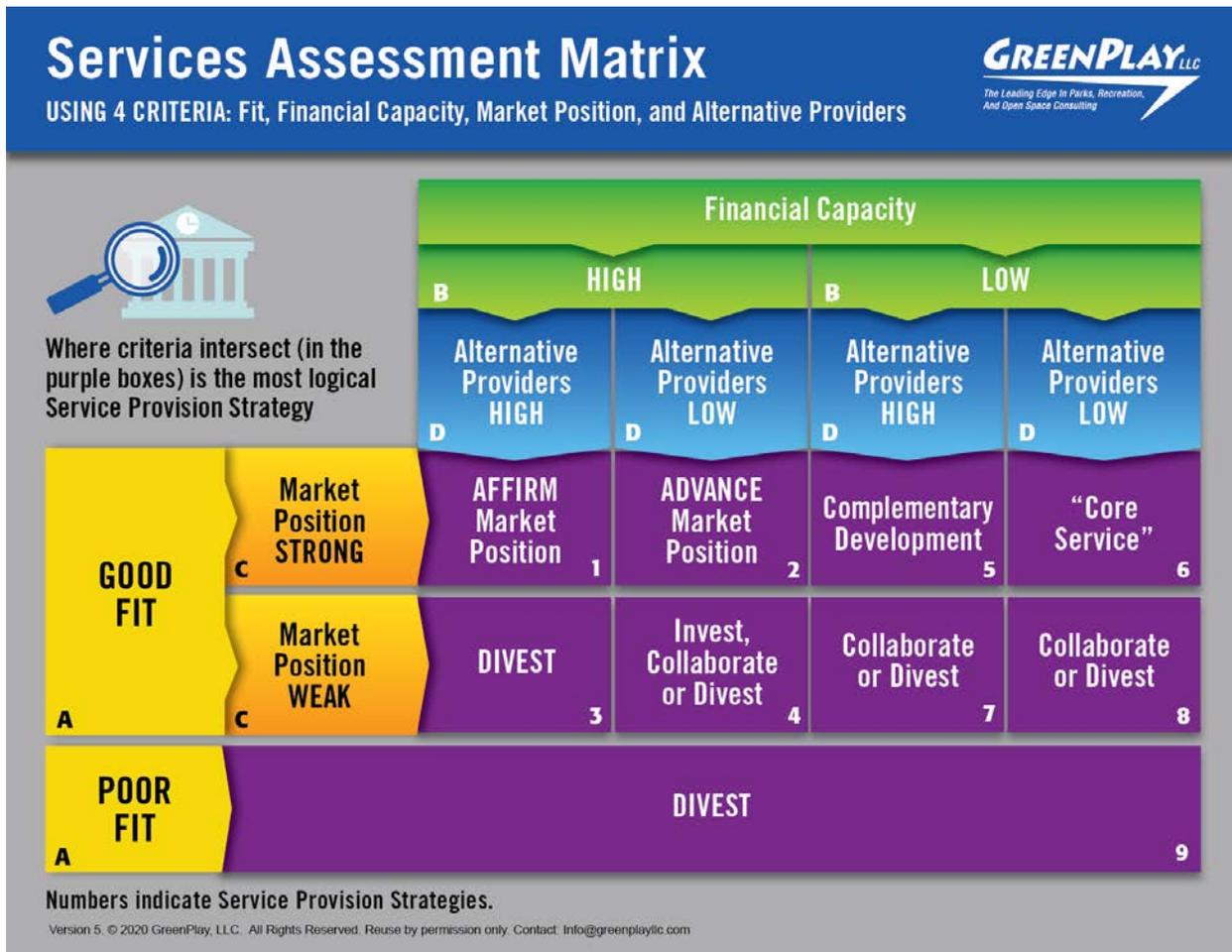
A. Program Development

Understanding core services in the delivery of parks and recreation programs will allow the Department to improve upon those areas while developing strategies to assist in the delivery of other services. The basis of determining core services should come from the vision and mission developed by the City and what brings the greatest community benefit in balance with the competencies of the Department, current program trends and community desires.

The Department should pursue program development around the priorities identified by customer feedback, program evaluation process, and research. The following criteria should be examined when developing new programs.

- **Need:** outgrowth of a current popular program, or enough demonstrated demand to successfully support a minimal start (one class for instance)
- **Budget:** accounting for all costs and anticipated (conservative) revenues should meet cost recovery target established by the Department
- **Location:** appropriate, available and within budget
- **Instructors:** qualified, available and within budget
- **Materials and supplies:** available and within budget
- **Marketing effort:** adequate and timely opportunity to reach intended market, within budget (either existing marketing budget or as part of new program budget)

Figure 18: Services Assessment Matrix



Further research into what types of programming would be successful needs to be done. Successful programs utilize continuous creative assessments, research, and planning. The Department is encouraged to maintain a process that evaluates the success of current program offerings and criteria to determine if new program ideas should be instituted or if changes should be made to programs. Maintaining the current registration data and evaluation process will help to assure success.

Moreover, new leisure and recreation trends may drive different needs. It is very easy to focus on programs that have worked for many years, especially if they are still drawing enough interested participants to justify each program’s continuation. Starting new programs, based on community demand and/or trends, can be risky due to the inability to predict their success. If the program interest seems great, as with those identified in the citizen survey, then the programs should be expanded. Lack of available space may hinder new or expanded opportunities.

Using historical participation levels to determine program popularity and participant feedback can be helpful in deciding if programs should be continued. Additionally, utilizing citizen surveys and participant feedback and researching parks and recreational programming trends are useful tools in determining future programming needs and desires. Sources for trends information include:

- State parks and recreation associations and conferences
- National Recreation and Park Association
- International Health, Racquet, and Sports Association
- Parks and recreation trade publications
- Outdoor recreation publications

B. Recreation Program Key Findings

The following key findings were identified from the recreation program analysis:

1. Umatilla community members identified a need for a robust and relevant recreation program, healthy activities, outdoor programs and community and cultural events.
2. Programs offered should be inclusive both from an equity perspective and reduce/remove barriers for individuals with disabilities
3. As the recreation program is developed, partnerships should play a key role, especially with the US Army Corps of Engineers and the Confederated Tribes of the Umatilla Indian Reservation.
4. The City should focus on successful communication strategies to include publication of a quarterly program brochure.
5. Aquatic activities, swimming classes, river adventure sports like canoeing and kayaking, outdoor concerts and movies in the parks were identified as priorities by residents for future recreation programs



A. Potential Funding Sources and Strategies

GreenPlay has compiled the following list of potential funding sources and strategies for public parks and recreation identified through over 21 years of consulting with agencies across the United States. They are provided for agencies to review for potential use in their own communities. GreenPlay guided the Umatilla staff through a potential funding source exercise that identified the City of Umatilla's Parks and Recreation Department's most likely funding sources. The following strategies were identified as the most potential options for the City of Umatilla for potential new or expanded revenue and cost savings strategies and maximizing efforts to meet the needs of the community.

Traditional Parks and Recreation Operations and Capital Development Funding Sources

There are a variety of mechanisms that local governments can employ to provide services and to make public improvements. Parks and recreation operating, and capital development funding typically comes from conventional sources such as sales, use, and property tax referenda voted upon by the community, along with developer exactions. Operating funds are typically capped by legislation; may fluctuate based on the economy, public spending, or assessed valuation; and may not always keep up with inflationary factors. In the case of capital development, "borrowed funds" sunset with the completion of loan repayment and are not available to carry-over or re-invest without voter approval. Explained below are the salient points of traditional funding sources.

Traditional Tax and Exactions-Based Funding Resources

General or Operating Fund

Parks and recreation services are typically funded by an agency's General or Operating Fund, which can be comprised of property tax, sales tax, and other compulsory charges levied by a government for the purpose of financing services performed for the common benefit of a community. These funds may also come from resources

X. Financial ANALYSIS

such as inter-governmental agreements, reimbursements, and interest and may include such revenue sources as franchise taxes, licenses and permits, fees, transfers in, reserves, interest income, and miscellaneous other incomes.

Property Tax

Property tax revenue often funds park and recreation special districts and may be used as a dedicated source for capital development. When used for operation funding, it often makes the argument for charging resident and non-resident fee differentials.

Development Funding

Development Impact Fees

Development impact fees are one-time charges imposed on development projects at the time of permit issue to recover capital costs for public facilities needed to serve new developments and the additional residents, employees, and visitors they bring to the community. State laws, with a few minor exceptions, prohibit the use of impact fees for ongoing maintenance or operations costs. Not all states allow the collection of impact fees.

Local Improvement Districts

Different from cities that are direct beneficiaries of these funds, Special Districts (or local improvement districts) are the beneficiaries of pass-through funding from cities or counties, which have responsibility for their interests. Special Districts cannot exact or collect the land dedication or the fee-in-lieu on their own.

B. Traditional Parks and Recreation Earned Revenue Resources

Fees and Charges

Registration Fees

This revenue source is for participating in programs, classes, activities, and events which typically require pre-registration to ensure a place. These services may or may not have limited space. These participant fees attempt to recover most if not all of the direct expenses and are often revenue positive due to market demand.

Ticket Sales/Admissions

This revenue source is for accessing facilities for self-directed or spectator activities such as splash parks, ballparks, and entertainment activities. Fees may also be assessed for tours, entrance or gate admission, and other activities, which may or may not be self-directed. These user fees help offset operational costs or apply to new projects.

C. Alternative Parks and Recreation Operations and Capital Development Funding Sources

Loan Mechanisms

Full Faith and Credit Bonds

Bonds that are payable from the general resources of the agency. They are not tied to a specific revenue source, but the payment of principal and interest uses available operating funds.

General Obligation Bonds

Bonded indebtedness issued with the approval of the electorate for capital improvements and general public improvements.

Revenue Bonds

Bonds used for capital projects that will generate revenue for debt service where fees can be set aside to support repayment of the bond. These are typically issued for water, sewer or drainage charges, and other enterprise type activities.

Special Assessment Bonds

These bonds are payable from the proceeds of special assessments such as local improvement districts.

Alternative Service Delivery and Funding Structures

Your agency may already be using some of these strategies.

Annual Appropriation/Leasehold Financing

This is a more complex financing structure that requires use of a third party to act as an issuer of the bonds who would construct the facility and retain title until the bonds are retired. For example, an agency can enter into a lease agreement with the third party with annual lease payments equal to the debt service requirements. The bonds issued by the third party are considered less secure than general obligation bonds of an agency and are therefore more costly. Since a separate corporation issues these bonds, they do not impact an agency's debt limitations and do not require a vote. However, they also do not entitle an agency to levy property taxes to service the debt. The annual lease payments must be appropriated from existing revenues.

Inter-local Agreements

Contractual relationships could be established between two or more local units of government and/or between a local unit of government and a non-profit organization for the joint usage/development of sports fields, regional parks, or other facilities.

Partnership Opportunities

Partnerships are joint development funding sources or operational funding sources between two separate agencies, such as two government entities, a profit or a non-profit and a government agency, or a private business and a government agency. Two partners jointly develop revenue producing park and recreation facilities and share risk, operational costs, responsibilities, and asset management based on the strengths and weaknesses of each partner.

Creating synergy based on expanded program offerings and collaborative efforts can be beneficial to all providers as interest grows and people gravitate to the type of facility and programs that best suit their recreational needs and schedules. Potential strategic alliance partnerships where missions run parallel, and mutually beneficial relationships can be fostered and may include the following:

- School Districts
- Medical Centers or Hospitals
- Kiwanis, Optimists, VFWs, Elks, Rotary, and other service and civic organizations
- Chamber of Commerce
- Youth Sports Associations
- Adult Sports Associations
- Neighboring counties/communities
- Private alternative providers
- Churches
- Professional Sports Teams/Organizations

Community Resources

The following subsections summarize research findings on potential funding sources that could enhance capital expenditures for capital repair, renovation, and new construction and operating budgets for an agency. These findings do not recommend any particular funding strategy over another. The economic conditions within the service area may vary with time, and your agency should explore the best means of achieving its goals toward the operations of the agency, the programs, and the facilities on an ongoing basis.

Advertising Sales

Advertising sales are a viable opportunity for revenue through the sale of tasteful and appropriate advertising on items such as program guides, scoreboards, dasher boards, and other visible products or services. This could be a viable strategy in the future if appropriate opportunities present themselves, such as the acquisition of scoreboards, etc. Current sign codes should be reviewed for conflicts or appropriate revisions.

Corporate Sponsorships

An agency can solicit this revenue-funding source itself or work with agencies that pursue and use this type of funding. Sponsorships are often used for programs and events where there are greater opportunities for sponsor recognition (greater value to the sponsor).

Fundraising

Many park and recreation agencies have special fundraisers on an annual basis to help cover specific programs and capital projects. This can include selling bricks, benches, pavers, tiles, and commemorative tree plantings, etc.

Crowdfunding

Crowdfunding is the practice of funding a project or venture by raising many small amounts of money from a large number of people, typically via the Internet. Park and Recreation agencies have incorporated crowdfunding efforts alongside traditional fundraising strategies.

Grants

Grants often supplement or match funds that have already been received. For example, grants can be used for program purposes, information technology infrastructure, planning, design, seed money, and construction. Due to their infrequent nature, grants are often used to fund a specific venture and should not be viewed as a continuous source of funding.

Facilities and Equipment Grants

These grants help buy long-lasting physical assets, such as a building. The applicant organization must make the case that the new acquisition will help better serve its clients. Fund providers considering these requests will not only be interested in the applicant's current activities and financial health, but they will also inquire as to the financial and program plans for the next several years. Fund providers do not want allocate resources to an organization or program only to see it shut down in a few years because of poor management.

Program-Related Investments (PRIs)—In addition to grants, the Internal Revenue Service allows foundations to make loans—called Program-Related Investments (PRIs)—to nonprofits. PRIs must be for projects that would be eligible for grant support. They are usually made at low or zero interest. PRIs must be paid back to the grant maker. PRIs are often made to organizations involved in building projects.

Matching Grants

Many grant makers will provide funding only on the condition that an amount equal to the size of the grant can be raised from other sources. This type of grant is another means by which foundations can determine the viability of an organization or program.

Planning Grants

When planning a major new program, an agency may need to spend a good deal of time and money conducting research. A planning grant supports this initial project development work, which may include investigating the needs of constituents, consulting with experts in the field, or conducting research and planning activities.

Private Grant and Philanthropic Agencies

Many resources are available which provide information on private grant and philanthropic agency opportunities. A thorough investigation and research on available grants is necessary to ensure mutually compatible interests and to confirm the current status of available funding. Examples of publicly accessible resources are summarized below.

- Information on current and archived Federal Register Grant Announcements can be accessed from The Grantsmanship Center (TGCI) on the Internet at: <http://www.tgci.com>.
- Another resource is the Foundation Center's RFP Bulletin Grants Page on Health at: <http://foundationcenter.org>.
- Research www.ecivis.com for a contract provider of a web-based Grants Locator system for government and foundation grants specifically designed for local government.

Program or Support Grants

A program or support grant is given to support a specific or connected set of activities that typically have a beginning and an end, specific objectives, and predetermined costs. Listed below are some of the most common types of program or support grants:

Land and Water Conservation Fund

This fund was reauthorized by Congress in December 2015 for 3 years. Generally during this short period, the level of funding allocated to states (through the State and Local Assistance Program) for outdoor recreation land acquisition and facility development is anticipated to rise. Every state runs their State and Local Assistance Program in a slightly unique manner, so we encourage any municipal or county parks personnel interested in LWCF to contact their LWCF State Liaison Officer (typically someone at a state's department of fish and game, environmental protection, or conservation and recreation) for more information.

Naming Rights

Many agencies throughout the country have successfully sold the naming rights for newly constructed facilities or when renovating existing buildings. Additionally, newly developed, and renovated parks have been successfully funded through the sale of naming rights. Generally, the cost for naming rights offsets the development costs associated with the improvement. People incorrectly assume that selling the naming rights for facilities is reserved for professional stadiums and other high profile team sport venues. This trend has expanded in recent years to include public recreation centers and facilities as viable naming rights sales opportunities.

Naming rights can be a one-time payment or amortized with a fixed payment schedule over a defined period of time. During this time, the sponsor retains the "rights" to have the park, facility, or amenity named for them. Also, during this time, all publications, advertisements, events, and activities could have the sponsoring group's name as the venue. Naming rights negotiations need to be developed by legal professionals to ensure that the contractual obligation is equitable to all agents and provides remedies to change or cancel the arrangements at any time during the agreement period.

Philanthropic

Philanthropy can be defined as the concept of voluntary giving by an individual or group to promote the common good and to improve the quality of life. Philanthropy generally takes the form of donor programs, capital campaigns, and volunteers/in-kind services.

The time commitment to initiate a philanthropic campaign can be significant. If an agency decides to implement a capital fundraising campaign and current resources that could be dedicated to such a venture are limited, it may be recommended that the agency outsource some or most of this task to a non-profit or private agency experienced in managing community-based capital fundraising campaigns. Capital campaigns should be limited to large-scale capital projects that are desired by the community, but for which dedicated funding is not readily available.

Foundation/Gifts

These dollars are received from tax-exempt, non-profit organization. The funds are private donations in promotion of specific causes, activities, or issues. They offer a variety of means to fund capital projects, including capital campaigns, gifts catalogs, fundraisers, endowments, etc.

Volunteer Programs/In-Kind Services

This revenue source is an indirect source in that persons donate time to assist an agency in providing a product or service on an hourly basis. This reduces cost in providing the service, plus it builds advocacy for the system. To manage a volunteer program, an agency typically dedicates a staff member to oversee the program for the entire agency.

Adopt-a-Park/Adopt-a-Trail

Programs such as adopt-a-park may be created with and supported by the residents, businesses, and/or organizations located in the park's vicinity. These programs allow volunteers to actively assist in improving and maintaining parks, related facilities, and the community in which they live.

Neighborhood Park Watch

As a way to reduce costs associated with vandalism and other crimes against property, an agency may consider a neighborhood park watch program. This program develops community ownership of an agency's facilities.

Raffling

Some agencies offer annual community raffles, such as purchasing an antique car that can be raffled off in contests.

Community Service Fees and Assessments

Capital Improvement Fees

These fees are on top of the set user rate for accessing facilities such as sport and tournament venues and are used to support capital improvements that benefit the user of the facility.

Development Surcharge/Fee

Some agencies have added a surcharge on every transaction, admission, or registration to generate an improvement or development fund.

Dog Park Fees

These fees are attached to kennel clubs who pay for the rights to have dog park facilities for their own exclusive use. Fees are on the dogs themselves and/or on the people who take care of other people's dogs.

Equipment Rental

This revenue source is generated from the rental of equipment such as tables and chairs tents, stages, bicycles, roller blades, boogie boards, etc. that are used for recreation purposes.

Flexible Fee Strategies

This pricing strategy would allow an agency to maximize revenues during peak times and premium sites/ areas with higher fees and to fill in excess capacity during low use times with lower fees to maximize play.

Franchise Fee on Cable

This would allow an agency to add a franchise fee on cable designated for parks and recreation. The normal fee is \$1.00 a month or \$12.00 a year per household. Fees usually go toward land acquisition or capital improvements.

Real Estate Transfer – Tax/Assessment/Fee

As agencies expand, the need for infrastructure improvements continues to grow. Since parks and recreation facilities add value to neighborhoods and communities, some agencies have turned to real estate transfer tax/assessment/fee to help pay for acquisition and needed renovations. Usually transfer tax/assessment/fee amount is a percentage on the total sale of the property and is assessed each time the property transfers to a new owner. Some states have laws prohibiting or restricting the institution, increase, or application of this tax/assessment/fee.

Room Overrides on Hotels for Sports Tournaments and Special Events

Agencies have begun to keep a percentage of hotel rooms reservation fees that are booked when the agency hosts a major sports tournament or special event. The overrides are usually \$5.00 to \$10.00 depending on the type of room. Monies collected would help offset operational costs for hosting the events.

Security and Clean-Up Fees

An agency may charge groups and individuals security and clean-up fees for special events other type of events held at facilities.

Signage Fees

This revenue source charges people and businesses with signage fees at key locations with high visibility for short-term events. Signage fees may range in price from \$25-\$100 per sign based on the size of the sign and location.

Contractual Services**Cell Towers and Wi-Fi**

Cell towers sited in strategic park locations are another potential source of revenue that an agency may consider. Typically, agencies engage in this service as a means of enhancing overall operational cost recovery. Another type of revenue for a facility or complex can come from providing sites for supporting Wi-Fi technology.

Concession Management

Concession management is the retail sale or rental of soft goods, hard goods, or consumable items. Through contracting, the agency either receives a percentage of the gross sales or the net revenue dollars from the revenue above direct expenses. Net proceeds are generally more difficult to monitor.

Merchandising Sales or Services

This revenue source comes from the public or private sector on resale items from gift shops, pro-shops, restaurants, concessions, and coffee shops for either all of the sales or a defined percentage of the gross sales. Typically, agencies engage in this type of service as a convenience to their patrons and as a means of enhancing overall operational cost recovery.

Private Concessionaires

Contracts with private sector concessionaires provide resources to operate desirable recreational activities. These services are typically financed, constructed, and operated by a private business or a non-profit organization with additional compensation paid to an agency.

Permits, Licensing Rights and Use of Collateral Assets**Agricultural Leases**

In some agency parks, low land property along rivers, or excess land may be leased to farmers for crops.

Booth Lease Space

Some agencies sell booth space to sidewalk vendors in parks or at special events for a flat rate or based on volume of product sold. The booth space can also be used for sporting events and tournaments.

Filming Rights

Many agencies issue permits so that park sites may be used for commercial film and photography activities. The production company pays a daily fee for the site plus the loss of revenue the agency would incur during use of the community space.

Land Swaps

An agency may trade property to improve access or protection of resources. This could include a property gain by the agency for non-payment of taxes or a situation where a developer needs a larger or smaller space to improve its profitability. The agency would typically gain more property for more recreation opportunities in exchange for the land swap.

Special Use Permits

Special permits allow individuals to use specific park property for financial gain. The agency receives either a set amount of money or a percentage of the gross service provided.

Surplus Sale of Equipment by Auction

Agencies often have annual surplus auctions to get rid of old and used equipment, generating additional income on a yearly basis.

Enterprise Funds

These funds establish business units that are self-sustaining through fees and charges. Debt service and all indirect costs should be allocated or attributed to enterprise funds. Any excess revenue generated is maintained by the fund for future needs and cannot be used by another fund or department. Examples include premier sports tournament complexes.

Cost Saving Measures

In addition to aligning cost recovery with goals, charging appropriate fees, and using traditional and alternative funding mechanisms, several cost saving measures can improve the overall cost recovery picture for an agency.

Change Maintenance Standards/Practices

- Add one extra day onto the mowing interval; thus reducing the amount of mowing in a season.
- Evaluate and determine actual maintenance needs and schedules for upkeep of different facilities and landscape features/types. Based on needs, evaluate resource needs (equipment, staff, etc.) and production rates of staff/equipment for the system's regularly occurring maintenance work and prioritize maintenance program needs, schedules and relevant resource allocations.
- Consider turf management strategies by turf use/wear – high intensity use and maintenance needs (such as sports fields) versus low intensity use areas such as lawns along the edge of a woodlot or roadway – there are usually areas of turf that are regularly maintained because “they have always been mowed”; by changing the maintenance strategy to not mowing or not regularly mowing such areas, less time/resources need to be dedicated to mowing overall.
- Naturalizing areas of lawn where you don't need lawn is a “going green” type of practice that also reduces maintenance needs/costs.
- Buildings/Facilities
 - Evaluate needs and consider in-house versus contracted maintenance workers for different needed services/trades.
 - Standardize equipment, fixtures, and relevant materials.
 - Are some facilities in such disrepair that continuing to throw limited funding on “band-aids” no longer practical?
 - In designing new facilities, are simple sustainability factors being vetted (such as orienting the building to maximize solar gain to reduce lighting and heating costs)?
- Add energy efficient fixtures, low flow water fixtures, eliminate throw away products like paper towels and replace with energy efficient hand dryers.
- Strategically locate trash and recyclable containers to reduce cost of having staff empty these and spend time picking up trash/recyclables that are not properly placed by patrons.
- Reduce cleaning frequency of office spaces and centralize trash and recyclables into one location in employee work areas to save on costs of related to housekeeping.
- Consider having staff complete multiple tasks at the same time – emptying recyclables and trash at the same time as doing rounds or inspections.
- Educate users to better utilize existing facilities and resources to cut down costs – clean up after themselves.
- Equipment and Supplies
 - Purchase better equipment that last longer and requires less maintenance – saving money on the front end does not always result in cost savings overall.
 - Standardize equipment (such as vehicles, grounds equipment and tools, etc.) as a way to increase efficiency in training staff to use it, and as a means to simplify and reduce costs associated with parts inventory and maintenance/repair programs (ex. Mechanic places one order for 10 air filters for 1 type of lawnmower and gets bulk price from one vendor, versus ordering 10 different filters for 10 different mowers, from multiple vendors and keeping track of it all)
 - Consider leasing vehicles or other heavily used equipment- it can be more cost effective for an organization to lease vehicles or equipment and rotate their fleet regularly versus allocating resources to maintain and repair aging fleets of old, well used vehicles/ equipment that have higher likelihood of breakdowns and associated loss of production time.
- Use volunteers to assist with housekeeping and maintenance.
- Solicit in-kind donation of time and services in exchange for maintenance assistance

Contract Re-negotiate or Re-bid

At every opportunity, review contracts to assure you are not paying more than you have to, or are receiving the maximum amount of revenue possible.

Cost Avoidance

An agency must maintain a position of not being everything for everyone. It must be driven by the market and stay with its core businesses. By shifting roles away from being a direct provider of facilities, programs, or services, an agency may experience additional savings. This process is referred to as cost avoidance. The estimated savings could be realized through partnering, outsourcing, or deferring to another provider in the provision of a service and/or facility. One example is purchasing in bulk.

Greening Trends

Green Practices

- Use light, water, and motion sensors
- Conduct energy audits
- Update to energy efficient ballasts, motors, appliances
- Use electric and hybrid vehicles
- Develop “Pack It Out” trash program
- Use greywater
- Use solar and wind energy
- Implement green operating practices

Many agencies miss the easiest green practices in their everyday operating procedures and policies. These include administrative procedures, best operating standards, and sustainable stewardship performance measures. Many of the industry best practices outlined below (Table xx).

Table 10 : Green Practices Focus Area and Action Step

Focus Area	Action Step
Administrative	<ul style="list-style-type: none"> • Recycle Office Trash (consolidate trash and recyclables to one common location – reduce cost to empty containers in each office) • Clean offices weekly instead of daily • Go Paperless • Conserve Resources • Flex Scheduling • Virtual Meetings
Operating Standards	<ul style="list-style-type: none"> • Preventative Maintenance • Reduce Driving • Eliminate Environmentally Negative Chemicals and Materials • LEED® Design • Purchase better equipment and supplies that require less maintenance and are more durable

Sustainable Stewardship	<ul style="list-style-type: none"> • Re-analyze and Revised Practices and Standards • Monitor and Report Results • Lead by Example • Public Education- not only should agencies lead by example, it benefits the public to know and learn a little bit about what green practices are actually in use in their community and how they might be able to incorporate some of the same features (maybe raingardens or LED lighting) in their own home to help conserve our shared natural resources. • Seek Available Grant Funding and Initiative Awards
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Oregon State Marine Board (OSMB)

Additionally GreenPlay staff had multiple conversations with a member of the OSMB to identify potential funding opportunities available to the Umatilla Parks and Recreation Department.

The OSMB through the Boating Facilities Program administers four grant programs: Waterway Access Grants (WAG), Boating Facility Grants (BFG), Small Grants, and Maintenance Assistance Program (MAP) grants.

- A. WAG highest priority for nonmotorized boating uses. The grants are competitive and may be used to acquire property, improve, or renovate public recreational boating access, provide education, and promote boating opportunities to communities with limited access. Funding for WAG comes from waterway access permits for nonmotorized boats 10 feet in length and longer.

- B. BFG highest priority is for motorized boating uses. The grants are competitive and may be used to acquire property, improve, or renovate public recreational boating access facilities. Funding for BFG comes from titling, registration, and state marine fuel taxes paid by registered boat owners.

- C. Small Grants are for minor facility improvements totaling up to \$20,000 with the maximum OSMB contribution of \$10,000. Projects cannot be phased to fit within the funding limitations. This program's funding comes from waterway access permits for nonmotorized boats 10 feet in length and longer and titling, registration, and state marine fuel taxes paid by registered boat owners.

- D. Maintenance Assistance Program (MAP) grants augment existing operation and maintenance costs associated with eligible motorized and mixed-use boating facilities. Funding for MAP comes from titling, registration, and state marine fuel taxes paid by owners of registered boats. In addition to grants, OSMB also provides engineering, environmental permitting, and project planning and inspection services to local governments. OSMB has awarded over \$50 million in state funds for facilities improvements for more than 1,100 projects statewide.

To be considered for WAG or BFG, eligible applicants must prepare and electronically submit a cover letter, grant application form, and all attachments to the Boating Facilities Program by the established grant cycle deadline.

Please visit <https://www.oregon.gov/osmb/boating-facilities/Pages/Boating%20Facilities%20Home.aspx> for more information about the Boating Facilities Program at OSMB, as well as the Boating Facility Grant Procedure Guide and grant applications.

Generally, findings from the public input process consistently identified an appreciation of existing facilities, programs, and services being offered by the City of Umatilla.

Key challenges and opportunities were identified using several tools including a review of existing plans and documents, focus groups, stakeholder meetings, a community survey, asset inventory, and level of service analysis. The information gathered from these sources was evaluated, and the recommendations were developed that address the following key opportunities:

Recurring Themes

- Connecting Trails and pathway – locally and regionally
- Expanding river access
- Building an aquatic facility / recreation center
- Consider Shooting Range facility
- Maintaining what we have / maintaining level of service and quality
- Branding, wayfinding, and marketing
- Maintaining and expanding partnerships
- Providing new amenities: Dog Parks, Splash Pads, Restrooms, Playgrounds
- Growing all programs: Special Events, Adventure, Fishing Programs, Camps, Youth, and Adult Social Sports
- Growing staff to continue to provide the level of service as community grows
- Establishing a dedicated funding to support operations and growth



Additional specific programming opportunities include (list is not all inclusive):

- Arts & crafts programs
- Exercising/aerobics/weightlifting
- Indoor/outdoor swimming
- Community gardens programs
- Dancing
- Dog walking
- Farmer's market
- Open gym
- Swimming classes
- Photography classes
- Canoeing/kayaking classes
- Archery classes
- Shooting classes
- Cooking classes
- Hunter safety classes
- Painting classes
- Adult sports leagues
- Horseback riding classes
- Multigenerational/senior programs

XI. Key OPPORTUNITIES

Additional specific special event opportunities include (list is not all inclusive):

- Saturday farmers market
- Concerts & festivals
- Movies in the parks
- Holiday/cultural celebrations
- Youth focused events
- Fishing tournaments
- Teen focused events

The findings summarized in Figure XX: Key Issues Matrix, captures all the key issues that surfaced during the Master Plan process and prioritizes them. The key issues were placed into five categories:

- Organizational
- Programs and Service Delivery
- Facilities and Amenities
- Level of Service
- Financial

Rating Scale

- a) Priority
 - b) Opportunity to Improve
 - c) Minor Issue
- Left Blank means the issue did not come up or was not addressed in that venue

The qualitative data planning tools used to determine the priority of key issues include:

1. Staff input
2. Public forum input
3. Leadership Interviews
4. Consultant Team

The quantitative data planning tools used to determine the priority of the key issues include:

1. Community Survey
2. Existing planning documents
3. Facility Assessment / Level of Service (LOS)

Preliminary recommendations were listed for each key issue and presented to the Project Team to gather input for the prioritization of the final recommendations and action plans. The Key Issues Matrix summarizes areas that need immediate attention and helps guide the direction for implementing the recommendations of the Master Plan.

Key Issues Analysis Matrix

City of Umatilla Master Park Plan	Qualitative Data			Quantitative Data				Consultant's Analysis and Professional Expertise
 City of UMATILLA Key Issue - Rating Scale a - priority b - opportunity to improve c - minor or future issue blank means the issue didn't come up or wasn't addressed	Staff Input	Public Input	Leadership Interviews	Community Survey	Other City Documents	Facility Assessment/LOS	Consultant Team	 The Leading Edge In Parks, Recreation, And Open Space Consulting Preliminary Recommendations
Organizational								
Staffing levels not keeping up with growth.	a	a	a	a			a	Increase staffing to meet current and future demand, and maintain quality of service.
Need to brand, market and promote the department and offerings.	b	a		a			a	Develop a Department Marketing Plan, review regularly and make updates as needed.
Partnerships are essential and existing ones need to be maintained and expanded, new partnerships need to be developed.	a	a	a	a			a	Continue to build on the relationship with the Army Corp of Engineers; look for opportunities to create partnerships with athletic associations, local businesses and service organizations; and develop written agreements that define roles and responsibilities. Develop a relationship with the Oregon State Marine Board.
Current method of marketing and distribution of information to the entire community is not working to desired level.	a	a	a	a			a	Develop a mixed method approach to marketing and information distribution to ensure department is reaching all members of the community.
Need formal park designs instead of the current random patchwork park development.	a	a	a	a			a	Conduct park specific master plans using the recommendations from the Level of Service (LOS) Analysis and the Master Park Plan.
Programs and Service Delivery								
Many new programs and services requested by the community.	a	a	a	a			a	Continue to seek input from the community for new program offerings and continue to evaluate existing programs and services to assure they are meeting the needs of the community. Community is interested in just about any recreational activity, active or passive.
Aquatic programs are a high priority for the community.	b	a	b	a	a		a	Look for opportunities to increase aquatic programs.
Community based special events are very desirable and popular.	a	a	a	a			a	Look for opportunities to increase community based special events, look to partner with other organizations to produce these events. Consider themed special events based on the seasons of the year.
Umatilla's natural environment provides opportunities to grow outdoor recreation.	a	a	a	a	a	a	a	Expand outdoor recreation programs and develop new programs and services.
Promoting healthy active lifestyles for all residents identified as important by the public.	a	a	a	a		a	a	Add programs and educational offerings to increase the community's access to healthy active lifestyles. Create a branding campaign to promote the outdoors and active living available in Umatilla.
Manage natural resource areas to avoid over usage and damage	b	c	b	c			c	As popularity grows, accurately track usage to control overuse and promote other areas to distribute the usage
Facilities and Amenities								
Trails and pathway connectivity identified as a top priority.	a	a	a	a	a	a	a	Continue to seek opportunities to connect residents to parks and parks to parks. Implement recommendations in the current Trails Master Plan.
Expanding river access desired by the community.	a	a	b	a	a	a	a	Look for opportunities to provide additional access to the river.
Maintaining what you have is difficult as the community continues to grow.	a	b	a	b		a	a	The department needs to develop a maintenance standard and make the document public. As the department grows additional staff and equipment will be needed to maintain that standard.
Community desires an aquatic facility and indoor recreation spaces	a	a	b	a		a	a	The City should conduct a feasibility study for a Community Recreation Center with an aquatic component.
Wayfinding can help provide connectivity		a		a		a	a	Develop a wayfinding and branding program to increase connectivity within the city. Park Identification signage is needed as a start.
New amenities have been identified in the LOS and recommendations to expand use of parks.	a	a		a		a	a	As existing parks are redeveloped and upgraded, look to add amenities to increase usage and expand user base
ADA access limited throughout the system.	a	a	b	a		a	a	As existing amenities, parks, and facilities are upgraded and new amenities, parks, and facilities are developed be aware of community ADA needs.
Some playground structures are aging and are outdated.	a	a		a	a	a	a	Need certified playground safety inspection. Based on the GRASP inventory and assessment, begin to invest in playground replacements city-wide.
Community identified a need for additional athletic fields.	a	a	b	a		b	b	If the opportunity arises, look at developing additional athletic fields and partner with other entities in the community or region for the development. Consider undeveloped land at Hash Park

Key Issues Analysis Matrix

 <p>Key Issue - Rating Scale</p> <p>a - priority b - opportunity to improve c - minor or future issue</p> <p>blank means the issue didn't come up or wasn't addressed</p>	Staff Input	Public Input	Leadership Interviews	Community Survey	Other City Documents	Facility Assessment/LOS	Consultant Team	 <p>Preliminary Recommendations</p>
Need updates or standards for amenities such as playgrounds, picnic tables, picnic shelters, dugouts, trash cans, etc.	a	b	b	b		a	a	Develop standards for amenities such as playgrounds, picnic tables, picnic shelters, dugouts, trash cans, etc.
New neighborhood parks are needed in areas identified by the LOS as low service areas.	a	a	a	a		a	a	Should concentrate on three quality neighborhood parks in the McNary neighborhood such as Kiwanis Park or Hash Park, in the downtown neighborhood such as Nugent Park, and a new park in the South Hill neighborhood. Also should consider neighborhood parks for future new developments.
Community identified South Hill as needing open space and additional parks. Participants stated South Hill is by far the largest residential area and the most underserved.	a	a	b	a		a	a	Consider developing quality neighborhood park in South Hill. Also should consider neighborhood parks for future new developments.
Level of Service								
Connectivity locally and regionally are high priority.	a	a	a	a	a	a	a	Continue to work regionally (Centennial Trail) and locally to provide connectivity
Schools provide limited recreation opportunities for community members.	a	b	b	b		a	a	Continue to work with the School Districts and develop JUA for use of school facilities for recreational uses.
Inconsistent design and fixture standards for amenities	a	b				a	a	Continue to work toward a design and fixture standard throughout the park system that creates consistency and efficiency in maintenance and appearance.
Community desires both active and passive recreation opportunities.	a	a	b			a	a	Army Corp of Engineers parks are great and fulfill need for more passive parks like picnic areas. City parks could provide more active recreation opportunities while the few pocket parks could provide passive recreation opportunities.
Community desires a future sports complex at Harsh Park. A sports complex for the community may be successful, a tournament facility might not be successful due to limited infrastructure such as hotels and restaurants. Diamond complex 20 miles away in Kennewick	b	a	b			b	b	Continue to monitor the community needs for sports fields and consider development of future fields at Hash Park. Longer term consider a feasibility study to determine development of a tournament facility
Financial								
Need dedicated funding for operations and maintenance	a	a		a			a	Implement financial recommendations from the Master Park report and look for other opportunities through sponsorships and grants.
Need to develop partnership and sponsorship opportunities.	a	a	a	a			a	Partnerships and sponsorships are important for future growth and sustainability. Look for new opportunities.
Impact fees recently developed and implemented for parks and recreation	a		a				a	Implement and monitor Development Impact Fee dedicated for parks and recreation.



Residents and community leaders across the country are increasingly recognizing that parks and recreation facilities, programs, and services are essential to creating and maintaining communities where people want to live, work, play, socialize, recreate, learn, and visit. These amenities and services can be investments in the long-term vitality and economic sustainability of any active and desirable community. The City of Umatilla is interested in providing comprehensive and high-quality parks, programs, facilities, and services to the community.

A. Recommendations

After analyzing the recurring themes and issues that resulted from the master park planning process, a variety of recommended goals and objectives have been developed to guide system planning, maintenance and capital planning and financing for city parks and recreational facilities. These recommendations focus on improving and developing new and expanding existing parks, facilities, programs, services, and amenities, increasing organizational efficiency, improving programming and service delivery, and expanding financial opportunities.

Goal 1: Improve and Expand Facilities, Parks and Amenities

Objective 1.1 – Expand pathways and trails connectivity

A high priority from the public engagement process was the desire for expansion and improved connectivity of the existing trails and public pathway system. The City should continue working with the other agencies, bordering localities, and the County as it looks to develop and expand pathways and trails that connect neighborhoods, schools, and parks.

Evaluating existing and proposed trails, along with gap analysis (the review of current trail gaps within the trail system as a whole), the City should prioritize developing trails that link the neighborhoods to existing and future parks and facilities. These linkages can provide connectivity for citizens and visitors to connect to the entire park system.

XII. Recommendations & ACTION PLAN

A Trails Master Plan currently exists which can help improve local and regional connectivity. The City should continue to explore implementation of the conceptual recommendations in the Trails Master Plan (consisting of 11 major projects that will result in a trail system that connects the three regions of the city: McNary, Downtown and South Hill. The Trail Plan is designed to connect the city trail system with the west Umatilla County Umatilla River Trail, the Morrow County Heritage Trail, and the Lewis & Clark Trail. The City should monitor regional and statewide planning efforts and collaborate when possibly expanding the city's connectivity.

Objective 1.2 – Continue to maintain and improve existing parks, facilities, and amenities

A major factor identified by focus group participants that would increase their use of facilities was the condition and maintenance of parks, facilities, and amenities. The City has done a good job with routine maintenance; however, asset replacement and upgrades to parks, facilities, and amenities need to be addressed. The age and annual usage of many facilities present additional challenges to maintain and upgrade. The City should develop a Capital Improvement Plan (CIP) specific for parks and recreation facilities and amenities. An Asset Replacement schedule should also be developed. Additionally, the Master Park Plan inventory should aid in developing a deferred maintenance list and creation of an asset replacement schedule that addresses the low scoring components. These plans and park assessment should be reviewed annually and updated as needed. Based on the GRASP inventory and assessment:

- Address low scoring components and amenities from the Master Plan inventory by upgrading, replacing, or repurposing components or amenities where appropriate
- Upgrading parking, sewer, electrical and staffing
- Invest in playground replacements city-wide
- Develop standards for playgrounds. Need certified playground safety inspection
- Add new amenities such as picnic tables, picnic shelters, dugouts, trash cans, etc.
- Add new components at existing parks where the service levels may be below the desired threshold
- Add new facilities such as a shooting range, skateboard park, dog parks, splash pads

The Department needs to develop a maintenance standard and make the document public. As the Department grows additional staff and equipment will be needed to maintain that standard. Consider components or opportunities identified in the needs assessment to add secondary uses to existing parks to expand the user base and support the primary park use.

As the demand for usage of parks, trails, and facilities continues to grow, the City should look for opportunities to improve existing park sites and recreation amenities.

Other opportunities exist to expand individual parks' user base by adding secondary uses that support the primary park use. This should increase park activity and potentially expand the times of day that the site is active. The Parks and Recreation Department should implement this approach where appropriate at all parks to help meet Umatilla's diverse community needs.

Additionally, based on information gathered during the Master Park Plan process, the following facilities were expressed as desired by the community:

- **Adding a Recreation Center with an aquatic facility:** The City currently does not have a recreation center or indoor aquatic center. Focus group and survey respondents rated these facilities a high priority to develop in the city. A feasibility study for a community recreation center should be conducted.

- **Development of Athletic Fields:** Focus group participants and survey respondents expressed interest in adding outdoor athletic fields to provide additional recreational opportunities for all age groups. The Department should consider the addition of a multi-field sports complex.
- **Development of new neighborhood parks:** Focus group participants and survey respondents expressed interest in adding new parks to provide additional recreational opportunities for all age groups. The Department should concentrate on three quality neighborhood parks in the McNary neighborhood such as Kiwanis Park or Hash Park, in the downtown neighborhood such as Nugent Park, and a new park in the South Hill neighborhood. Also, should consider neighborhood parks for future new developments.
- **Update park-specific master plans using the recommendations from the Level of Service (LOS) Analysis and the Master Park Plan.** A park designer and a team of City staff should meet with the members of the different neighborhoods and update the previous concept plans using the recommendations included in the Master Park Plan

Specific areas of focus identified during the Master Park Plan process include:

- **Special event space and infrastructure:** The residents indicated a desire for small, medium, and large, high-quality special events to be offered throughout the year. Current park infrastructure to support these events and future events needs to be addressed. Upgrading parking, sewer, electrical and staffing should be considered to allow for future growth of special events.
- **Playground equipment:** Based on the GRASP inventory and assessment, begin to invest in playground replacements city-wide. Develop standards for playgrounds. Need certified playground safety inspection.
- **Amenities standards:** Develop standards for amenities such as playgrounds, picnic tables, picnic shelters, dugouts, trash cans, etc. to develop a consistent brand and for efficiencies and cost savings.

Objective 1.3 – Expand river access

A top priority of survey respondents, focus groups, and other public engagement respondents was expanding river access for Umatilla residents. Existing river access locations and amenities should be improved and new opportunities for river access should be developed. The City has several natural water elements that the community enjoys. The City should seek to build additional trail access points on the river for kayak, canoe, stand-up paddleboard and other non-motorized vehicle access. These access points should be easily accessible online or through a City app and included in any Wayfinding program.

Work with the Oregon State Marine Board (OSMB) to apply for grants to make needed improvements.

Objective 1.4 – Address ADA accessibility at all facilities

According to the ADA.gov website, “Access to civic life by people with disabilities is a fundamental goal of the Americans with Disabilities Act (ADA). To ensure that this goal is met, Title II of the ADA requires state and local governments to make their programs and services accessible to persons with disabilities... One important way to ensure that Title II's requirements are being met in cities of all sizes is through self-evaluation, which is required by the ADA regulations. Self-evaluation enables local governments to pinpoint the facilities, programs, and services that must be modified or relocated to ensure that local governments are complying with the ADA.”

The City should develop an ADA Transition Plan specific to parks and recreation. The City should regularly inspect existing facilities, conduct self-evaluations, and update its transition plan, to continue to improve accessibility for all citizens. As facilities are upgraded, the installation of inclusive amenities, playground and park equipment should be considered.

Goal 2: Improve Organizational Efficiencies**Objective 2.1 – Continue to enhance and improve internal and external communication regarding Department activities and services**

Residents consistently indicated a lack of effective communication related to the Parks and Recreation Department's programs and services. Develop a mixed method approach to marketing and information distribution to ensure department is reaching all community members. The Department currently promotes its programs and activities through its website, flyers, and social media. When asked how residents prefer to receive information from the City, survey respondents noted that social media, the City's website, and a department newsletter would be well received by the community. The printed schedule of activities (program brochure) was not one of the top preferred methods of communication by residents, because the City currently does not utilize such a document, but this method has proved to be a very successful communication tool for many similar-sized communities with newer departments.

As part of the Marketing Plan, the Department should evaluate wayfinding signage for facilities on roadways, pathways, and within parks. The Department should develop signage standards for parks and trails and provide measured distances and loop maps. Improved wayfinding signage contributes to a greater sense of connectivity.

Objective 2.2: Explore opportunities to hire additional positions to supplement the existing staff to provide new recreational programming and service delivery

To operate more effectively in the future and to implement the Master Park Plan recommendations, the Department will need to hire additional positions to supplement the existing staff to provide new programs and services. This will ensure that staffing resource levels can maintain existing and new facilities, programs, and services at or above acceptable standards.

Objective 2.3: Explore opportunities using contract providers to increase recreational programming and service delivery when the Department cannot provide these services in-house

As popularity in program offerings and activities increases, the Department should continue to look for opportunities to expand programs while working with the other service providers within the city to provide recreational programming that the Department cannot provide in house. Formalize agreements in writing with each service provider. Continue to expand on the Joint Use Agreements with the school district, for profit, and non-profits that provide both open space and amenities for the community

and facility space for additional programming to neighborhoods and underserved portions of the city. Continue to evaluate the current relationship with contract providers, looking for increased access to additional facilities. Expand program opportunities for fitness/wellness, environmental education, winter activities, and adult non-sport programs. Add programs for teens, adults, and seniors. As new programs and services are developed and implemented, they continue to balance passive and active recreation. Moving forward the Department should consider changing its programming strategy to one of providing services in-house and partnering with other service providers only for recreational programming that the Department cannot provide in-house.

Objective 2.4: Seek to strengthen and grow partnerships between the Department and other community organizations

Continue to build on the relationship with the Army Corps of Engineers; look for opportunities to create new parks and facilities.

Continue to build on the School District relationship looking for access to facilities and develop written agreements that define roles and responsibilities.

Objective 2.5: S Keep and maintain an updated GIS database of parks and trails assets using the current GRASP® inventory

The City should maintain the GIS database for parks and trails assets using the Master Park Plan's current inventory. Update the GIS database as new parks, trails, and amenities are added or existing assets are upgraded, replaced, or repurposed to reflect those changes and the current condition of assets

Goal 3: Continue to Improve Programs and Service Delivery

Objective 3.1 – Explore opportunities to increase the number of community events based on demand and trends

Increased special events were a priority for focus group participants and survey respondents. The Department should continue to look for opportunities to expand community events. To ensure that the events reflect the community's diversity, the Department should engage businesses, the Chamber of Commerce, non-profits, and the community in event development and support/operations.

Objective 3.2 – Develop additional recreational opportunities

A general theme of “something for everyone” was identified with a goal of delivering both passive and active recreation services. The community requested many new programs and services. Among the most desired activities are aquatics programs. Outdoor recreation programs that focus on use of the Marina located at Umatilla Marina Park are in high demand among City residents. The City can provide special events to build a sense of community, activate outdoor spaces and provide quality of life experiences for Umatilla residents. Umatilla residents identified a desire for free, family-friendly, special events. The following tables identifies new program opportunities that the Department should consider:

Table 11: Umatilla Resident Recreation Program and Event Priorities

Desired Activities	
Program Opportunities	Arts & crafts programs
	Exercising/aerobics/weightlifting
	Indoor/outdoor swimming
	Community gardens programs
	Dancing
	Dog walking
	Farmers market
	Open gym
	Swimming classes
	Photography classes
	Canoeing/kayaking classes
	Archery classes
	Shooting classes
	Cooking classes
	Hunter safety classes
	Painting classes
	Adult sports leagues
	Horseback riding classes
Multigenerational/senior programs	
Events	Saturday farmers market
	Concerts & festivals
	Movies in the parks
	Holiday/cultural celebrations
	Youth focused events
	Fishing tournaments
	Teen focused events

Table 12: Recommended Program Service Areas

Program Service Areas		
Program Category	Program Activity	Age Group
Aquatics programs	Swimming lessons Recreational swimming Lap swimming	Youth and adults
Outdoor recreation programs	Marina based water safety Marina based water sports Marina based kayaking instruction Marina based fishing instruction/ tournaments Canoeing/kayaking instruction	Youth and adults
Youth and adult sports programs	Adult softball Adult soccer Adult and youth tennis (USTA) programs Adult pickleball leagues Youth baseball Youth soccer Futsal	Youth and adults
Youth development and teen focused activities	Youth Advisory Board (YAB) activities After school activities Day camp activities	Youth
Adult enrichment and life-long learning opportunities	Life skills classes Health and wellness classes and opportunities	Adult
Special events	Outdoor concerts Movies in the parks Cultural events	All Ages
Senior programs	Health and wellness Senior special events Senior clubs and social programs Case management	Seniors

The Department should continue to monitor recreational trends and community needs to stay current with programming and demand. As new programs and services are developed and implemented, it should continue to balance passive and active recreation.

Goal 4: Increase Financial Opportunities

Objective 4.1 – Review existing fees and restructure to meet current and future funding realities

The Department should review current program and rental fees on an annual basis to ensure they are equitable, and that the collection of fees is resulting in the appropriate cost recovery.

Objective 4.2 – Explore additional funding options

Several potential funding sources for the City of Umatilla’s Parks and Recreation Department were identified during the potential funding exercise. The Department should use the results of the exercise as a guide for exploring new funding opportunities. The following funding options could benefit the City of Umatilla:

Traditional Tax and Exactions-Based Funding Resources

- General or Operating Fund
 - Property Tax

Development Funding

- Development Impact Fees
- Local Improvement Districts

Traditional Parks and Recreation Earned Revenue Resources

- Fees and Charges
 - Registration Fees
 - Ticket Sales/Admissions

Alternative Parks and Recreation Operations and Capital Development Funding Sources

- Loan Mechanisms
 - Full Faith and Credit Bonds
 - General Obligation Bonds
 - Revenue Bonds
 - Special Assessment Bonds

Alternative Service Delivery and Funding Structures

- Annual Appropriation/Leasehold Financing
- Inter-local Agreements

Partnership Opportunities

- | | |
|--|---|
| <ul style="list-style-type: none"> • School Districts • Medical Centers or Hospitals • Kiwanis, Optimists, VFWs, Elks, Rotary, and other service and civic organizations • Chamber of Commerce • Youth Sports Associations • Adult Sports Associations • Neighboring counties/communities • Private alternative providers • Churches • Professional Sports Teams/Organizations | <ul style="list-style-type: none"> • Fundraising • Crowdfunding • Grants • Facilities and Equipment Grants • Matching Grants • Planning Grants • Private Grant and Philanthropic Agencies • Program or Support Grants • Land and Water Conservation Fund • Naming Rights • Philanthropic |
|--|---|

- Community Resources
- Advertising Sales
- Corporate Sponsorships
- Foundation/Gifts
- Volunteer Programs/In-Kind Services
- Raffleing

Community Service Fees and Assessments

- Capital Improvement Fees
- Development Surcharge/Fee
- Dog Park Fees
- Equipment Rental
- Flexible Fee Strategies
- Franchise Fee on Cable
- Real Estate Transfer – Tax/Assessment/Fee
- Room Overrides on Hotels for Sports Tournaments and Special Events
- Security and Clean-Up Fees
- Signage Fees

Contractual Services

- Cell Towers and Wi-Fi
- Concession Management
- Merchandising Sales or Services
- Private Concessionaires

Permits, Licensing Rights and Use of Collateral Assets

- Agricultural Leases
- Booth Lease Space
- Filming Rights
- Land Swaps
- Special Use Permits
- Surplus Sale of Equipment by Auction

Enterprise Funds

Cost Saving Measures

- Change Maintenance Standards/Practices
- Contract Re-negotiate or Re-bid
- Cost Avoidance
- Greening Trends
- Green Practices

Oregon State Marine Board (OSMB)

Objective 4.3 – Explore opportunities to increase sponsorships

The Department should explore new sponsorship arrangements for special events, programs, and activities. It should continue to explore additional sponsorship opportunities and build on existing sponsorships. All existing and future sponsorships should be evaluated to ensure that they are accurately portrayed in a signed sponsorship agreement.

B. Action Plan, Cost Estimates, and Prioritization

The following tables represent a summary of the previous goals and objectives, with the addition of action items. These items provide tangible actions that the City can employ to complete the desired goals and objectives. All cost estimates are in 2021 figures where applicable. Most capital and operational cost estimates are dependent on the extent of the enhancements and improvements determined. The Operational Budget Impact is a dollar range calculated as the annual number of hours estimated multiplied by an average hourly rate of \$24 per hour to cover all staff levels, including benefits.

Green highlighted actions are these actions that should be a priority for implementation.

Timeframe designations recommended to complete tasks are noted as:

- Short-term (up to 3 years)
- Mid-term (4-6 years)
- Long-term (7-10 years)
- Ongoing (occurs continuously)

Goals, Objectives, and Action Steps

Goal 1: Improve and Expand Facilities and Amenities			
Objective 1.1: Expand pathways and trails connectivity			
Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
1.1.a Continue working with other agencies, municipalities, bordering localities, and the County to provide regional connectivity to neighborhoods, schools, parks, and the community. Prioritize off-street recreation trail opportunities over on-street connections whenever possible to increase trail access to all populations. Highest priority projects should focus on connectivity and emphasis off-street recreational trails where possible.	Multimodal Paths \$87 per linear foot Off-Street 12-foot Recreational Trail \$8.50 per LF	Additional staff for maintenance	Short-Term <i>Priority</i>
Objective 1.2: Continue to maintain and improve existing parks, facilities, and amenities			
Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete

<p>1.2.a The City should develop a Capital Improvement Plan (CIP) specific for parks and recreation facilities and amenities. Additionally, this Master Park Plan's inventory should be used to address develop a deferred maintenance list and create an asset replacement schedule that addresses the low scoring components identified as part of the inventory. These plans and a park assessment should be reviewed annually and updated as needed.</p>	TBD		Short-Term Ongoing <i>Priority</i>
<p>1.2.b Develop an asset replacement schedule to monitor assets and keep replacement up-to-date based on recurring inventory updates and assessments.</p>	Will vary based on asset	Staff time	Ongoing
<p>1.2.c Address low scoring components and amenities from the Master Plan inventory by upgrading, replacing, or repurposing components or amenities where appropriate.</p>	Capital cost estimates per facility should be included in the deferred maintenance plan	Staff time or contract management	Ongoing
<p>1.2.d Consider components or opportunities identified in the needs assessment to add secondary uses to existing parks to expand the user base and support the primary park use. Consider adding the following amenities:</p> <ul style="list-style-type: none"> • River Beach Area(s) • Fishing Piers/Docks • Playgrounds – new or refurbished • Boat Ramp/Slide-non-motorized for kayaks and canoes • Splash Pads • Trails – hard surface • Community Garden (grow vegetables/ fruits) • Outdoor exercise equipment 	Will vary based on identified secondary use		Short-Term <i>Priority</i>
<p>1.2.e The residents indicated a desire for small, medium, and large, high-quality special events to be offered throughout the year. Current park infrastructure to support these events and future events needs to be addressed. Upgrading parking, sewer, electrical and staffing should be considered to allow for future growth of special events.</p>	TBD	Additional staff for maintenance	Mid-Term

<p>1.2.f Based on the GRASP inventory and assessment, begin to invest in playground replacements city-wide. Develop standards for playgrounds. Need certified playground safety inspection.</p>	<p>2K SF – 3.5K SF Playground \$150 per SF 1K SF – 2K SF</p>	<p>Additional staff or contract management for maintenance</p>	<p>Short-Term</p>
<p>1.2.g Explore opportunities to add new amenities such as picnic tables, picnic shelters, dugouts, trash cans, etc.</p>	<p>TBD</p>	<p>Additional staff or contract management for maintenance</p>	<p>Mid-Term</p>
<p>1.2.h Develop standards for amenities such as playgrounds, picnic tables, picnic shelters, dugouts, trash cans, etc.</p>	<p>TBD</p>	<p>Staff time</p>	<p>Short-Term</p>
<p>1.2.i Based on the level of service analysis, the Department should look for opportunities to add new components at existing parks where the service levels may be below the desired threshold. Refer to the Existing Conditions Report section of the Master Park Plan for those areas identified as most in need of improvement on a park by park basis.</p>	<p>TBD</p>	<p>Staff Time</p>	<p>Ongoing <i>Priority</i></p>
<p>1.2.j Look for opportunities to develop a new recreation center with an aquatic facility to meet community demand.</p>	<p>\$35,000- \$50,000 for Feasibility Study</p>	<p>Consultant</p>	<p>Mid-Term <i>Priority</i></p>
<p>1.2.k Look for opportunities to develop new amenities such as:</p> <ul style="list-style-type: none"> • A shooting range • Dog parks • Archery range • Cycling/BMX facility • Sports fields • Skateboarding park • Walking/jogging trails • Tennis courts 	<p>TBD depending on amenities added</p>		<p>Mid-Term <i>Priority</i></p>
<p>1.2.l Explore opportunities to develop and add outdoor athletic fields and courts to provide additional recreational opportunities for adults and young people.</p>	<p>Athletic Fields \$5 per SF 60K SF = \$290K Courts \$10 per SF 34K SF = \$340K</p>	<p>Additional staff for maintenance</p>	<p>Mid-Term</p>

<p>1.2.m The Department should concentrate on three quality neighborhood parks in the McNary neighborhood such as Kiwanis Park or Hash Park, in the downtown neighborhood such as Nugent Park, and a new park in the South Hill neighborhood. Also, should consider neighborhood parks for future new developments. Umatilla currently have a park for every 675 people, so an isolated development of 675 people with no access to another park should be required to have a park. Smaller developments could be required to supply their own HOA park if they are also isolated and not served by another park in the immediate area.</p>	TBD	TBD	Mid-Term
<p>1.2.n Explore opportunities to add restrooms, drinking fountains/water filling stations, shade, storage, and other amenities appropriately at existing parks and facilities.</p>	Restrooms \$500 per SF 288 SF = \$144K Storage \$350 per SF 1,200SF = \$420K	Additional staff or contract management for maintenance	Mid-Term
<p>1.2.o Explore opportunities to add new comfort and convenience amenities to existing or new parks to meeting community demand such as dog parks, splash pads, picnic areas, and playgrounds</p>	Dog Park \$3 per SF 30K SF-60K SF Splash Pad \$400 per SF 2K SF – 3.5K SF Playground \$150 per SF 1K SF – 2K SF	Additional staff or contract management for maintenance	Mid-Term
<p>1.2.p Conduct a Master Plan and Feasibility Study for design and operations of the Golf Course.</p>	\$50,000- \$75,000	Consultant	Short-Term
<p>1.2.q Look for opportunities to develop other new facilities such as a shooting range, skateboard park, dog parks, and splash pads to meet community demand.</p>	\$35,000- \$50,000 for Conceptual Design and Feasibility Study for each facility or park	Consultant	Mid-Term <i>Priority</i>

Objective 1.3:Expand river access			
Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
1.3.a Existing river access locations and amenities should be improved and new opportunities for river access should be developed. The City has several natural water elements that the community enjoys. Will vary based on location and acreage.	Will vary based on location and acreage	Additional staff and operations, maintenance cost	Ongoing
1.3.b The City has several natural water elements that the community enjoys. The City should seek to build additional trail access points on the river for kayak, canoe, stand up paddleboard and other non-motorized vehicle access.	Will vary based on location and acreage	Additional staff and operations, maintenance cost	Ongoing
1.3.c These access points should be easily accessible online or through a City app and included in any Wayfinding program.	Will vary based on location and acreage	Additional staff and operations, maintenance cost	Ongoing
1.3.d Look for opportunities to acquire additional waterfront property to increase public access. Look to floodplain area dedication as an acquisition method.	Will vary based on location and acreage	Additional staff and operations, maintenance cost	Short-Term
Objective 1.4: Address ADA accessibility at all facilities.			
Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
1.4.a The City should develop an ADA Transition Plan specific to parks and recreation.	TBD	Additional staff	Short-Term
1.4.b The City should regularly inspect existing facilities, conduct self-evaluations, and update its transition plan, to continue to improve accessibility for all citizens. As facilities are upgraded, the installation of inclusive amenities, playground and park equipment should be considered.	TBD depending on amenities upgraded or installed	Additional staff	On-going

Goal 2: Continue to Improve Organizational Efficiencies			
Objective 2.1: Continue to enhance and improve internal and external communication regarding Department activities and services			
Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
2.1.a Develop a marketing plan for the Department that includes but is not limited to: <ul style="list-style-type: none"> • Branding of the Department • Wayfinding and signage standards • Increased use of social media • Use and development of the Department’s website • Continuing to engage the community in current and future parks and recreation planning efforts. • Partnership opportunities 	\$0	Staff Time (\$25,000) or \$40,000 to hire consultant	Short-Term
2.1.b Review and update the marketing plan every five years.	\$0	Staff Time and Direct Expense	Ongoing
2.1.c Continue to promote and create awareness of the programs and activities through the City website, social media, and a printed schedule of activities (program brochure) provided quarterly (fall, winter, spring, and summer).	\$0	Staff Time and printing of program brochure	Short-Term Ongoing
Objective 2.2: Explore opportunities to hire additional positions to supplement the existing staff in order to provide new recreational programming and service delivery			
Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
2.2.a Increase staffing levels as the Department’s responsibilities grow; new positions in recreation programming as well maintenance will be required.	\$0	TBD pending number of additional positions required	Short-Term Ongoing <i>Priority</i>
2.2.b Hire and train staff for current and future parks, facilities, and trails/pathways maintenance demands.	\$0	Staff time	Short-Term
2.2.c Hire, conduct orientation with, and train staff for current and future recreation programming and facility usage demands.	\$0	Staff Time	Ongoing

Objective 2.3: Explore opportunities using contract providers to increase recreational programming and service delivery when the Department cannot provide these services in-house			
Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
2.3.a Continue to evaluate the current relationship with contract providers, looking for increased access to additional facilities.	\$0	Staff Time	Short-Term Ongoing
2.3.b Moving forward the Department should consider changing its programming strategy to one of only partnering with other service providers when the Department cannot provide the program or service.	\$0	Staff Time	Short-Term Ongoing
2.3.c Continue to ensure all existing and future partnerships are accurately portrayed in a signed agreement.	\$0	Staff Time	Short-Term Ongoing
2.3.d Seek to strengthen and grow partnerships between the Department and community organizations.	\$0	Staff Time	Mid-Term
Objective 2.4: Seek to strengthen and grow partnerships between the Department and other community organizations			
Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
2.4.a Continue to build on the relationship with the Army Corps of Engineers and develop written agreements that define roles and responsibilities.	\$0	Staff Time	Short-Term Ongoing
2.4.b Continue to build on the relationship with the School District looking for access to facilities and develop written agreements that define roles and responsibilities.	\$0	Staff Time	Short-Term Ongoing

Objective 2.5: Keep and maintain an updated GIS database of parks and trails assets using the current GRASP® inventory.			
Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
2.5.a Keep and maintain an updated GIS database of parks and trails assets using the current GRASP® inventory. Conduct bi-annual component-based inventory and assessment to identify low scoring components and add new components or amenities.		Staff time or \$3,500 for entire system	Ongoing <i>Priority</i>

Goal 3: Continue to Improve Programs and Service Delivery			
Objective 3.1: Explore opportunities to increase the number of community events based on demand and trends.			
Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
3.1.a Continue to look for opportunities to expand community special events in parks and throughout the city.	\$0	Staff time to plan and conduct events including required supplies	Short-Term
3.1.b Ensure that the events reflect the diversity of the community, the Department should engage businesses, non-profits and the community in event development and support/operations.	\$0	Staff Time	Short-Term

3.1.c Establish guidelines/framework for identifying cost recovery goals/subsidy for internal and external provider events both for-profit and not for profit.	\$0	Revenue potential to cover direct costs	Ongoing
3.1.d Develop and implement a signage program that covers signage standards.	Major trailhead/ trail junction signage: \$10,000 per sign	Staff Time (\$5,000)	Mid-Term
3.1.e Develop and implement a wayfinding program that covers directional and distance signage, maps, and the use of apps.	Directional and distance signage: \$3000 – \$5,000/sign	Staff Time (\$5,000)	Mid-Term
Objective 3.2: Develop additional recreational opportunities			
Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
3.2.a The community requested many new programs and services. Among the most desired activities are aquatics programs. Outdoor recreation programs that focus on use of the marina located at Umatilla Marina & RV Park are in high demand among City residents. Develop new aquatic programs and outdoor recreation programs such as: <ul style="list-style-type: none"> • Arts & crafts programs • Exercising/aerobics/weightlifting • Indoor/outdoor swimming • Community gardens programs • Dancing • Dog walking • Farmer’s market • Open gym • Swimming classes • Photography classes • Canoeing/kayaking classes • Archery classes • Shooting classes • Cooking classes • Hunter safety classes • Painting classes • Adult sports leagues • Horseback riding classes • Multigenerational/senior programs 	\$0	Staff time to plan with instructors conducting programs	Short-Term

<p>3.2.b Identify and explore additional special events to build a sense of community, activate outdoor spaces and provide quality of life experiences for Umatilla residents. Umatilla residents identified a desire for free, family friendly, special events.</p>	\$0	Staff time to plan	Ongoing
<p>3.2.c Explore opportunities to provide introductory programs to become familiar with and be able to experience outdoor recreational opportunities in the City such as:</p> <ul style="list-style-type: none"> • Introductory arts & crafts programs • Introduction to exercising/aerobics/weightlifting • Fishing 101 • Learn to swim • Introductory photography classes • Water safety, kayaking, and other water activities using the river Gun safety courses • Instructional horseback riding classes • Hunter safety classes • Life skills educational programs 	\$0	Staff time to plan with instructors conducting programs	Ongoing
<p>3.2.d The following new program opportunities should be explored by the Department:</p> <ul style="list-style-type: none"> • Arts & crafts programs • Exercising/aerobics/weightlifting • Indoor/outdoor swimming • Community gardens programs • Dancing • Dog walking • Farmers market • Open gym • Swimming classes • Photography classes • Canoeing/kayaking classes • Archery classes • Shooting classes • Cooking classes • Healthy choices lifestyle courses • Hunter safety classes • Painting classes • Adult sports leagues • Horseback riding classes • Multigenerational/senior programs • Wilderness Camp, outdoor school/outdoor education 	Varies based on activity and equipment needed	Staff time to plan with instructors conducting programs	Short-Term Ongoing

<p>3.2.e The following new event opportunities should be explored by the Department partnering with others:</p> <ul style="list-style-type: none"> • Saturday farmers market • Concerts & festivals • Movies in the parks • Holiday/cultural celebrations • Youth focused events • Fishing tournaments • Teen focused events 	<p>Varies based on activity and equipment needed</p>	<p>Staff time to plan with instructors conducting programs</p>	<p>Short-Term Ongoing</p>
<p>3.2.f Update and review recreational programming and continue to develop new programs based on current trends and community needs and demand. As new programs and services are developed and implemented, continue to create a balance between passive and active recreation opportunities.</p>	<p>\$0</p>	<p>Staff time to plan with instructors conducting programs</p>	<p>Ongoing</p>

<p>Goal 4: Increase Financial Opportunities</p>			
<p>Objective 4.1: Review existing fees and restructure to meet the current situation</p>			
<p>Actions</p>	<p>Capital Cost Estimate</p>	<p>Operational Budget Impact</p>	<p>Timeframe to Complete</p>
<p>4.1.a Review and adjust existing fees to reflect current operational and maintenance costs incurred by the Department.</p>	<p>\$0</p>		<p>Short-Term <i>Priority</i></p>

Objective 4.2: Explore additional funding options			
Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
<p>The Department should use the results of the exercise as a guide for exploring new funding opportunities. The following funding options could benefit the City of Umatilla:</p> <p>Traditional Tax and Exactions-Based Funding Resources</p> <ul style="list-style-type: none"> • General or Operating Fund <ul style="list-style-type: none"> ▪ Property Tax <p>Development Funding</p> <ul style="list-style-type: none"> • Development Impact Fees • Local Improvement Districts <p>Traditional Parks and Recreation Earned Revenue Resources</p> <ul style="list-style-type: none"> • Fees and Charges <ul style="list-style-type: none"> ▪ Registration Fees ▪ Ticket Sales/Admissions <p>Alternative Parks and Recreation Operations and Capital Development Funding Sources</p> <ul style="list-style-type: none"> • Loan Mechanisms <ul style="list-style-type: none"> ▪ Full Faith and Credit Bonds ▪ General Obligation Bonds ▪ Revenue Bonds ▪ Special Assessment Bonds <p>Alternative Service Delivery and Funding Structures</p> <ul style="list-style-type: none"> • Annual Appropriation/Leasehold Financing • Inter-local Agreements <p>Partnership Opportunities</p> <ul style="list-style-type: none"> • School Districts • Medical Centers or Hospitals • Kiwanis, Optimists, VFWs, Elks, Rotary, and other service and civic organizations • Chamber of Commerce • Youth Sports Associations • Adult Sports Associations • Neighboring counties/communities • Private alternative providers • Churches • Professional Sports Teams/Organizations • Community Resources • Advertising Sales • Corporate Sponsorships • Fundraising 	\$0	Staff Time	Short-Term Ongoing

<ul style="list-style-type: none"> • Crowdfunding • Grants • Facilities and Equipment Grants • Matching Grants • Planning Grants • Private Grant and Philanthropic Agencies • Program or Support Grants • Land and Water Conservation Fund • Naming Rights • Philanthropic • Foundation/Gifts • Volunteer Programs/In-Kind Services • Raffling <p>Community Service Fees and Assessments</p> <ul style="list-style-type: none"> • Capital Improvement Fees • Development Surcharge/Fee • Dog Park Fees • Equipment Rental • Flexible Fee Strategies • Franchise Fee on Cable • Real Estate Transfer – Tax/Assessment/Fee • Room Overrides on Hotels for Sports Tournaments and Special Events • Security and Clean-Up Fees • Signage Fees <p>Contractual Services</p> <ul style="list-style-type: none"> • Cell Towers and Wi-Fi • Concession Management • Merchandising Sales or Services • Private Concessionaires <p>Permits, Licensing Rights and Use of Collateral Assets</p> <ul style="list-style-type: none"> • Agricultural Leases • Booth Lease Space • Filming Rights • Land Swaps • Special Use Permits • Surplus Sale of Equipment by Auction 	<p>\$0</p>	<p>Staff Time</p>	<p>Short-Term Ongoing</p>
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Enterprise Funds			
<p>Cost Saving Measures</p> <ul style="list-style-type: none"> • Change Maintenance Standards/Practices • Contract Re-negotiate or Re-bid • Cost Avoidance • Greening Trends • Green Practices <p>Oregon State Marine Board (OSMB)</p>	\$0	Staff Time	Short-Term Ongoing
4.2.b Seek increased General Fund allocations to address recommendations from the Master Park Plan.	\$0	Staff Time	Short-Term Ongoing
4.2.c Continue to pursue grant opportunities and philanthropic donations.	\$0	Staff Time	Mid-Term
4.2.d The Department should work with the Oregon State Marine Board (OSMB) to obtain grants and funding for Water and Boating relating programs and facility enhancements. The OSMD Boating Facilities Program administers four grant programs: Waterway Access Grants (WAG), Boating Facility Grants (BFG), Small Grants, and Maintenance Assistance Program (MAP) grants.	\$0	Staff Time	Long-Term
Objective 4.3: Explore opportunities to increase sponsorships			
Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
4.3.a Explore additional sponsorship opportunities and build on existing successful sponsorships.	\$0	Staff Time	Ongoing
4.3.b Ensure that all existing and future sponsorships are accurately portrayed in signed sponsorship agreements.	\$0	Staff Time	Short-Term

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Appendix A: GRASP® Level of Service Analysis

A. Brief History of Level of Service Analysis

Many have looked for ways to benchmark and standardize the acreage, quantity of ballfields, pools, playgrounds; a community should have to help standardize parks and recreation planning. In 1906 the fledgling “Playground Association of America” called for playground space equal to 30 square feet per child. In the 1970s and early 1980s, the first detailed published works on these topics began emerging (Gold, 1973, Lancaster, 1983). In time “rule of thumb” ratios emerged with 10 acres of parklands per thousand, becoming the most widely accepted norm. Other normative guides also have been cited as traditional standards but have been less widely accepted. In 1983, Roger Lancaster compiled a book called “Recreation, Park and Open Space Standards and Guidelines,” published by the National Park and Recreation Association (NRPA). In this publication, Mr. Lancaster centered on a recommendation “that a park system, at minimum, be composed of a core system of parklands, with a total of 6.25 to 10.5 acres of developed open space per 1,000 population (Lancaster, 1983, p. 56). The guidelines went further to make recommendations regarding an appropriate mix of park types, sizes, service areas, and acreages, and standards regarding the number of available recreational facilities per thousand population. While published by NRPA, the table became widely known as “the NRPA standards,” but these were never formally adopted for use by NRPA. Since that time, various publications have updated and expanded upon possible “standards,” several of which have been published by NRPA. Many of these publications did a benchmark and other normative research to determine what an “average LOS” should be. NRPA and American Academy for Park and Recreation Administration, as organizations, have focused on accreditation standards for agencies, which are less directed towards outputs, outcomes, and performance and more on planning, organizational structure, and management processes. The popularly referred to “NRPA standards” for LOS, as such, do not exist.

Perspectives used in conjunction with other assessment tools such as community needs surveys and a public input process to determine if current levels of service are appropriate in a given location. Plans provide similar levels of service to new, developing neighborhoods. Or it may be determined that different Levels of Service are adequate or suitable. Therefore a new set of criteria may be utilized that differs from existing community patterns to reflect these distinctions.

It is critical to realize that any standards can be valuable when referenced as “norms” for capacity, but not necessarily as the target standards for which a community should strive. Each agency is different, and many factors are not addressed by the criteria above. For example:

- Does “developed acreage” include golf courses”? What about indoor and passive facilities?
- What are the standards for skateparks? Ice Arenas? Public Art? Etc.?
- What if it’s an urban land-locked community? What if it’s a small town surrounded by open Federal lands?
- What about quality and condition? What if there’s a bunch of ballfields, but they are not maintained?
- And many other questions.

B. GRASP® Glossary

Buffer:	See catchment area
Catchment area:	A circular map overlay that radiates outward in all directions from an asset and represents a reasonable travel distance from the edge of the circle to the asset. Used to indicate access to an asset in a level of service assessment
Component:	An amenity such as a playground, picnic shelter, basketball court, or athletic field that allows people to exercise, socialize, and maintain a healthy physical, mental, and social wellbeing
Geo-Referenced	Amenities Standards Process® (GRASP®): a proprietary composite-values methodology that takes quality and functionality of assets and amenities into account in a level of service assessment
GRASP® Level of service (LOS):	The extent to which a recreation system provides community access to recreational assets and amenities
GRASP®-IT audit tool:	An instrument developed for assessing the quality and other characteristics of parks, trails, and other public lands and facilities. The tested, reliable, and valid tool used to conduct inventories of more than 125 park systems nationwide.
Low-score component:	A component given a GRASP® score of “1” or “0” as it fails to meet expectations
Lower-service area:	An area of a city that has some GRASP® level of service but falls below the minimum standard threshold for the overall level of service
Modifier:	A basic site amenity that supports users during a visit to a park or recreation site, to include elements such as restrooms, shade, parking, drinking fountains, seating, BBQ grills, security lighting, and bicycle racks, among others
No-service area:	An area of a city with no GRASP® level of service
Perspective:	A perspective is a map or data quantification, such as a table or chart, produced using the GRASP® methodology that helps illustrate how recreational assets serve a community
Radius:	See catchment area
Recreational connectivity:	The extent to which community recreational resources are transitionally linked and allowing for easy and enjoyable travel between them.
Recreational trail:	A recreation trail can be a soft or hard-surfaced off-street path that promotes active or passive movement through parklands or natural areas. Recreational trails are typically planned and managed by parks and recreation professionals or departments.
Service area:	All or part of a catchment area ascribed a particular GRASP® score that reflects the level of service provided by a specific recreational asset, a set of assets, or an entire recreation system
Threshold:	A minimum level of service standard typically determined based on community expectations

Trail:	Any off-street or on-street connection dedicated to pedestrian, bicycle, or other non-motorized users
Trail network:	A trail network is a functional and connected part of a trail system within which major barrier crossings, including such things as crosswalks, pedestrian underpasses, or bridges. Different networks are separate from other trail networks by missing trail connections or by such barriers as roadways, rivers, or railroad tracks.
Trail system:	All trails in a community that serve pedestrian, bicycle, and alternative transportation users for purposes of both recreation and transportation
Transportation trail:	A transportation trail is a hard surface trail, such as a city sidewalk, intended for traveling from one place to another in a community or region. These trails typically run outside of parklands and are managed by Public Works or another city utility department.

C. GRASP® Components and Definitions

GRASP® Outdoor Component Type	Definition
Adventure Course	An area designated for activities such as ropes courses, zip-lines, challenge courses. The type specified in the comments.
Amusement Ride	Carousel, train, go-carts, bumper cars, or other ride-upon features. The ride has an operator and controlled access.
Aquatics, Complex	An aquatic complex has at least one immersion pool and other features intended for aquatic recreation.
Aquatics, Lap Pool	A human-made basin designed for people to immerse themselves in water and intended for swimming laps.
Aquatics, Leisure Pool	A human-made basin designed for people to immerse themselves in water and intended for leisure water activities. May include zero-depth entry, slides, and spray features.
Aquatics, Spray Pad	A water play feature without immersion intended for interaction with moving water.
Aquatics, Therapy Pool	A therapy pool is a temperature-controlled pool intended for rehabilitation and therapy.
Basketball Court	A dedicated full-sized outdoor court with two goals.
Basketball, Practice	A basketball goal for half-court play or practice that includes goals in spaces associated with other uses.
Batting Cage	A batting cage is a stand-alone facility that has pitching machines and restricted entry.
Bike Complex	A bike complex accommodates various bike skills activities with multiple features or skill areas.
Bike Course	A designated area for non-motorized bicycle use, constructed of concrete, wood, or compacted earth. May include a pump track, velodrome, skills course.

Camping, Defined	Defined campsites may include a variety of facilities such as restrooms, picnic tables, water supply. Use the official agency count for quantity if available.
Camping, Undefined	Indicates allowance for users to stay overnight in the outdoors in undefined sites. Undefined camping receives a quantity of one for each park or location. Use this component when the number of campsites is not available or for dispersed camping.
Climbing, Designated	A designated natural or human-made facility provided or managed by an agency for recreation climbing not limited to play.
Climbing, General	Indicates allowance for users to participate in a climbing activity. Use a quantity of one for each park or other location.
Concession	A facility used for the selling, rental, or other provision of goods and services to the public.
Diamond Field	Softball and baseball fields, suitable for organized diamond sports games. Not specific to size or age-appropriateness.
Diamond Field, Complex	Many diamond fields at a single location suitable for tournaments.
Diamond Field, Practice	An open or grassy area used for the practice of diamond sports. Distinguished from the diamond field, it doesn't lend itself to organized diamond sports games and from open turf by the presence of a backstop.
Disc Golf	A designated area for disc golf. Quantities: 18 hole course = 1; 9 hole course = .5
Dog Park	An area explicitly designated as an off-leash area for dogs and their guardians.
Educational Experience	Signs, structures, or features that provide an educational, cultural, or historical experience. Assign a quantity of one for each contiguous site. Distinguished from public art by the presence of interpretive signs or other information.
Equestrian Facility	An area designated for equestrian use, typically applied to facilities other than trails.
Event Space	A designated area or facility for an outdoor class, performance, or special event, including an amphitheater, bandshell, stage.
Fitness Course	Features intended for personal fitness activities. A course receives a quantity of one for each complete grouping.
Game Court	Outdoor court designed for a game other than tennis, basketball, volleyball, as distinguished from a multi-use pad, including bocce, shuffleboard, lawn bowling. The type specified in the comments. Quantity counted per court.
Garden, Community	A garden area that provides community members a place to have a personal vegetable or flower garden.
Garden, Display	It is a garden area designed and maintained to provide a focal point or destination, including a rose garden, fern garden, native plant garden, wildlife/habitat garden, and an arboretum.
Golf	A course designed and intended for the sport of golf. Counted per 18 holes. Quantities: 18 hole course = 1; 9 hole course = .5

Golf, Miniature	A course designed and intended as a multi-hole golf putting game.
Golf, Practice	An area designated for golf practice or lessons, including driving ranges and putting greens.
Horseshoe Court	A designated area for the game of horseshoes, including permanent pits of regulation length. Quantity counted per court.
Horseshoes Complex	Several regulation horseshoe courts in a single location suitable for tournaments.
Ice Hockey	Regulation size outdoor rink explicitly built for ice hockey games and practice. General ice skating included in "Winter Sport."
Inline Hockey	Regulation size outdoor rink built specifically for inline hockey games and practice.
Loop Walk	Opportunity to complete a circuit on foot or by non-motorized travel mode. Suitable for use as an exercise circuit or leisure walking. Quantity of one for each park or other location unless more than one distinct course is present.
Multi-Use Pad	A painted area with games such as hopscotch, 4 square, tetherball found in schoolyards. As distinguished from "Games Court," which is typically single-use.
Natural Area	Describes an area in a park that contains plants and landforms that are remnants of or replicate undisturbed native regions of the local ecology. It can include grasslands, woodlands, and wetlands.
Open Turf	A grassy area that is not suitable for programmed field sports due to size, slope, location, or physical obstructions. It may be used for games of catch, tag, or other informal play and uses that require an open grassy area.
Other	An active or passive component that does not fall under another definition. Specified in comments.
Passive Node	It is designed to create a pause or particular focus within a park and includes seating areas, plazas, overlooks not intended for programmed use.
Pickleball Court	A designated court designed primarily for pickleball play.
Picnic Ground	A designated area with a grouping of picnic tables suitable for organized picnic activities. Account for individual picnic tables as Comfort and Convenience modifiers.
Playground, Destination	A destination playground attracts families from the entire community. Typically has restrooms and parking on-site. May include special features like a climbing wall, spray feature, or adventure play.
Playground, Local	A playground serves the needs of the surrounding neighborhood. Includes developed playgrounds and designated nature play areas. Park generally does not have restrooms or on-site parking.
Public Art	Any art installation on public property. Art receives a quantity of one for each contiguous site.
Rectangular Field Complex	Several rectangular fields in a single location suitable for tournament use.

Rectangular Field, Large	Describes a specific field large enough to host one adult rectangular field sports game such as soccer, football, lacrosse, rugby, and field hockey. The approximate field size is 180' x 300' (60 x 100 yards). The field may have goals and lines specific to an individual sport that may change with the permitted use.
Rectangular Field, Multiple	Describes an area large enough to host one adult rectangular field sports game and a minimum of one other event/game, but with an undetermined number of actual fields. This category describes a large open grassy area arranged in any manner of configurations for any number of rectangular field sports. Sports may include but are not limited to: soccer, football, lacrosse, rugby, and field hockey. The field may have goals and lines specific to an individual sport that may change with the permitted use.
Rectangular Field, Small	Describes a specific field too small to host a regulation adult rectangular field sports game but accommodates at least one youth field sports game. Sports may include but are not limited to: soccer, football, lacrosse, rugby, and field hockey. A field may have goals and lines specific to a particular sport that may change with a permitted use.
Shelter, Large	A shade shelter or pavilion large enough to accommodate a group picnic or other event for a minimum of 13 seated. Address lack of seating in scoring.
Shelter, Small	A shade shelter, large enough to accommodate a family picnic or other event for approximately 4-12 persons with seating for a minimum of 4. Covered benches for seating up to 4 people included as a modifier in comfort and convenience scoring and should not be included here.
Skate Feature	A stand-alone feature primarily for wheel sports such as skateboarding, inline skating. The component may or may not allow freestyle biking. It may be associated with a playground but is not part of it. Categorize dedicated bike facilities as Bike Course.
Skate Park	An area set aside primarily for wheel sports such as skateboarding, inline skating. The park may or may not allow freestyle biking. May be specific to one user group or allow for several user types. It can accommodate multiple abilities. Typically has a variety of concrete or modular features.
Target Range	A designated area for practice or competitive target activities. The type specified, such as archery or firearms, in comments.
Tennis Complex	Multiple regulation courts in a single location with amenities suitable for tournament use.
Tennis Court	One standard regulation court is suitable for recreation or competitive play. Quick Start or other non-standard types specified in comments.
Tennis, Practice Wall	A wall intended for practicing tennis.
Track, Athletic	A multi-lane, regulation-sized running track appropriate for track and field events.
Trail, Multi-Use	A trail, paved or unpaved, is separated from the road and provides recreational opportunities or connection to walkers, bikers, rollerbladers, and equestrian users. Paths that make a circuit within a single site are Loop Walks.

Trail, Primitive	A path, unpaved, located within a park or natural area that provides recreational opportunities or connections to users. Minimal surface improvements that may or may not meet accessibility standards.
Trail, Water	A river, stream, canal, or other waterway used as a trail for floating, paddling, or other watercraft.
Trailhead	A designated staging area at a trail access point may include restrooms, an information kiosk, parking, drinking water, trash receptacles, and seating.
Volleyball Court	One full-sized court. May be hard or soft surface, including grass and sand. May have permanent or portable posts and nets.
Wall Ball Court	Walled courts associated with sports such as handball and racquetball. The type specified in the comments.
Water Access, Developed	A developed water access point includes docks, piers, kayak courses, boat ramps, fishing facilities. Specified in comments, including quantity for each unique type.
Water Access, General	Measures a user's general ability to access the edge of open water. May include undeveloped shoreline. Typically receives a quantity of one for each contiguous site.
Water Feature	This passive water-based amenity provides a visual focal point that includes fountains and waterfalls.
Water, Open	A water body such as a pond, stream, river, wetland with open water, lake, or reservoir.
Winter Sport	An area designated for a winter sport or activity such as a downhill ski area, nordic ski area, sledding hill, toboggan run, recreational ice. The type specified in the comments.

GRASP® Indoor Component Type	Definition
Arts and Crafts	A room with a non-carpeted floor, built-in storage for materials, and a sink. Often adjacent to a kiln room.
Auditorium/Theater	A large room explicitly designed as a performance/lecture space that includes a built-in stage, seating and can accommodate stage lighting and sound amplification.
Childcare/Preschool	A room or space with built-in secure entry and cabinets, a small toilet, designated outdoor play area. Intended for short-term child watch or half or full-day preschool use.
Fitness/Dance	A room with resilient flooring and mirrors.
Food- Counter Service	Staffed food service with a commercial kitchen and no waiter services.
Food- Full Service	Staffed food service with a commercial kitchen and dining room with waiter services.
Food- Vending	A non-staffed area with vending machines or self-service food options.
Gallery/Exhibits	A space intended for the display of art, interpretive information, or another type of exhibit. Typically has adequate lighting, open wall space, and room for circulation.
Sport Court	An active recreation space such as a gymnasium that can accommodate basketball, volleyball, or other indoor court sports with one or more courts designated in quantity.
Track, Indoor	Course with painted lanes, banked corners, resilient surface, and marked distances suitable for exercise walking, jogging, or running.
Kitchen- Kitchenette	Area for preparing, warming, or serving food.
Kitchen- Commercial	A kitchen meeting local codes for commercial food preparation.
Lobby/Entryway	An area at the entry of a building intended for sitting and waiting or relaxing.
Multi-Purpose Room	A multi-purpose room can host a variety of activities, including events, classes, meetings, banquets, medical, or therapeutic uses. It also includes rooms or areas designated or intended as games rooms, libraries, or lounges. Rooms may be dividable.
Patio/Outdoor Seating	Outdoor space or seating area designed to be used exclusively in conjunction with indoor space and primarily accessed through an indoor space.
Retail/Pro-shop	An area for retail sales of sporting equipment, gifts. Typically has direct access from outdoors and can be secured separately from the rest of a building or facility.
Sauna/Steam Room	A facility with built-in seating and a heat source intended for heat therapy. May be steam or dry heat.
Specialty Services	Any specialty services available at an indoor location.
Specialty Training	Any specialty training available at an indoor location that includes gymnastics and circuit training.
Weight/Cardio Equipment	A room or area with weight and cardio equipment, resilient or anti-bacterial flooring, adequate ventilation, and ceiling heights appropriate for high-intensity workouts.
Woodshop	A room with wood-working equipment that contains an adequate power supply and ventilation.
Note: Include any component from the outdoor component list as an indoor component	

D. GRASP® (Geo-Referenced Amenities Standards Program)

A new methodology for determining the level of service is appropriate to address these and other relevant questions. The composite-values methods are applied in communities across the nation to provide a better way of measuring and portraying the service provided by parks and recreation systems. Primary research and development on this methodology were funded jointly by GreenPlay, LLC, a management consulting firm for parks, open space, related agencies, Design Concepts, a landscape architecture, planning firm, and Geowest a spatial information management firm. The trademarked name for the composite-values methodology process that these three firms use is called GRASP® (Geo-Referenced Amenities Standards Program). For this methodology, capacity is only part of the LOS equation. Consider other factors, including quality, condition, location, comfort, convenience, and ambiance.

Parks, trails, recreation, and open space are part of an overall infrastructure for a community made up of various components, such as playgrounds, multi-purpose fields, passive-areas. Explanations and characteristics listed above affect the amount of service provided by the parts of the system follow.

- Quality – The service provided by anything, whether it is a playground, soccer field, or swimming pool, is determined in part by its quality. A playground with various features, such as climbers, slides, and swings, provides a higher degree of service than one with nothing but an old teeter-totter and some “monkey-bars.”
- Condition – The condition of a component within the park system also affects the amount of service it provides. A playground in disrepair with unsafe equipment does not offer the same function as one in good condition. Similarly, a soccer field with a smooth surface of well-maintained grass certainly provides more service than one full of weeds, ruts, and other hazards.
- Location – To be served by something, you need to be able to get to it. The typical park playground is of more service to people who live within easy reach than someone living across town. Therefore, service is dependent upon proximity and access.
- Comfort and Convenience – The service provided by a component, such as a playground, is increased by having amenities such as shade, seating, and a restroom nearby. Comfort enhances the experience of using a component. Convenience encourages people to use an element, which increased the amount of service that it offers. Easy access and the availability of trash receptacles, bike rack, or nearby parking are examples of conveniences that enhance the service provided by a component.
- Design and Ambience – Simple observation proves that places that “feel” right attract people. A sense of safety and security, pleasant surroundings, attractive views, and a sense of place impact ambiance. A well-designed park is preferable to a poorly designed one, enhancing the degree of service provided by the components within it.

This methodology records the geographic location of components and the capacity and the quantity of each element. Also, it uses comfort, convenience, and ambiance as characteristics that are part of the context and setting of a component. They are not characteristics of the element itself, but they enhance the value when they exist in proximity to a component.

By combining and analyzing each component's composite values, it is possible to measure the service provided by a parks and recreation system from various perspectives and for any given location. Typically, this begins with a decision on “relevant components” for the analysis, collecting an accurate inventory of those components. Maps and tables represent the results of the GRASP® analysis.

An analytical technique known as GRASP® (Geo-Referenced Amenities Standard Process) was used to analyze the level of service provided by assets. This proprietary process, used exclusively by GreenPlay, yields analytical maps and data that may be used to examine access to recreation across a study area.

E. Composite-Values Level of Service Analysis Methodology

Analysis of the existing parks, open space, trails, and recreation systems determines how the systems serve the public. Level of Service (LOS) in master plans defines the capacity of components and facilities that make up the system to meet the public's needs in terms of the size or quantity of a given facility per capita.

Level of Service (LOS) measures how parks, open spaces, trails, and facilities serve the community. They may be used to benchmark current conditions and to direct future planning efforts.

Why Level of Service?

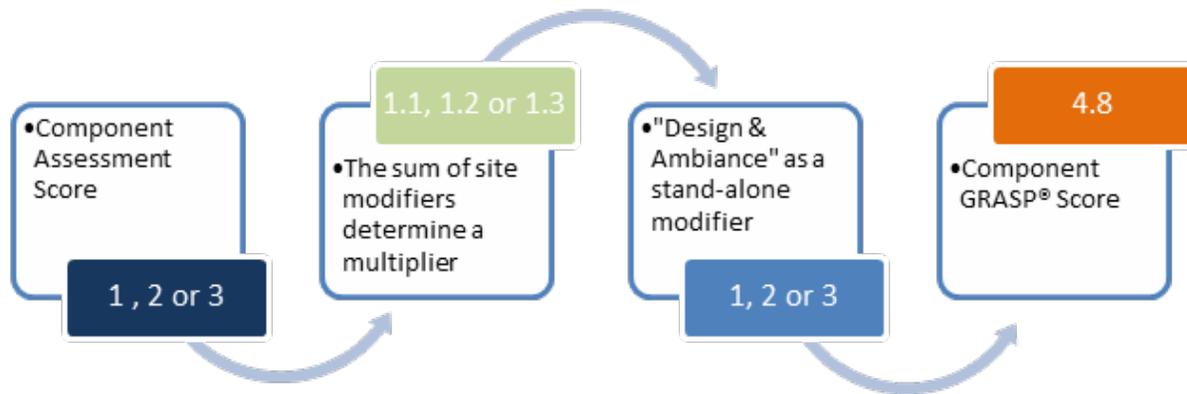
LOS indicates the ability of people to connect with nature and pursue active lifestyles. It can have implications for health and wellness, the local economy, and the quality of life. Further, LOS for a park and recreation system tends to reflect community values. It is often representative of people's connection to their communities and lifestyles focused on outdoor recreation and healthy living.

Analyses of the existing parks, open space, trails, and recreation systems determine how the systems serve the public and the capacity of the various components and facilities to meet the people's needs.

GRASP® Score

Each park or recreation location, along with all on-site components, has been assigned a GRASP® Score. The GRASP® Score accounts for the assessment score, available modifiers, and the park's design and ambiance. The following illustration shows this relationship. A basic algorithm calculates scoring totals, accounting for both component and modifier scores, every park, and facility in the inventory. The resulting ratings reflect the overall value of that site. Scores for each inventory site and its components may be found in the GRASP® Inventory Atlas, a supplemental document.

GRASP® Score Calculation



Catchment Areas

Catchment areas, also called buffers, radii, or service area, are drawn around each component. The GRASP® Score for that component is then applied to that buffer and overlapped with all other component catchment areas. This process yields the data used to create perspective maps and analytical charts.

Types of Perspectives

The LOS offered by a park or other feature is a function of two main variables: what is available at a specific location and how easy it is for a user to get to it. The inventory performed with the GRASP®-IT tool provides a detailed accounting of what is available at any given location, and GIS analysis uses the data to measure its accessibility to residents. People use various ways to reach a recreation destination: on foot, on a bike, in a car, via public transportation, or some combination. In GRASP® Perspectives, this variability is accounted for by analyzing multiple travel distances (referred to as catchment areas). These service areas produce two distinct types of Perspectives for examining the park system:

1. Neighborhood Access
2. Walkable Access

A Neighborhood Access perspective uses a travel distance of one mile to the inventory. It is assumed to be a suitable distance for a bike ride or short drive in a car or a longer walk. This catchment captures users traveling from home or elsewhere to a park or facility via a bike, bus, or automobile.

A Walkable Access perspective uses a shorter catchment distance intended to capture users within a ten to fifteen-minute walk. See appendix for further discussion on walkability standards.

For each perspective, combining the service area for each component, including the assigned GRASP® value into one overlay, creates a shaded map representing the cumulative value of all features.

GRASP® Level of Service perspectives use overlapping catchment areas to yield a “heat map” that provides a LOS measurement for any location within a study area. Orange shades represent the variation in LOS values across the map.



Assumptions

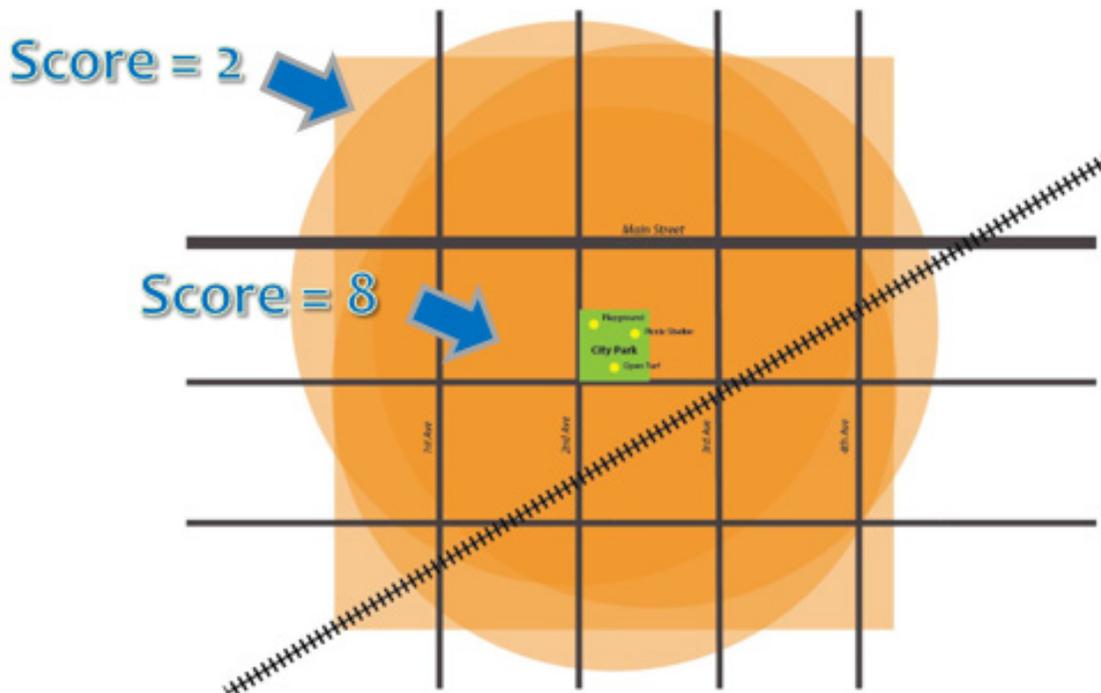
1. Proximity relates to access. A feature within a specified distance of a given location is considered “accessible” from that location. “Access” in this analysis does not refer to access as defined in the Americans with Disabilities Act (ADA).
2. Neighborhood access relates to one-mile proximity, a reasonable distance for a car drive, or by bicycle.
3. Walkable access relates to ½-mile proximity, a reasonable ten-minute walk.
4. Walkable access is affected by barriers, obstacles to free, and comfortable foot travel.
5. The LOS value of a map point is the cumulative value of all features accessible at that location.

Perspectives

Maps and data produced using the GRASP® methodology are known as perspectives—each perspective model service across the study area. The system can be further analyzed to derive statistical information about service in a variety of ways. Maps are utilized along with tables and charts to provide benchmarks or insights a community may use to determine its success in delivering services.

Plotting service areas for multiple components on a map produces a picture representing the cumulative level of service provided by that set of elements in a geographic area.

This example graphic illustrates the GRASP® process, assuming all three components and the park boundary itself, is scored a “2”. The overlap of their service areas yields higher or lower overall scores for different study areas.



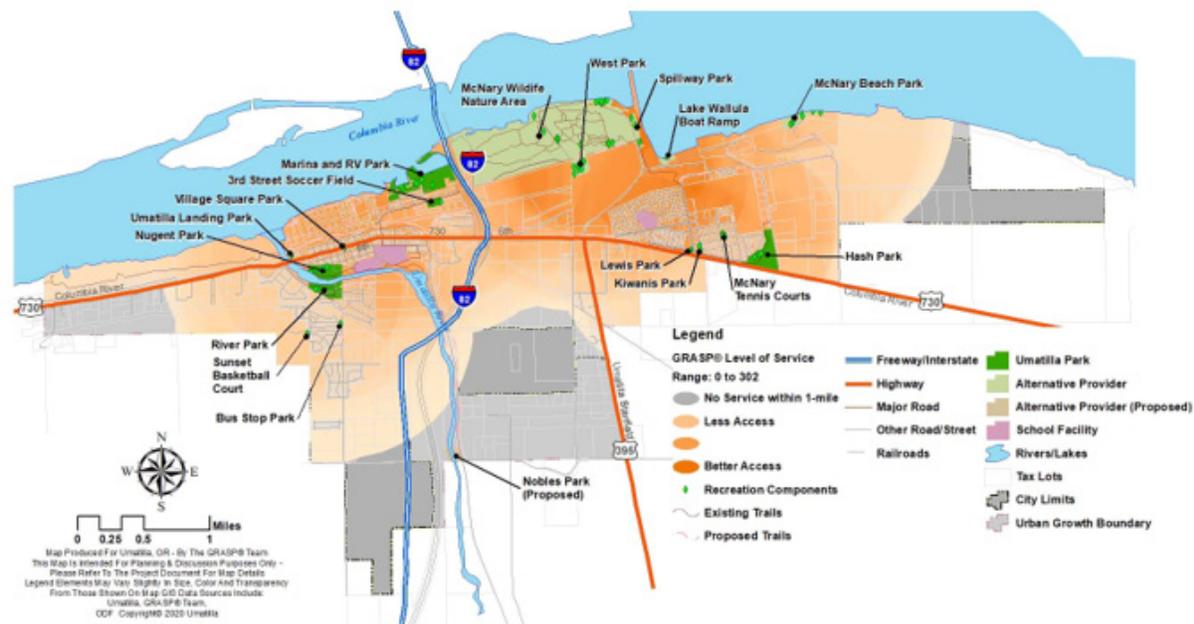
On a map, darker shades result from the overlap of multiple service areas. They indicate areas served by more or higher quality components. For any given spot, there is a GRASP® Value for that reflects cumulative scoring for nearby assets. Figure A, above, provides an example.

Umatilla GRASP® Analysis

Neighborhood Access to Outdoor Recreation

A series of "heat maps" were created to examine neighborhood access to recreation opportunities. All outdoor recreation providers account for the level of service values. Darker gradient areas on the images indicate more and higher quality recreation assets. In general, these images also show that Umatilla has a fair distribution of parks and facilities related to current residential development. Gray regions indicate that recreation opportunities are beyond a one-mile service area.

Neighborhood Access to Outdoor Recreation



Pedestrian Barriers

Walkability barriers "cut-off" service areas where applicable. Different colors represent different zones

Environmental barriers can limit walkability. The LOS in this analysis has been "cut-off" by identified barriers where applicable.

Pedestrian barriers in Umatilla, such as major streets, highways, and rivers, significantly impact the analysis. Zones created by identified barriers, displayed as dark red lines, serve as discrete areas accessible without crossing a major street or another obstacle. Green parcels represent parks and open spaces; pink plots indicate schools.

The analysis shows the LOS available across Umatilla, based on a ten-minute walk. Darker gradient areas on the images indicate higher quality recreation assets available based on a half-mile service area. Gray areas on these maps suggest that recreation opportunities are beyond a ten-minute walk. In general, these images show that Umatilla has an excellent distribution of parks.

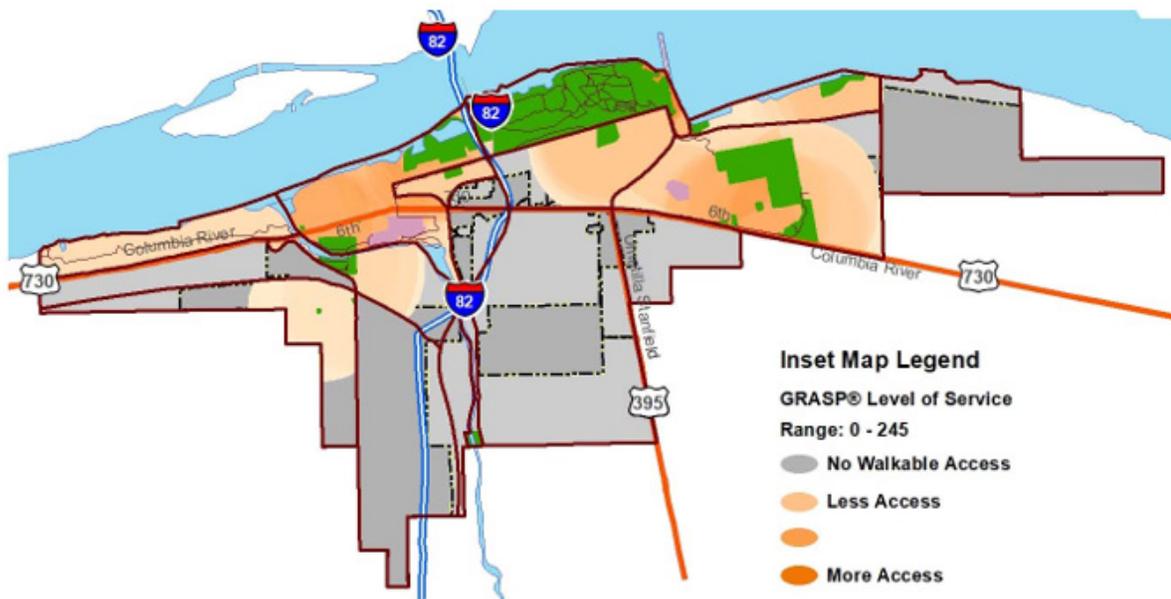


The orange shading in the map allows for a quick understanding of LOS distribution across the City. Showing where LOS is adequate or inadequate is an advantage of using GIS analysis. Typically, GRASP® analysis uses the equivalent of 3 to 4 components and access to a trail. This target seems appropriate in Umatilla and would essentially be access to Kiwanis Park and a trail.

Walkable Access To Recreation

Walkability analysis measures access to recreation by walking. One-half-mile catchment radii have been placed around each component and shaded according to the GRASP® score. Scores are doubled within this catchment to reflect the added value of walkable proximity, allowing direct comparisons between neighborhood access and walkable access.

Walkable access to outdoor recreation opportunities



More on Utilizing GRASP® Perspectives

GRASP® perspectives evaluate the level of service throughout a community from various points of view. Their purpose is to reveal possible gaps in service and provide a metric to understand a recreation system. However, it is not necessarily beneficial for all community parts to score equally in the analyses. Desired Level of Service for a location should depend on the type of service, the place's characteristics, and other factors such as community need, population growth forecasts, and land use issues. For example, commercial, institutional, and industrial areas might have lower Levels of Service for parks and recreation opportunities than residential areas. GRASP® perspectives focus attention on gap areas for further scrutiny.

F. Making Justifiable Decisions

GRASP® stores all data generated from the GRASP® evaluation in an electronic database that is then available and owned by the agency for use in various ways. The database tracks facilities and programs and can be used to schedule services, maintenance, and components' replacement. In addition to determining LOS, it can project long-term capital and life-cycle costing needs. All portions of the information are in available standard software and can be produced in various ways for future planning or sharing with the public.

Note that the GRASP® methodology provides accurate LOS and facility inventory information and integrates with other tools to help agencies decide. It is relatively easy to maintain and creates an easily understood graphic depiction of issues. Combined with a needs assessment, public and staff involvement, program, and financial assessment, GRASP® allows an agency to defensibly make recommendations on priorities for ongoing resource allocations along with capital and operational funding.

Addressing Low-Scoring Components

Components whose functionality ranks below expectations are identified and scored with a “one.” Find a list of these as extracted from the inventory dataset below. When raising the score of a component through improvement or replacement, the Level of Service is increased. The following is an outline strategy for addressing the repair/refurbishment/replacement or repurposing of low-functioning components.

- I. Determine why the component is functioning below expectations.
 - Was it poorly conceived in the first place?
 - Is it something that was not needed?
 - Is it the wrong size, type, or configuration?
 - Is it poorly placed or located in a way that conflicts with other activities or detracts from its use?
 - Have the needs changed so that the component is now outdated, obsolete, or no longer needed?
 - Has it been damaged?
 - Has the component's maintenance been deferred or neglected to the point where it no longer functions as intended?
 - Does the component score low because it is not available to the public in a way that meets expectations?
 - Is the component old, outdated, or otherwise dysfunctional but has historical or

sentimental value? For example, an archaic structure such as a stone barbecue grill or other artifacts that are not restorable to their original purpose has historical value.

- II. Depending on the answers from the first step, select a strategy for addressing the low-functioning component:
 - If the need for that type of element in its current location still exists, then the feature should be repaired or replaced to match its original condition as much as possible.
 - Examples of this would be many of the existing shelters that need shingles or roof repairs. Other cases could be playgrounds with old, damaged, or outdated equipment or courts with poor surfacing or missing nets.
 - If the need for that type of component has changed to the point where the original one is no longer suitable, replace it with a new one that fits the current needs.
 - If a component is poorly located or poorly designed to start with, consider relocating, redesigning, or otherwise modifying it.
 - Remove a component because of changing demands unless it can be maintained in good condition without excessive expense or has historical or sentimental value. Inline hockey rinks may fall into this category. If it has been allowed to deteriorate because the community has no desire for inline hockey, repurpose it into some other use.

- III. It is possible that through ongoing public input and as needs and trends evolve, and there is the identification of new demands for existing parks. If there is no room in an existing location for the unique needs, the decision may include removal or repurpose a current component, even if it is quite functional.
 - As tennis's popularity declined and demand for courts dropped off in some communities over recent decades, excellent courts became skate parks or inline rinks. In most cases, this was an interim use, intended to satisfy a short-term need until a decision to either construct a permanent facility or let the fad fade. The need for inline rinks now seems to have diminished. In contrast, temporary skate parks on tennis courts have now had permanent locations of their own. They become more elaborate facilities as skateboarding and other wheel sports have grown in popularity and permanence.
 - One community repurposed a diamond field into a dog park. The diamond is well-suited as a dog park because it is already fenced, and the combination of the skinned infield and natural grass in the outfield where traffic disperses is ideal. In time this facility either becomes a permanent facility or is constructed elsewhere. Or, it could turn out that dog parks fade in popularity are replaced with some other facility that dog owners prefer.

Umatilla System considerations and recommendations:

Park specific recommendations:

- 3rd Street Soccer Field
 - Increase park amenities such as shade shelter and benches
 - Improve turf quality
- Hash Park
 - Add features such as a playground, shelter, and additional athletic fields.
- McNary Tennis Courts
 - Repair the courts, fence, and nets.
 - Relocate playground and replace equipment

- Nugent Park
 - Consider BBQ replacement near the shelter
 - Update park and increase the of standards on playgrounds, picnic shelters, ballfield amenities, etc.
- River Park
 - Develop park further and add components
 - Add access points to the river
- Sunset Basketball Park
 - Repair surfacing
 - Add park amenities such as benches and shade
- Umatilla Landing Park
 - Enhance views of the river
- Village Square Park
 - Complete future event space

G. Level of Service Improvements

Addressing Lower and No Service Areas

One way of using the GRASP® Perspectives is to consider prioritization of identified gap areas. For example, in the walkable access analysis, several regions with low or no service were identified. Further investigations of these areas can help when prioritizing future improvements or recreation opportunities. Future growth or subdivision development may significantly impact future gap areas. Prioritization of improvements may consider multiple factors, including providing maximum impact to the highest number of residents. Social equity factors, such as average household income, could also influence priorities.

Component Inventory and Assessment

Maintaining and improving existing facilities typically ranks very high in public input. Existing features that fall short of expectations should be enhanced to address this concern. Elements have been assessed based on condition and functionality in the inventory phase of this plan. Identify and treat those with low scores, as explained below. The assessment should be updated regularly to assure the upgrade or improvements of components as they are affected by wear and tear over time.

Addressing Low-Scoring Components

Low scoring components are discussed previously

Booster Components

Another way to enhance the level of service is by adding booster components at specific park sites or recreation facilities. These are most effective in low-service areas where parks exist that have space for additional components.

High Demand Components

The survey asks respondents to rank facilities by importance based on those they felt the city needed to add or improve. Consider these high-demand components when adding new elements to the system.

The highest priority for added, expanded, or improved recreation activities listed by survey respondents are:

- a. Aquatics
- b. Shooting Ranges
- c. River/Water Access
- d. Community/Recreation Center
- e. Playgrounds and Splash Pads
- f. Trails
- g. Sports Fields
- h. Community Garden
- i. Outdoor Exercise Equipment

Many of these needs may be addressed by upgrading facilities, retrofitting lesser used assets, and by adding components that could serve as future program opportunities:

Trends in Parks and Recreation

Trends to consider when deciding what to do with low-functioning facilities, or improving existing parks to serve the needs of residents, include things like:

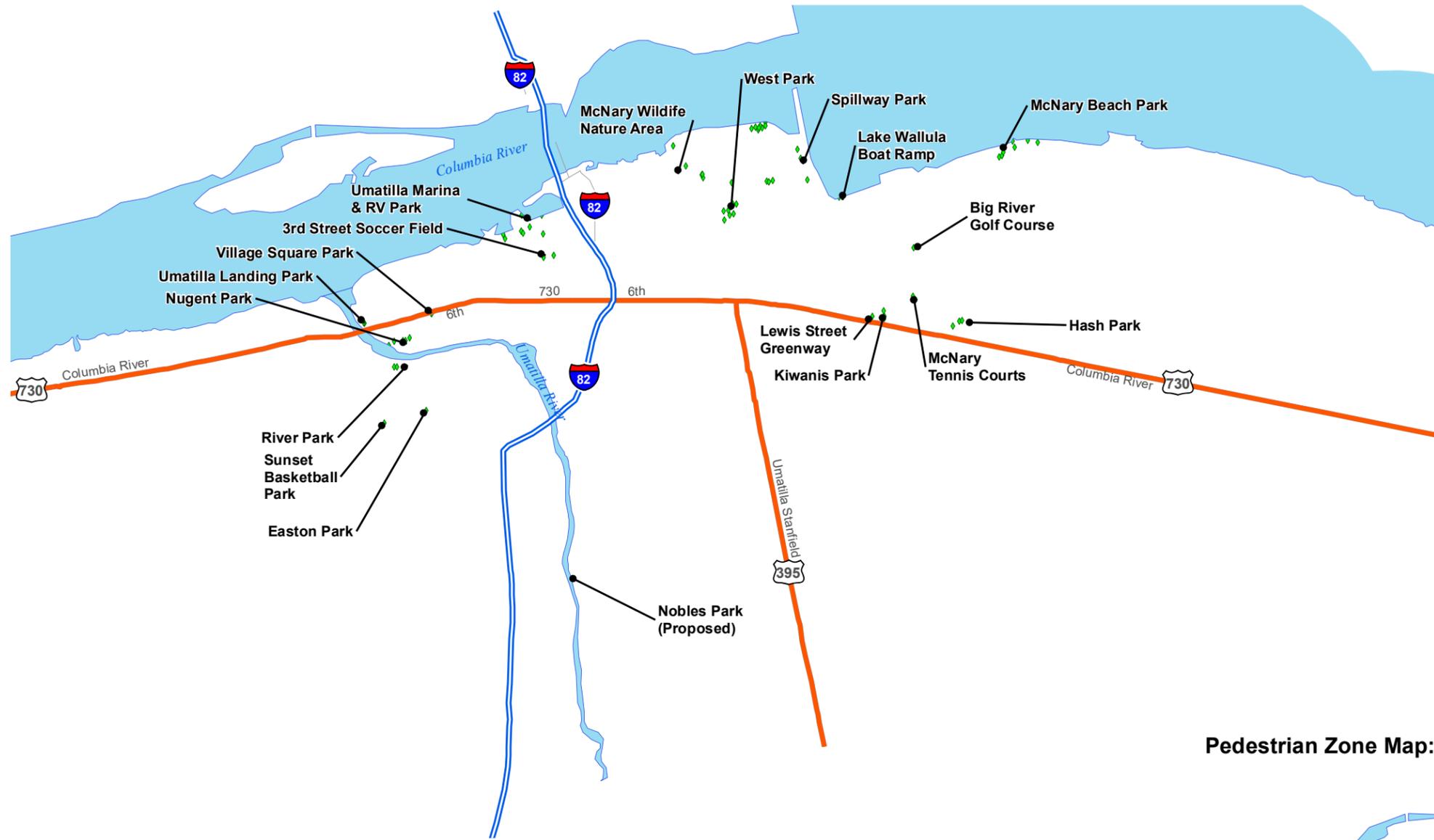
- Dog parks grow in popularity and may be related to an aging demographic in America. “Empty-nesters” may be transferring the attention they once gave to their children, to their pets. It is also a basic form of socializing for people who may have once socialized with other parents in their child’s soccer league. Now that the kids are grown, they enjoy the company of other dog owners at the dog park. And for singles, a dog park is an excellent place to meet people.
- Skateboarding and other wheel sports continue to grow in popularity. Making more parks skateable and distributing skating features throughout the community provides greater access to this activity for younger people who cannot drive to a more extensive centralized skate park.
- A desire for locally-grown food and concerns about health, sustainability, and other issues leads to the development of community food gardens in parks and other public spaces.
- Events in parks, from a neighborhood “movie in the park” to large festivals in regional parks, are growing in popularity to build a sense of community and generate revenues. Providing spaces for these could become a trend.
- Spray grounds are growing in popularity, even in colder climates. An extensive and growing selection of products is raising the bar on expectations and offering new possibilities for creative facilities.
- New types of playgrounds are emerging, including discovery play, nature play, adventure play, and even inter-generational play. Some of these rely upon movable parts, supervised play areas, and other variations from the standard fixed “post and platform” playgrounds found in the typical park across America. These types of nature-based opportunities help connect children and families to the outdoors.
- Integrating nature into parks by creating natural areas is a trend for many reasons. These include a desire to make parks more sustainable and introduce people of all ages to the natural environment.

H. GRASP® Maps

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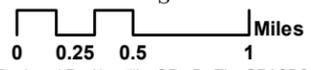
Parks and Recreation System Map

Umatilla, Oregon



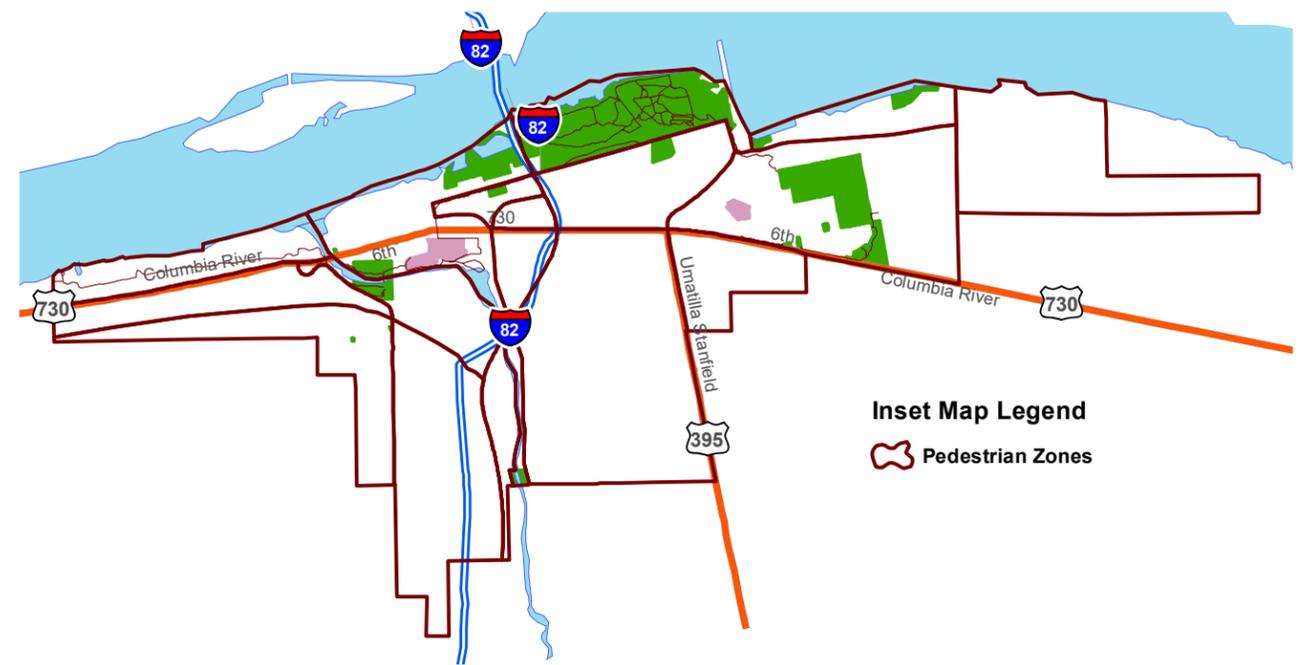
Legend

- ◆ Recreation Components
- Freeway/Interstate
- Umatilla Park
- Existing Trails
- Highway
- Umatilla Golf Course
- Proposed Trails
- Major Road
- Alternative Provider
- Other Road/Street
- Alternative Provider (Proposed)
- Railroads
- School Facility
- Rivers/Lakes
- Tax Lots
- City Limits
- Urban Growth Boundary



Map Produced For Umatilla, OR - By The GRASP® Team
 This Map Is Intended For Planning & Discussion Purposes Only -
 Please Refer To The Project Document For Map Details
 Legend Elements May Vary Slightly In Size, Color And Transparency
 From Those Shown On Map GIS Data Sources Include:
 Umatilla, GRASP® Team,
 Sources: Esri, Airbus DS, USGS, NGA, NASA, CGIAR, N Robinson,
 NCEAS, NLS, OS, NMA, Geodatastyrelsen, Rijkswaterstaat, GSA,
 Geoland, FEMA, Intermap and the GIS user community
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Pedestrian Zone Map:

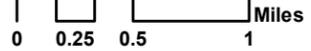
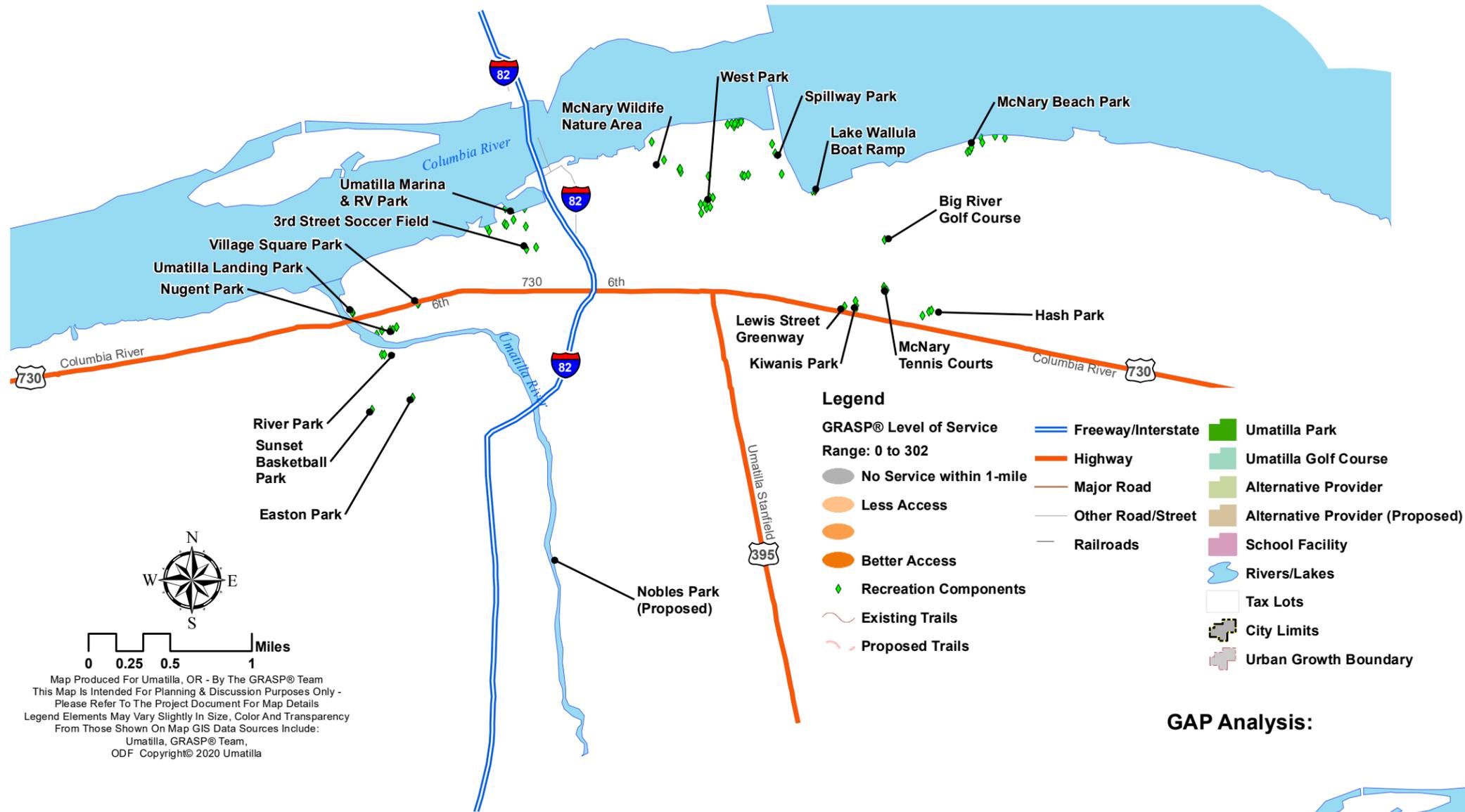


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- Pedestrian Zones

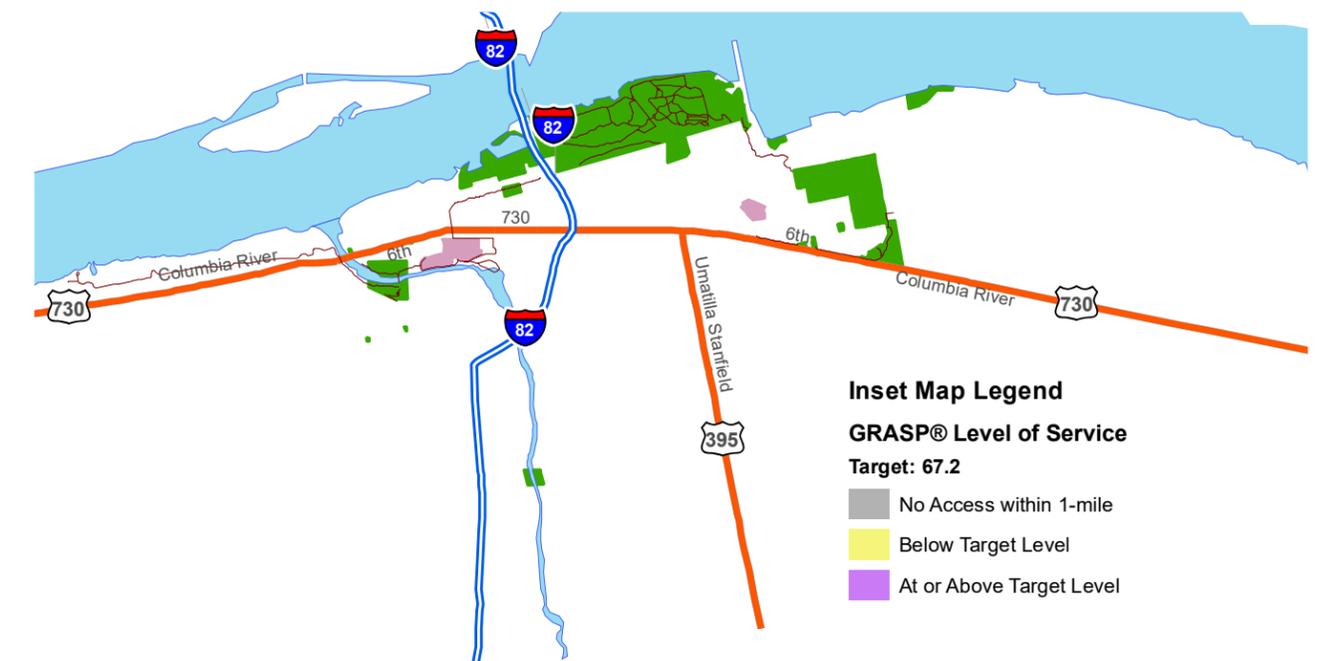
Neighborhood Access to Outdoor Recreation Opportunities

Umatilla, Oregon



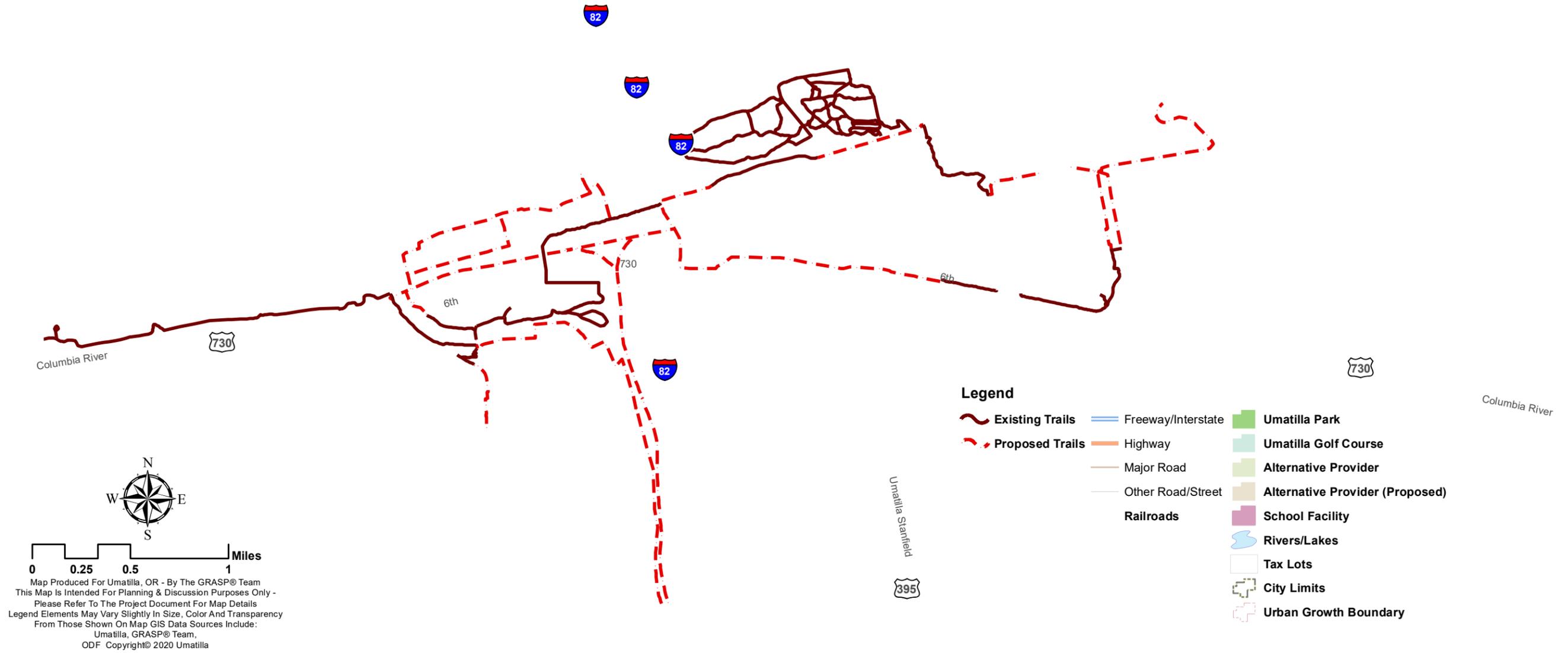
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GAP Analysis:



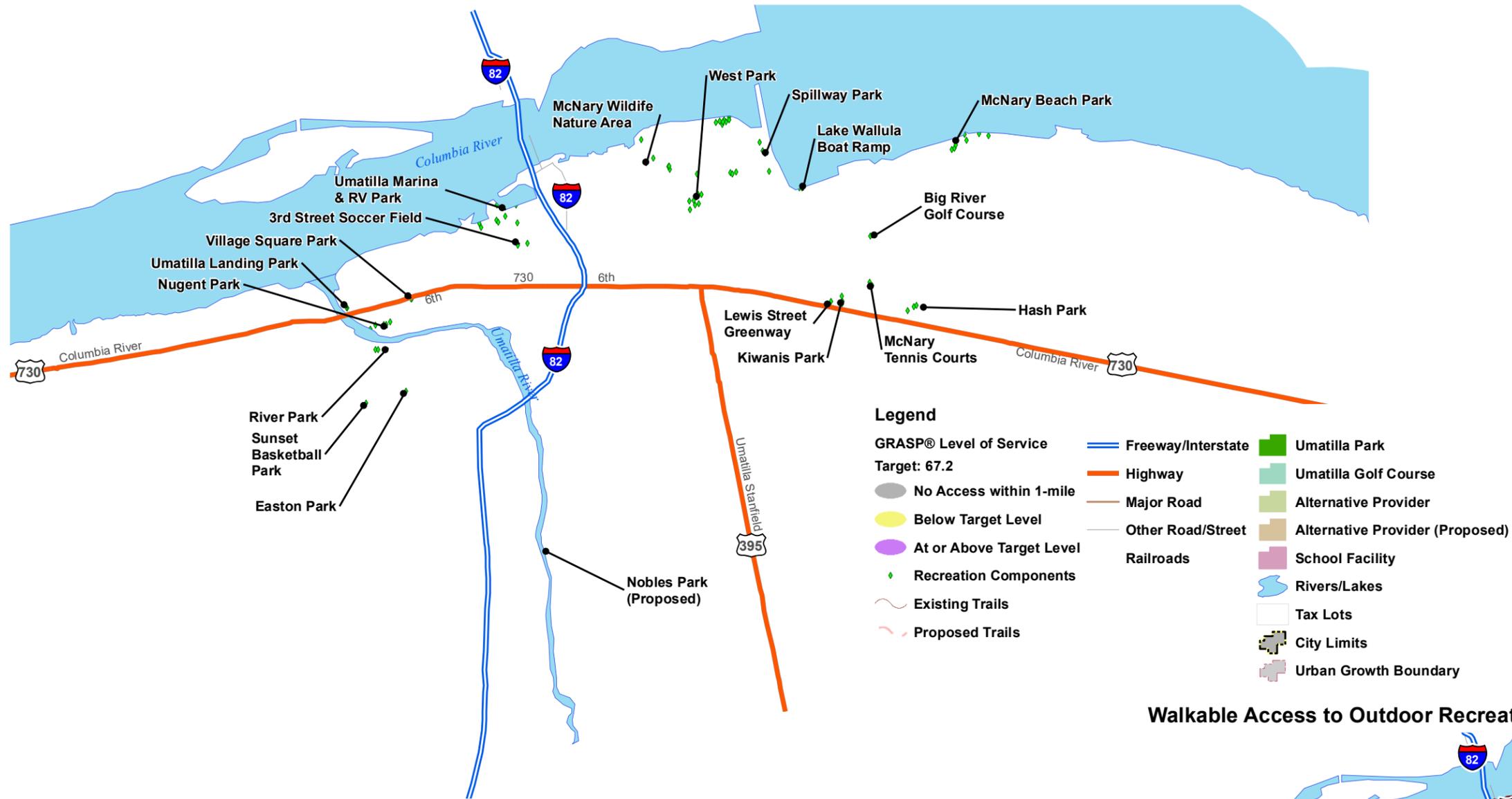
Existing & Proposed Trails System Map

Umatilla, Oregon

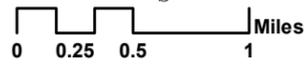
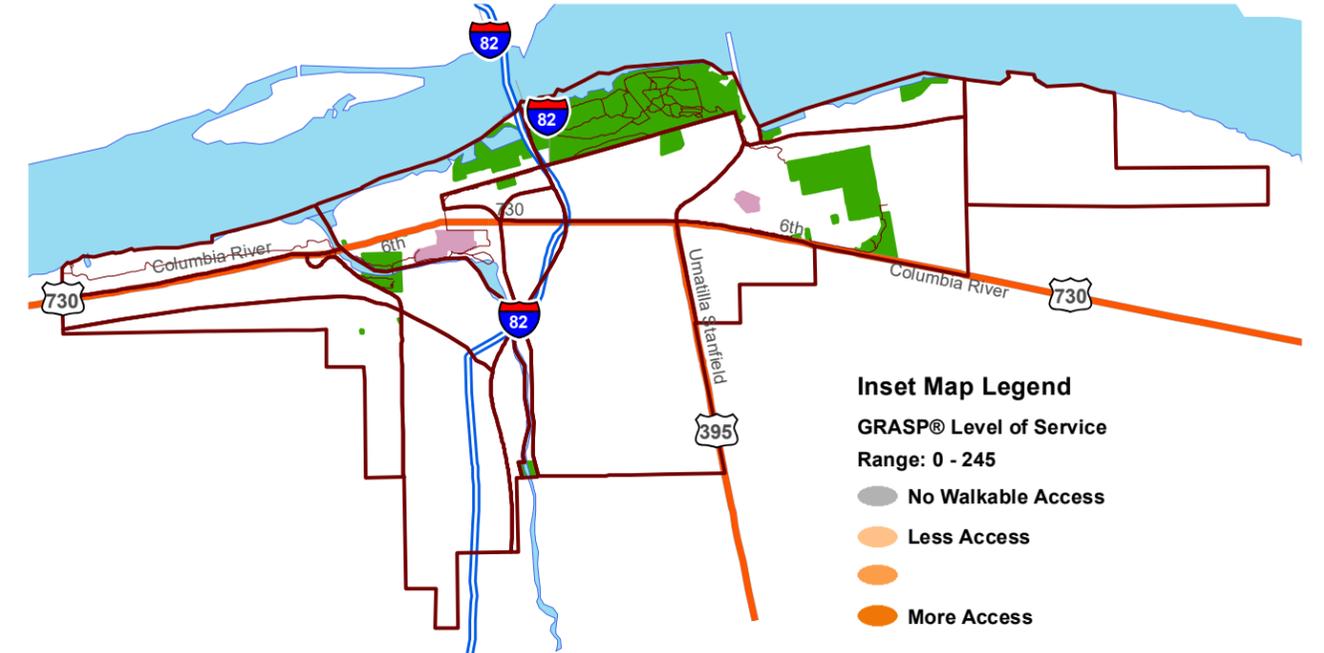


Walkability Gap Analysis

Umatilla, Oregon



Walkable Access to Outdoor Recreation Opportunities



Map Produced For Umatilla, OR - By The GRASP® Team
 This Map Is Intended For Planning & Discussion Purposes Only -
 Please Refer To The Project Document For Map Details
 Legend Elements May Vary Slightly In Size, Color And Transparency
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