

**RESOLUTION NO. 2024-38**

A Resolution adopting the Parks, Recreation and Open Space Plan.

**RECITALS:**

**Whereas**, the 1999 Parks, Recreation and Open Space Master Plan (PROS Plan) had a 20 year planning horizon; and

**Whereas**, the City Council kicked off the process to update the 1999 plan on June, 22, 2022 to develop an updated, modern, financially sustainable parks system grounded in equity; and

**Whereas**, the City's Strategic Plan, Mac-Town 2032 ensures equity and inclusion as a guiding framework for city plans and services; and

**Whereas**, the City's Diversity, Equity and Inclusion Advisory Committee (DEIAC) served as the Project Advisory Committee for the 2022 PROS plan project; and,

**Whereas**, the intent of this plan is to be the City's guiding document for acquisition, development, maintenance and programming of city owned parks, recreation facilities and open spaces; and,

**Whereas**, this project had broad reaching community engagement including participation by thousands of McMinnville community members; and

**Whereas**, on April 11, 2024, the DEIAC recommended City Council adopt the PROS plan update.

**NOW, THEREFORE, BE IT RESOLVED BY THE COMMON COUNCIL OF THE CITY OF McMINNVILLE, OREGON, as follows:**

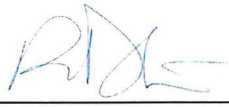
1. The Council adopts the McMinnville Parks, Recreation and Open Space Plan (PROS Plan), which is attached as Exhibit A, and incorporated by reference. This PROS Plan replaces and supersedes any previous PROS Plan currently in use for all purposes except land use.
2. The Council directs staff to begin preparing the Comprehensive Plan Amendments related to the PROS Plan for future Council consideration.
3. Nothing in this resolution is or shall be construed as a final decision by the Council that concerns the adoption, amendment or application of statewide planning goals, a comprehensive plan provision, or a land use regulation.
4. This resolution is effective upon adoption.

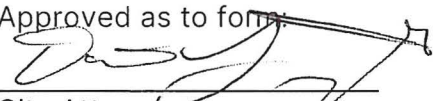
Adopted by the Common Council of the City of McMinnville at a regular meeting held the 25th day of June, 2024 by the following votes:

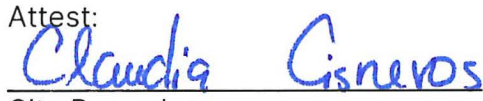
Ayes: Chenoweth, Geary, Peralta, Payne, Garvin

Nays: \_\_\_\_\_

Approved this 25th day of June 2024.

  
\_\_\_\_\_  
MAYOR

Approved as to form:  
  
\_\_\_\_\_  
City Attorney

Attest:  
  
\_\_\_\_\_  
City Recorder

EXHIBITS:  
A. Final Draft Parks, Recreation, and Open Space Plan





City of

# McMinnville

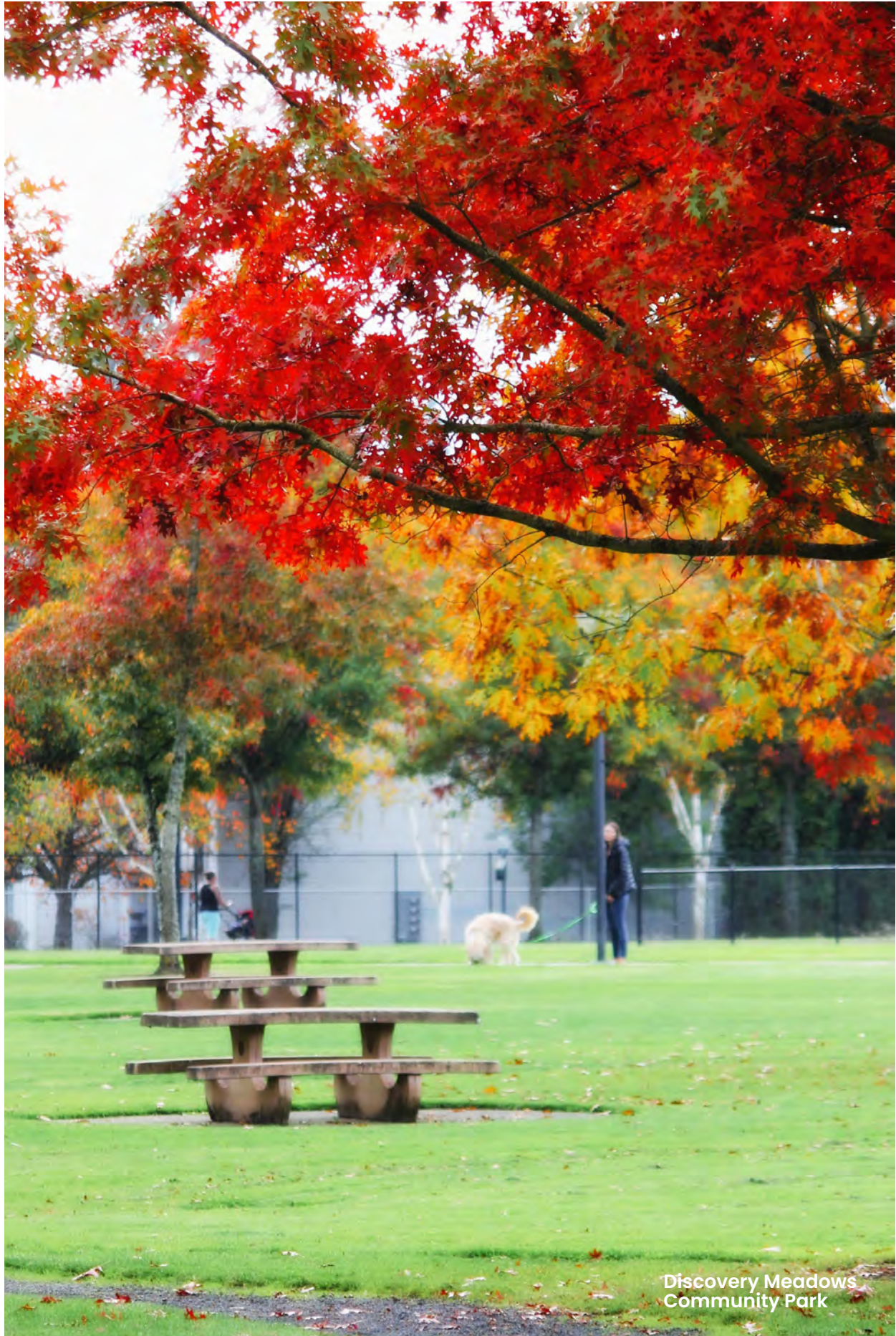
PARKS, RECREATION  
AND OPEN SPACE  
PLAN

**Play | Explore | Grow | Connect**

JUNE 2024







Discovery Meadows  
Community Park

## ACKNOWLEDGMENTS

The City of McMinnville extends deep gratitude to everyone who contributed to the development of the Parks, Recreation, and Open Space Plan. The immense amount of effort devoted to this planning process is indicative of the commitment by the residents, City staff, and elected officials of McMinnville to enact positive change within their community and to shape the parks and recreation system for years to come.

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Councilor Sal Peralta, Ward 1  
Councilor Chris Chenoweth, Ward 1  
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in association with Talitha Consults  
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# EXECUTIVE SUMMARY

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After a nearly two-year process, the City has developed this Parks, Recreation and Open Space Plan (PROS Plan or Plan) that provides a 20-year vision and comprehensive guide for future projects, policies, and programs. The PROS Plan is founded on involvement from thousands of interested and involved community members and a technical analysis of needs and priorities. This Plan is organized as follows:

1

**CHAPTER 1: INTRODUCTION** Outlines the purpose of the Plan, the planning process, and the plan organization.

2

**CHAPTER 2: PARK SYSTEM SNAPSHOT** Provides an overview of the McMinnville community and existing park system.

3

**CHAPTER 3: VISION, GOALS, AND OBJECTIVES** Presents the new vision, goals and objectives that will inform the envisioned future of McMinnville's parks and recreation system for the next 20 years.

4

**CHAPTER 4: OPPORTUNITIES** Summarizes community engagement key themes and park land, recreation facility, trail, and recreation program needs.

5

**CHAPTER 5: ACTION PLAN** Outlines recommendations for the future parks and recreation system, implementation, funding, and project prioritization.





West Hills  
Neighborhood Park



## PLANNING PROCESS

The PROS Plan was developed through a 31-month process that combined broad community engagement with a data-driven technical analysis to identify community needs and priorities. Community members, city leaders, and partner organizations all contributed to the development of the vision, goals, and objectives of this Plan. The planning process included four phases:

### PHASE 01: INVENTORY

A review of existing conditions and analysis of opportunities and challenges across the park and recreation system.

### PHASE 02: ASSESSMENT

Community outreach activities to document needs and ideas for future improvements and to develop the future vision for the park system.

### PHASE 03: STRATEGY

Development of recommendations and projects for the long-term future.

### PHASE 04: ACTION PLAN

Prioritize projects and develop, review, and refine the PROS Plan with the community.



## PARK SYSTEM SNAPSHOT

The City of McMinnville manages 28 developed parks and three indoor community facilities in addition to three trail/linear park systems and 16 natural areas. These sites support a variety of indoor and outdoor recreation opportunities, events, and programs.





## COMMUNITY ENGAGEMENT SUMMARY

The City held a variety of meetings, surveys, and outreach activities throughout the planning process to understand community needs and priorities and to develop the Plan's community vision for the future.



**2,338**

Online Values and Needs Survey (Survey 1) respondents



**1,395**

Online Priority Projects Survey (Survey 2) respondents



**8**

in-depth interviews



**3**

community pop-up events



**12**

meetings with City Council, Planning Commission, and the DEIAC

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## COMMUNITY VISION

The PROS Plan vision combines the values and interests of community members that contributed their ideas during the planning process.

**McMinnville, parks and recreation define our incredible city by bringing the community together through an inclusive and interconnected system. From natural areas, vibrant public spaces, and variety of parks, events, and programs, our community enjoys a high quality of life that is safe and welcoming for everyone.**

Together, these opportunities provide for lifelong learning and fun for all ages, healthy lifestyles and natural habitats, and community cohesion, while also supporting our local economy, and unique heritage and culture. McMinnville's parks and recreation system is equitable for everyone in every neighborhood, and we are committed to stewarding these places and opportunities for future generations.

**INCLUSIVE - INTERCONNECTED - VIBRANT - SAFE - WELCOMING**

## THE FUTURE SYSTEM

Over the next 20 years, the City of McMinnville will enhance its park system through new park development, as well as maintaining, improving and enhancing existing sites. To help the City achieve this community vision, this Plan provides a guide for implementation of both short-term and long-term capital improvement projects for McMinnville's envisioned future park and recreation system.

### 20-YEAR CAPITAL IMPROVEMENT PROJECTS

There are **129** proposed capital improvement projects that will be completed over the next 20-plus years. These are organized into the following **four** key community need categories.



#### CONNECTIONS

Trails and access improvements

**28** projects at **22** parks



#### PLAY AND GATHERING

Play areas, sports facilities, or community spaces

**34** projects at **24** parks



#### REINVESTMENT

Infrastructure repair/replacement and replace worn or aging park assets

**64** projects at **26** parks



#### NATURE

Natural area improvements

**3** projects at **3** parks





Above: City Park





## INTRODUCTION

Situated in the heart of the Willamette Valley at a bend in the South Yamhill River, McMinnville is a charming community with a walkable downtown, year-round attractions, and diverse recreational opportunities for people of all ages and backgrounds. This chapter provides an overview of the planning process, background information, and helpful context to set the stage for a plan that can increase quality of life in the city.

# 1 INTRODUCTION

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It's an exciting opportunity for the City of McMinnville's parks, recreation and open space system. After a nearly two-year process, the City has developed this Parks, Recreation and Open Space Plan (PROS Plan or Plan) that provides a 20-year vision and comprehensive guide for future projects, policies, and programs. The PROS Plan is founded on involvement from thousands of interested and involved community members and a technical analysis of needs and priorities.

## PURPOSE OF THE PLAN

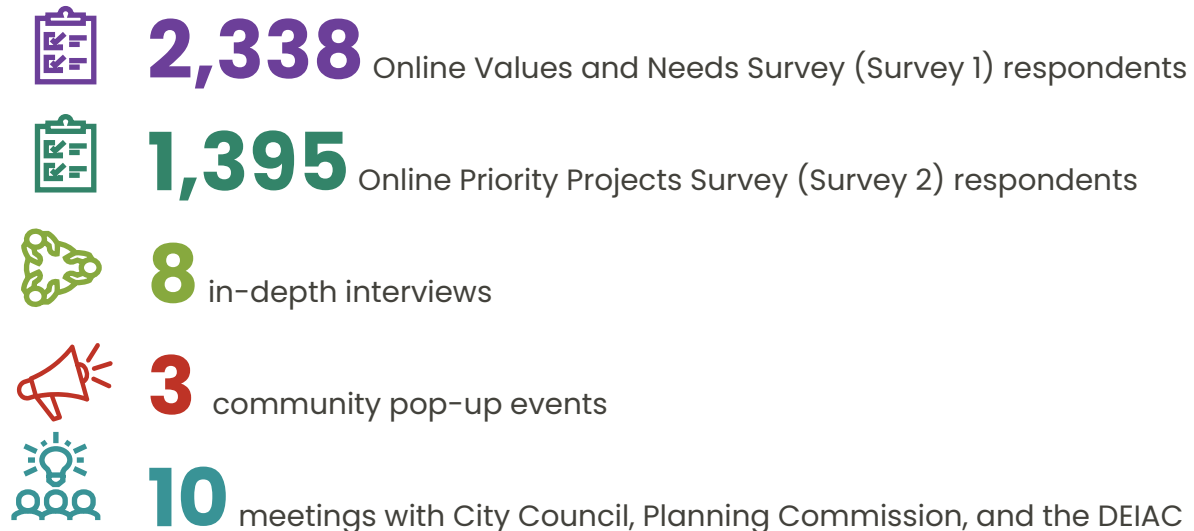
This PROS Plan provides guidance for how McMinnville will grow, steward, and maintain parks for the next 20 years. The Plan builds on the vision and success of the 1999 PROS Plan to create a modern park system based on sufficient funding and grounded in equity.

Over twenty years ago the City adopted the 1999 PROS Plan that outlined a vision

for McMinnville's park and recreation system. Notably, the plan helped spur passage of a \$9 million large parks bond (about \$16 million in 2022 dollars) as well as grant funding and donations to support acquisition and development of several new parks and recreation facilities. Through that vision and funding, McMinnville has increased the number of developed parks significantly.

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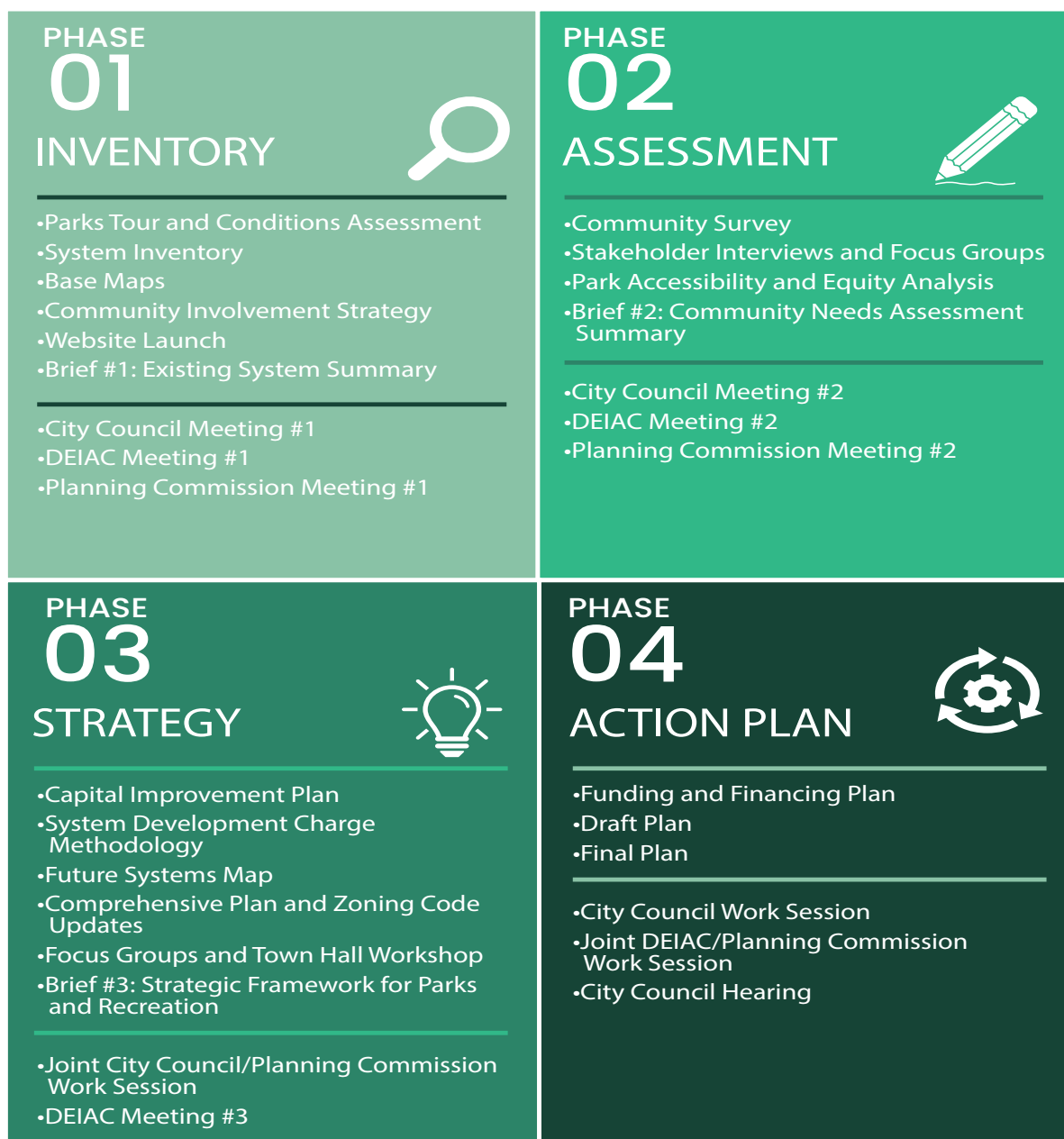
**FIGURE 1-1: COMMUNITY ENGAGEMENT SNAPSHOT**



## PLANNING PROCESS

The PROS Plan was developed through a 28-month process that combined broad community engagement with a data-driven technical analysis to identify community needs and priorities (Figure 1-1). Community members, City leaders, and partner organizations all contributed to the development of the vision, goals, and objectives of this Plan (Figure 1-2). Each phase of the planning process is described in further detail in the remainder of this document as described on the following page.

**FIGURE 1-1: THE PLANNING PROCESS**





## PLANNING BACKGROUND

The Plan builds on guidance from several prior plan and studies, most notably the City’s Comprehensive Plan and Growth Management Plan.

### COMPREHENSIVE PLAN (VOLUME 11) GOALS AND POLICIES 2022

The City’s Comprehensive Plan provides guidance for the future for the entire city, as well as the Urban Growth Boundary (UGB) area, and includes several goals and policies related to parks, recreation, and open space (Chapters 3, 5, 6, 7, and 9). Key guidance relevant to development of the Plan include:

- **Accessibility** to parks for all modes of transportation, people of all abilities, and new developments;
- **Direction** for establishing parks and open space from Great Neighborhood Principles and Neighborhood Activity Center policies;
- **Zoning changes** to provide a Park Zone to apply to all public parks and facilities within city limits;
- **Reliance on the Parks, Recreation, and Open Space Plan** to identify park needs and guide implementation of park development and improvements city-wide; and
- **Fostering collaboration and coordination** between the City and other organizations such as the school district and private and public recreation groups to provide parks sites and programming.

### GROWING MCMINNVILLE MINDFULLY; MCMINNVILLE GROWTH MANAGEMENT AND URBANIZATION PLAN (MGMUP), 2003 – 2023

The MGMUP includes recommendations for development and adoption of new comprehensive plan and zoning designations; a Framework Plan, which provides general guidance for development in the UGB expansion areas; Great Neighborhood Principles; and Neighborhood Activity Center guidance. The Framework Plan identifies potential new park and greenways in four future growth areas in the UGB:

- **Northwest:** New community and neighborhood park sites, and a greenway opportunity (Ridge Trail);
- **Southwest:** Community and neighborhood park and school sites and a greenway opportunity (Cozine Creek Loop);
- **South:** Neighborhood park site; and
- **East:** Neighborhood park and school sites, and a greenway opportunity (Yamhill River/Joe Dancer Trail).



## SETTING AND CONTEXT

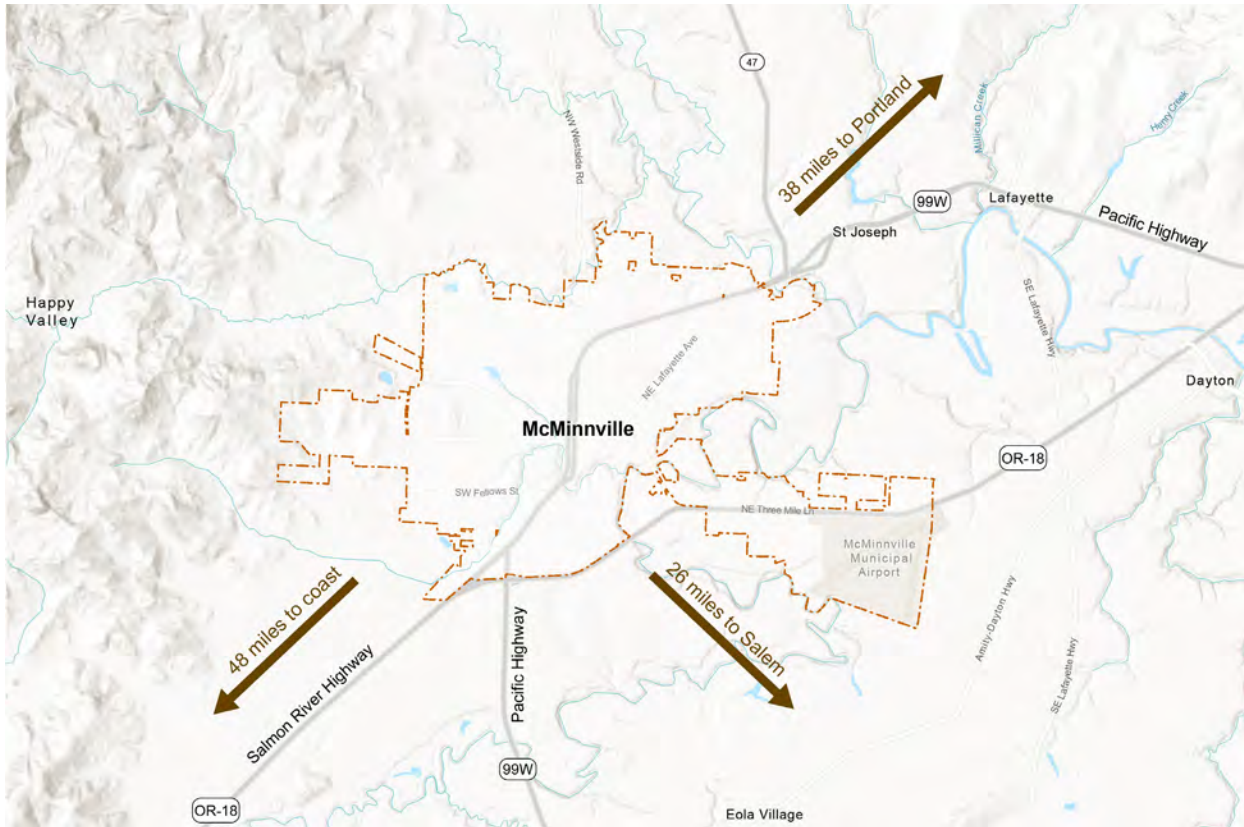
The City of McMinnville is in the center of Yamhill County approximately 25 miles northwest of Salem, and about the same distance to Portland to the northeast and the Oregon coast to the west (see Figure 1-3 on the next page). According to July 1, 2021 U.S. Census estimates, McMinnville has a current population of about 34,666 people. The city is well known for being in the heart of Willamette Valley, Oregon’s wine country, and for its walkable downtown, cycling, farm-to-table dining, art galleries, and community events.

MAC-TOWN 2032, the City’s Strategic Plan, provides a vision for the city which states “A collaborative and caring city inspiring an exceptional quality of life” with primary values of stewardship, equity, courage, and accountability. The Strategic Plan includes goals, objectives and strategic actions to achieve the community’s vision. The Parks and Recreation Department is highlighted as playing a central role in building a community culture of safety and supporting resiliency for critical infrastructure. Other actions related to the parks and recreation system include increasing community wayfinding, improving McMinnville’s sense of place, and supporting community connections.

***“McMinnville is old enough to be substantial, young enough to be ambitious, big enough to be industrious, and small enough to be friendly.”***

*-Historic Brochure of the City*

**FIGURE 1-3: REGIONAL CONTEXT**



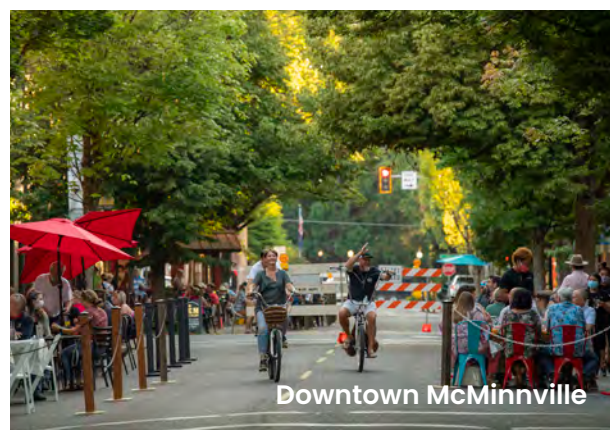
### LAND USE AND DEVELOPMENT PATTERNS

McMinnville is bisected by Highway 99W (the Pacific Highway) which runs north/south and is split into a one-way couplet through the city. The Urban Growth Boundary (UGB) for McMinnville can be seen on Map 2-1 on page 26. McMinnville historically grew from the compact core area with the traditional grid pattern, growing outward from there.

West of the Pacific Highway are primarily low-density neighborhoods and Michelbook Country Club. The neighborhoods in the southwest and west portions of the city are newer and mostly single-family homes. Neighborhoods closer to the highway

are primarily older and on a grid street pattern.

Notable features include Linfield University to the south, the downtown in central McMinnville, and industrial uses to the east, including the McMinnville Municipal Airport. The city is bounded on the east by the South Yamhill River.





## THE MCMINNVILLE COMMUNITY

Community characteristics and historic and future population patterns play a major role in planning for the park system. Over the past 21 years, McMinnville has added approximately 8,100 residents, a rate that is slightly higher than the county and state averages. It should be noted that smaller geographic areas generally have higher growth rates relative to a smaller population.

## FUTURE POPULATION GROWTH

McMinnville prepared a draft Housing Needs Assessment, completed in 2019, which identifies future population growth projections sourced from 2017 data from the Population Research

Center at Portland State University. The city is projected to have continued growth over the next 20 years and beyond, with approximately 47,498 residents by 2041 (Figure 1-4 on the next page). It should be noted that the forecast 2021 population (projected in 2019), is 1,572 people higher than the current 2021 U.S. Census Population estimate of 34,666 residents. This level of growth has implications for the parks and recreation system. With more residents living in denser housing developments without private backyard space, there is a greater demand for public parks, open space, recreational facilities, and programs.

## MCMINNVILLE AT A GLANCE



**34,666** Current Population



**47,498** Forecasted Population (2041)

**22%** 18 years and younger



**19%** 65 years and over

**24%** Hispanic/Latino



**\$53,628** Median Household Income



## AGE

Based on Census data, McMinnville has a similar age distribution compared to Yamhill County and the State of Oregon. Approximately 22% of the population is under age 18 and 19% are 65 years and older. Different age groups have different needs, from young children to older adults. Some examples include low impact recreation for older adults, play environments that offer learning, exploration, and skill building for children, competitive sport facilities and programs for youth and adults, and gathering spaces and events for all ages.

## RACE AND ETHNICITY

McMinnville's Hispanic or Latino population is the largest non-White demographic, representing about 24% of the population. The Hispanic/Latino population is higher than the county and state averages (Figure 1-5) and has also grown at a faster rate (3.3%) since 2010. Strong park and recreation systems provide opportunities that are reflective of all demographics and cultures in the community. The Oregon Statewide Comprehensive Outdoor Recreation Plan (SCORP) recommends parks and recreation facilities serve

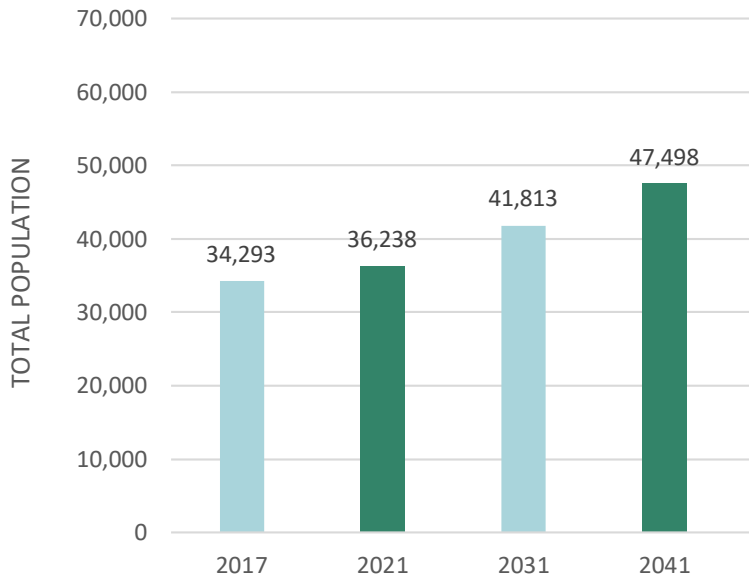
unique needs of a diverse population. The 2017 SCORP survey found that outdoor court games other than tennis (basketball, beach volleyball, etc.), soccer, swimming, outdoor water activities (splashpads and outdoor pools), and social gatherings at parks are popular recreational activities for Latino communities in Oregon.

## INCOME AND AFFORDABILITY

Income and affordability are additional key considerations that influence participation in parks/open space use and recreation programs among other factors. The median household income in McMinnville is \$53,628, which is lower than the county (\$67,296) and state (\$65,667) averages. In McMinnville, approximately 42.3% of renters in the city pay 35% or more of their household income on rent which is comparable to the county average. Public parks provide a low-cost recreation option and therefore are especially important in areas with a higher share of lower-income households. In places where housing costs are high, people are also more likely to live in dense, multi-family environments, where the need for substantial public open space is even more important.

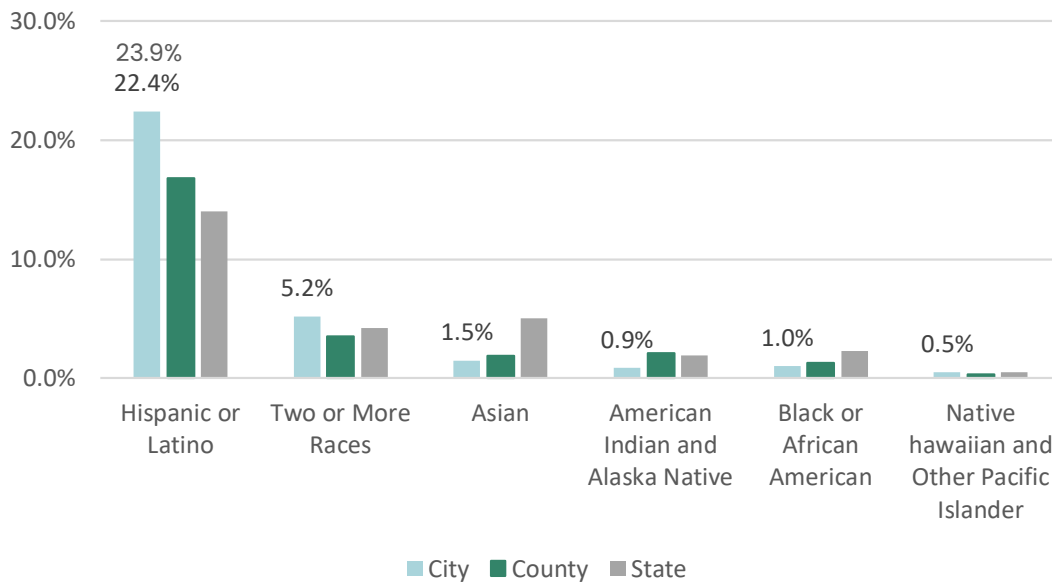


**FIGURE 1-4: POPULATION FORECAST MCMINNVILLE UGB: 2017-2041**



Source: McMinnville Housing Needs Assessment, Population Research Center, PSU, 2017

**FIGURE 1-5: COMPARISON OF NON-WHITE RACE AND ETHNICITY (CITY, COUNTY, STATE)**



Source: 2020 U.S. Census





**Above: Joe Dancer  
Park**





# 2

## **PARK SYSTEM SNAPSHOT**

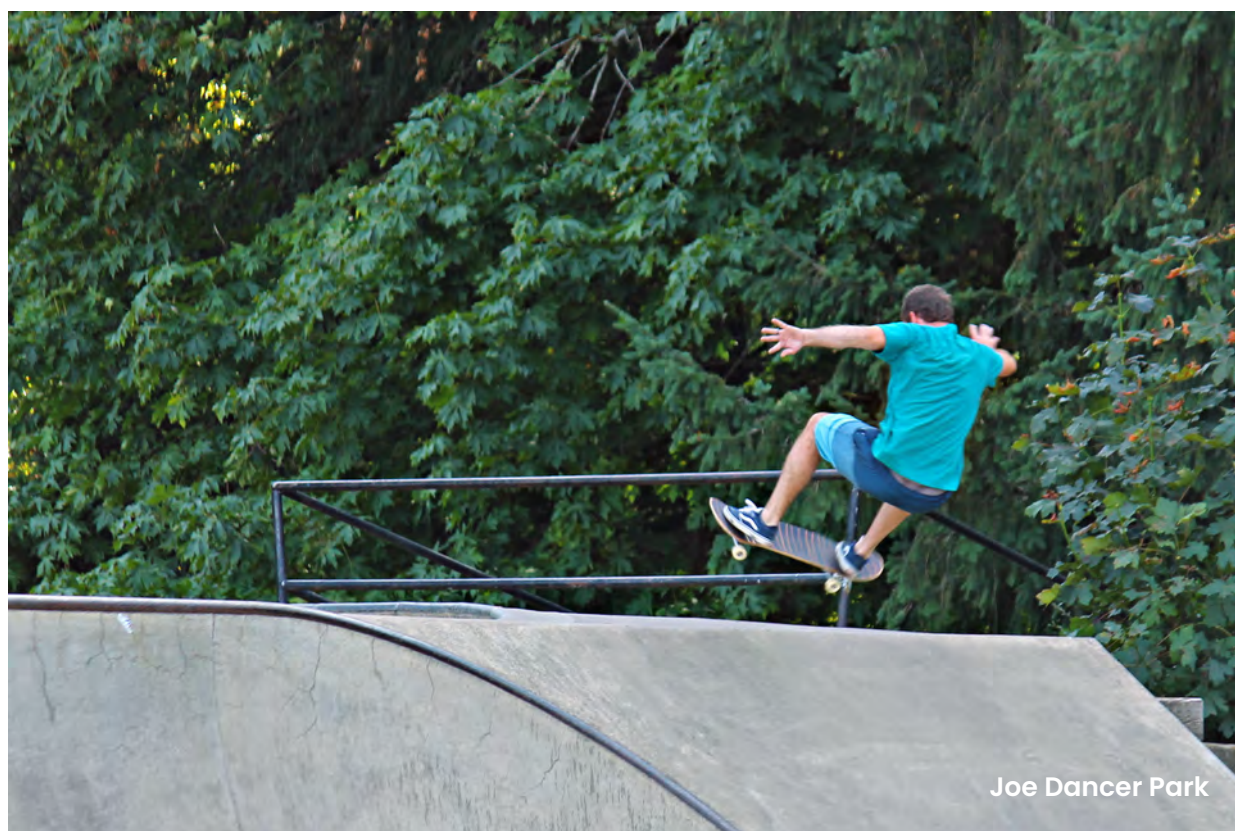
The City of McMinnville has a variety of parks, open spaces, trails, and facilities that provide recreation opportunities to the community. This chapter describes the existing park system including the park classifications that are referenced in this Plan, inventory of facilities and programs, and an overview of existing system operations and maintenance.

## 2 PARK SYSTEM SNAPSHOT

***The McMinnville Parks and Recreation Department offers diverse recreational opportunities for McMinnville residents of all ages.***

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McMinnville’s park and recreation system includes three major indoor facilities (the Aquatic Center, Community Center and Senior Center). Outdoor facilities include parks of various sizes, play opportunities, sports courts and fields, as well as natural areas and open spaces. The trail system connects through part of the city, serving both recreational and transportation needs. Recreation programs cover a wide variety of year-round subjects for various age and interest groups.

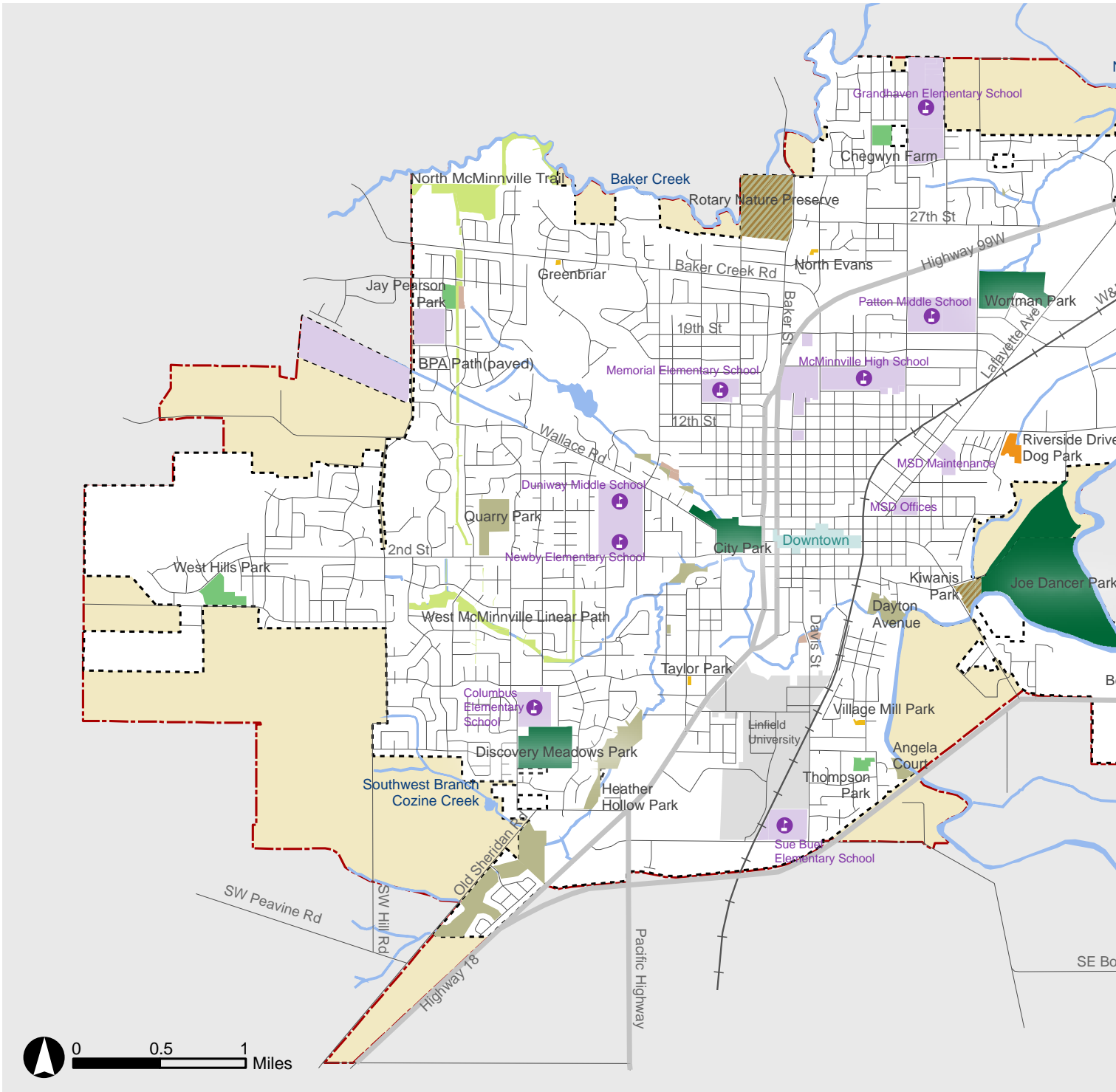


Joe Dancer Park

FIGURE 2-1: McMinnville’s Park and Recreation Facilities







**Park and Recreation Facilities**

- Community Parks
- Neighborhood Parks
- Linear/Trail Parks
- Developed Natural Areas
- Undeveloped Natural Areas
- Parklettes
- Special Use Parks
- Undeveloped Parks

**Base Map Features**

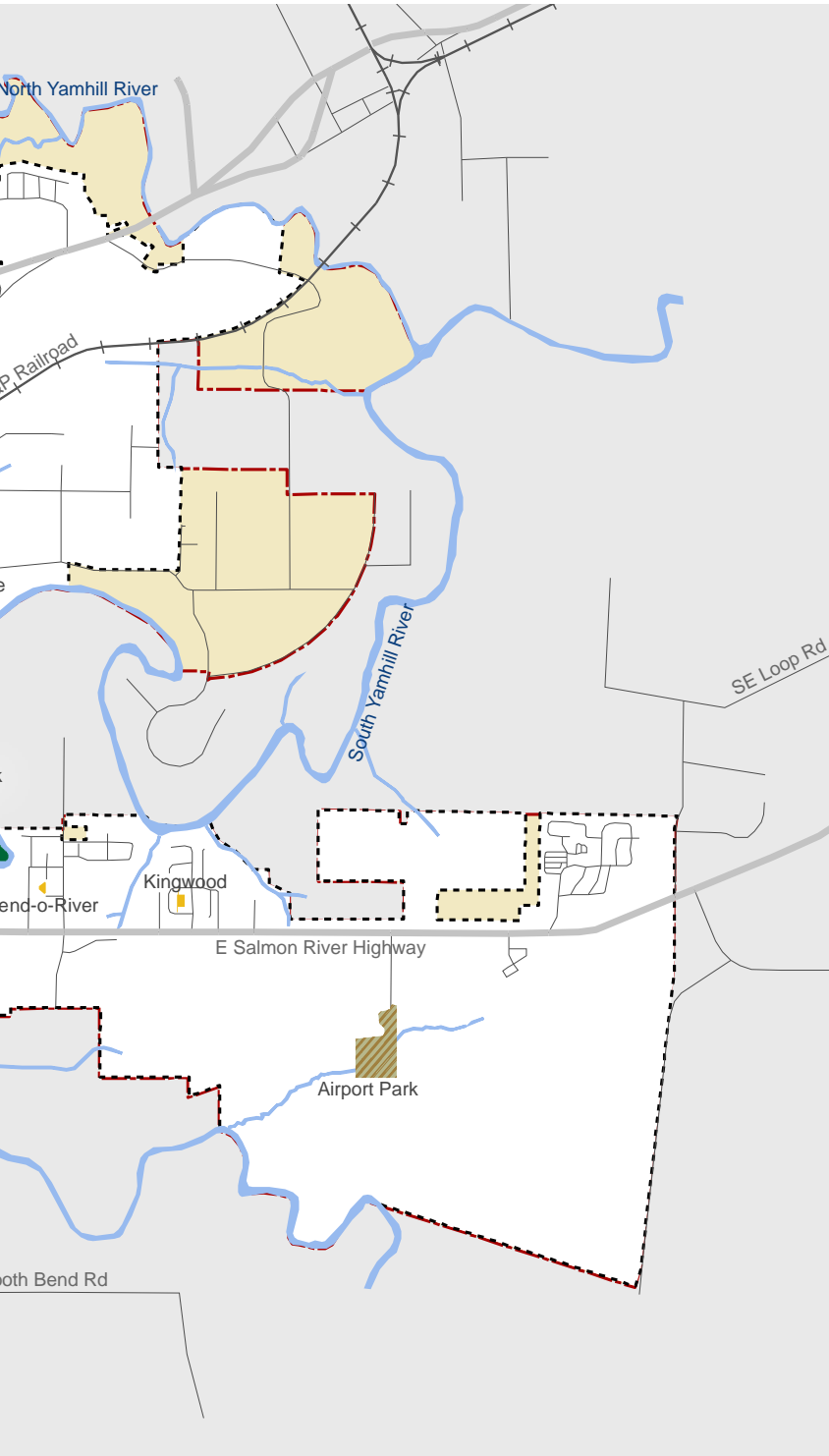
- Major Streets
- Streets
- Railroads
- Schools
- Landmarks
- Water
- City Limits
- Unincorporated Areas

## MAP 2-1

# EXISTING PARK AND RECREATION SYSTEM

Map 2-1 shows the distribution of parks across McMinnville's existing park and recreation system, including their classification. The 1999 Parks Plan classified parks into seven types by their benefit, size, and amenities/recreational opportunities included or not included. It also included site selection criteria and maintenance level and standards for each park type.

Parks are color-coded by the existing park classification types within the city: Neighborhood Parks, Parklettes, Community Parks, Special Use Parks, Linear/Trail Parks, Natural Areas (developed and undeveloped), and Undeveloped Parks. The Park Inventory on the next page further breaks down what currently exists within the McMinnville park and recreation system.



School District Property

Linfield University

Water Bodies

City Boundary

Urban Growth Boundary

## PARK INVENTORY

The McMinnville community has access to several different types of parks and recreation opportunities that contribute to the quality of life for residents. McMinnville has a total of:

**358** acres of park and open space land

**230** acres of developed parks

Park types and definitions help provide guidance for the siting, location and design of each park based on its intended purpose and role in the park system. A complete Parks and Recreation Facility Inventory can be found in Appendix A.

**28** total developed Parks

**10.3** acres of total park land per 1,000 residents

**PARKLETTES** are small areas intended primarily for the use of children up to the early elementary grades and provide both active and passive activities. Often located within neighborhoods in close proximity to apartment complexes, townhouse developments, and within some isolated developments. Parkettes should be centrally located within a neighborhood to provide safe walking and bike access for children by preventing the need to cross major streets. Contents may include playgrounds, swings, paved areas for wheeled toys, basketball hoops, benches, horseshoes, lighting, and some off-street parking.

**6** sites | **2.3** acres

**SPECIAL USE PARKS** are facilities for a specialized or single recreation activity, including historic and cultural sites, and recreation facilities.

**1** site | **3.6** acres

**NEIGHBORHOOD PARKS** are the foundation of the parks and recreation system, providing accessible recreation and social opportunities to nearby residents. When developed to meet a neighborhood's recreational needs, school sites may serve as neighborhood parks.

**4** sites | **16.9** acres

**COMMUNITY PARKS** provide a variety of active and passive recreational opportunities for all age groups. These parks are generally larger in size and serve a wider base of residents than neighborhood parks. Community parks often include developed facilities for organized group activity as well as facilities for individual and family activities.

**4** sites | **163.7** acres



**LINEAR/TRAIL PARKS** are public access routes including sidewalks, bikeways, multi-use trails, and paths that are typically built on natural corridors, such as utility rights-of-way, drainage-ways, vegetation patterns, or natural acreage. Linear/trail parks may provide for one or more modes of trail oriented recreational travel (jogging, biking, walking) and connect or link several components of the park system or other community facilities. Trail/path surfacing can vary, including both soft and hard surfaces.

**13** trail/path segments | **43.8** acres

**NATURAL AREAS** are areas of natural quality that protect valuable natural resources and provide wildlife habitat. They also provide opportunities for nature-related outdoor recreation, such as viewing and studying nature and participating in trail activities. Natural areas can be partially developed with amenities such as trails or picnic areas, or undeveloped with no improvements.

**16** sites (3 developed) | **123.4** acres

**UNDEVELOPED PARKS** are publicly-owned sites, under management of the Parks and Recreation Department, that are not yet developed but are intended for future park or facility development. There are four sites totaling approximately 4.2 acres that are currently undeveloped.

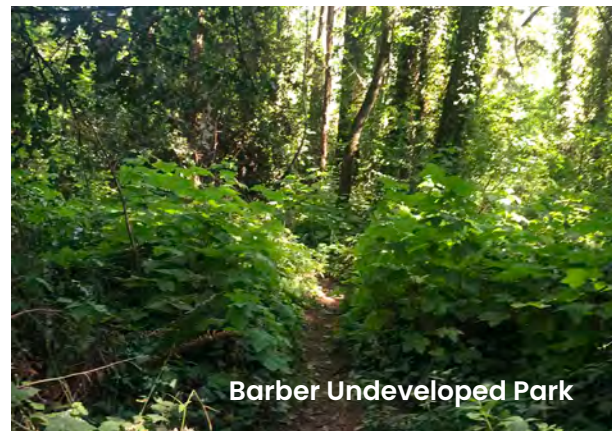
**4** sites | **4.2** acres



Bend-O-River Mini Park



Discovery Meadows Community Park



Barber Undeveloped Park

## NATURAL RESOURCES AND OPEN SPACE

In addition to parks and recreation amenities, natural resources and open space exist in and near McMinnville which allow residents and visitors additional access to nature. The Yamhill River forks just northeast of McMinnville. The North Fork briefly follows the northeastern city boundary (for about 1/3 mile) near NW Riverside Drive. The South Fork follows the southeastern city boundary for almost three miles. Kiwanis Park contained the city's only boat ramp to the Yamhill River until winter river turbulence caused the boat ramp and hillside to collapse. According to the Greater Yamhill Watershed Council, "four major waterways drain the City of McMinnville: Cozine Creek with its branches, Baker Creek, North Yamhill River, and the South Yamhill River." Approximately 50 percent of the watershed is drained by Cozine Creek, which then discharges into the Yamhill River. McMinnville is prone to flooding in some areas where the flood channels are shallow, in particular along Cozine Creek and its branches. The 100-year floodplain (designated by FEMA) is designated as F-P on the City's zoning map.

The Rotary Nature Preserve at Tice Woods is a sensitive environment which includes one seasonally influenced pond, a wetland, an upland forest, and views of Baker Creek which flows adjacent to the park. Boardwalks and soft-surface trails are used to traverse the park. Bird watching is common in this park during all seasons. Galen McBee Airport Park also provides a flowing creek year-round and several micro-environments and uncommon plants.

Additional parks within the city that contain creeks or wetlands include City Park, Joe Dancer Park, Discovery Meadows, Wortman Park, Airport Park, Ash Meadows, James Addition, and Jandina III.

About 2.5 miles northwest of the city limits, the Miller Woods Conservation Area belongs to the Yamhill Soil and Water Conservation District. The 130 acres of forest and grass land includes several hiking trails and regular demonstrations and education programs.

Erratic Rock State Natural Site is about five miles south of McMinnville along the Pacific Highway. According to the Oregon State Parks website, "This 90-ton rock was deposited during an Ice Age flood. It floated over 500 miles in an iceberg 12,000 to 17,000 years ago, by way of the Columbia River. When the ice melted, the rock was left behind. This is the largest glacial erratic found in the Willamette Valley." This area includes hiking trails, a scenic viewpoint, and interpretive information.

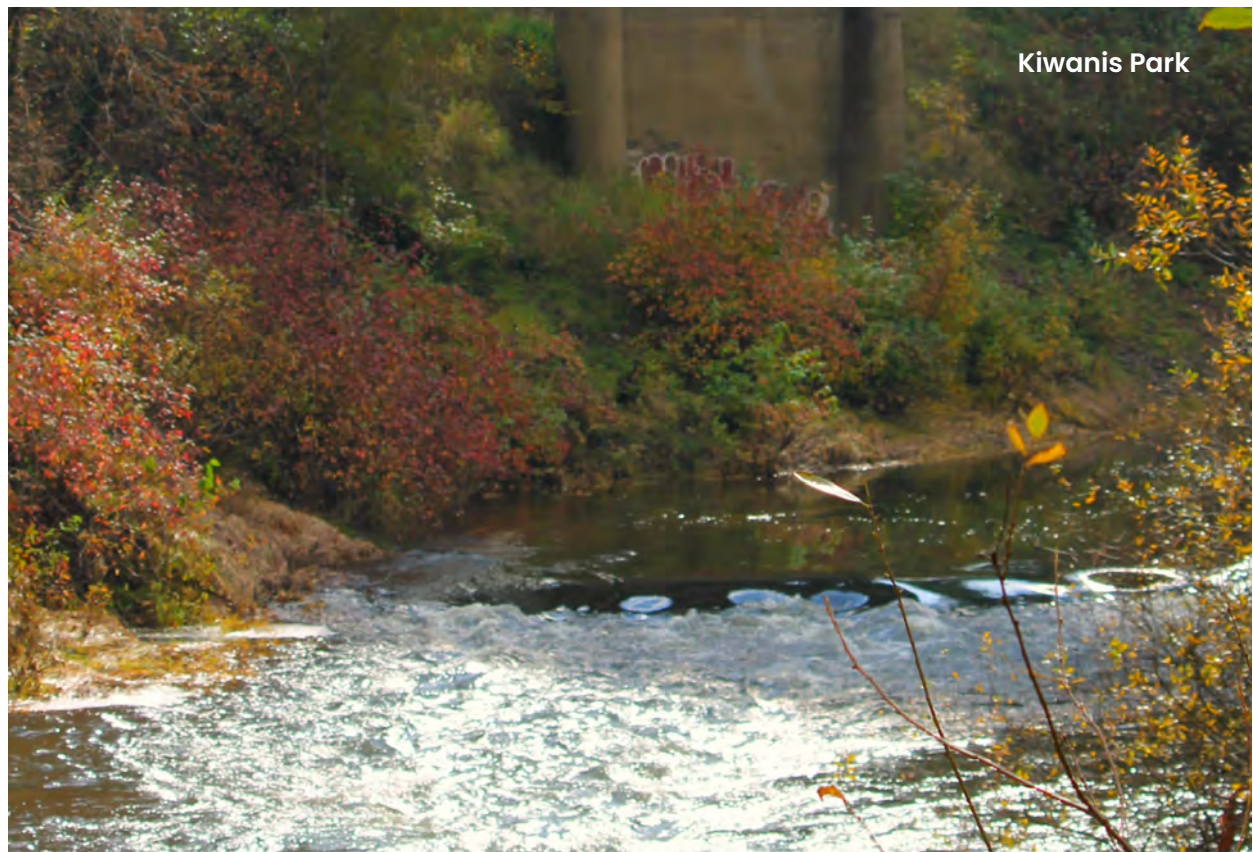
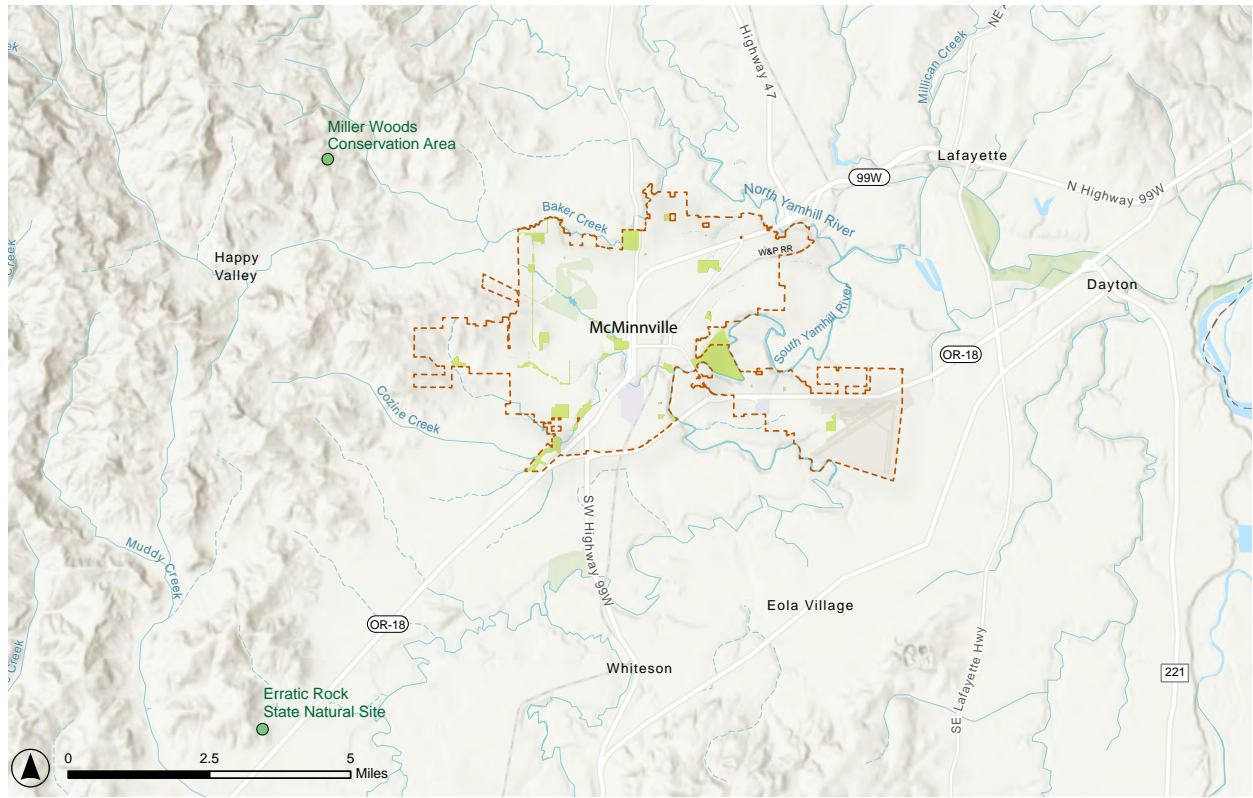
The State of Oregon requires a detailed natural open space inventory as part of the City's Comprehensive Plan (Goal 5). For this Plan, the project team relied on existing City data. This Plan does not provide a complete Goal 5 inventory update.

***McMinnville has always incorporated the natural beauty of Oregon, and I hope that continues in years to come.***

*-Online Survey Respondent*



**FIGURE 2-2: REGIONAL NATURAL RESOURCES**







Westside Bicycle  
Pedestrian Greenway

## TRAILS

McMinnville’s parks contain approximately **10.5 miles of paved paths and 5.5 miles of soft trails**. About 60% of these are within the city’s Community Parks. Most of the city’s parks designated as “Linear/Trail Parks” only have paved paths, with the exception of portions of the North McMinnville Trail. The City’s three developed natural areas include either paved paths or soft trails with the exception of Tice Woods - Rotary Nature Preserve which has both. Three parklettes have no internal trails or paths: Greenbriar, Heather Hollow, and Village Mill Parks.

There are three primary connected trail networks in McMinnville: West McMinnville Linear Path, BPA Path, and the North McMinnville Trail. The West McMinnville Linear Path (made up of Ash Meadows, Goucher Street Pathway, James Addition, Jandina and Jandina III, and Westvale) follows the west branch of Cozine Creek between SW Westvale Street and SW Russ Lane and continues north up Goucher to 2nd Street. The BPA Path connects 2nd Street to Baker Creek Road. The North McMinnville Trail includes Baker Creek North and Oak Ridge Meadows. Existing trails outside of city parks are limited in McMinnville, despite several miles of creeks, streams, and the Yamhill River.

**10.5** miles of paved paths

**5.5** miles of soft trails

**TABLE 2-1: LINEAR/TRAIL PARKS INVENTORY**

Linear/Trail Parks	Acres
<b>West McMinnville Linear Path</b>	
Ash Meadows	1.5
Goucher St. Pathway	1.7
James Addition	1.3
Jandina	2.6
Jandina III	2.1
West McMinnville Linear Park	0.2
Westvale	4.5
<b>BPA Path (Paved)</b>	
BPA Pathway I (2nd Street to Wallace)	2.8
BPA Pathway II (Wallace to 23rd)	4.1
Roma Sitton (23rd to Baker Creek Road)	1.7
BPA North (Baker Creek Road to chip path)	1.3
<b>North McMinnville Trail</b>	
BPA Pathway I (2nd Street to Wallace)	2.8
BPA Pathway II (Wallace to 23rd)	4.1
<b>TOTAL ACRES</b>	<b>43.8</b>

Source: City of McMinnville



## PARTNERSHIPS

In addition to the City of McMinnville’s parks and recreation offerings, the public relies on recreation opportunities provided by the local school district and higher education facilities.

McMinnville has one public high school, two public middle schools, and five public elementary schools. These are distributed throughout the city west of the Yamhill River. The middle and high schools also contain indoor and outdoor sports fields. Each elementary school has indoor and outdoor recreation/play facilities and large open fields. The City also partners with Camp Fire Columbia to provide after-school childcare for elementary aged children in McMinnville’s grade schools.

Two higher education facilities exist in McMinnville, Linfield University and Chemeketa Community College. Linfield University has a full athletics program and several indoor and outdoor facilities including a football stadium, tennis courts, track, baseball and softball stadiums, aquatics building, basketball courts, soccer/lacrosse fields, and practice fields. Chemeketa Community College is a much smaller facility than Linfield, consisting of one building, but does include an indoor conditioning/fitness center and a small park/plaza space. Chemeketa has an athletics program which primarily operates at home fields/courts at the Salem campus, but also utilizes the Linfield track in McMinnville.





## PARK CONDITION ASSESSMENT

In the summer of 2022, the project team conducted a tour of selective parks and recreation facilities to document existing conditions, issues, and opportunities. The project team used multiple criteria to subjectively evaluate conditions related to safety, accessibility, functionality, age, and other factors. Newer parks have facilities and amenities that are in good condition such as Chegwyn Farms Park or Jay Pearson Park. However, several older parks have facilities and amenities that are in fair to poor condition, such as play areas and pathways in Kingwood Park and City Park. The following summarizes key issues:

- **Play Equipment:** With some exceptions, play equipment is aging and will need likely need replacement within the next 5-10 years. The lifespan of the typical play structure found in parks is 10-20+ years depending on maintenance and use. Replacement will need to be phased according to condition.
- **Irrigation:** Most parks have irrigated turf fields and some parks have had irrigation partially or completely turned off due to lacking resources to mow turf and repair systems. Hotter summers and climate change adaptation will continue to impact water use for field irrigation.
- **River/Creek Access:** There is no formal public water access in the system, yet several sites have creeks where people can access water and there is potential at several sites for formal access.
- **Flooding:** Flooding is a significant issue in several parks and will continue to require routine management and long-term strategies to reconsider how these areas are programmed. Some parks are within the regulatory floodway which can limit future development.

- **Accessibility:** Many parks have ADA accessibility issues including physical barriers to access park features for people with disabilities and missing or narrow pathways.
- **Restroom Facilities:** There is one Neighborhood Parks and one Community Park that don't have restrooms. No Parklettes or Special Use Parks have restrooms.
- **Picnic Areas:** Some larger, popular parks include a reservable or group picnic area and cook shelter. Most natural areas do not have a picnic area (Airport Park is the only Natural Area with picnic tables). However, almost all of the Neighborhood Parks have picnic tables, and three have picnic shelters. Only one parklette has picnic tables.
- **Sports Fields:** 11 of 13 softball, baseball, and T-ball fields are located in Joe Dancer Park. Joe Dancer Park also contains all 12 soccer fields in the system. All of the Joe Dancer Park fields are located within the floodplain. Topography along the floodplain creates barriers to future development such as permanent restrooms.
- **Sports Courts:** Basketball hoops are distributed throughout six parks, with only Thompson Park (a Neighborhood Park) sporting a court with two hoops. Two tennis courts and six pickleball courts are provided at City Park.
- **Small Parks:** Some smaller parks have aging amenities, and two lack amenities entirely. This is especially noticeable in southern and eastern McMinnville.
- **Natural Areas:** Natural areas have specialized needs that range from riparian corridor management, tree health, invasive vegetation management, soil compaction, erosion control, and public access management.



Senior Center

## RECREATION PROGRAMS

McMinnville Parks and Recreation is a regional provider of recreation services with approximately 30% of participants coming from outside of the city (City of McMinnville participation data, 2022). The Department offers a wide array of year-round classes, sports, social services programs, and activities for people of all ages as shown in Table 2-2.

Like many cities in the United States, McMinnville faces challenges in the delivery of recreation services in a cost effective and efficient manner. It is normal for parks and recreation agencies to have strengths and weaknesses. In January 2020, the City completed a Facilities and Recreation Plan & Feasibility Study to analyze the condition of recreation facilities and programs in McMinnville. The following summarizes some of the key recreation program findings from the assessment:

### Recreation Program Strengths:

- Gymnastics
- Youth sports and camps
- Aquatics (swim lessons)
- After school recreation activities
- Opportunities for older adults

### Recreation Program Weaknesses:

- Cultural, visual and performing arts
- Outdoor recreation
- Education
- Opportunities for adults, families and teens
- Opportunities for individuals with disabilities and special needs

**60+** programs/events

**77,000** traditional recreation program participants in 2018-2019

**TABLE 2-2: RECREATION PROGRAM SUMMARY**

Program Area	Age				Season		
	Youth	Teens/Tweens	Adult	Older Adult	Winter	Spring/Summer	Fall
Water Fitness Classes			•	•	•	•	•
Silver & Fit/Silver Sneakers/Senior Fitness				•	•	•	•
Adult Fitness			•		•	•	•
Yoga				•	•	•	•
McMinnville Swim Club	•	•			•	•	•
Barracudas Lap Swim			•	•	•	•	•
Learn to Swim	•				•	•	•
Lifeguard Training		•	•		•		
Playschool, Pre-K, Toddler Programs	•				•	•	•
Summer Camps (29 offered)	•	•				•	
Gymnastics	•	•			•	•	•
Art		•		•	•	•	•
Theater						•	•
Soccer	•	•			•	•	•
Tee-ball	•					•	
Baseball/Softball	•	•	•			•	
Volleyball			•		•	•	
Basketball	•		•		•	•	•
Archery		•	•	•		•	
Pickleball		•	•	•	•	•	•
Ultimate Disc (Frisbee)		•	•			•	
Kayaking		•	•	•		•	
Music		•	•	•	•	•	•
Birdwatching			•	•		•	•
Technical Programs			•	•	•	•	•
Educational Classes/Lectures			•	•	•	•	•
Day Trips				•	•	•	•
Personal Support		•	•	•	•	•	•
Social Groups			•	•	•	•	•
Community Events	•	•	•	•	•	•	•

**Source: McMinnville 2019 Recreation Program Guides**  
**Note: Program cost and capacity/demand varies by season.**



## INDOOR RECREATION FACILITIES

The City of McMinnville’s park and recreation system also includes three indoor recreation facilities that provide a diverse range of recreation programs and services. Most of the Department’s indoor based recreation programming emanates out of one of these facilities.



The **COMMUNITY CENTER** provides a wide variety of programs, activities, events, and drop-in opportunities for all ages and abilities. Located within easy walking distance of McMinnville’s Historic Downtown District, the Center includes recreational facilities, meeting rooms, classrooms, and a performing arts auditorium. Recreational activities include basketball courts, pickleball courts, an indoor track, racquetball, and the Tiny Tots Indoor Playspace. The Center is also home to the Mac Makerspace, a collaborative project between the Parks and Recreation Department and the McMinnville Public Library with arts and crafts materials and 3-D building supplies.



The **AQUATIC CENTER** includes two indoor swimming pools and a Fitness Center. The Center is located adjacent to the historic downtown, City Park and the McMinnville Library. Recreational opportunities include drop-in opportunities, swimming lessons, water fitness classes, and specialty programs such as sensory friendly swim and kayak lessons.



The **SENIOR CENTER** serves the needs of McMinnville’s older population through recreational opportunities and human service programs such as social events, fitness classes, continuing education courses, and other special interest opportunities (e.g. cooking and art classes, games, etc.).



Senior Center





## SYSTEMS OPERATIONS AND MAINTENANCE

Operations and maintenance are key to a safe, vibrant, clean, and sustainable parks and recreation system.

### STAFFING

Leadership for McMinnville’s Parks and Recreation Department includes the Parks and Recreation Director, Recreation Sports Manager, Senior Center Supervisor, Community Center Manager, and Aquatic Center Manager. The Parks and Recreation Department is responsible for offering recreational opportunities and programs for residents, putting on several community events, park planning and managing recreation facilities.

Park Maintenance is housed within the Public Works Department. Public Works has an overall Director and an Operations Superintendent who oversees the Parks Maintenance Supervisor and staff. Core services of the Park Maintenance section includes maintenance of park facilities and amenities, turf/landscape, sports turf, trees, buildings, skate parks, and play equipment. Other core responsibilities include recreation program facility support, community event/volunteer support, and emergency response.

The Proposed 2022–2023 Budget includes 24.7 Full Time Equivalent (FTE) employees for Parks and Recreation and nine for Park Maintenance. The change in FTE’s for Parks and Recreation and Park Maintenance are shown in Figure 2–4, with an overall decrease in Parks and Recreation FTE’s from the 2021–2022 fiscal year. The budget notes for Parks and Recreation that “Staffing shortages continue to complicate some programs and could result in curtailed service levels.”

### VOLUNTEERISM

In 2021, 500 people volunteered with Park Maintenance and 205 people volunteered with Parks and Recreation. These volunteer numbers were similar to 2020, but there was about a 40% decrease in volunteers during 2021.



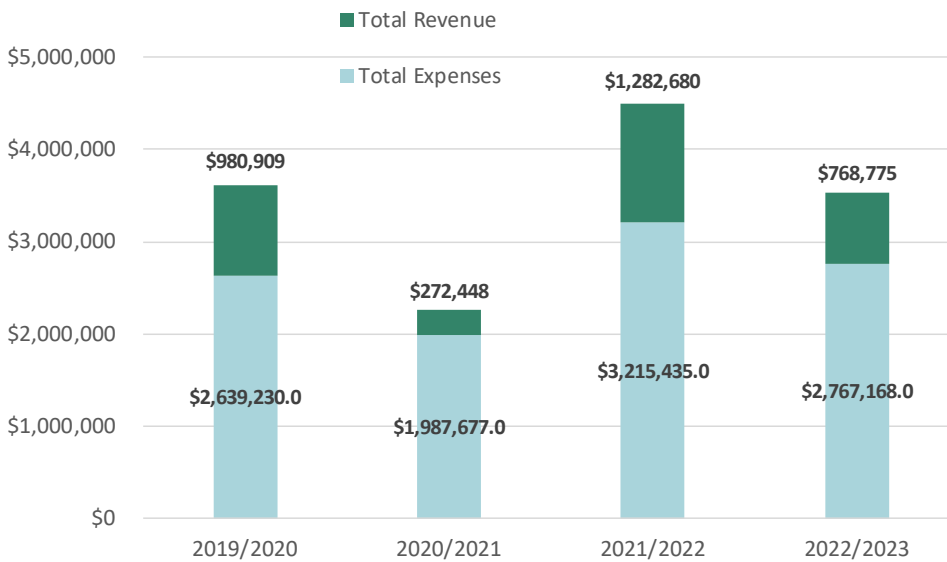
**BUDGET**

The Parks and Recreation budget comes in part from the General Fun (Figure 2-3). The department saw a large dip in actual revenue and expenses early in the COVID-19 pandemic (fiscal year 2020/2021). Since then, revenue has fluctuated between higher and lower than pre-pandemic levels, and expenses remain higher than pre-pandemic levels.

2023 adopted City Budget includes a Park Development Fund of \$2,348,041 as one of two funds within the Capital Projects Fund. The Parks and Recreation Director manages the Park Development Fund. The Park Maintenance budget comes from the General Fund and is \$1,481,894 for the 2022-2023 fiscal year. Expenses are expected to increase by 23% over the next fiscal year and more subtle increases have occurred over the past five years.

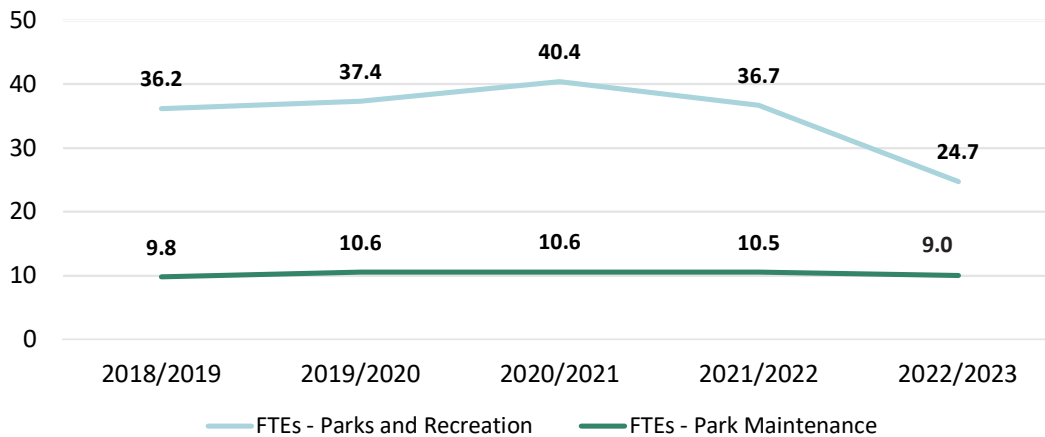
Outside of the General Fund, the 2022-

**FIGURE 2-3: PARKS AND RECREATION DEPARTMENT BUDGET**



Source: City of McMinnville Proposed 2022-2023 Budget

**FIGURE 2-4: PARKS AND RECREATION EMPLOYEES, 2018/2019-2022/2023**



Source: City of McMinnville Adopted 2021-2022 Budget

## MAINTENANCE COMPARISONS

Maintaining parks and recreation facilities is a major financial responsibility for the City especially when considering the growing population and demands on the park system. While historic and current budget data are important to evaluate, maintenance resource information from other park systems provides a helpful comparison. In Winter 2022, the City gathered maintenance information from several comparable municipal park system providers in Oregon with a similar population and park system size. The following figures provide comparisons to McMinnville with these communities using park maintenance expenditures and employees provided by the respective cities.

Figure 2-3 provides a comparison of maintenance expenditures per park acre for McMinnville with comparable city park systems. In general, a higher cost per acre indicates greater resources to care for each acre of park land. For 2022-2023, the City of McMinnville budgeted \$1,481,894 to maintain 358 park acres.

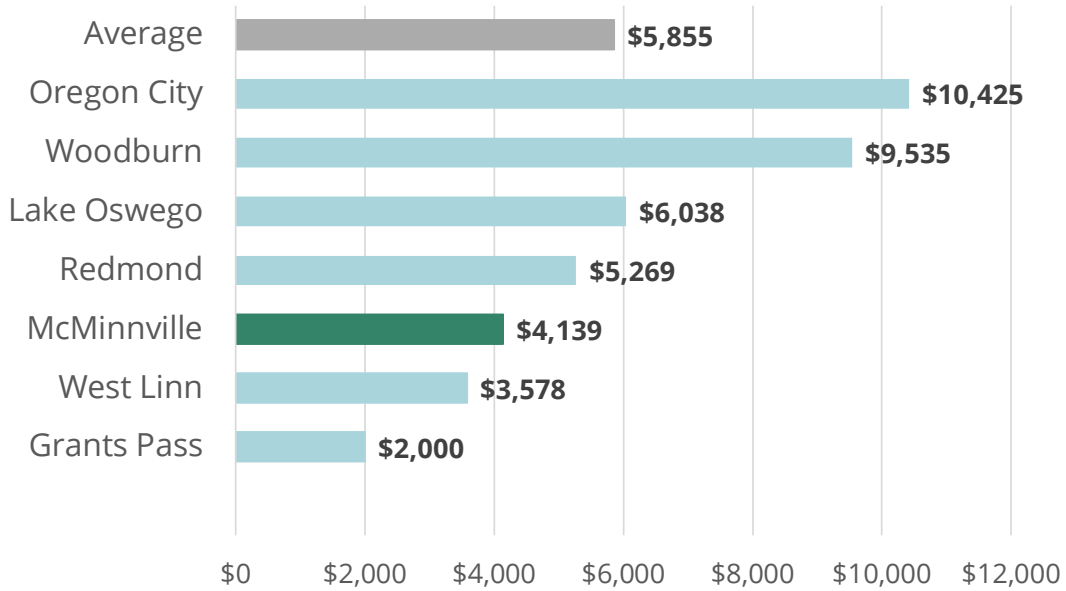
McMinnville operates with slightly less resources per acre than the average comparable park system.

The cost to maintain each acre in McMinnville is similar to West Linn which has a similar park size and budget, but only half as much as Woodburn and Oregon City. While Woodburn has fewer acres to maintain, Oregon City has more park acres and a larger budget.

Figure 2-4 shows a comparison of park acres per maintenance employee for McMinnville, with comparable community park systems. The ratio of acres to employee helps illustrate the overall workload needed by system for park maintenance. For 2022-2023, McMinnville has budgeted nine maintenance employees responsible for 358 acres of park land, for an average of 39.8 acres per employee. When compared to the other cities, McMinnville is above the average of 34.2 acres per employee.

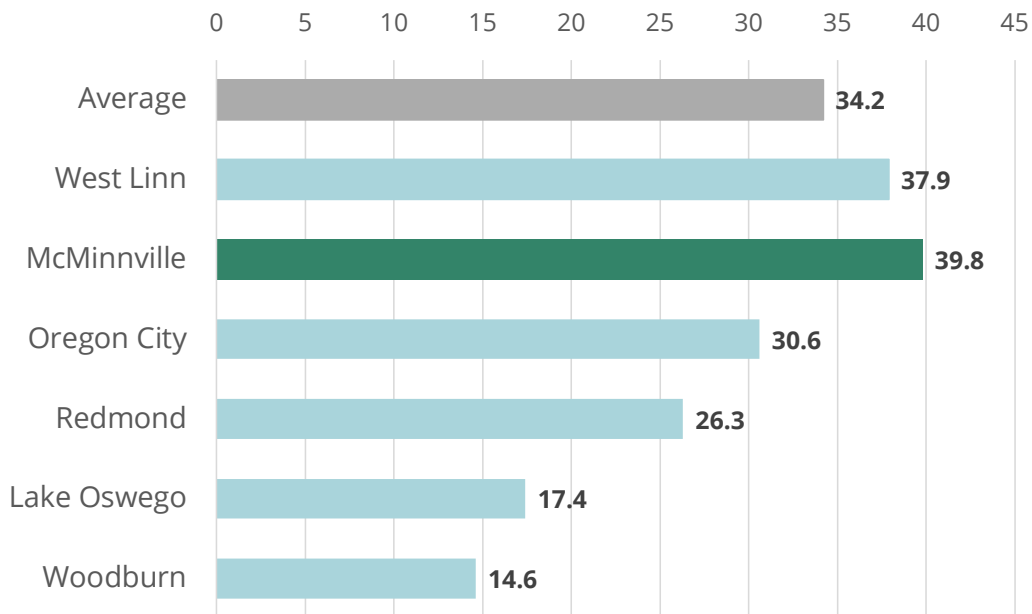


**FIGURE 2-5: MAINTENANCE EXPENDITURES PER PARK ACRE BUDGET COMPARISON, 2022-2023**



Source: City of McMinnville. All expenditures are from 2022-2023 adopted budgets. Budget information and park acreages provided by individual cities. Some cities, such as Grants Pass, have extensive open space in their park system which typically requires less intensive maintenance.

**FIGURE 2-6: PARK ACRES PER MAINTENANCE EMPLOYEE COMPARISON, 2022-2023**



Source: City of McMinnville. Park acreages and number of employees provided by individual cities. Some cities, such as Grants Pass, have extensive open space in their park system which typically requires less intensive maintenance.





**Above: West Hills  
Neighborhood Park**





# 3

## VISION, GOALS, AND OBJECTIVES

Driven by community needs and priorities identified from the planning process, this chapter builds off the 1999 Parks, Recreation, and Open Space Plan and presents the envisioned future direction of the parks and recreation system for the next 20 years. Existing goals and policies from the City of McMinnville’s Comprehensive Plan, MAC-TOWN 2032, and other plans and studies also informed the vision, goals, and objectives included in this Plan.

# 3 VISION, GOALS & OBJECTIVES

*The PROS Plan provides a 20-year vision and guide for future projects, policies, and programs built on community values and needs.*

## COMMUNITY ENGAGEMENT SUMMARY

A variety of meetings, surveys, and outreach activities were conducted throughout the planning process to understand community needs and priorities. Appendices B and D provide more detailed results of the Plan’s outreach efforts.

- **Project Team Meetings:** City staff and the MIG consultant team (the Project Team) held ongoing meetings throughout the planning process to discuss planned activities and review draft materials and information. City departments included representatives from Parks and Recreation, Parks Maintenance, Public Works, Community Development, and Communications and Engagement.
- **Diversity, Equity, Inclusion Advisory Committee (DEIAC):** The City’s DEIAC is an advisory committee appointed by the City Council that is responsible for making policy recommendations to the City Council. In alignment with the City’s strategic plan, MacTown 2032, this committee also advises City staff on culturally responsive service delivery, programming, and communication strategies. The project team met with the DEIAC on August 11, 2022, May 11, 2023, and September 14, 2023. The first meeting was an opportunity to discuss challenges and opportunities of McMinnville’s PROS system through the lens of equity and inclusion, as well as discuss outreach ideas to reach McMinnville’s diverse population. At the second meeting, the DEIAC reviewed community outreach results and discussed key needs. At the third meeting the DEIAC discussed priorities for near and long-term projects.
- **Parks Tour:** On August 11, 2022, DEIAC, Planning Commission and City Councilors were invited to attend an informational tour of McMinnville’s parks system led by the City project team.
- **In-Depth Interviews:** In the summer and fall of 2022, the project team held eight one-on-one interviews with City staff, members of the DEIAC, and members of the community. The interviews were intended to help shape the public engagement plan and hear from diverse voices, including multi-lingual households.
- **Pop-Up Events:** During a resource





fair hosted by Unidos Bridging Community (nonprofit organization which advocates for Latino immigrant families) in February 2023 and the Día de los Niños event in April 2023, City staff hosted a Spanish language pop-up event to provide information about the plan, and to learn about how people currently use parks and recreation facilities, and ask what facility improvements are needed.

- **Focus Group:** On February 28, 2023, the project team held a meeting with various City of McMinnville partners, including Yamhill County, McMinnville School District, Visit McMinnville, McMinnville Downtown Association, Linfield University, and Chemeketa Community College.
- **Online Values and Needs Survey (Survey 1)\*:** The City held an interactive, map-based online community survey that was open for seven weeks, from December 16, 2022 – February 5, 2023. During this time, 2,338 people responded. Respondents represented a variety of McMinnville residents, employees, students, and visitors of many demographics. Questions focused on values related to parks and recreation, how people use different parks, what improvements are needed, and recreation program participation.
- **Decision-Maker Meetings:** The project team met with City Council a total of seven times throughout the planning process, including one joint meeting with the McMinnville School District Board of Directors on March 22, 2023 and one joint meeting with the Planning Commission on September 20, 2023. The project team met with the Planning Commission individually an additional two times. The meetings gathered feedback on the various phases of the planning process, discussed opportunities and challenges, and answered questions.
- **Online Priority Projects Survey (Survey 2)\*:** The City held a second interactive, map-based online community survey that was open from October 12, 2023 – November 19, 2023. During this time, 1,395 people responded. Respondents represented a variety of McMinnville residents, employees, students, and visitors of many demographics. Questions focused on identifying community priorities for Plan recommendations and projects.

\*Both surveys were promoted through email blasts, yard signs in all parks, City newsletters, social media posts, door-to-door outreach, gift card drawings, polling at Saturday soccer days with 800 families, and giveaways such as \$2 bills and City tote bags.

## VISION, GOALS & OBJECTIVES

The renewed **vision** builds on community aspirations from the 1999 PROS Plan that focused on a high quality of life, a strong community, environment, and economy.

The **goals** provide general direction to decision-makers and staff for implementing the vision and to ensure a consistent long-term direction. The Plan's seven goals were developed based on DEIAC, City leader, and community input, the Needs Assessment, and the 1999 PROS Plan.

The **objectives** guide system-wide administration and management of programs, activities, and actions to achieve the long-term goals. The objectives also clarify what the City expects for future improvements to the park system. Like the vision and goals, objectives are expected to be achieved over the next 20 years. However, there are several recommended objectives that are already ongoing and should continue as noted. These objectives also

directly support the City of McMinnville Comprehensive Plan. Objectives are organized into five categories and detailed throughout this chapter:

## OBJECTIVES

**A** PARKS AND FACILITIES

**B** OPEN SPACES, GREENWAYS, AND TRAILS

**C** RECREATION PROGRAMS AND SERVICES

**D** MAINTENANCE AND STEWARDSHIP

**E** MANAGEMENT AND COLLABORATIVE PARTNERSHIPS

## VISION

**INCLUSIVE - INTERCONNECTED - VIBRANT - SAFE - WELCOMING**

McMinnville, parks and recreation define our incredible city by bringing the community together through an inclusive and interconnected system. From natural areas, vibrant public spaces, and variety of parks, events, and programs, our community enjoys a high quality of life that is safe and welcoming for everyone.

Together, these opportunities provide for lifelong learning and fun for all ages, healthy lifestyles and natural habitats, and community cohesion, while also supporting our local economy, and unique heritage and culture. McMinnville's parks and recreation system is equitable for everyone in every neighborhood, and we are committed to stewarding these places and opportunities for future generations.

---

## GOALS

The City of McMinnville strives to achieve this vision through the following goals for parks, recreation, and open spaces.

- 1 ENSURE EQUITABLE PARK ACCESS**  
Ensure equitable park access by striving for universal design in parks and facilities, enabling year-round outdoor recreation, and providing parks within a 10-minute walking distance of all residents.
- 2 SUPPORT COMMUNITY COHESION**  
Provide opportunities and events for social gatherings, empower residents in decision-making, and build long-term support for the system by strengthening partnerships.
- 3 PROVIDE A WELCOMING SYSTEM**  
Support projects, policies, and programs that reflect McMinnville's different cultures and ethnicities, age groups, incomes, abilities, and backgrounds.
- 4 PROVIDE SAFE AND CLEAN PARKS**  
Provide safe and clean parks through regular maintenance of public spaces and amenities, replacement or repair of aging facilities, increased maintenance capacity as new parks and facilities are added, and a collaborative approach to addressing unsafe activities and behavior.
- 5 SUPPORT DIVERSE RECREATION OPPORTUNITIES**  
Provide a diverse range of opportunities at different scales and in different locations throughout the park system.
- 6 CELEBRATE AND PRESERVE NATURE**  
Protect natural resources, wildlife habitats, and tree canopy while fostering environmental stewardship and expanded water access, educational opportunities, and ways to experience nature.
- 7 INCREASE OFF-STREET TRAIL CONNECTIONS**  
Integrate off-street trail connections for non-motorized transportation and recreation, while creating better linkages between parks, neighborhoods, and community destinations.





# A

## PARKS AND FACILITIES

### **A.1 Equitably distribute park and recreation facilities.**

Strive to ensure that all neighborhoods are within a 10-minute walk/bike distance ( $\frac{1}{4}$ -mile to  $\frac{1}{2}$ -mile) to a park and recreation area through the recommended level of services, and recommendations in the Plan. Prioritize future parks and recreation facilities in underserved areas with the greatest need. Use outcomes of the park equity and access mapping analysis to prioritize improvements in underserved areas of McMinnville.

### **A.2 Maintain current parkland level of service standards as one of several ways to meet parkland needs.**

Strive to exceed a total minimum ratio of 10.3 acres of parkland per 1,000 residents. This minimum ratio should serve as one of multiple benchmarks to measure needs when combined with other factors including park quantity, quality, and access.

*\*See page 64 for how current and recommended conditions compare to these standards.*

### **A.3 Apply updated facility guidelines.**

Continue to provide a variety of recreation facilities based on national benchmarks (National Recreation and Park Association metrics) of comparable park systems as a guideline. As guidelines, these ratios should continue to be monitored and adjusted to account for changing recreation trends and community growth.

- a. Basketball courts – full court (1 per 7,117 residents)
- b. Rectangular fields (1 per 4,947 residents)
- c. Tennis courts – outdoor (1 per 5,815 residents)
- d. Pickleball courts – outdoor (1 per 9,257 residents)
- e. Diamond (baseball/softball) fields (1 per 5,033 residents)
- f. Multiuse (tennis, pickleball, and basketball) courts (1 per 14,800 residents)

*\*See page 83 for how current and recommended conditions compare to these standards.*



Hidden Creek Park West,  
Hillsboro Oregon

#### **A.4 Design and monitor parks and facilities for safety.**

Apply a range of design and management strategies to create safer and more welcoming parks and recreation facilities. This includes designing to ensure surveillance and clear sight lines into the site from surrounding uses to help reduce crime, vandalism, inappropriate activities, and address personal safety concerns. Provide lighting and video surveillance where appropriate. Allocate adequate security/park ranger resources to monitor activities, deter crime, and support safety in parks and open spaces for all users.

#### **A.5 Prioritize park accessibility improvements and design.**

Complete an ADA assessment and/or transition plan to identify required upgrades in accordance with the Americans with Disabilities Act. Apply accessible design best practices to new parks and facilities that at a minimum meet and/or strive to exceed ADA standards and include sensory elements.

#### **A.6 Develop interactive, unique play areas across the park system.**

Incorporate barrier-free and universal play areas, water play and nature play. If a park is located near another play area, consider further investments in existing play infrastructure at the adjacent site rather than duplicating the same style and design.

#### **A.7 Create unique parks and memorable and engaging spaces.**

Emphasize park design, site character, identity, and sense of place through the use of art, colors, plantings, natural elements and topography. Incorporate natural, cultural, and historical elements and interpretive/ educational features to convey the regional, local, or site-specific context.

#### **A.8 Design parks with consideration for sustainability, water quality, water conservation, flood impact mitigation, and wildfire resiliency.**

All new recreation facilities should be designed and constructed using green design and sustainable development practices. New facilities should be designed for energy efficiency, climate/natural disaster resiliency, water conservation, water quality improvements, and to minimize impacts to the natural environment.





Nadaka Park,  
Gresham Oregon

**A.9 Add a greater variety of facilities within existing parks.**

Community gardens, natural play areas, all-abilities playgrounds, off-leash dog areas, a new skate park with accessible features, multi-use courts, all-weather/year-round facilities (turf fields, covered courts and play areas, etc.), and other recreational facilities are all needed in McMinnville. Several existing parks have capacity to either replace or add these facility types. Consider prioritizing adding needed facilities and amenities to existing parks prior to developing new sites.

**A.10 Strategically increase permanent restrooms to enhance visitor comfort and park use.**

Strive to provide safe and well-maintained permanent restrooms in community and at trailheads, prioritizing parks with the highest use and need. Only provide restrooms in neighborhood parks if deemed necessary by park use and design. Utilize permanent restroom models that support safety and accessibility.

**A.11 Provide updated, comprehensive signage to direct users to parks and provide information and interpretation within parks and facilities.**

Convey history and culture through art and interpretive installations. Include interpretive elements about local history, fish, wildlife, native plants, conservation, and indigenous people. The signage and wayfinding system should be based on a thoughtful and easy-to-understand design that utilizes inclusive interpretive design and adheres to a common design and branding theme that is consistent across all park and recreation providers (City, State, Federal). Consider providing QR codes on signage to allow for additional information, reduced signage sizes, and language translations.



Beacon Mountain,  
Seattle Washington



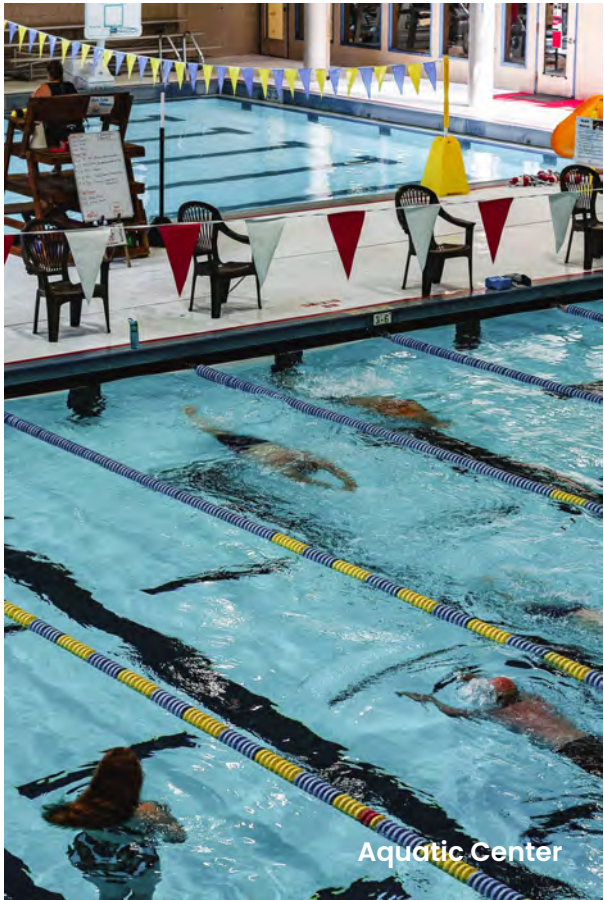


**A.12 Continue pursuing a new community recreation and aquatic center.**

As recommended in the Parks, Recreation & Library Buildings Plan (2021), determine the possible role of any partners in the operations of the aquatic/recreation center or the provision of programs and services in the facility. Determine possible reuse options (or demolition) for the existing Aquatic Center and Community Center buildings. Due to the Aquatic Center’s current location within a park, intentionally redesign the area as the gateway to 3rd street and along the main highway through town. Plan to take these structures off-line as recreation facilities as soon as the new aquatic/recreation center opens and remove them from the Parks and Recreation budget. Utilize indoor recreation facilities that are flexible and multi-use to support year-round physical and mental health and reduce social isolation. Ensure capacity, open hours, and accessibility are strategically maximized.

**A.13 Evaluate senior center expansion feasibility.**

As recommended in the Parks, Recreation & Library Buildings Plan (2021), complete a planning study for the expansion of the Senior Center. Confirm amenities and their sizing for the facility to develop a concept plan for the expansion.





## **B** OPEN SPACES, GREENWAYS, AND TRAILS

### **B.1 Acquire new natural areas and protected open space.**

Acquire open space lands with the goal of protecting unique environments and providing low impact recreation opportunities such as hiking, picnicking, and wildlife viewing.

### **B.2 Connect to the South Yamhill River.**

Pursue phased implementation of Transportation System Plan projects that connect McMinnville's trail network to the South Yamhill River and its tributaries such as Cozine Creek and Baker Creek to increase access to water, nature, and wildlife viewing opportunities. Acquire, develop, and/or activate strategic areas along the river and creeks within existing parks or as part of future park or natural area opportunities to provide community water access.

### **B.3 Prioritize access to nature and preservation of natural resources.**

Provide opportunities for residents and visitors to connect with nature via new or improved access to natural areas.

Create or preserve meadow habitat in natural areas or transition spaces between developed and natural areas (habitat friendly native grasses and herbaceous perennials/annuals/bulbs that require minimal mowing/pruning and weed management). Reveal and enhance nature and natural processes using native plants and by using stormwater management as a functional and aesthetic park feature.

### **B.4 Incorporate habitat and nature in McMinnville's developed parks.**

Promote site-appropriate habitat and nature in parks by planting more large canopy trees and clusters of trees, adding more understory plantings and richer planting palettes, replacing of turf with ecolawn, and adding rain gardens and green stormwater infrastructure. Reestablish Camas and other traditional/native prairie plants and edible flora. Also focus on creating year-round pollinator friendly environments with clustered native flowering plants such as Vine Maple, Lupine, and the





Tall Oregon Grape (the Oregon state flower). Attracting bees, butterflies, hummingbirds, and other pollinators is essential for local food production and overall ecosystem health.

#### **B.5 Integrate site-specific flood mitigation measures into site design.**

Parks in flood zones, such as Joe Dancer Park, should be managed and designed to work with natural systems. Where feasible, these measures (such as berms and detention ponds) should be wide enough to maximize mitigation potential and be designed to include changes in topography to slow water, while also designed for passive recreation and non-motorized connections. Where possible, impervious surfaces should be minimized to reduce additional runoff, while choosing landscaping that will help absorb runoff and associated pollutants.

#### **B.6 Improve community walkability and bikeability.**

Continue to provide and expand an interconnected, accessible pedestrian and bicycle system that safely links McMinnville’s parks and open spaces to other parts of the city including neighborhoods, commercial areas,

downtown, schools, and regional trail systems.

#### **B.7 Pursue natural surface trails in parks and natural areas.**

A system of natural surface trails should be provided to offer single and multi-use trail access in parks and natural areas. New trails should be considered on a case-by-case basis where there is public access and include accessible options as part of the connected trail network.

#### **B.8 Implement the City’s Transportation System Plan (TSP) to provide safe and direct connections for pedestrians and bicyclists.**

Acquire and develop segments of off-street trails as envisioned in this Plan and continue to prioritize completion of the pedestrian and bicycle network identified in the City’s current TSP and future TSP updates. Develop safe crossings and attractive trail entries and trailheads at connecting parks, with signage marking trail distance to community destinations. Continue collaborating with other agencies and the public to prioritize user safety of the trail system through planning, design, maintenance, and enforcement.





## RECREATION PROGRAMS AND SERVICES

### C.1 Increase recreational programs and events in parks and facilities.

Continue to provide a full range of fundamental recreation programs provided by the City and other partners. Seek opportunities to expand and diversify existing programs and emphasize new programs. Consider existing demand when expanding program offerings and capacity. Focus recreation options in the following program areas: aquatics, adult fitness, sports, and wellness classes, community events, arts and culture, and opportunities and programs for youth, children, and young adults and teens. Consider the following:

- a. Recruit non-profits, partners, or individual recreation providers to offer free or fee-based activities in parks. Establish a user agreement with guidelines on park or facility costs and use.
- b. Establish a competitive recreation grant fund and process to fund programs and community events provided by other partner providers

and non-profits or individuals in City parks and facilities. Develop criteria for award selection and distribution identifying target programs (e.g., community, neighborhood and family activities, teen and adult programs, multi-cultural and Latino activities, events, or programs) and target audiences (youth, teens, seniors, low-income persons, people with disabilities and/or underserved populations).





**C.2 Program parks and facilities to encourage use, activity, and safer spaces.**

Program parks to generate activity at different times of the day, during the evening, and on weekends:

- a. Offer programming at underused parks or spaces that will encourage more widespread use of parks and increase use.
- b. Locate programmed activities along site edges, entrances or along a main pedestrian path to promote community access and visibility.
- c. Ensure that programmed activities take place from early morning to evening all times of day, and days of the week to ensure working families and individuals can have access to activities.
- d. Increase outreach and marketing to expand community awareness of park programming opportunities and events. Market programs through a variety of platforms and methods to encourage community-wide visibility.

**C.3 Explore pilot programs to encourage recreation participation.**

Provide pilot programs to attract people to parks, create a volunteer program, and test viability of new and emerging classes, recreation programs and events. This experimental approach may not always result in viable programs but will allow the system to evolve over time and respond to changing community preferences and needs. Continue to track trends on a regional and national basis to determine possible pilot programs.

**C.4 Explore a variety of parks and open streets events at different scales.**

Continue to partner with the McMinnville Downtown Association and others to create, market, and staff a pop-up park and additional open street events with food, music, games, and other activities like the UFO Festival. Include interactive outreach activities at community events to learn more about needs in the area and perceived barriers to recreation options and park use.





**C.5 Recruit local businesses, entrepreneurs, and private industry partners to increase variety and expand program offerings.**

Partner with non-profit groups such as Unidos, or higher education providers such as Chemeketa Community College and Linfield University to offer culinary arts courses, business management and operations programs, and other similar opportunities while supporting small businesses and job recruitment.

**C.6 Promote events to increase community cohesion and inclusion.**

Continue to sponsor or facilitate community-wide activities and events that promote interaction among people of different generations, cultures, and abilities like the citywide Summer Fun activities. Coordinate community partners to provide and facilitate opportunities for recreation programs and sites. Enhance programs, activities and events for multi-generational families, teens/young people, and multi-cultural residents. Provide recreation materials in both English and Spanish. Consider establishing an annual marketing plan and hiring a Marketing Coordinator.

**C.7 Identify opportunities for arts and culture programming.**

Support local arts and culture in McMinnville by teaming with area partners including Visit McMinnville, Yamhill Valley Heritage Center, and others, as well as local galleries and artists. Include interpretation of the local and regional heritage, tribal traditions, and natural, cultural, and historical resources.

**C.8 Facilitate events to promote regional tourism.**

Work with partners to provide community and regional-scale events and revenue-generating activities in public spaces in and around downtown, such as in City Park, to support tourism and associated benefits for local restaurants, galleries, and businesses. Avoid larger-scale events and tournaments that are not supported by sufficient infrastructure, maintenance and staffing to address site impacts and direct needed resources to core park and recreation services.





Hidden Creek Park West  
Hillsboro Oregon

**C.9 Add games (temporary or permanent) to increase activity at parks and encourage social interaction.**

This could include bocce ball, futsal, shuffleboard, 9 square, ga-ga ball, bocce ball or similar activity. Invest in more mobile recreation equipment and pop-up activities and games that can be used in different parks, then stored and secured when not in use.

**C.10 Establish an adequate programming operations budget.**

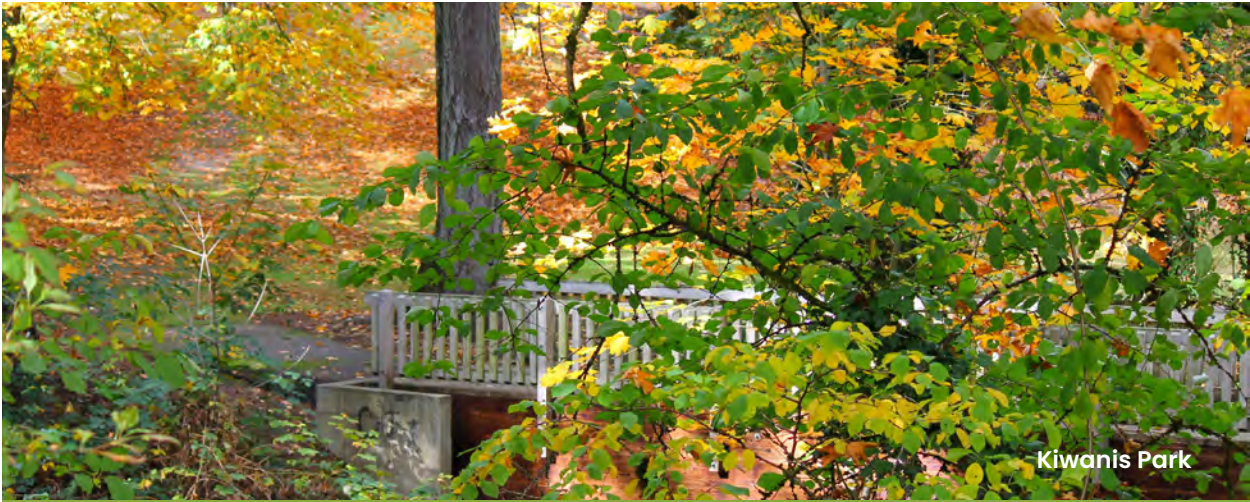
As recommended in the Parks, Recreation & Library Buildings Plan (2021), establish an adequate operations budget for one facility and the indoor programming there, to support growth in programs and services. Apply this same model to youth and team sports, the Senior Center programming as well as new/free community programs. This is estimated to be an additional \$25,000 to \$35,000 per year across most program accounts with an additional \$25,000 to \$30,000 in revenue.

**C.11 Monitor and adjust recreation staffing levels based on participation levels and program offerings.**

When combined with other staffing strategies outlined in this chapter,

the City should ensure that non-City providers provide staffing to offset City staffing needs. The City should consider additional City programming staff based on cost recovery goals of program offerings and the recommended operations budget for indoor programming (Objective C.10).





# D

## MAINTENANCE AND STEWARDSHIP

### **D.1 Increase park and facility maintenance staffing numbers.**

Reduce the ratio of maintained acres to 32.5 acres per FTE. Maintenance staff are responsible for carrying out routine and ongoing maintenance across the park system and for groundskeeping, as well as responding to unplanned requests or special projects. Maintenance is a top priority and will provide needed resources to respond to increasing park impacts related to trash pick-up, mowing, vandalism, and other needs.

### **D.2 Budget at least \$5,000 per acre per year for the maintenance of developed park acreage.**

The City should establish a minimum threshold for park maintenance services at \$5,000 for each developed acre; an increase of approximately 21% from the current average. After several years, the actual cost should be re-evaluated to account for inflation and to ensure sufficient maintenance of existing parks and new parks. This figure is exclusive of major capital renovation and repairs. The City should adjust this minimum

threshold periodically to account for inflation.

### **D.3 Design parks to create transitional zones between manicured areas and natural areas such as forests and wetlands.**

Create transition areas between developed and natural areas to promote parks and open spaces as an extension of natural systems. Use transition plantings such as habitat friendly native plants and understory vegetation to soften edge zones, reduce maintenance demand, promote natural processes, and enhance habitat value.

### **D.4 Develop a capital improvement program, which specifies a six-year schedule for acquisition and development of park and recreation lands.**

Create and update a formal capital improvement plan that is adopted as part of the city's budget process. This will increase transparency on project priorities with the public and ensure alignment with financial resources.





#### **D.5 Employ a tiered maintenance system based on park type.**

Develop a tiered maintenance system based on the needs and characteristics of specific parks. The four-tiered system should be applied to existing parks and facilities to determine maintenance level of service and to ensure adequate resources and future budgeting.

a. **Basic:** Most natural areas and underdeveloped parks should receive a basic level of maintenance. The basic level of maintenance includes routine monitoring, inspection and care of recreation facilities, natural areas, and landscaping. At a basic level of maintenance, the City provides routine maintenance for health and safety, but no specialized care for asset protection. A sub-category for undeveloped land is part of this maintenance type and would include limited responsibilities, except for emergency needs.

b. **Standard:** More heavily or frequently-used sites require a higher standard of maintenance. These sites receive the types of maintenance provided at “basic” maintenance sites on a more frequent basis.

c. **Enhanced:** Enhanced maintenance is needed at sites that include specialized assets and are highly visible and heavily used. These sites are maintained at the highest level and receive priority during peak use times.

#### **D.6 Provide periodic updates to the maintenance asset management tool.**

The City’s asset management software tool should be periodically updated to re-evaluate costs, track the life cycle of park assets and implement an annual replacement schedule. This should include a range of routine and ongoing maintenance responsibilities including mowing, trash pick-up, turf and irrigation repair, restroom sanitation, vandalism remediation as well as longer-term or periodic tasks such as trail/pathway resurfacing and equipment replacement. Dedicate a capital repair and replacement reserve fund to reinvest in aging facilities over their lifespan.

#### **D.7 Apply best practices in sustainable maintenance and operations.**

Incorporate sustainable park and facility maintenance practices to reduce waste, conserve water, promote energy efficiency, and mitigate potential environmental issues (including invasive species. Examples include performing regular energy audits, promoting recycling, and regular training of maintenance staff on current best practices in sustainable management. Materials appropriate to the local climate should be required in equipment purchases.



# E

## MANAGEMENT AND COLLABORATIVE PARTNERSHIPS

### **E.1 Create a parks and recreation advisory committee.**

Form a city-wide advisory committee to provide guidance on proposals and topics related to the park and recreation system to the City Council.

### **E.2 Promote diversity, equity and inclusion in McMinnville parks and recreation.**

Continue to collaborate with other departments and organizations to improve diversity, equity and inclusion in parks and recreation. Convene regular meetings with the proposed parks and recreation advisory committee, the Diversity, Equity, Inclusion Advisory Committee (DEIAC), community leaders and community-based organizations to improve outreach efforts and organizational cultural competency.

### **E.3 Continue partnership with McMinnville School District.**

Continue to maintain a cooperative relationship with the McMinnville School District regarding the development, use,

and operation of school facilities and parks located adjacent or near schools. Regularly coordinate and collaborate on areas of common interest and ensure both organization's values, needs and capacity are considered through planning and decision making. Improve communications with the McMinnville School District, with the City acting as a liaison with private and non-profit recreation organizations.

### **E.4 Update and formalize facility use agreements.**

Regularly revisit agreements with institutional or long-term users such as the McMinnville School District, Linfield University, Soil and Water, Watershed Council, club sports, and others for facility use. Discuss potential programming arrangements to maximize recreational options for the community.





**E.5 Employ equitable and inclusive place naming practices.**

Conduct intentional outreach to ensure the names of future parks and facilities promote community values, cultural diversity, and a sense of belonging for all community members.

**E.6 Improve communication with all residents and highlight success.**

Communicate progress made to achieve community recreation priorities and provide pathways for additional community feedback on future programming and development. Promote PROS Plan goals through a variety of media, including utility bills, events, press releases, email, and social media. Continue to reach out to the Hispanic/Latino community through contacts and processes identified in this planning process, using tools such as Facebook and culturally specific messages to increase involvement. Improving communication and demonstrating successes will help increase partner involvement and voter support for future funding measures. Establish being bilingual as an important hiring criterion and actively recruit staff that speaks fluent Spanish for front line staffing positions.

**E.7 Continue expanding partnerships in downtown McMinnville.**

Ensure that parks (especially City Park) and recreation are a central ingredient in strengthening the downtown. Continue working with the McMinnville Downtown Association, McMinnville Area Chamber of Commerce, private partners, and other groups to discuss opportunities for activating downtown through open street events, programs and events of all sizes, and renewed parks and facilities in and around downtown.

**E.8 Expand volunteer programs.**

Continue to leverage volunteer opportunities in McMinnville and expand, formalize and coordinate volunteer recruitment along with new pilot recreation programs, park clean ups, events, and activities. Develop a volunteer credit program to encourage volunteerism and recreation participation. Work with Linfield University to develop a student volunteer program to support recreation programs and community events. Budget for a volunteer coordinator to manage/improve volunteer programs, oversight, relationships and communications with partners, volunteers, and City staff.





Above: Rotary Nature Preserve





# 4

## OPPORTUNITIES

McMinnville residents believe strongly that parks, the trail network, and variety of facilities and programs are important to their quality of life. Despite this, there are unmet needs in the park system. This chapter presents the findings from the community engagement process and technical analyses used to assess community needs for parks and recreation and identify opportunities for future improvements.

# 4 OPPORTUNITIES

*McMinnville's PROS Plan is rooted in equity and intended to reflect the current and projected needs of the community.*

## ENGAGEMENT COMMON THEMES

Across all activities, there were several common engagement themes that emerged and informed opportunities for McMinnville's PROS system.

- **Parks and recreation provide a high quality of life:** According to the survey results, nearly all respondents feel that parks are important and most (70%) visit parks regularly. Results from other outreach activities also highlighted the importance of parks and recreation in McMinnville.
- **Safe parks and public spaces:** Feeling safe in parks and recreation activities was a top priority across community outreach activities. The top concerns reflect national issues relating to the presence and/or perceptions of homelessness, drug activity, and mental illness in and around parks and public spaces.
- **Improving Accessibility:** Many parks have ADA accessibility issues and physical barriers to access park features for people with disabilities and missing or narrow pathways. Meeting ADA standards does not remove all barriers and should be

considered a minimum that may not meet the City's equity and inclusion goals. Responses from outreach activities identified a lack of opportunities for older youth and children with special needs.

- **Improved City outreach and communications:** Responses noted a need to improve information sharing about what the City offers the community.
- **Addressing aging parks and facilities:** Outreach results indicated a desire for improvements to aging parks and facilities. In particular, some play equipment is aging and, if it doesn't already, will likely need replacement within the next 5-10 years.
- **Improving equity in program offerings:** Overall, respondents expressed a need for more community-wide activities to allow diverse members of the community to interact and feel connected. Some comments suggested that there are currently limited opportunities for people who speak a language other than English, or events or programs catered to a diversity of cultures in McMinnville.



- Greater variety of activities, especially in older neighborhoods:** There is some concern that new housing and growth areas will continue to get new, higher quality parks and facilities while established neighborhoods will not receive the same level of investment at existing parks. High school focus group students expressed a need for more than just “grass and concrete”, with more outdoor activities (facilities) for teens and more access to nature.
- Connecting to nature:** Across all outreach activities, respondents expressed a desire to prioritize access to natural areas and preserve wildlife habitat, tree canopy, and the natural environment. There is no formal public river or creek access in the system, yet there is potential in some existing parks for access.
- Improved bike and pedestrian connections to parks and recreation facilities:** Connections throughout the city and to parks and recreation facilities is a key need, including trails, sidewalks, bike facilities, and access points. Respondents to the survey indicated that existing trails are popular, and many use these facilities for recreation as well as transportation.

**FIGURE 4-1:** COMMUNITY VOICES, SURVEY 2





## PARK LAND NEEDS

To assess park land needs, the project team addressed park equity and access based on findings from community outreach, as well as mapping of existing parks and recreation areas and different demographic data within the city.

## PARKLAND LEVEL OF SERVICE

As a minimum numeric based measurement, the existing level of service for parks is a measurement of developed park acreage per total population. It is expressed as a ratio of acres to 1,000 residents. The 1999 PROS Plan established level of service goals based on guidelines from the National Recreation and Park Association (NRPA). Since then, NRPA has recommended shifting away from guidelines related to numeric based standards for community park systems and has more recently recommended using a variety of indicators to influence needed parks and facilities. In particular, the cost to build, maintain and operate any new park or facility is one of the most critical factors that influences how much the city is able to take on in addition to existing resource needs.

As a minimum, the existing parkland

level of service should serve as a benchmark to measure needs when combined with other factors including park quantity, quality, and access. McMinnville currently provides a total of 10.3 acres of park land and open space per 1,000 residents based on 2021 population estimates (Table 4-1). When applying the 20-year population estimate to the current park acreage, the future parkland level of service would be 7.5 acres per 1,000 residents with no new park development, a difference of approximately 134 acres.

## *Growth Management Plan and Future Growth Areas*

The City's Growth Management and Urbanization Plan (MGMUP) used some assumptions from the PROS Plan but used a different population estimate for a UGB designed to accommodate a population of 44,055 residents by 2023. That growth rate was not realized and land use planning is now based on different population forecasts according to state law, with adoption to occur by the end of 2023.

Table 4-2 shows the potential assignments of park land need per study area based on the MGMUP.



Source: City of McMinnville Growing McMinnville Mindfully; McMinnville Growth Management and Urbanization Plan, 2003 – 2023, “Findings”, and Growth Management and Urbanization Plan, 2003–2023.

Park Type		Southwest	Ridge Road	Riverside South	Redmond Hill Road	Booth Bend Road	Riverside North
Neighborhood Parks		•	•	•		•	
Community Parks		•	•				
Greenways/ Natural Areas		•	•	•	•		•

**TABLE 4-2: GROWING MCMINNVILLE MINDFULLY: MCMINNVILLE GROWTH MANAGEMENT AND URBANIZATION PLAN PARK LAND NEEDS**

Source: City of McMinnville; 2021 Population Estimate (Census); 2041 Population Estimate (McMinnville Housing Needs Assessment, 2019; Population Research Center, PSU, 2017)

Park or Facility Type	Acres	Population 2021 (acres/1,000)	Population 2041 (acres/1,000)
Neighborhood Parks	16.9	0.5	0.4
Parkettes	2.3	0.1	0.0
Community Parks	163.7	4.7	3.4
Special Use Parks	3.6	0.1	0.1
Linear/Trail Parks	43.8	1.2	0.9
Natural Areas	123.4	3.6	2.6
Undeveloped	4.2	0.1	0.1
<b>Total</b>	<b>358</b>	<b>10.3</b>	<b>7.5</b>

**TABLE 4-1: CITY OF MCMINNVILLE CURRENT & FUTURE PARK LAND LEVEL OF SERVICE COMPARISON (2021 AND 2041)**

### **PARK ACCESS GAPS**

Park distribution and access is another important way to measure park land need. To ensure equitable park access, the project team analyzed park access within a ¼-mile and ½-mile distance from park access points. This is roughly the equivalent of a 10-minute walk. The analysis also addressed unique demographic and socio-economic information within the park service area gaps.



West McMinnville Linear Park



## WHY IS EQUITABLE PARK ACCESS IMPORTANT?



**Parks promote healthy, connected, & resilient communities.**



**Parks increase physical activity, reducing the risk of chronic diseases, obesity, and cancer.**



**Parks improve mental well-being and productivity by reducing stress, anxiety, and depression.**



**Parks encourage community connectivity by decreasing social isolation and the associated risks of dementia, heart disease, and stroke.**



**Parks reduce crime rates and encourage community safety, trust, and capacity.**

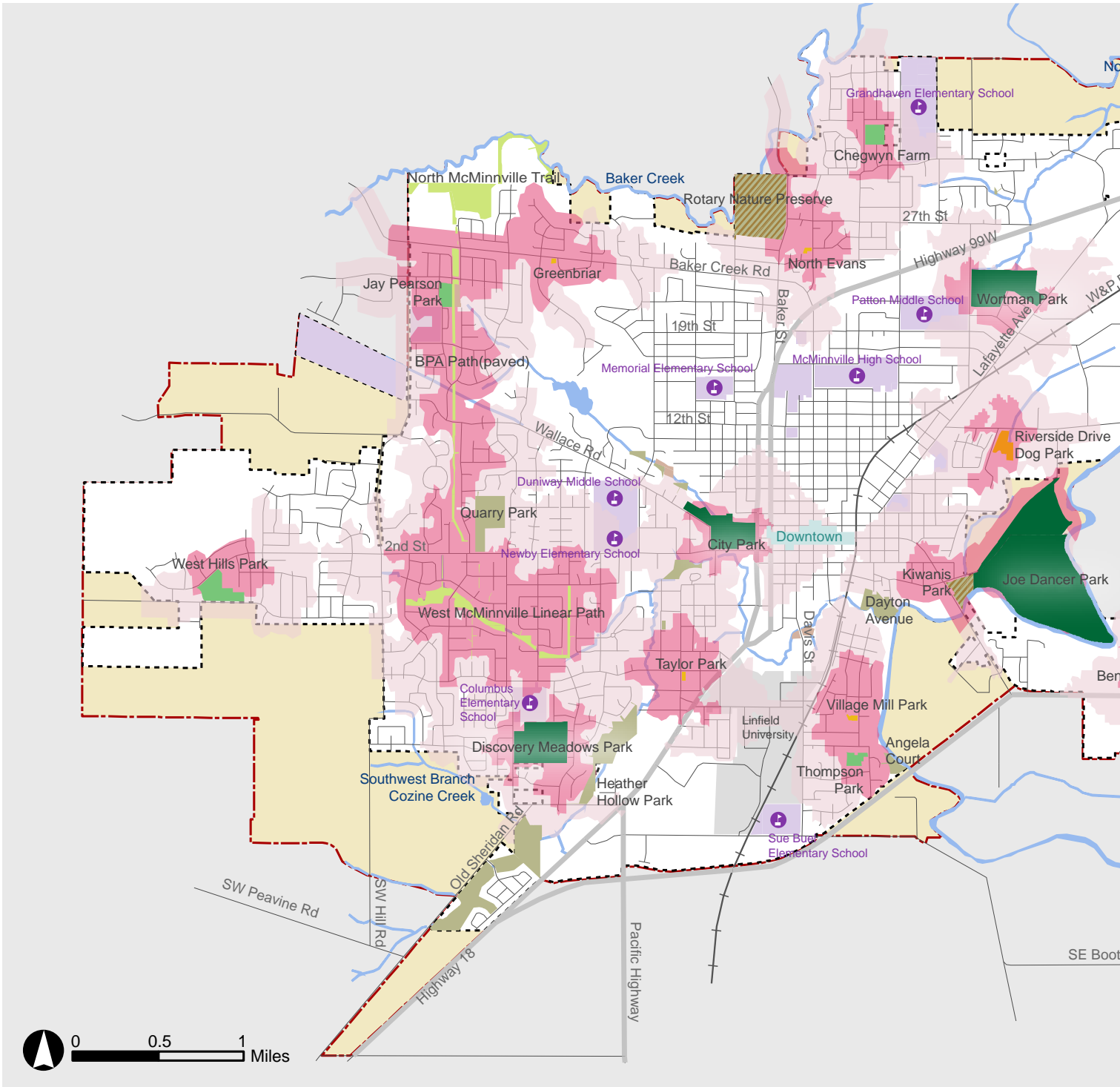


**Parks improve environmental health and climate resilience by providing cleaner air and water, reducing urban heat, and protecting against natural hazards and disasters.**











**Parks promote economic activity, a high quality of life, and place-based tourism.**

Source: MIG, The Health Benefits of Parks and Their Economic Impacts (Urban Institute)



**Park and Recreation Facilities**

- |   |                           |   |                   |
|---|---------------------------|---|-------------------|
|  | Community Parks           |  | Parklettes        |
|  | Neighborhood Parks        |  | Special Use Parks |
|  | Linear/Trail Parks        |  | Undeveloped Parks |
|  | Developed Natural Areas   |   |                   |
|  | Undeveloped Natural Areas |   |                   |

**Developed Parks Service Area**

- |   |               |
|---|---------------|
|  | 1/4 Mile Walk |
|  | 1/2 Mile Walk |

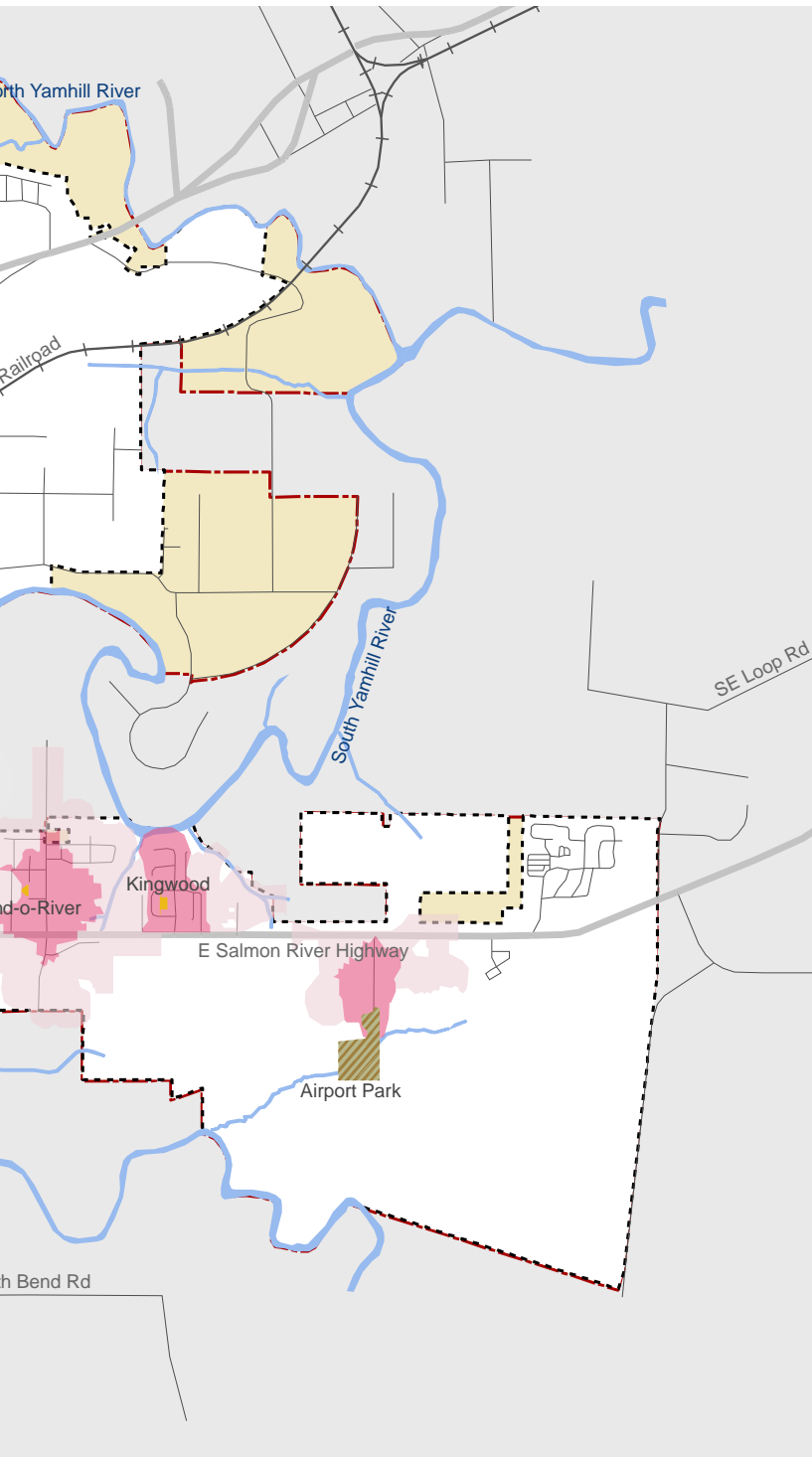
**Base**








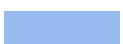




## MAP 4-1

# DEVELOPED PARKS SERVICE AREA

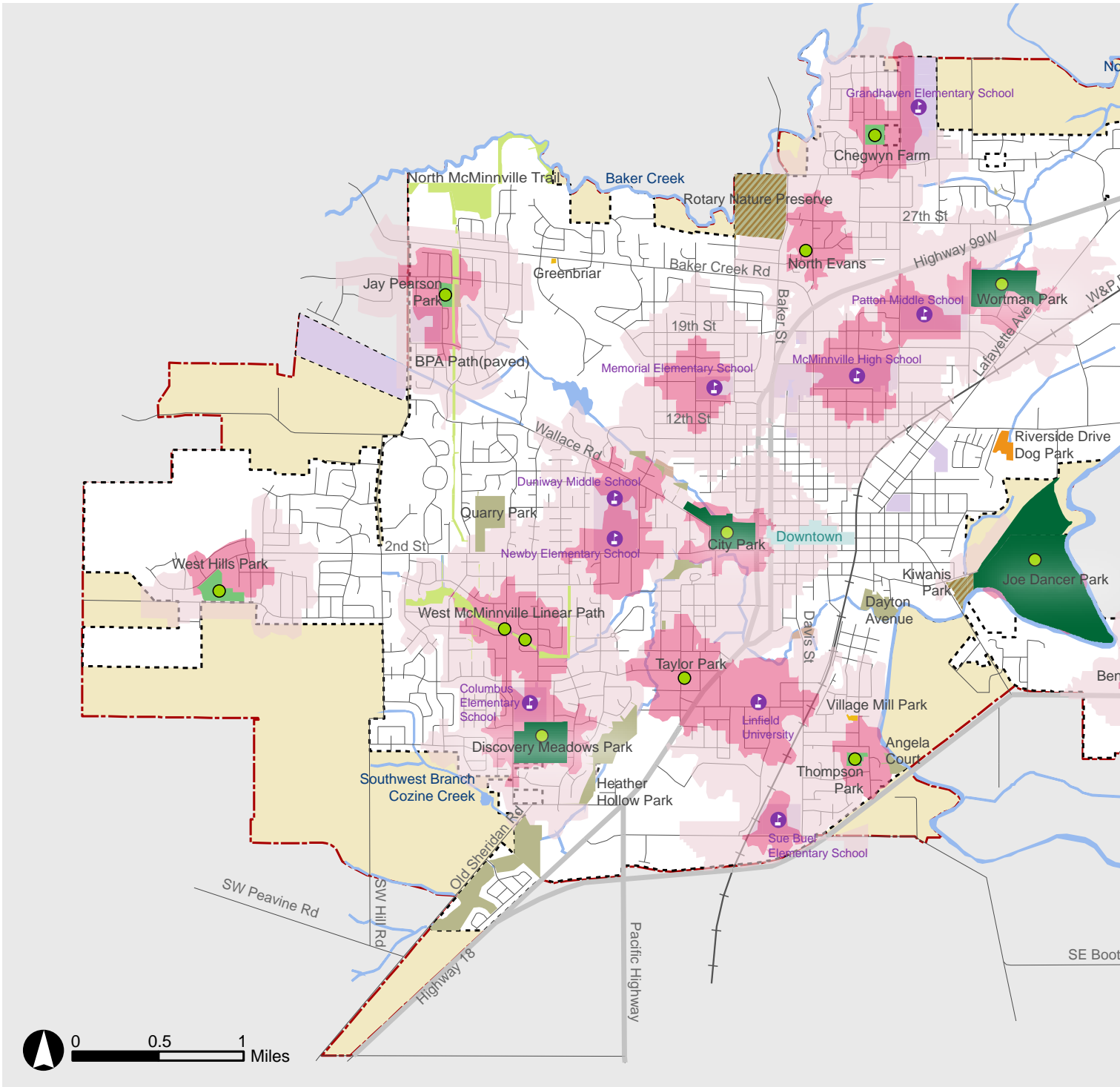


### Map Features

 Major Streets	 School District Property
 Streets	 Linfield University
 Railroads	 Water Bodies
	 City Boundary
	 Urban Growth Boundary

Map 4-1 shows ¼ and ½ mile service areas from developed parks. While much of the city is within a 10-minute walk from a park, the north central area of the city is noticeably lacking parks but does have a consistent grid street network which allows for more direct connections. In that area there are several residential developments and schools. Elsewhere, a lack of connections appears to be the limiting factor for park access where existing parks are otherwise in proximity. On the northeast side of the city, the highway serves as a barrier between neighborhoods and Wortman Park. The residential areas south and east of Joe Dancer Park are separated by the Yamhill River. Airport Park and Baker Creek North Park are on the far southeast and northwest corners of the city but are near a limited street network. Some of this is in undeveloped areas where there are opportunities for increased connectivity as development occurs. Other walkshed gap areas are primarily outside of residential areas. Areas that do not have a 10-minute walk to a developed park include:

- Central, near Memorial Elementary and the High School;
- West, including areas within the Urban Growth Boundary (UGB) (planning for urbanization would also need to account for parks);
- South, near Linfield University and south of Joe Dancer Park; and
- East, along the eastern end of E Salmon River Highway, including areas in the UGB.



**Park and Recreation Facilities**

- Community Parks
- Neighborhood Parks
- Linear/Trail Parks
- Developed Natural Areas
- Undeveloped Natural Areas
- Parklettes
- Special Use Parks
- Undeveloped Parks

**Parks and Schools with Sport Facilities or Play Areas**

- Parks
- Schools

**Service Area**

- 1/4 Mile Walk
- 1/2 Mile Walk

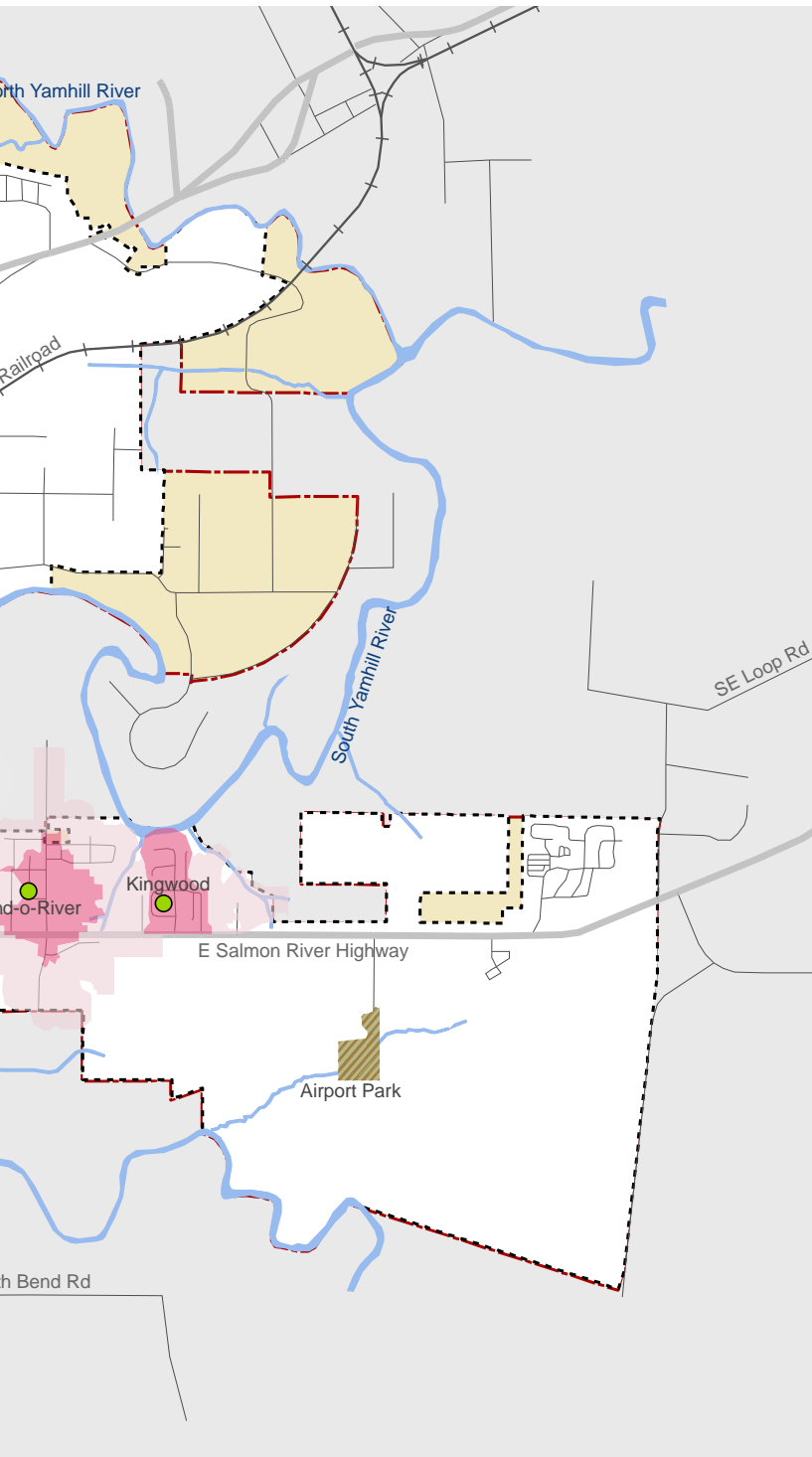


## MAP 4-2

# ACCESS TO SPORT FACILITIES AND PLAY AREAS

Map 4-2 shows  $\frac{1}{4}$  and  $\frac{1}{2}$  mile service areas from parks and schools with play areas and sports fields or sports courts. When compared to Map 4-1, Map 4-2 shows gaps in other areas of the city and demonstrates the importance of partnerships with the McMinnville School District and Linfield University. Areas that do not have a 10-minute walk to sports facilities and play areas include:

- West, aside from the immediate surroundings of West Hills Park and Jay Pearson Neighborhood Park;
- Central, east of Downtown; and
- East, along the eastern side of Hwy. 99 and the E Salmon River Highway, including areas in the UGB.



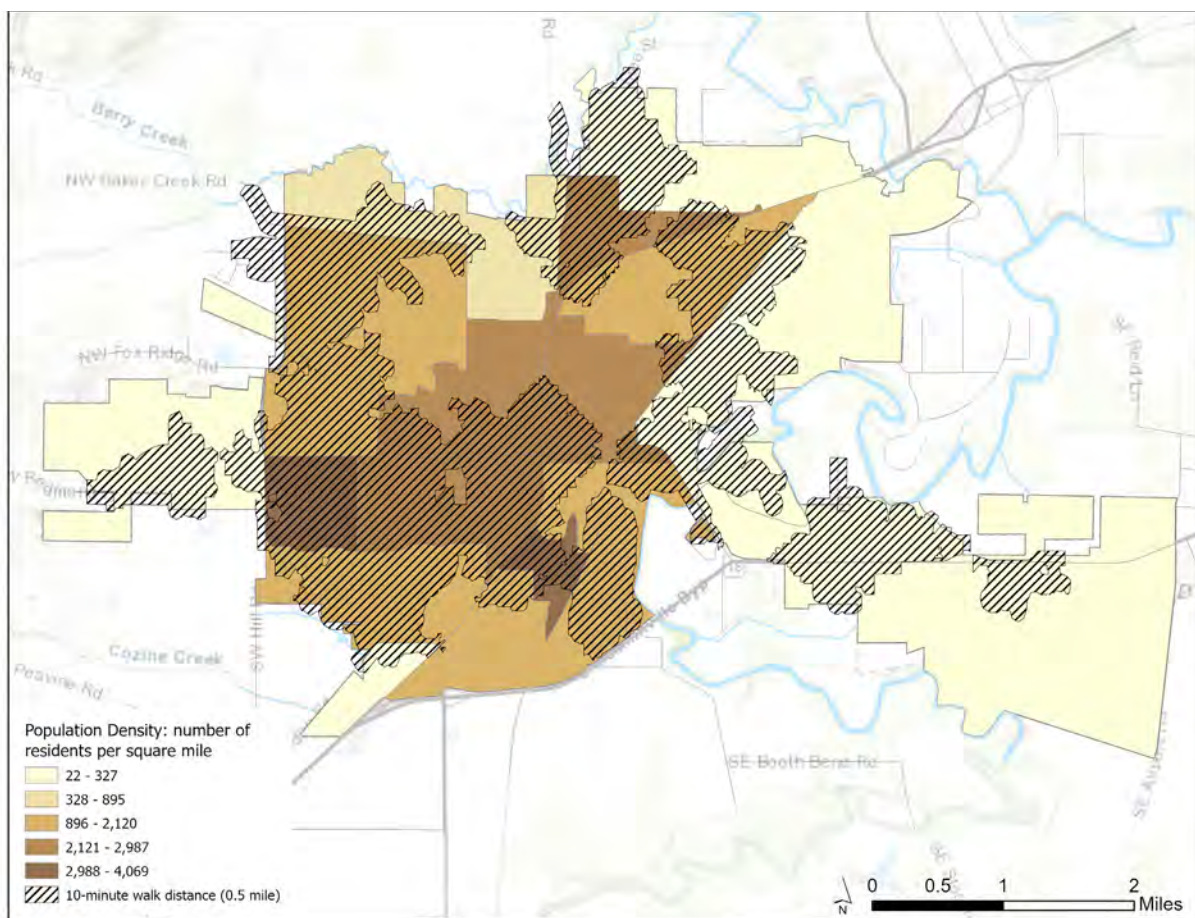
### Base Map Features

- Major Streets
- Streets
- Railroads
- Water Bodies
- - - City Boundary
- - - Urban Growth Boundary

## EQUITY FINDINGS

The planning process focused on equity, identifying historically underserved neighborhoods with a greater need for park and recreation services, and ensuring that underrepresented community members have a voice. The following maps show areas that lack nearby park access, and areas with a greater concentration of lower household incomes, higher population density, youth population, and areas with a greater percentage of people of color using Census block group data (US Census ACS 2015–2021). In each map, the black hatched areas represent areas of the city within a 10-minute walk/bike distance (¼-mile to ½-mile to a developed park).

**FIGURE 4-1: POPULATION DENSITY**



Source: MIG, US Census ACS 2015–2021

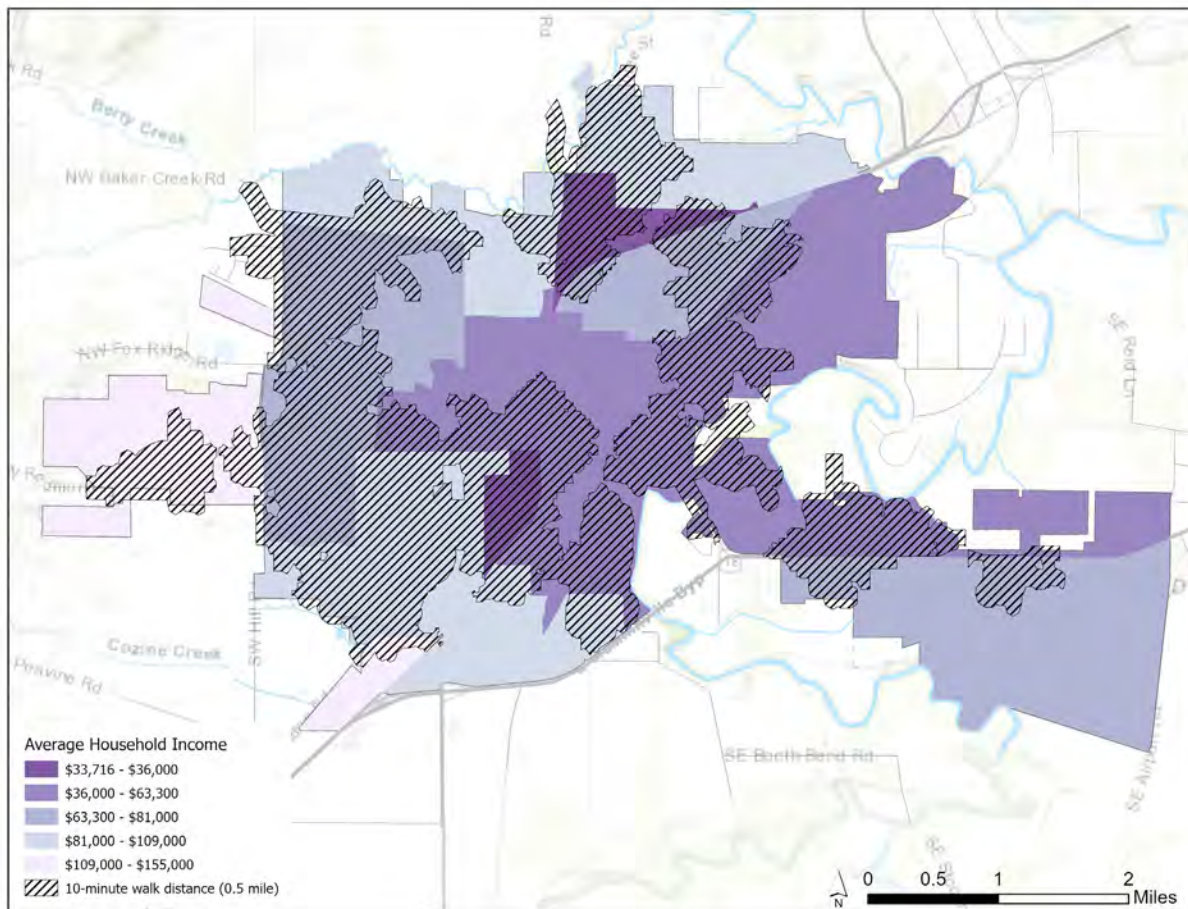
Areas with **higher population density** are important to consider as these areas typically have a greater percentage of housing types without yards or greenspace, including multi-unit housing or homes on smaller lot sizes. The residential density map identifies areas with a greater concentration of residents per square mile. The north central area and southern edge of the city have higher population densities but lack walkable access to parks. Other areas with a higher population density are well covered by walkable park access.



***A mix of large community parks, smaller neighborhood parks and even smaller pocket parks that provide equitable access to nature, rest, and play for all of McMinnville’s residents and visitors alike.***

-Online Survey 1 Respondent, Vision for the PROS system

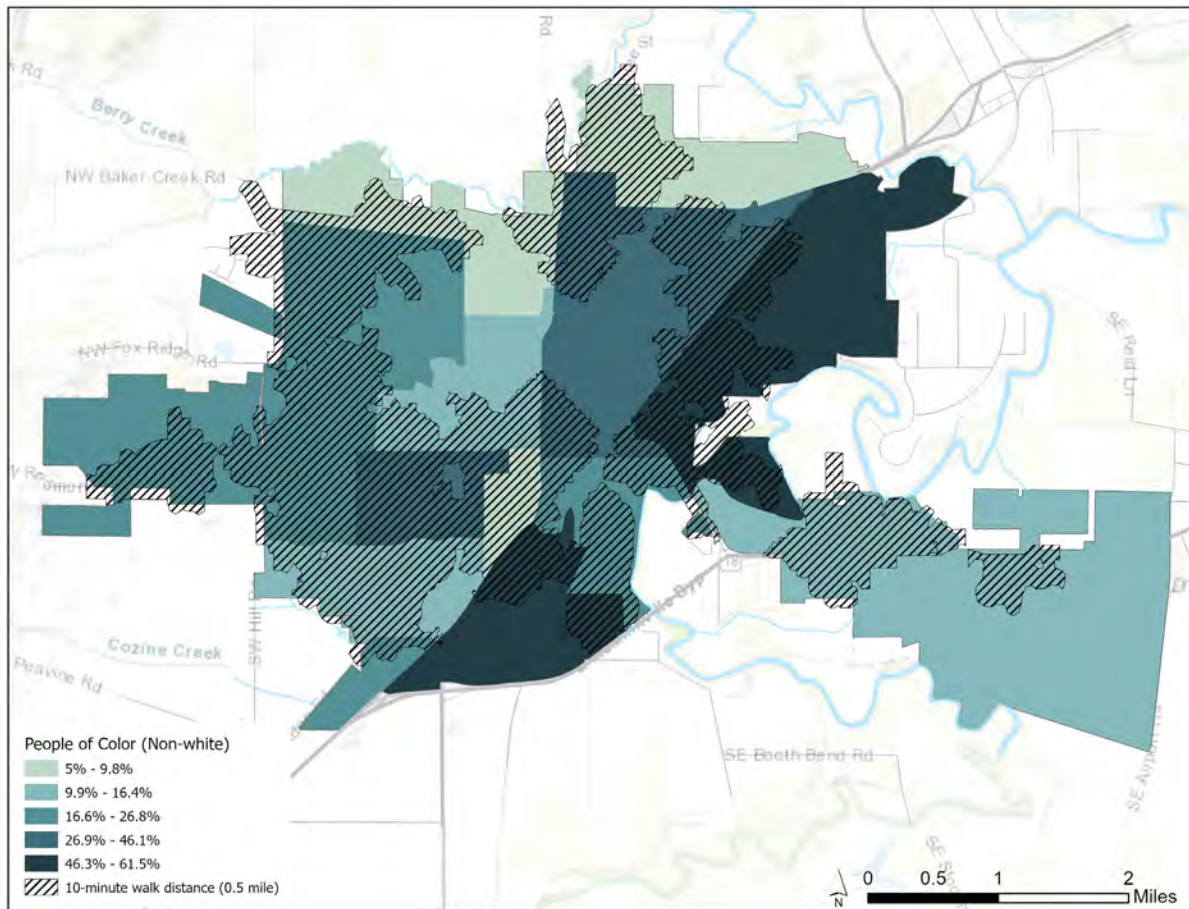
**FIGURE 4-2: AVERAGE HOUSEHOLD INCOME**



Source: MIG, US Census ACS 2015–2021

**Lower income areas** have often less public investment historically and may still have inequitable park access as a result. The average household income map identifies neighborhoods with lower incomes and a greater need for affordable or free park and recreation opportunities. Households in north central and southwestern areas of McMinnville primarily have low to medium incomes of \$36,000 to \$63,000. This is lower than most of the rest of the city. Households on the north, west, and south edges of the city within park access gaps generally have higher annual income of at least \$81,000 per household.

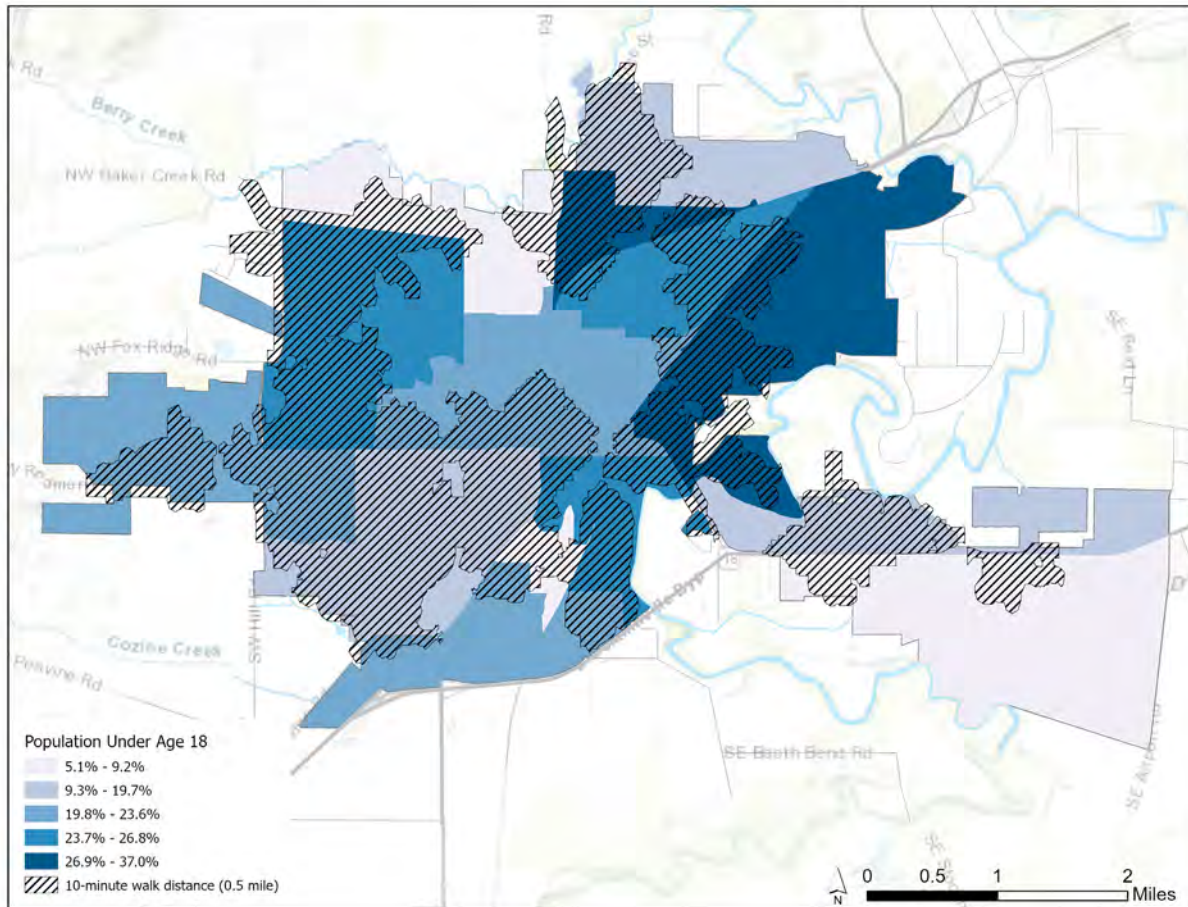
**FIGURE 4-3: POPULATION OF COLOR**



Source: MIG, US Census ACS 2015-2021

Across the U.S., **communities of color** have been historically disadvantaged through segregation, discrimination, environmental justice issues, and lack of public investment in facilities like parks and recreation. The population of color map shows areas with a greater percentage of the non-white population where there may be a greater need to understand different interests, concerns, or values than other areas of the city. Like the previous maps, the northeast side of the city lacks nearby developed park access, but this area also has a greater percentage of people of color. Another area with a higher percentage of people of color is around Linfield University (to the south) which does have nearby developed parks.



**FIGURE 4-4: POPULATION UNDER 18**

Source: MIG, US Census ACS 2015–2021

Parks provide a range of benefits for **youth of all ages** including support for social development, access to greenspace, and healthy activity options without needing to drive a car. The population under 18 map indicates areas of the city that have children or families. These areas may have a need for a greater variety of options. The areas of McMinnville with higher youth populations are in the northeast side of the city, but this likely represents a small number of residences within the area covered by walkable park access. Other areas with a higher percentage of youth and without nearby park access include the north central area, and western, and southern edges of the city.





## RECREATION FACILITY NEEDS

To identify recreation facility needs, the project team incorporated both statewide and regional trends as well as community engagement results. Consideration for McMinnville’s unique needs, such as the rainy climate, should continue to inform facility needs.

## STATE AND REGIONAL TRENDS

Recreation trends at the national, state and regional level provide additional insight on popular activities, challenges, and potential opportunities to consider in the City’s park and recreation system. This section includes relevant information from Oregon’s Statewide Comprehensive Outdoor Recreation Plan (SCORP) 2019–2023. The SCORP provides necessary guidance for state administered grant programs including the Local Grant, County Opportunity Grant, and Recreational Trails grant programs. The SCORP is about statewide recreation including local recreation facilities, not just state parks.

The SCORP measures statewide and county needs based on a survey of Oregon public recreation providers. Respondents were asked to rate the importance of county-level funding

need for a variety of recreation projects in their jurisdiction. **Trails, playgrounds, and restrooms** were the top needs at both the state and county level (Table 4-3).

The SCORP also includes statewide survey results for Oregon residents conducted by the Oregon Parks and Recreation Department. The survey asked residents to prioritize investments in their park and recreation system. The survey shows top priorities for four different demographic groups:

### **SCORP Top Priorities:**

- **Latino:** Nature and wildlife viewing areas, children’s playgrounds and play areas made of natural materials;
- **Asian:** Security cameras, restrooms;
- **Families:** Children’s playgrounds and play areas made of natural materials, dirt/other soft surface walking trails and paths; and
- **Low Income:** Restrooms, dirt/other soft surface walking trails and paths.

## COMMUNITY ENGAGEMENT RESULTS

The intended use and programming of McMinnville’s parks vary based on park type. The City schedules nearly all recreation programs in three of six larger community parks due to available amenities such as parking and restrooms. The City programs most adult and youth field sports at Joe Dancer Park, and other events or camps are mostly programmed in Discovery Meadows Park or City Park. Interestingly, several of these same parks are also popular for relaxation, including City Park and Joe Dancer Park. Figure 4-5 summarizes the most popular parks in McMinnville by each of the four general activities from the online survey.

In addition to these, some of the most frequently mentioned activities for “other” activities included:

- Walking, biking, or hiking
- Playing or walking with dogs
- Being in nature
- Being with families and friends
- Working (remotely in parks)

**FIGURE 4-5:** “WHICH PARKS OR RECREATION AREAS DO YOU GO TO IN MCMINNVILLE AND WHY?”: TOP RESULTS FROM SURVEY 1



### Fun or Play

- City Park, Discovery Meadows



### Sports or Fitness

- Joe Dancer Park, City Park



### Relaxation

- Tice Woods/Rotary Nature Preserve



### Programs or Events

- City Park, Joe Dancer Park

**TABLE 4-3:** PUBLIC RECREATION PROVIDER NEED, STATE AND REGIONAL COMPARISON (OREGON SCORP)

Top Statewide Needs	Top Yamhill County Needs
1. Community trail systems	1. Children’s playgrounds and play areas made of natural materials
2. Restrooms	2 (tie). Community trail system
3. Children’s playgrounds and play areas built with manufactured structures	2 (tie). Restrooms

Source: Oregon SCORP, 2019-2023

Community outreach results provided insights into the community’s desires for the future of the parks and recreation system. Results from the online survey showed that respondents value trails, passive gathering places, and play spaces in parks.

When asked about park and recreation system needs, the most frequently cited needs are to ensure safety and cleanliness at parks (Figure 4-6). City Park and Joe Dancer Park are two of the most popular parks and need the most improvements according to the survey results. Another common need in McMinnville’s parks was to provide more things to do.

The project team also compared all results from the online survey with results from nine census block groups which have low household median incomes, higher rates of poverty, and a higher proportion of people who identify as Hispanic, Asian, and

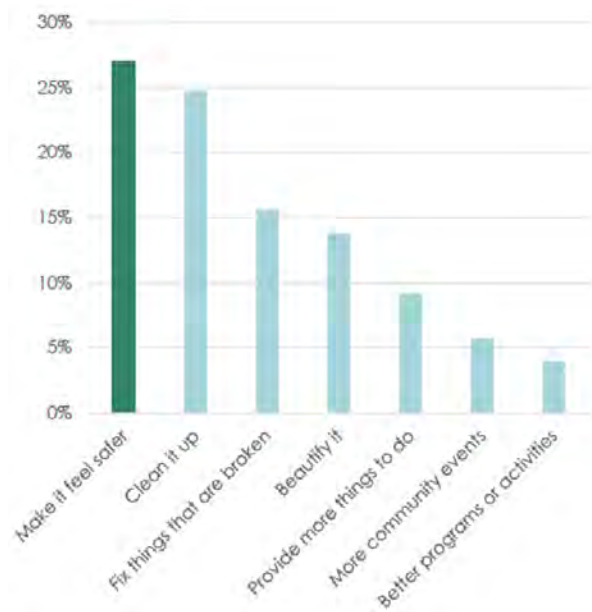
Multi-Race. The comparison found that there aren’t substantial differences between the nine census block group responses and total responses from the survey. Noticeable differences for these census block group responses included slightly lower reported needs for park cleanup and slightly greater needs for providing more things to do in parks.

**SPORTS FACILITIES**

McMinnville has several public sports courts and fields. This inventory does not include sport fields and courts that are associated with schools which are not always available to the public. According to survey responses, people most often use Dancer Park, City Park, and Discovery Meadows Park for sports and fitness uses. This is likely due to the presence of 33 (out of 39 total) sports facilities, fields, and courts in those parks. New pickleball and basketball courts were the most prominent sports-related need in the online survey.

Expanding recreation facilities was one of the highest priorities from the 1999 PROS Plan. Actions listed in that plan include adding baseball/softball fields, outdoor basketball courts, outdoor volleyball courts, soccer fields, and tennis courts. Since 1999, the City has added 15 additional sports facilities. Table 4-4 provides a summary of McMinnville’s existing facilities with a comparison to NRPA metrics. When compared to communities of a similar size, McMinnville has more rectangular (soccer, football, etc.) and diamond fields (softball, baseball, etc.) but fewer courts (basketball, tennis, etc.). This suggests a need for additional courts, including pickleball, which is growing in popularity according to public outreach.

**FIGURE 4-6: WHAT WOULD YOU CHANGE IN EXISTING PARKS IN MCMINNVILLE? (ONLINE SURVEY 1 RESULTS)**







**TABLE 4-4: CITY OF MCMINNVILLE RECREATION FACILITIES AND NRPA PARK METRICS (2021 AND 2041)**

Facility Type	City of McMinnville		NRPA Benchmark (Residents per facility)	Difference from Metrics (Number of Facilities)	
	Current Inventory	Current Residents per Facility		Existing (2021)	Future (2041)
Basketball courts (full court)	1	34,666	7,117	4 (need)	6 (need)
Rectangular fields	12	2,889	4,947	-5 (surplus)	-2 (surplus)
Tennis courts (outdoor)	2	8,667	5,815	4 (need)	6 (need)
Pickleball (outdoor)	6	5,778	9,257	2 (surplus)	1 (surplus)
Diamond fields	13	2,667	5,033	-6 (surplus)	-4 (surplus)
Multiuse courts	0	0	14,800	2 (need)	3 (need)

Source: City of McMinnville and NRPA based on communities with a population of 20,000-50,000; 2021 Population Estimate (Census); 2041 Population Estimate (McMinnville Housing Needs Assessment, 2019; Population Research Center, PSU, 2017)

## PLAY AREAS

Play opportunities are one of the top things McMinnville families with children love about parks. City Park and Discovery Meadows are the most popular parks for play in the city. The 1999 PROS plan identified a need for 13 additional playground areas and renovations to existing playground areas. Since then, five additional playgrounds have been built in the City. McMinnville now has 15 playgrounds.

Renovations are a more pressing need than most other typical recreational facilities in a park because most of the City's play equipment will likely need replacement around the same time and within the next 5-10 years. One theme that emerged from community engagement was the need for more splashpads/water play opportunities. Community input also identified a need for more physically accessible and sensory-sensitive play equipment in parks. While McMinnville has multiple accessible playgrounds, Jay Pearson Neighborhood Park is the only one with barrier-free play equipment that exceeds ADA standards

## OTHER OUTDOOR RECREATION FACILITIES

There are several additional facilities that would further support outdoor recreation and the community's use and enjoyment of McMinnville's parks based on community survey results.

- **Off-leash dog areas:** Riverside Drive Dog Park is a much-loved community amenity, but there is a desire for an additional dog park by 2041.
- **Disc golf course:** Wortman Park has

an existing disc golf course as does Linfield University. This growing sport could potentially use another course in the city.

- **Water access:** There is limited public access to water bodies in McMinnville. Additional water access is needed to the South Yamhill River, either within existing parks or as part of future park or natural area opportunities.
- **Amphitheater:** There is desire for an outdoor performance area or amphitheater to serve as a venue for community concerts and other events.
- **Community gardens:** No public community gardens exist in the City. Based on community outreach results, there is potential need for multiple community gardens throughout McMinnville, especially in areas where there is higher density housing and smaller lot sizes.
- **Skate park:** Two skate parks exist in McMinnville, including the popular facility at Joe Dancer Park. While smaller additional skate features are needed in future parks, there is also a need to improve the existing facilities at Joe Dancer Park and Discovery Meadows.
- **Bike parks:** There are no off-road mountain biking facilities or bike skills parks in the city. There is a need for additional off-street cycling opportunities, including a bike skills course or pump track in existing community parks, or potentially in other sites that link to the on-street system. This need was especially highlighted by youth during outreach.

## MCMINNVILLE PUBLIC FACILITY EVALUATION

In addition to the community engagement conducted for this Plan, park related public outreach was concurrently collected as part of the McMinnville Public Facility Evaluation for the Planning for Equity: Infrastructure & Investments in McMinnville Neighborhoods Project. Completed in June 2023, the Evaluation analyzed if the city has an equitable approach to maintenance, planning and prioritizing projects. Five key infrastructure systems were reviewed including pedestrian safety, roadway infrastructure, storm drainage system, sanitary sewer system and parks. Public outreach included an

online survey and tabling events with a printed version of the online survey map and corresponding comment cards. The Evaluation's park related public comments largely paralleled the findings from the PROS Plan's engagement activities to date. Common themes included the need for more public restrooms, lack of parks and greenspace in downtown McMinnville, drainage and flooding issues, lacking amenities in certain parks, maintenance concerns, and the desire for additional dog parks, skate parks, and opportunities for older youth.



Jay Pearson  
Neighborhood Park





## INDOOR AND SPECIALIZED FACILITY NEEDS

The City completed a Facilities & Recreation Plan & Feasibility Study in January 2020 to analyze the condition of recreation facilities and programs in McMinnville and to make recommendations regarding improvements, funding, operations, staffing, and implementation. A major finding of the Plan was a recommendation to build a new community/recreation/aquatic center.

- The **COMMUNITY CENTER** was found to be in poor condition with many repairs needed. It is not ADA accessible; not well designed for recreation, sports, fitness and art; not easy to supervise children; does not provide hub for community activities; not enough parking; no outdoor space for programs and activities.
- The **AQUATIC CENTER** was found to be in poor condition with many repairs needed. It is not ADA accessible; has inadequate locker rooms/no family changing room; needs recreation pool amenities; has security issues; the weight room is too small; and there is not enough parking.
- The **SENIOR CENTER** is in better condition because it is a newer building and has fewer needed repairs. It has no fitness or active recreation space; needs more event space; has poor access to back rooms; and is not well used by older adults and active seniors. The Plan's recommendation is to renovate the Senior Center and support senior fitness and events in a new recreation center.





Aquatic Center

## TRAIL NEEDS

Trails are a high priority throughout Oregon and trails are a popular amenity in McMinnville, providing recreational opportunities and connecting people across neighborhoods. The 1999 PROS plan identified several new trail opportunities, identified in Figure 4-5 below.

The Transportation System Plan (TSP) is more recent, completed in 2010. The TSP includes planning for bike and pedestrian routes in McMinnville. This plan identified “shared-use paths” as a bikeway also used by pedestrians which often winds through open space and connects destinations and a need for a connected system both on- and off-street.

At the time of the TSP Plan, there were only two shared-use path facilities in McMinnville: “(1) the Southwest Greenway, which was also designed and functions as a linear park and

a stormwater detention facility, and (2) the newly constructed shared use path, located between West Second Street and Wallace Road.” The TSP found that these paths provided good neighborhood connectivity but did not provide significant cross-town connectivity. The TSP also stated that “(there is not) much opportunity to expand the shared-use path system., except for that portion planned for extension north of Wallace Road through the Shadden Claim to Baker Creek Road.”

This path network has been expanded since 2010, but new opportunities since then should continue to be explored including along waterways, utility corridors, railroad rights-of-way, and any newly acquired public lands. Aside from those opportunities, new paths/trails can be provided on-street and within the City’s parks, in particular Airport Park and Tice Woods - Rotary Nature Preserve.

**FIGURE 4-5: OFF-STREET TRAILS AND IMPLEMENTATION PROGRESS**

1999 PROS Plan Recommendation	2023 Status		
	Not Started	In Progress	Completed
Development of linear parks in future neighborhoods	•		
Greenway connector between new neighborhood park proposed school and Tice property	•		
Yamhill River Greenway trail	•		
Trail connections to Dancer Park/Yamhill River	•		
Greenway along Baker Creek connecting Tice/BPA Easement	•		
Trail in the Baker Creek greenway			•
Westside Trail (BPA Easement)			•
Cozine Creek Greenway trails	•	•	
Pedestrian bridge from Bend-O-River Neighborhood to Dancer Park	•		
Trail from Dancer Park to Cozine Creek	•		
Linear park along Cozine Creek in southwest	•		
Barber Property trails	•		
Extend Westvale Linear Park to Hill Rd	•		

Source: 1999 PROS Plan, MIG





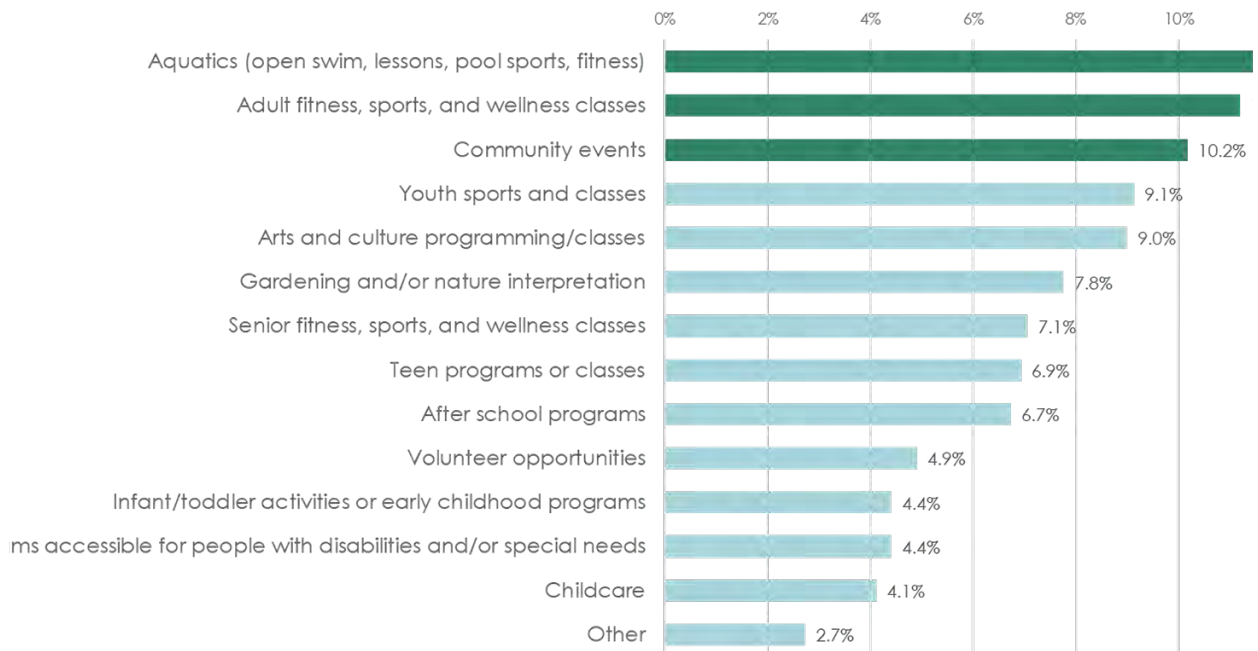
### RECREATION PROGRAM NEEDS

The McMinnville Parks and Recreation Program offers a wide array of year-round classes, sports, and activities for people of all ages. McMinnville Parks and Recreation Department is a regional provider of recreation services with approximately 30% of participants coming from outside the city.

According to the online survey approximately 80% of respondents

participate in McMinnville’s recreation programs. People who don’t or rarely participate in City of McMinnville recreation programs cite a lack of information as the primary reason. Community engagement results also identified a lack of interest in the programs offered as a reason for not participating. More detail about the types of programs people would like to see more of are shown in Figure 4-6.

**FIGURE 4-6:** “WHAT TYPES OF RECREATION PROGRAMS AND ACTIVITIES WOULD YOU LIKE TO SEE MORE OF OFFERED BY THE CITY OF MCMINNVILLE?” (ONLINE SURVEY 1 RESULTS)







Above: Chegwyn Farms  
Neighborhood Park





# 5

## ACTION PLAN

Creating the envisioned future park system requires a phased approach with incremental improvements over time. Some projects are low cost and easy to implement, while others may be more complex or based on future opportunities. This chapter describes the envisioned park and trail system, identifies capital projects for the next 20 years, and explores capital and maintenance costs and funding sources. Using priorities based on community input, a short-term (five-year) action plan outlines projects that the City should pursue first and foremost to address community needs.



# 5 ACTION PLAN

***Over the next 20 years, the City of McMinnville will enhance its park system through new park development, as well as maintaining, improving and enhancing existing sites.***

This Plan represents the culmination of a long-term, community-driven vision for McMinnville’s park, recreation and open space system. Moving forward, the City must prioritize short-term actions that will advance long-term visionary projects. Preparation and flexibility will be necessary throughout implementation to respond to shifting community, political and economic interests over the next 20-years. In the face of this change, community needs and priorities should remain at the heart of the Plan’s future actions and priorities.

To help the City achieve this community vision, this chapter provides the long-term planning-level cost estimates for McMinnville’s envisioned future park and recreation system. This includes costs for existing parks and recreation facilities, as well as proposed sites and greenways. The summary includes cost assumptions used to base estimated costs for each proposed project or improvement.

**FIGURE 5-1: ACTION PLAN PROCESS**



## 20-YEAR CAPITAL IMPROVEMENT PROJECTS

Projects identified in the capital project list represent the long-term 20-year need for parks and recreation in McMinnville and will require phasing and funding from a range of different resources. Inputs utilized to create the capital project list included staff interviews, online public surveys and other community/stakeholder outreach, and discussions with the DEIAC, Planning Commission, and City Council (Figure 5-1).

The total cost of developing and maintaining the system is critical to plan implementation and the build-out of the system. Tables 5-1 and 5-2 summarize the general order-of-magnitude costs to assist in evaluating and prioritizing projects for future consideration in City budgeting. Appendix C provides the complete list of capital project details and maintenance needs.

## EXISTING PARKS AND FACILITIES

Based on existing conditions, feedback from the City, and the community-supported vision, new facilities or renovations are proposed for nearly every park in the system. This includes facilities for sports, play, gathering, user comfort and safety, and more. A total of approximately \$34,832,850 is proposed to complete recommended improvements and new projects to existing parks and facilities.

Most of this cost is directed to McMinnville’s four community parks which were identified as having the most significant use and related needs for future improvements. Additional costs stem from renovations or improvements to parkettes and neighborhood parks, and infrastructure or repair/replacement projects in Riverside Drive Dog Park (a special use park), linear/trail parks, and natural areas.

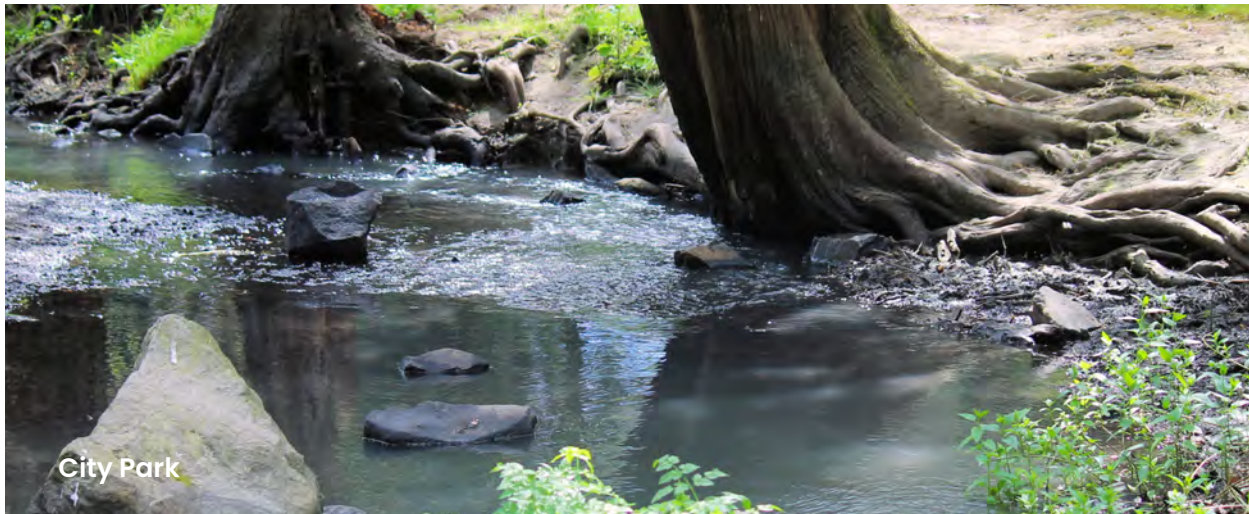
**TABLE 5-1: EXISTING PARKS AND FACILITIES 20-YEAR CAPITAL PROJECT COSTS**

Park or Facility Type	Inventory Total		Total Capital Costs
	#	Acres	
Neighborhood Parks	4	18.1	\$2,310,000
Parkettes	6	2.3	\$3,928,900
Community Parks	4	163.7	\$22,070,000
Special Use Parks	1	3.6	\$435,000
Linear/Trail Parks	13	43.8	\$2,553,200
Natural Areas	16	123.4	\$3,535,750
Undeveloped	3	3.0	\$0
	47	357.9	\$34,832,850

Source: MIG

\*Costs are planning-level estimates in 2023 dollars, not accounting for inflation. All costs are rounded. Actual costs should be determined through site planning, maintenance planning and construction documents. Actual costs may be higher or lower depending on site needs, the scale of the facility, and changing market prices for materials.





### NEW PARKS AND GREENWAYS

For new parks and facilities, the proposed Capital Improvement Project list combines findings from the community outreach process with an assessment of existing conditions including future growth areas, park location, and current park land level of service. A total of approximately \$80,368,000 would be needed to expand the park and recreation system into future growth areas, as well as new greenway connections linking new and existing neighborhoods in McMinnville.

The project list identifies seven new parks sites that align closely with the recommended locations of the City’s UGB Framework Plan, and two infill park sites based on the findings of this planning effort and community input. These costs include land acquisition and development costs and assume either a 5-acre minimum site for neighborhood parks where possible or an approximately 20-acre site for a community park. New parks and greenways are assumed to be developed in conjunction with or near the same time as new development.

**TABLE 5-2: PROPOSED FUTURE PARKS AND GREENWAYS TOTAL PROPOSED 20-YEAR CAPITAL PROJECT COSTS**

Proposed Park or Facility Type	Proposed Total			Total Capital Costs
	#	Acres	Miles	
Proposed Neighborhood Parks	6	29.2	-	\$33,580,000
Proposed Community Park	1	20	-	\$26,000,000
Proposed Greenways	9	92.4	16.8	\$20,787,955
	16	141.6	16.8	\$80,367,955

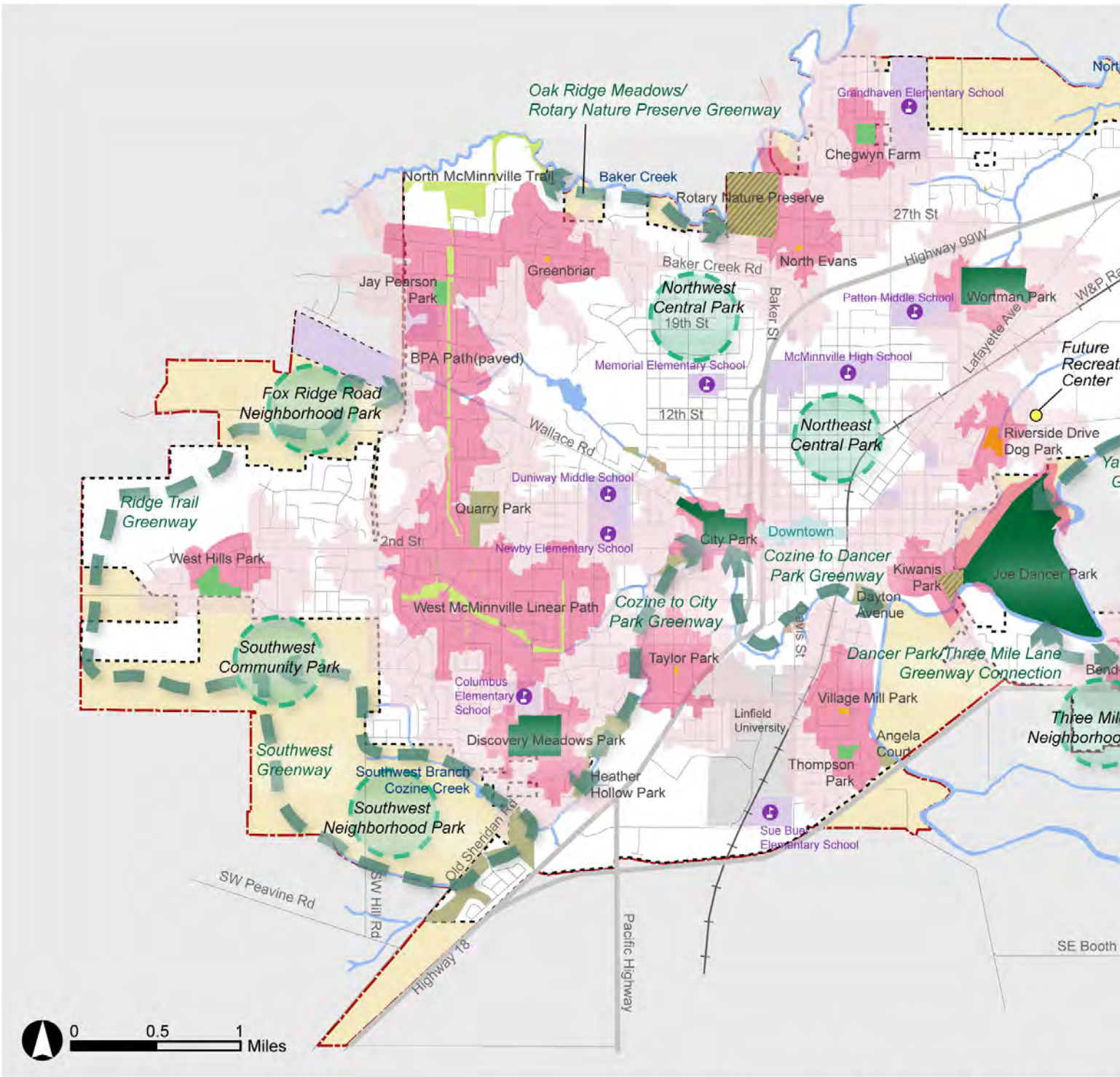
Source: MIG

\*General acreage assumptions provided. Actual acreage may vary.

\*\*General trail mileage assumptions provided. Actual mileage may vary.

- Fox Ridge Road Neighborhood Park:** development of a 5-acre minimum park to serve existing park service gaps as well as future development in this growth area along Fox Ridge Road in western McMinnville. This park should be co-located on or near the future high school site. The Fox Ridge Area Plan identifies this park as a key feature of the Plan, recommending it to include opportunities for passive and active recreation that is accessible to all residents within a 10-minute (or ½ mile) walk of their home.
- Riverside South Neighborhood Park:** Development of a 5-acre minimum park to serve existing park service gaps as well as future development in this growth area along Riverside Drive in northeastern McMinnville. The Riverside South Area Plan recommends the creation of this park to serve future residents in the area that are otherwise separated from other residential areas and recreation opportunities.
- Southwest Community Park:** Development of an approximately 20-acre park to serve the entire community, including future development in the west side of McMinnville. The Southwest Area Plan recommends the creation of this park to accommodate community park land needs and serve future residential uses. The recommended location is near SW Redmond Hill Road, in the northern portion of the Plan area. This location allows the park to be easily accessible to both existing and future residential areas in McMinnville.
- Southwest Neighborhood Park:** development of a 5-acre minimum park to serve future development in this growth area along SW Hill Road S in western McMinnville. The Southwest Area Plan recommends the creation of this park to ensure future residents have access to a park within a 10-minute (or ½ mile) walk of their home.
- Three Mile Lane Neighborhood Park:** Development of a 5-acre minimum park to serve future development in this growth area along NE Three Mile Lane in eastern McMinnville. This park is in response to community engagement efforts for the Three Mile Lane Area Plan that highlighted the need for additional parks and open space opportunities adjacent to existing and future residential areas. The park will prioritize gathering spaces that incorporate natural areas and views as recommended by the Plan.
- Northeast Central Park:** Development of a 5-acre minimum park to serve existing residents in the Central McMinnville area, east of Highway 99W. The park access analysis and community input revealed that many residents in Central McMinnville do not have access to a park with a ½ mile walk of their home.
- Northwest Central Park:** Similarly to the Northeast Central Park, development of an approximately half-acre infill park (based on existing lot sizes) would further increase equitable park access for existing residents in the Central McMinnville area, west of Highway 99W.











**Park and Recreation Facilities**

- |   |                           |   |                   |
|---|---------------------------|---|-------------------|
|  | Community Parks           |  | Parklettes        |
|  | Neighborhood Parks        |  | Special Use Parks |
|  | Linear/Trail Parks        |  | Undeveloped Parks |
|  | Developed Natural Areas   |   |                   |
|  | Undeveloped Natural Areas |   |                   |

**Developed Parks Service Area**

- |   |               |   |           |
|---|---------------|---|-----------|
|  | 1/4 Mile Walk |  | Base Line |
|  | 1/2 Mile Walk |  |           |

**Future Parks and Trails**

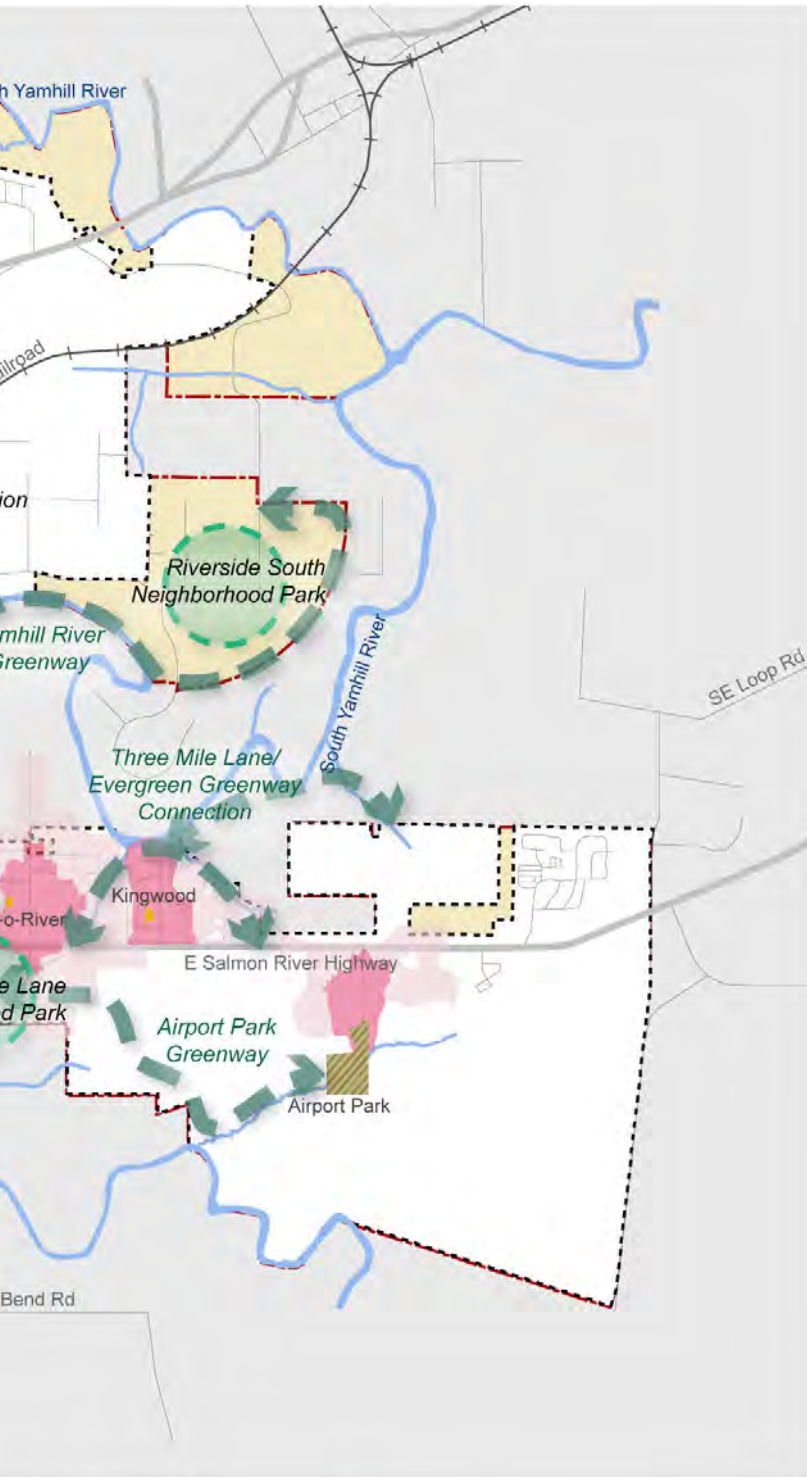
- |   |                            |
|---|----------------------------|
|  | Proposed Park Search Areas |
|  | Proposed Greenways         |

## MAP 5-1

# FUTURE PARKS & RECREATION SYSTEM

This map represents the envisioned future parks and recreation system at full buildout by 2041. Specific sites for proposed parks and alignments for proposed trails are not yet determined. As such, the green dashed circles and lines represent approximate locations, which will need further feasibility assessments. The proposed parks are not represented by their conceptual footprint, but rather by their 1/2 or 1/4 mile service area, so we can see how these parks would help to fill geographic gaps in developed park access.

*\*Future Recreation Center. Outdoor amenities such as pickleball, other sports courts and playgrounds are also anticipated on or near the site.*



### Map Features

— Major Streets	School District Property
— Streets	Linfield University
+ Railroads	Water Bodies
City Boundary	Urban Growth Boundary



There are also nine new off-street greenways identified in the CIP. These projects add to the envisioned pedestrian and bicycle network identified in the City’s Transportation System Plan, UGB Framework Plan, 1999 PROS Plan, and other planning studies, linking with other existing and planned off-street trails and pathways, new sidewalks, and bike lanes. Costs assume development of the greenway trail only and do not account for land acquisition costs since the location and alignment will vary and may include easements. Some proposed greenways will also be located within existing city property including Cozine Creek Greenway.

- **Airport Park Greenway:** development of an approximately 1.5-mile greenway trail connecting Airport Park with planned uses in the Three Mile Lane neighborhood and a future neighborhood park.
- **Cozine to City Park Greenway:** development of an approximately 1.3-mile greenway trail along Cozine Creek connecting City Park, Carlson Natural Area, Tall Oaks Cozine Natural Area, and Heather Hollow Park.
- **Cozine to Dancer Park Greenway:** development of an approximately 1.2-mile greenway trail along Cozine Creek connecting City Park west to Joe Dancer Park.
- **Joe Dancer Park/Three Mile Lane Greenway Connection:** development of an approximately 0.3-mile greenway trail connecting Joe Dancer Park with the Three Mile Lane neighborhood.
- **Oak Ridge Meadows/Rotary Nature Preserve Greenway:** development of an approximately 1-mile greenway trail connecting Oak Ridge Meadows with Rotary Nature Preserve.
- **Ridge Trail Greenway:** development of an approximately 3-mile greenway trail connecting the future Southwest Greenway to planned uses in the Fox Ridge Road neighborhood and the BPA Pathway.
- **Southwest Greenway:** development of an approximately 5-miles greenway loop trail in Southwest McMinnville connecting Cozine Creek with the future Ridge Trail and Southwest Community Park.
- **Three Mile Lane/Evergreen Greenway Connection:** development of an approximately 1.5-mile greenway trail connecting the Three Mile Lane neighborhood with Evergreen.
- **Yamhill River Greenway:** development of an approximately 2-mile greenway trail connecting Joe Dancer Park with the future Riverside South Neighborhood and park.



## COST ASSUMPTIONS

To help prioritize and sequence projects in annual workplans and budgets, the PROS Plan includes a cost assumptions table that can be used for future cost estimating for other new projects and inflation. Appendix C identifies planning-level costs for future investment decision-making. Capital costs represent one-time costs to acquire, develop, build, or renovate park infrastructure and features. Because some funding sources are restricted in the type of expenditure they can support, it is important to consider capital costs separately from operations or maintenance costs.

Cost assumptions are grouped into three categories for ease of planning-level budgeting based on the type of proposed project. Costs are also based on the assumption that different parks and facilities have varying expectations of improvements. Definitions of the categories are included to the right.

- **Build/Add:** Reflects an allowance for the fully-loaded cost for park acquisition/design/development or the addition of a new facility or amenity. In some cases where noted, the cost represents an allowance to support the development of one of a variety of different types of park elements.
- **Renovate/Replace:** Reflects an allowance for a major replacement or renovation of an existing site or facility. This cost is based on 85% of the full “build/add” cost, assuming that various site elements—such as the facility footprint, drainage, paths to the facility, etc.—may not need to be replaced.

- **Improve Existing:** Reflects an allowance for a minor repair, enhancement, or expansion of an existing element or portion of a site. This cost is based on 50% of the full “build/add” cost.

## MAINTENANCE

In addition to capital costs, the City of McMinnville must fund the ongoing costs of sustaining the parks and recreation system including operations, maintenance, and programming. Appendix C presents per-unit costs and allowances for operations to ensure that the City is setting aside sufficient dollars to maintain and activate parks and facilities. This information can inform annual work plans.

The CIP provides a summary of average annual maintenance costs that are based on the recommended tiered levels for maintenance. Table 5-3 on the next page shows the annual maintenance cost for all existing parks and facilities, including maintenance costs for all proposed improvements and additions to these sites from the 20-year capital improvement project list (Appendix C). Based on these assumptions, the City would need to budget an average of approximately \$1,639,000 per year for maintenance to existing parks and facilities. An additional average of approximately \$611,000 per year would be needed to maintain proposed (future) parks and greenways. This additional amount should be used as a starting point to increase the maintenance budget over time to account for new parks and greenways as these are added to the system.



Costs are based on an increase to the City’s existing approximate annual average cost per acre to maintain developed park land (approximately \$5,000 per acre) and an increase or decrease in average costs based on the recommended maintenance level for each site listed in Appendix C (including Enhanced, Standard, Basic, and Undeveloped Land).

### SHORT-TERM ACTION PLAN

Completion of all envisioned projects will take 20 years or longer to complete. However, there are some projects that have a greater community need or priority to take on in the shorter term. The City asked community members about their priorities for the future based on the identified needs, project types, and areas of the City. Results from the second community survey and meetings with the DEIAC, Planning Commission, and City Council identified

several key priorities to help focus improvements.

The results suggest that projects that promote connections (e.g. trail and access improvements) are the most important project type across McMinnville with community members ranking it as the highest or second-highest priority for each of McMinnville’s four geographic areas. Central McMinnville was the only area of the city that ranked reinvestment projects as a higher priority than connections projects. This difference could be due to some of the city’s largest, oldest, and most heavily used community parks being in Central McMinnville. As for project priorities by cost, lighting improvements, safe routes to parks, loop trails and a new community park were the top community priorities within each cost bracket from low to highest cost. Table 5-4 and Table 5-5 below summarize the top results by project

**TABLE 5-3: PROPOSED AVERAGE ANNUAL MAINTENANCE COSTS**

Park or Facility Type	Acres	Estimated Average Annual Maintenance Cost
Neighborhood Parks	18.1	\$92,000
Parklettes	2.3	\$14,000
Community Parks	163.7	\$922,000
Special Use Sites	3.6	\$10,000
Linear/Trail Parks	43.8	\$168,000
Natural Areas	123.4	\$425,000
Undeveloped	3	\$8,000
<b>Total for Existing Parks</b>	<b>357.9</b>	<b>\$1,639,000</b>
Proposed Neighborhood Parks	29.2	\$147,000
Proposed Community Park	20	\$113,000
Proposed Greenways	92.4	\$351,000
<b>Estimated Total for Proposed Parks</b>	<b>141.6</b>	<b>\$611,000</b>

Source: MIG

cost and location. Appendix D provides a complete summary of the online priority projects survey.

The project team used a three-step process to identify the highest priority projects from the 20-year CIP for the short-term action plan: Step 1, identify all top priority projects using categories shown in Tables 5-4 and 5-5; Step 2, prioritize projects that meet geographic priorities; Step 3, prioritize remaining

projects based on gap areas.

The short-term action plan includes **38 projects across 21 parks and natural areas** throughout McMinnville. Table 5-6 on the next page summarizes the short-term (five-year) action plan.

**TABLE 5-4: GENERAL PRIORITIES BY PROJECT COST**

Priority	Low Cost	Moderate Cost	High Cost	Highest Cost
1	Lighting Improvements	Safe Routes to Parks	Loop Trails	New Community Park
2	Trail Amenities and Signage	Restrooms	Riverfront Trail	Destination Play Area
3	Waterwise Landscaping	Sport Courts	Facility Repairs	
4	Community Gardens		River Access	
5	Shade Trees		Event Space	

Source: Prioritization Survey and DEIAC, Planning Commission, and City Council Meetings

**TABLE 5-5: GENERAL PRIORITIES BY LOCATION**

Priority	Central McMinnville Area	Western McMinnville Area	Northern McMinnville Area	Eastern McMinnville Area
1	Reinvestment	Connections	Connections	Connections
2	Connections	Play and Gathering	Play and Gathering	Play and Gathering
3	Play and Gathering	Nature	Reinvestment	Nature

Source: Prioritization Survey and DEIAC, Planning Commission, and City Council Meetings



**TABLE 5-6: PARKS AND RECREATION CAPITAL PROJECTS SHORT-TERM ACTION PLAN**

Park	Location	Project	Cost	Primary Funding Source
<b>Neighborhood Parks</b>				
Chegwyn Farm	Northern McMinnville	Add accessible paved path to connect with Grandhaven Elementary School	\$50,000	SDCs
West Hills Park	Western McMinnville	Add off-leash dog area	\$300,000	SDCs, Grant, Donation
		Add restroom	\$600,000	SDCs
<b>Parklettes</b>				
Bend-O-River	Eastern McMinnville	Replace play structure with nature playground	\$595,000	Bond, Grant, Donation
Kingwood	Northern McMinnville	Replace play area and surface	\$725,000	Bond, Grant, Donation
North Evans	Northern McMinnville	Replace play area and surface	\$725,000	Bond, Grant, Donation
<b>Community Parks</b>				
City Park	Central McMinnville	Replace dragon play structure with destination play structure that is barrier free <sup>1</sup>	\$3,800,000	Grant, Donation, Bond
		New amphitheater for community events (flood-friendly)	\$325,000	SDCs, Donation
		Replace restrooms	\$510,000	Grant, Bond
		Complete ADA improvements identified in Public Works 5-year CIP	\$110,000	Bond, Grant, Donation
		Improve efficiency and coverage of lighting	\$25,000	Bond, Donation
Discovery Meadows	Western McMinnville	Renovate splash pad	\$350,000	Grant, Donation
		Replace playground	\$1,232,500	Bond, Grant, Donation
		Cover, improve, and renovate skatepark	\$425,000	Bond, Grant, Donation
Joe Dancer Park	Central McMinnville	Add restroom (following feasibility study)	\$600,000	SDCs
		Add lighting	\$50,000	SDCs
Wortman Park	Northern McMinnville	Replace west shelter as identified in Public Works 5-Year CIP	\$277,000	Bond, Grant
		Wayfinding/markers	\$17,000	Bond, Grant, Donation
		Add lighting	\$50,000	SDCs
<b>Linear/Trail Parks</b>				
West McMinnville Linear Park/James Addition	Western McMinnville	Replace play equipment	\$725,000	Bond, Grant, Donation

<sup>1</sup> Any future redesign or replacement of the wooden play structure in City Park (the Dragon play structure) will include community involvement to ensure that its unique history is carried forward into a future play structure.

**TABLE 5-6: PARKS AND RECREATION CAPITAL PROJECTS SHORT-TERM ACTION PLAN**

Park	Location	Project	Cost	Primary Funding Source
Natural Areas				
Airport Park	Eastern McMinnville	Install accessible pathway along west edge to connect to viewpoint	\$150,000	SDCs
		Replace wayfinding signage	\$17,000	Grant, Donation, Bond
Barber	Western McMinnville	Add soft surface trail connecting SW Old Sheridan Rd/SW Baker St.	\$32,000	SDCs
		Add signage for future trail connection	\$20,000	SDCs
		Add small parking lot potentially via an access or use agreement	\$250,000	SDCs
		Add pedestrian bridge across Cozine Creek	\$30,000	SDCs
Heather Hollow	Western McMinnville	Add signage for future trail connection	\$20,000	SDCs
Kiwanis Park	Central McMinnville	Replace boat launch/fishing pier (and preserve existing Camas plants)	\$250,000	Bond, Grant, Donation
Quarry	Western McMinnville	Access via property easement or acquisition from church	\$95,000	SDCs, Partnership
		Add bike skills course/pump track	\$500,000	SDCs, Grant, Donation
		Add soft surface loop trail	\$46,000	SDCs
Tice Woods - Rotary Nature Preserve	Northern McMinnville	Add lighting to parking lot	\$50,000	SDCs
		Add maintenance vehicle access	\$10,000	Bond
Tall Oaks Cozine	Western McMinnville	Add signage for future trail connection	\$20,000	SDCs
Proposed Neighborhood Parks				
Northeast Central	Northern McMinnville	Land acquisition for new neighborhood park	\$1,500,000	SDCs
Northwest Central	Northern McMinnville	Land acquisition for new neighborhood park	\$150,000	SDCs
Proposed Greenways (development only)				
Joe Dancer Park/Three Mile Lane Greenway	Eastern McMinnville	Greenway development	\$245,455	SDCs
Cozine to Dancer Park Greenway	Central McMinnville	Greenway development	\$1,006,364	SDCs
<b>TOTAL:</b>			<b>\$15,883,318</b>	

Source: MIG

Note: Planning level cost assumptions that do not include capital costs for parks currently under development.

All costs are in 2023 dollars not accounting for inflation.

## SHORT-TERM FUNDING PLAN

There are two primary funding sources that will be needed to implement the short-term (five-year) priority projects from the 20-year CIP. Most of the funding is proposed from a future bond measure, with park SDCs providing the second largest resource. SDC eligibility depends on the project type as listed in the CIP. Generally, projects that add park and recreation capacity are SDC eligible. The remaining resources include grants, donations, and other sources. Table 5-7 summarizes the funding resources and proposed amounts to support priority projects.

**TABLE 5-7: SHORT-TERM FUNDING PLAN**

Resource	Estimated Amount	Assumptions
<b>Park bond</b>	\$9,463,500	Assumes a percentage of total parks bond value.
<b>Park SDCs</b>	\$6,039,818	Assumes an increase in current rate and includes commercial development, based on current LOS. <sup>1</sup>
<b>Grants</b>	\$210,000	Assumes the same average annual revenues as seen between 2015 and 2024.
<b>Donations</b>	\$65,000	
<b>Interest &amp; other</b>	\$105,000	
<b>Total Estimated Resources</b>	\$15,883,318	

Source: MIG and CAI. Amount is based on SDC eligible projects. The total anticipated SDC revenue from the CIP is greater than the anticipated revenue from eligible projects in the short-term project list. However, the surplus is not transferable to non-SDC eligible projects in the short-term project list.

### PRIORITIZATION CRITERIA

Capitalizing on existing resources and maximizing efficiencies are not enough to build and maintain McMinnville’s future park and recreation system. Achieving the community’s expectations of a clean, safe, and welcoming park system will require substantial funding beyond the resources the City currently invests in parks, facilities, and programs. The planning team relied on feedback from the project prioritization activities taking place to help identify the short-term, 5-year project list.

To assist the City in focusing on future projects, partnership opportunities,

or community requests, the following presents a two-step evaluation process for prioritizing capital projects. Staff should use this to work collaboratively with elected and appointed officials and the community to finalize the prioritization and completion of park improvement projects paid for through available funding.

This evaluation framework may also be used to sequence capital projects in annual capital improvement planning and budgeting. Projects that are aligned with multiple goals are important. However, projects that meet multiple criteria in Step 2 should be implemented more quickly.



## **STEP 1: How well does a proposed project address the community identified PROS Plan goals?**

- **Ensure equitable park access:** Does the project serve underrepresented groups or underserved geographic areas to balance park access and provide equitable opportunities for all?
- **Support community cohesion:** Does the project provide opportunities for social gatherings, empower residents in decision-making, and build long-term support for the system by strengthening partnerships?
- **Provide a welcoming system:** Would the project serve to strengthen McMinnville's different age groups, incomes, and backgrounds?
- **Provide safe and clean parks:** Would the project result in an increase in user safety or provide an overall improvement to the look and feel of an existing park or facility?
- **Support diverse recreation opportunities:** Does the project provide something unique to the park system, or add an improvement that doesn't exist in a nearby park?
- **Create and preserve nature:** Does the project protect natural resources, wildlife habitats, and tree canopy while fostering environmental stewardship and expanded water access, educational opportunities, and ways to experience nature?
- **Create an interconnected trail and street system:** Does the project make a key connection or expand the greenway and trail system to ensure more residents have safe ways to get to parks and recreation facilities?

## STEP 2: How well does a proposed project address community values and maximize city resources?

- **Safety and Use:** Does the project improve safety or restore/enhance uses?
- **Resource Availability:** Does the project use or leverage available resources (staffing, funding, grants, partnerships, equipment)?
- **Cost Savings:** Does the project reduce costs, increase revenues, increase sustainability, or increase maintenance and operational efficiencies?
- **Critical Path:** Will the project be a key step towards bringing capital and needed partners to the table for additional improvements?
- **Ease of Implementation:** Can the project be done quickly and easily (e.g., advanced planning, feasibility studies, and permitting have been completed)?
- **Existing Opportunity:** Can the project be implemented using existing park space or available public space (e.g., property already acquired, vacant lands, existing rights of way)?
- **Value:** Does the project deliver high value for the cost or resources needed, relative to other projects?
- **City Priority:** Does the project coincide with or support another City project or City Council initiative?
- **Community Priority:** Does the project repair or renovate a high-use, popular park/facility or address top community needs?
- **Multiple Benefits:** Does the project benefit a large number of people and/or support multiple or flexible uses? Does it further climate action planning or natural disaster mitigation/awareness?



## IMPLEMENTATION STEPS

The City will need to pursue a multi-step strategy to fund the short-term project list, and eventually further prioritize and implement remaining projects and future parks and facilities identified in the CIP. Following updates to the park system development charge which will increase at some level above the current rate, the City should continue pursuing a strategy to build community support for future initiatives, notably a capital bond measure.

**1. Building community support:** Some new mechanisms to fund public improvements will require the will of voters. It will be important to employ public input, education, outreach, and polling before any specific funding mechanism is attempted. This Plan and the vision expressed by the community of McMinnville should be used as the basis for building support.

**2. Leveraging new and existing partnerships:** Partnerships and agreements between the City and other local serving agencies and private and institutional organizations increase the City's capacity to implement this Plan. Staff resources and technical expertise should be dedicated to continue

building and maintaining relationships, to coordinate with partners and volunteers, write grant applications, and cultivate sponsorships and donations to support the park and recreation system.

**3. Using equity as a lens to monitor and update the Plan:** It will be important to check in with the community and validate or adjust the Plan for any major shifts in priorities or project opportunities, focusing on progress towards identified gaps in the system. The five-year period defined by priority project list presents a good time for this check-in, with a recommended Plan update within about ten years. Following the adoption of this Plan, the City could develop a work plan. This work plan can be revisited biannually, ahead of the budgeting process, to reevaluate progress and priorities (making use of the prioritization criteria and other decision-making tools) and adjust for new opportunities.

**4. Pursuing a variety of funding sources for long-term implementation:** The City will need increased capital and operations funding based on the total cost to implement this Plan. The next page provides a summary of some of the most available and suitable options.



## CAPITAL FUNDING

- **General obligation bond:** McMinnville already passed a successful bond measure following adoption of the 1999 Plan. These are voter approved bonds paid off by an assessment placed on real property. The money may only be used for capital improvements. This property tax is levied for a specified period (typically 15–20 years) and requires a simple majority voter approval.
- **Oregon State Park Grants:** The largest funding source for park and recreation projects are competitive grants from Oregon State Parks. Two of the most popular sources include the Land and Water Conservation Fund and Local Government grant programs.
- **Community Development Block Grants (CDBG):** These grants from the Federal Department of Housing and Urban Development are available for a wide variety of projects. Most are used for projects in lower income areas of the community because of funding rules.
- **Private Grants and Foundations:** Private corporations and foundations provide money for a wide range of projects, targeted to the organizations’ mission. Some foundations do not provide grants to governments but will often grant to partner organizations. Private grants can be difficult to secure because of the open competition and the up-front investment in research and relationship building.
- **Donations:** The donation of labor, land, or cash by service agencies, private groups, or individuals is a popular way to raise small amounts of money for specific projects.



## OPERATIONS AND MAINTENANCE FUNDING

- Local-option Levy:** Decided by voters, a local-option levy raises funding for park operations, maintenance, and restoration through an increase in property taxes. At the time of development of this Plan, the City's current tax rate is nearly reached the maximum allowed under state law (assuming all full permanent rates are applied). Therefore, a local option levy is not practically available to aid in parks operations, maintenance, restoration, parks related education, volunteer programs, or other similar activities without structural changes to Oregon's property tax limits.
- Service Fees:** Parks and recreation generate some revenue through charges for services. The City may consider increasing parks and recreation facility use fees to generate additional revenue to support parks operations and maintenance. The City could consider implementing an annual index to increase parks fees or may adopt an appropriate increase consistent with facility use fees in other surrounding cities and market rates.
- Utility Fee for Parks:** A park utility fee creates dedicated funds to help offset the cost of park maintenance. Most City residents pay water and sewer utility fees. Park utility fees apply the same concepts to city parks, and a fee can be assessed to all businesses and households.
- Concession Fees:** As the City develops parks and facilities, the City may consider forming public-private partnerships with vendors to provide services within these parks, including selling concessions or renting equipment. The City may enter into these agreements and include a concession fee for vendors. The revenue generated by these concession fees depends on the number of concessionaires that the City works with as well as demand for these concessions as parks are developed.



Airport Park



# City of McMinnville

PARKS & RECREATION

