



CITY OF PHOENIX

Comprehensive Land Use Plan

PARKS AND RECREATION ELEMENT

February 3, 1997

As Amended

March 2, 1998 (Ordinance No. 774)

Approved by DLCD Letter dated December 21, 1999

DLCD Approval Order #001107

Partly Updated September 15, 2008 (Ordinance No. 905)

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Introduction

Parks and open spaces play a key role in community development. They tend, much like other public improvements, to provide a gauge of the community's pride, the function of its neighborhoods, and the emphasis (or lack thereof) on children.

The existing parks function as individual tracks and not as an integrated park system. The objective of the Park and Recreation Element is to provide the context in which the City can develop a park system. A system should accommodate and provide a wide range of activities and functions; active and passive areas, sports fields and picnic areas, facilities for seniors and toddlers, paved surfaces (tennis or basketball courts) and wildlife viewing areas. These functions would not be available at all parks but within the system most urban recreation needs should be satisfied. The emphasis is on urban recreation needs; the City can't provide motor boating or hunting areas as examples of rural activities that are not appropriate within the City's park system.

As a step in developing a park system, the City recently initiated a bold new approach to park development. Utilizing a master plan approach the City Council, working with the ad hoc Parks Committee, developed and adopted a master plan for the "New Phoenix Park" (along Bear Creek – south of the City Center).

The master plan approach is crucial to developing a park system. It provides a method to consider alternative designs, equipment, layout, and capital improvement phasing. This structured approach to park development yields superior results due to the informed debate that can take place as a part of the master planning process. Partially, as a consequence of this discussion, park development can flow smoothly between concept, design, approval, and construction.

**Regional
Recreation**

The Rogue Valley and Southern Oregon generally offer extensive recreation and open space opportunities. Public lands owned by the Bureau of Land Management and the U.S. Forest Service are situated on the flanks and uplands of the Siskiyou and Cascade Range. These lands, characterized by mixed woodland and forested slopes, are managed for multiple purposes including recreation.

Jackson County also operates numerous parks and recreation areas. Most of Jackson County's parks, with the exception of the Bear Creek Greenway require a twenty minute or longer automobile drive. The County along with the federal and state lands provide mountain, river, lake, forest and wilderness areas for the pursuit of varied dispersed recreation activities.

The availability of these other agencies' recreational areas and facilities allows the City to focus on those needs uniquely appropriate within an urban setting. It allows the City to focus on parks, facilities, and programs uniquely required by urban residents. This type of recreational need is typically provided by either municipal governments or special recreation districts.

Parks as an Element of Community Design

"When we look at the most beautiful towns and cities of the past, we are always impressed by a feeling that they are somehow organic...Each of the towns grew as a whole, under its own laws of wholeness...and we can feel this wholeness, not only at the largest scale, but in every detail: in restaurants, in the sidewalks, in the houses, shops, markets, roads, **parks**, gardens and walls. Even in the balconies and ornaments."¹ This wholeness goes well beyond the physical features of the City and to the building blocks of a community – its citizens and the neighborhoods that they live in.

This concept is crucial to understanding the role of parks within the community. Just as residents take pride in the homes (by keeping the yard watered and mowed, shrubs pruned, the home maintained, and discarded goods hauled off) the City must also take care of the public places – especially parks. This perspective applies to all local governments (schools, cities, and special service districts). But due to the prominence of public parks within the City, it is especially true for these facilities.

Park Patrons

People who visit and use the City's park are as diverse as the citizens themselves. Everybody uses parks, at least occasionally. A brief summary of park users based upon age follows.

Infants (up to two years old): An infant's recreation needs are simple and uncomplicated and are generally met within the home. Toddlers need to set their own pace and experience their

¹ Christopher Alexander, *A New Theory of Urban Design* (New York: Oxford University Press, 1987)

environment within safe and secure surroundings. Recreation needs of infants are:

- 1) Mental and physical challenge
- 2) Adventure, companionship, opportunity to create,
- 3) Fun, freedom from tension, and
- 4) Sense of well-being.

“Turfed areas, in a natural setting, among trees, boulders, colorful plant materials with different scents, sand areas, with gentle sloping terrain, the sound of splashing water – these simple, inexpensive elements provide an adventurous environment for infants to explore and discover at their own pace and in their own ways.”²

Parents of infants need to be close by, comfortable, and within sight of their children. To ensure the comfort of the adult observer benches and tables in the shade of deciduous trees is an important aspect of infant play areas. Infant play areas need to be separated from active park functions by landscaped mound or berms.

The Pre-school Child (two to five years old): Children who experience stimulating lives as infants are more capable of reacting, experiencing, and learning from the world around them. The more well developed their senses (smell, taste, touch, sight, and sound), the better equipped they are to interpret and comprehend their world. “The child’s general understanding about its world comes by learning about an interpreting space, shape, size, number, color, texture, danger, safety and time – each based on the impression and evaluation that the child’s limited experience will allow.

“Recreation spaces and facilities, therefore, should be bold, simple statements – not complex, convoluted, or overly organized. The child, in learning independence from close parental guidance, is vitally interested in what older children do and say. The healthy child learns that he/she is one among many and even learns to share things and experiences.”³

Pre-school park activities should provide;

- 1) Adventure,
- 2) Physical challenge and mastery,
- 3) Social companionship through side by side play,
- 4) Creativity – especially with the natural environment,

² Leisure Services Plan, Patterson et.al, 1988

³ Ibid, Patterson

- 5) Freedom from noise / activity limitations,
- 6) Sense of well-being, and
- 7) Rest and relaxation.

“Recreation is an art of living acquired in childhood. Fun remains the main road to self-discipline, which is the backbone of primary, secondary and higher education in any free society. Through creative play a child has the chance to learn that failure need not be a catastrophe, that it can even be the first step toward success...and vice versa. We need room in which to be wrong; or we have not room in which to be right.”⁴

Young children (6 to 11 years old): Young children experience rapid mental and physical growth. They are attempting to understand the moral and community standards to the family, are expanding rapidly into the activities of older children as well as groups and clubs. With these come an increasing interest in games and activities requiring skill and intellect. They are beginning to have their own sense of self – outside of their family. Young children are increasingly aware of and interested in the environment around them.

Young children are gaining increasing confidence in their physical self and awareness of the differences between individuals (physically skilled and less skilled, male and female, etc.). Group play begins to replace solitary play during the young child’s mid-years. By adolescence, the child has matured and learned self-restraint and cooperation. “Play experiences help the child recognize the ways in which he is unlike other children. During play it becomes clear that his own interests and the interest of his friends are not always the same, but they are mutually dependent.”⁵

“In many European countries, the adventure playgrounds are especially adaptive to this age group where old autos, boats, railroad engines, wood, saws, hammers, nails, and other adult items

⁴ An unknown sculptor

⁵ Wayne R. Williams, Recreation Places

Are available for them to climb on, make things with and be creative in group play with only limited supervision.”⁶

Adolescents (12 to 19 years of age): Adolescents are physically mature but live in a society that denies them adult status. They share many of the characteristics of younger people, but are radically different in many ways. A complex set of contradictions guide these young adults; they are adventurous yet idealistic, sensitive yet aggressive, and somber yet effusive.

Adolescents need companionship, status and recognition. These can be gained through fun, adventure, and opportunities to create and be creative. They delight in sports, clothes, popular music, cars and girl-boy relationships. “To provide meaningful recreation opportunities for adolescents is as challenging as understanding what makes adolescents what they are. Recreation’s obligation to the adolescent is doing all it can to allow them to mature physically, mentally and emotionally in a dynamic, creative, risky, adventuresome environment and in the process, develop a zest for life that will remain with them – in their work, in their education, in their future role as parents and participating members of society.”⁷

Young adults (20 to 55 years of age): Most young adults lead a much less active life than they did in prior life periods. A healthy young adult needs physical activity and pleasure derived from play.

Adult play has many forms; organized games or sports, physical fitness, nature study, social, and cultural activities. Having fun, enjoying an experience, and feeling good about oneself is the real essence of play. Providing opportunities to be of service is also an important aspect of recreation for this age group.

Older Adults (over 55 years of age): Those people over the age of 65 are the fastest growing age group in Phoenix. Older people represent a unique recreation challenge and resource to the community. Not often do communities have such a bountiful resource and a terrific responsibility at the same time. While some older citizens can live in luxurious retirement homes where their needs for shelter, food and recreation are satisfied, most simply cannot afford to live in such a high style. These older citizens need the opportunity to enjoy their abundant leisure time. Older adults

⁶ Ibid, Petterson

⁷ Ibid, Petterson

need to remain active, continue to participate as an active member of the community, and experience relaxation and enjoyment.

“In many of the European adventure playgrounds – provided by local government the spontaneous involvement of retired carpenters, lumbermen, seamen, bricklayers, railroaders, botanists, and artisans of all types is allowed and encouraged. It is the essence of real recreation and fun to watch a retired carpenter show a pre-schooler how to use a hammer and saw and create something – even if it is not pretty, is sheer delight. An old sailor teaching youngsters how to rig an old boat – and in the process telling tall tales of his experiences at sea. Both the storyteller...and the listeners are richly rewarded. The results are companionship, adventure and a sense of well-being.”⁸

The parks and recreation sites must meet the challenge; provide satisfying activities that boost the fun and enjoyment of our oldest citizens. Theirs’ is a life to be enjoyed not wasted.

Participation

Children and those persons under 50 years of age, make up two-thirds of the City’s population. Additionally, seventy-five percent of Phoenix households earn less than \$35,000 per year. These groups, according to a statewide survey of Oregon households, rely most heavily upon local parks for their recreation needs. Dispersed and more distant recreation sites are patronized by more affluent persons. Providing local recreation opportunities is the key to ensuring access to recreation opportunities for all people. According to the statewide survey, “lower income households especially those with children, are more likely among all groups to have not participated at any level of recreation, but would like to.”⁹

The survey concluded that lack of time and distance from recreation resources were frequently cited as barriers, especially among younger households with children. As can be readily seen from Table 1, there is a direct relationship between the frequency of participation in recreational activities and the closeness of the facility to one’s residence. People tend to participate far more frequently in park and recreation activities if the required facilities are less than ¼ mile from their home.

⁸ Ibid, Patterson

⁹ Oregon Outdoor Recreation Plan, 1994-1999, Oregon Parks and Recreation Department, 12/1/94

Table 1

Participation in Community Activities by Distance			
<i>Activity</i>	<i>Average Participation – Times Per Year –</i>		
	Less than ¼ Mile	¼ to ½ Mile	More than ½ Mile
Walking, running/neighborhood park	43.2	30.2	17.6
Walking, running/developed paths	51.3	23.9	9.1
Bicycling, skating/paved trails	16.7	24.0	6.7
Unpaved trail hiking/unpaved trails	21.4	11.5	6.9
Using playground equipment/playground equipment area	14.1	4.6	5.1
Outdoor pool swimming/swimming pool	7.4	4.8	1.8
Outdoor cultural events/outdoor music, cultural theaters, arenas	2.7	1.8	0.9
Botanical gardens, historical, scenic, exhibits/botanical gardens, historical, scenic interpretive centers	1.9	2.7	1.1
Source: Oregon Outdoor Recreation Plan 1994 - 1999			

Table 2 lists participation and desired participation rates of Oregon households in a variety of recreation activities and settings. The participation rates are quantified in the average number times per year that the respondent participated in a particular recreational activity. Combining the “participation rate” and the “desired participation rate” provides a good overall indication of the potential participation rate if barriers to participation were removed. Using this combined rate illustrates the importance of providing a diverse offering but also the potential growth of some activities which typically attract few participants.

These activities with the greatest level of participation and interest are: community art, crafts festivals and exhibits; historical exhibits; outdoor park concerts / music festivals; and wildlife and nature education programs. These activities are beyond the scope of the City’s traditional recreation offerings. However, with the New Phoenix Park, events like this will be possible. In fact, the use of this site for such diverse activities is not unprecedented. The Phoenix Day celebration has been staged at this location since 1995 and a modern day wagon train stopped there in 1996 on its way north.

Table 2

Participation and Desired Participation Rates in Community Recreation Programs			
<i>Activity</i>	<i>Part. Rate</i>	<i>Desired Part. Rate</i>	<i>Combined Rate</i>
Community art, crafts festivals and exhibits	47.5	22.2	69.7
Historical Exhibits	44.3	30.5	74.8
Outdoor park concerts, music festivals	36.7	35.9	72.6
Flower gardens and exhibits	31.7	22.2	53.9
Family overnight camping programs	28.5	21.2	49.7
Neighborhood community recreation centers	28.5	24.8	53.3
Wildlife and nature education programs	25.0	39.5	64.5
Community sponsored outdoor recreation programs such as hiking, boating, wildlife viewing	16.0	39.9	55.3
Swimming instruction	13.8	18.6	32.4
Outdoor theater, plays	13.8	37.9	51.7
Adult arts and crafts	12.4	27.3	39.7
Senior citizen recreational programs	9.6	21.4	31.0
Community vegetable gardens	3.4	15.8	19.2
Source: Outdoor Recreation Plan 1994 - 1999			

The activities that offer the greatest potential for growth, based upon the statewide data, are listed below. Each offer the potential to increase the total number of participants by two and one-half times compared to the existing number of participants. They are listed in the order of greatest potential.

- 1) Community vegetable gardens,
- 2) Outdoor theater and plays,
- 3) Community sponsored outdoor recreation programs such as hiking, boating, and wildlife viewing,
- 4) Senior citizen recreational programs,
- 5) Adult arts and crafts, and
- 6) Wildlife and nature education programs.

The state survey also included questions about recreational activities, as contrasted with programs. The most popular activity is park walking, jogging and running (with 59.1 percent of all households participating). Picnicking, and unpaved trail walking and hiking were the next most popular activities, 49.6% and 43.5% respectively.

Existing Parks

The section that follows briefly describes each park, and summarizes the facilities now available and recommended. The summary is included in order to gain a perspective on existing parks and thereby plan for, and understand the park and recreational needs of existing and future residents of Phoenix.

As noted in the earlier section, an important consideration in evaluating the adequacy of existing recreational facilities is the location of facilities in relation to the City's population. Figure 1 illustrates the existing park locations, both developed and undeveloped.

The City has developed or owns six park sites. Table 3 lists the City's parks and acreage. The acreage figure includes two categories of park land; developed and undeveloped. The undeveloped is further divided between wetlands and other open space acreage.

Figure 1



The Table 3 includes Phoenix Elementary School and the Phoenix Pioneer Cemetery site that functions as park or open space lands even though they are not formally a part of the City's park lands.

Parks and Open Space

Developed acreage represents just 18 percent of the total acreage. The majority of the open space/wetland area is planned for retention consistent with those purposes. The Bear Creek Greenway is classed as being dedicated exclusively to open space and wetlands, even though a paved trail will be constructed as a part of this park’s development.

Phoenix Community Garden (Rose Street Mini-Park): This park is a small oasis nestled on the northwest corner of the intersection of Rose Drive and Highway 99. Inspired by and with appreciation to Elma L. Beeson and created by Phoenix High School students the park boasts more than 60 varieties of plants. Some plantings are irrigated but many are drought tolerant perennials, requiring little maintenance or care. The garden should serve as a focal point for water conservation landscaping.

The park should be integrated with future streetscape improvements along the Rogue Valley Highway. In that way, a larger landscaped area could be created at this location. Care will need to be taken to ensure that the Community Garden is not overwhelmed by the Streetscape Plan’s formal plantings.

Relocation of the Rogue Valley Transit District’s bus stop to this location should be considered. In that way, designated pedestrian crosswalks, seating, and shade could all be provided the District’s patrons.

Table 3

<i>Park Name</i>	<i>Undeveloped</i>		<i>Developed</i>	<i>Total</i>
	<i>Open Space</i>	<i>Wetland</i>		<i>Acreage</i>
Colver Road Park	0.00	0.00	5.60	5.60
City Hall (Jail Park)	0.00	0.00	0.48	0.48
New Phoenix Park	0.00	13.00	0.00	28.76
Bicentennial Park (hole in the ground)	2.82	1.00	0.19	4.01
Phoenix Elem. School (Grant Nissen Memorial Playground)	0.00	0.00	4.66	4.66
Phoenix Pioneer Cemetary	4.17	0.00	4.17	4.17
Phoenix Primary School Playground	0.00	0.00	0.44	0.44
Bear Creek Greenway	32.96	4.74	0.00	37.70
Community Garden (Rose St. Mini-Park)	0.00	0.00	0.15	0.15
Total	39.95	18.74	15.69	85.97

Colver Road Park: This park is unique among the City's existing park system. It is largely developed and provides a broad range of activities. This park receives more use than the other City parks combined (excluding Phoenix Elementary School).

The park provides picnicking, volleyball, softball, children's play area with seating, basketball courts, and horseshoe pits. Additionally, the park includes a concession stand with restroom facilities.

Phoenix Elementary School (Grant Nissen Memorial Playground): The School is not an official Park. Yet it functions in that way except during school hours. Facilities available include; covered picnicking, play structure, and basketball courts. A large grassed area supports a wide range of turf activities while a paved surface is available when the field is too wet for use and for hard surface games and play.

The school gym is a unique resource which potentially can offer diverse activities when not in use for school activities. The children's play structure area does not include any sitting areas or benches. Adults visiting the site with young children will find this omission significant.

City Hall (Jail) Park: The old jail at this park provides a historic feature that is unique among the City's parks. That function coupled with this area's use for pre-school and primary playground uses boosts its significance. Integration of the jail and play equipment could produce a stimulating adventure play area.

The park includes a covered picnic area, children's play equipment (swings and merry-go-round), benches, and a drinking fountain (inoperable in 1996). Despite being adjacent to First Street it offers a safe place for children to play due to fencing along that side along "B" Street.

New Phoenix Park: This park is undeveloped. Future plans call for the construction of court areas (2 tennis courts and four basketball courts), community center, playground, grassed open play areas, a covered picnic area, amphitheater, natural / wetlands nature study, bicycle and pedestrian paths, and restroom facilities. The construction of the Greenway in this area is planned to compliment the function and value of the park.

Bicentennial Park: Characterizing this City owned tract as a park requires some imagination. The developed area is largely paved and functions as parking for adjacent businesses and not for park visitors. The picnic table, the one lone improvement, looks out of place.

The property is currently under review for possible conversion from “Park use” to a commercial function. Changing the function of the property is complicated by; 1) a deed restriction limiting the tract to park use, and 2) its existing Comprehensive Plan map designations as Park. The former restriction was placed on the property as a part of its transfer from the Oregon Department of Transportation to the City. Appraisals are currently underway to determine the value of the property with and without the deed restriction.

Assuming plans to convert the site to a commercial use wins community endorsement; subsequent development should still retain some “park-like” elements. Open spaces and a park like environment will improve the overall function of the City Center and yield pedestrian friendly amenities which are crucial to the development of a functional downtown. Development should include a well-designed and landscaped sitting area complimenting the commercial uses in the area and the Streetscape Plan.

Phoenix Pioneer Cemetery: The Cemetery was designed and is managed for a single purpose. However, other public purposes are supported and could be enhanced without detracting from the Cemetery’s purpose. These other uses include: public open space, historical study, genealogy, walking and other passive activities. The graveled walkway that links Rose Street and Church is an important segment of the pedestrian transportation system.

Phoenix Elementary School (Primary Playground): The small primary playground is on the southwest corner of the Phoenix Elementary School site, north of City Hall Park, and east of the canal. The Playground equipment constitutes the only improvement. Absent are any areas that afford adult, supervising the children who may play there, a place to sit. Ideally, the seating would be under a deciduous tree which could provide summertime shade and be a comfortable distance away from the activities.

Bear Creek Greenway: The Greenway is a linear park stretching from Ashland to Central Point. The Greenway functions to protect a

variety of natural resources including fish and wildlife habitat, wetlands, riparian vegetation, and fragile soils. It too provides a pleasant place to walk, run, bicycle, shoot photos, fish, and observe wildlife.

All of the land necessary to ensure a continuous path along its entire length is now in public ownership. Unfortunately, key sections of the Greenway trail have not been constructed. In fact, none of the Greenway in the vicinity of Phoenix has been constructed. The closest trailheads are located at Bear Creek Park in Medford and the Lynn Newberry Park in Talent. Sections both north and south of these points have been constructed or will be constructed within the next year. It is hoped that the Talent – Phoenix and Phoenix – Medford sections will be constructed within the next five years. That hope will rise or fall depending upon U.S. Congress’ reauthorization of the Intermodal Surface Transportation Efficiency Act and inclusion of Transportation Enhancement Funding. This source of funds has provided money for the recent construction of the Medford to Central Point section and will also fund the planned construction of the North Ashland section in 1997.

The Greenway Trail in Phoenix is expected to be located between Bear Creek Drive and Bear Creek. While the area is only 50 feet wide in places, it has been surveyed and studied extensively and is believed to be adequate to accommodate the 12 foot wide bike path. Further analysis of the site will be undertaken as part of the bike path’s final design. The location of the trail through the new Phoenix Park is planned to go through centers of activity and avoid riparian areas.

Table 4 details existing and recommended activities at each City park site. Not included in the table are the Phoenix Pioneer Cemetery nor the Phoenix Elementary School (primary and elementary) site due to their existing dedicated functions.

**Park
Classification**

The design and development of parks is a function of size, service area, location, access, intensity of development, range of recreation opportunities. Establishing a classification system for use in managing the City’s parks will ensure appropriate levels of development, avoid unnecessary duplication, and provide coherence to the overall park system. Typical classification systems include: regional, district, community, neighborhood, special use

parks, and greenways. Each park class is described in the paragraphs that follow.

Regional Parks are large, multi-functional parks usually set in a natural setting with a prominent land mark, water attraction, or other natural or manmade feature. Numerous parks, lying outside the City's urban growth boundary, might fall within this classification. Roxy Ann Park, Touvelle Park, Emigrant Lake Park are a few examples. There are no City parks suitable for classification as a regional park. Further, the City's recreational or leisure time needs for recreational activities available at regional parks can be satisfied through regional parks outside the urban area.

District Parks are smaller than regional parks but still 75 to 100 acres in size. Like regional parks, they provide low and high intensity recreation for all ages in a relatively natural setting. District parks are located in proximity to natural or man-made resources such as rivers, lakes, creeks, or high school. All modes of transportation, except train and air, should be available to provide access to district parks.

The City's recreational needs for district parks are satisfied through parks outside the urban area. Lithia Park in Ashland and Bear Creek Park in Medford are two prominent district parks. As the City's population grows it may be appropriate to designate a district park. That level of development is not expected within this nor the succeeding planning period (beyond 2035).

Community Parks: Parks of this type provide a wide range of low and high intensive recreation in an urban setting. Typically community parks range in size from 20 to 30 acres when self-contained and 10 to 12 acres when combined with a public school. Usually within one mile walking distance of multiple housing types whose occupants are of all age groups. Community parks are accessed via foot, bicycle and automobiles. Improved areas usually constitute the majority of the park site. Passive areas can be used to provide a buffer between active and passive park areas or adjacent residential areas.

Table 4

Park Name	Phoenix Community Garden	Phoenix Park (Colver Rd)	New Phoenix Park	Bicentennial Park	City Hall Park (Jail)	Bear Creek Greenway
	Existing Activities	Existing Activities	Existing Activities	Existing Activities	Existing Activities	Existing Activities
Activity	Recommended Activities	Recommended Activities	Recommended Activities	Recommended Activities	Recommended Activities	Recommended Activities
Patrons						
1. Infants	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Pre-School	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
3. Young Children	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
4. Younger Adults	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Older Adults	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Activities						
1. Turf		<input checked="" type="checkbox"/>	<input type="checkbox"/>			
2. Court		<input checked="" type="checkbox"/>	<input type="checkbox"/>			
3. Aquatic						
4. Table			<input type="checkbox"/>	<input type="checkbox"/>		
5. Arts & Crafts			<input type="checkbox"/>	<input type="checkbox"/>		
6. Physical Fitness			<input type="checkbox"/>			<input type="checkbox"/>
7. Nature Study	<input type="checkbox"/>		<input type="checkbox"/>			<input type="checkbox"/>
8. Social		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
9. Culture			<input type="checkbox"/>		<input checked="" type="checkbox"/>	
10. Adventurous Play		<input checked="" type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>	
11. Specialized (type)				<input type="checkbox"/>		<input type="checkbox"/>
Facilities						
1. Softball		<input checked="" type="checkbox"/>				
2. Soccer, Rugby, Flag Football		<input checked="" type="checkbox"/>				
3. Basketball, Volleyball, Badminton Ct.		<input checked="" type="checkbox"/>	<input type="checkbox"/>			
4. Gymnasium						
5. Handball Courts						
6. Platform Tennis Courts						
7. Tennis Courts			<input type="checkbox"/>			
8. Putting Green						
9. Lawn Bowling Green						
10. Horseshoe Pit		<input checked="" type="checkbox"/>				
11. Pools						
a. Open Swimming						
b. Enclosed Swimming/Diving						
c. Wave						
d. Wading						
e. Fountain (Decorative)	<input type="checkbox"/>			<input type="checkbox"/>		
12. Picnic Tables & Shelters		<input checked="" type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>	<input type="checkbox"/>
13. Barbecue Pits			<input type="checkbox"/>			
14. Chess / Checker Table	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>		
15. Adventurous Free Play			<input type="checkbox"/>		<input checked="" type="checkbox"/>	<input type="checkbox"/>
16. Turfed Free Play Area		<input checked="" type="checkbox"/>	<input type="checkbox"/>			
17. Children's Play Equipment		<input checked="" type="checkbox"/>	<input type="checkbox"/>			
18. Tot Play Structure		<input checked="" type="checkbox"/>	<input type="checkbox"/>			
19. Quiet, Passive Garden			<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>
20. Teen Center	<input checked="" type="checkbox"/>					
21. Adult Center						
22. Senior Center						
23. Community Center					<input checked="" type="checkbox"/>	
24. Multi-purpose Center						
25. Arts and Craft Center						
26. Amphitheater			<input type="checkbox"/>			
27. Band Shell						
28. Arboretum with Trails						
29. Track and Field						
30. Jogging Trails		<input checked="" type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>
31. Bike Trails		<input checked="" type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>
32. Drinking Fountain		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
33. Restrooms	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
34. Bike Racks			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
35. Parking		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>			
36. Concession Stands		<input checked="" type="checkbox"/>				
37. Night Lighting	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

■ Available

□ Not available but recommended

Like neighborhood parks, described below, community parks should provide a wide range of recreational activities. Both indoor and outdoor recreation facilities are supported in parks of this type. When adjacent to schools, indoor facilities should utilize these rather than constructing dedicated structures. A community park can serve as a neighborhood park for nearby neighborhoods.

Neighborhood Parks: These parks are key to developing a park system, as well as serving the everyday passive and active recreational needs of residents. Typically, these parks are seven to 12 acres in size or smaller (3 – 5) when in conjunction with an elementary school site. Neighborhood parks should be sited in close proximity to residential areas to afford easy access by foot or bicycle. Automobile parking should consume a very small part of the site.

Adherence to a residential scale, focus on moderate intensity uses where active and passive areas are separated by space and landscaping, and an abundance of shade producing trees are crucial to developing a park with a neighborhood character. They are used predominantly for outdoor recreation. Typical are: infant and pre-school play areas, apparatus areas, paved areas for court games: quite activity areas for older adults, wading pools, and shelters with rest rooms.

Special Use Parks: These parks are intended to provide public access and ownership to unique amenities and areas (natural, cultural, or institutional). Usually, small areas are characterized as pocket parks, they can also be linear and include larger areas. Access depends upon their location relative to public transportation services and the roadway network, however pedestrian and bicycle access should always be afforded.

Table 5 classifies each park (i.e. neighborhood / community / special) according to its function and also lists recommended additional acreage needed to full-fill the designated function.

Table 5

<i>Park Name</i>	Park Classification				<i>Total Acres</i>
	<i>Classification</i>	<i>Existing Acres</i>	<i>Acres Needed (additional)</i>		
			<i>1996</i>	<i>2016</i>	
Colver Road Park	Neighborhood	5.60	1.50	4.90	12.00
City Hall (Jail) Park	Special Use	0.48	0.00	0.00	0.48
New Phoenix Park	Community	28.76	0.00	8.00	38.76
Bicentennial Park	Special Use	4.01	<3.41>	0.00	0.50
Phoenix Elementary School	Neighborhood	5.10	0.00	0.00	5.10
Phoenix Pioneer Cemetery	Special Use	4.17	0.00	0.00	4.17
Bear Creek Greenway	Special Use	37.70	0.00	0.00	37.70
Community Garden (Rose Dr.)	Special Use	0.15	0.00	0.00	0.15
Total		85.97	1.50	12.90	98.86

Park Needs

Various methods are available to estimate demand for park and recreation facilities. A survey technique which draws upon a large number of interviews and explores the behavior and interests of residents is on technique. Survey questions attempt to determine the respondent’s future participation in recreational activities based upon specified conditions of access, price, quality, and etcetera. This information can then be analyzed to yield estimates of demand for specific facilities/programs. The Oregon Parks and Recreation Department utilized a questionnaire of that type to develop the Oregon Outdoor Recreation Plan. Unfortunately, the sampling does not yield information that is reliable at the community level. Nor has the City conducted a survey of this type at the local level.

A second approach for estimating recreational demand applies standards for facilities based upon population. Standards recommended by the National Recreation and Park Association appear in Table 6 and Table 7. Such standards are useful for comparisons. However, their application to both small and extremely large cities diminishes their pertinence to any particular community.

In addition to these standards, the National Recreation and Park Association recommends that a minimum of 25 percent of new towns, planned units development, and large subdivision be devoted to park and recreation lands and open space. Approximately, 1.3 percent of the City within the UGB are currently dedicated to such uses.

Table 6

Sample Standards for Parks by Classification			
<i>Classification</i>	<i>Acres/1000 people</i>	<i>Population Served</i>	<i>Service Area</i>
Play lots	n.a.	500 – 2,500	Sub-neighborhood
Vest-pocketed parks	n.a.	500 – 2,500	Sub-neighborhood
Neighborhood parks	2.5	2,000 – 10,000	¼ - ½ mile
District Parks	2.5	10,000 – 50,000	½ - 3 miles
Large Urban Parks	5.0	One for 50,000	w/in 1 hr. drive
Regional Parks	20.0	Serves entire community in smaller communities	w/in 1 hr. drive

Source: National Park Recreation and Open Space Standards, 1971

A key factor in community members’ use of parks and more particularly in their participation in recreational activities is the distance that they must travel to facilities. The service area for neighborhood parks is ¼ to ½ mile according to Table 6. This factor is a key consideration in the development and designation of the City’s park system. Please refer again to Table 1 for data illustrating the direct relationship between participation in community recreational activities and the distance to facilities.

Based upon extensive review and discussion among the Ad Hoc Parks Committee members and the Citizen Public Advisory Committee it was determined that one-quarter mile was the appropriate distance between residential areas and neighborhood parks. Application of this standard to the City yields two deficiencies; one in the northwest quadrant and one in the eastern half of the City. That is, existing parks are more than ¼ mile away from residential developments in these areas.

Based upon data included in Table 7, the City’s park system, considering existing and planned population, will need an additional softball or youth baseball diamond and a standard baseball diamond. Both ball diamonds should be accommodated in future rather existing park sites.

Table 7

Standards for Special Facilities	
<i>Facility (outdoor)</i>	<i>Standard per 1,000 Population</i>
Baseball Diamonds	1 per 6,000 people
Softball Diamonds (and/or youth diamonds)	1 per 3,000 people
Tennis Courts	1 per 2,000 people *
Basketball Courts	1 per 500
Swimming Pools (25 meters)	1 per 10,000
Neighborhood Centers	1 per 10,000
Community Centers	1 per 25,000
Outdoor theaters – (non-commercial)	1 per 20,000

*** Best in battery of four**

Source: National Park Recreation and Open Space Standards, 1971

Additionally, the sites should include joint use soccer fields. While not listed in Table 7, soccer is a rapidly growing youth and young adult field sport. Other specific facility needs are left to identification within the master planning process.

Park Settings

“Research and experience has [sic] shown that people prefer different outdoor “settings” in which to pursue recreational activities.”¹⁰ Settings are simply the environment or surroundings in which the park is situated; its remoteness, naturalness, crowding, facility type and visitor management. The Oregon Parks and Recreation Department utilizes 11 distinct categories to classify parks and other public open/natural spaces. Only those which are pertinent within a rural or urban environment are summarized below (The interested reader may choose to review the complete listing for park setting which is included in the Oregon Park and Recreation Department’s Oregon Outdoor Recreation Plan 1994 – 1999).

Rural: Substantially modified environment, usually agriculture, with road access, moderate facility development and social interaction, within an open space context. Moderate social interaction.

¹⁰ Ibid, Oregon Parks and recreation Department

Urban within Open Space: A largely developed setting, with extensive paving and buildings, highly maintained vegetation, heavy interacting and visitor controls, within an open space context. Parks of this type can include golf courses or ornamental gardens.

Nature-dominant within Urban: Apparently undistributed, natural environment, with limited development, moderate to high interaction and visual or noise disturbance, within an urban context.

Park-like within Urban: Primarily maintained grass and shade tree environment with moderate to extensive support facilities, interaction and visitor controls, within an urban context.

Facility-dominate within Urban: Predominately built setting of pavement and structures, intended for leisure or recreational use, high level of interaction, management and visitor controls, within an urban context. May include small areas of grass, other vegetation, and/or shade trees growing within paved areas.

Table 8 classifies the City’s existing parks according to the above classification system.

Table 8

Parks Classification by Setting			
<i>Park Name</i>	<i>Classification</i>	<i>Existing Acres</i>	<i>Proposed Acres 2016</i>
Colver Road Park	Park-like within Urban	5.48	11.98
City Hall (Jail) Park	Park-like within Urban	0.48	0.48
New Phoenix Park	Park-like within Urban / Nature dominate within Urban	22.92	0.92
Bicentennial Park	Facility dominate within Urban	4.01	0.50
Phoenix Elem. & Primary School	Park-like within Urban	0.00	0.00
Phoenix Pioneer Cemetery	Park-like within Urban	4.17	4.17
Bear Creek Greenway	Nature dominate within Urban	25.58	25.58
Community Garden (Rose Dr.)	Facility dominate within Urban	0.15	0.15
Northwest Park (Proposed)	Park-like within Urban	0.00	12.00
East Park (proposed)	Park-like within Urban / Nature dominate within Urban	0.00	12.00

**The City's
Environmental
Setting**

Just as parks and open space have qualities and features in the form of settings that support their function and quality, so does the City as a whole. The geographic and spatial relationship of the City to the Rogue Valley and adjacent cities is also a component of park and open space needs. Residents are concerned with the potential for encroachment of urban and suburban development on the City.

It is feared that such development will erode the City's identity and with it key economic development advantages, social structures, community organizations and political power, among many. Weakening these important institutions will reduce the sense of and lead to a diminution of residents' quality life. While such concern is not easily quantified, the loss of a distinctive boundary separating one city from another or rural (suburban) lands from urban areas will adversely affect the City's environmental setting, and historic/social context.

The Economic Element acknowledges the importance of the City's "small town character."¹¹ That quality is a product of a variety of factors; one of which is the environmental setting. Reinforcing and enhancing this quality can, in part, be achieved through strategic location of parks and public open spaces within the City's Urban Growth Boundary (UGB), limiting development outside the City's UGB, and distinctive community design elements strategically located at entryways to the City.

Diminishing development and land speculation at the urban / agricultural lands interface is a key element in the creation of a definitive boundary between urban and rural lands. While UGB's function, in the short term, to distinguish urban from rural lands there is widespread belief that as cities grow, boundaries will be amended and ultimately provide for the conversion of rural / agricultural lands to urban uses. This belief can deter farmers from making the needed investments in capital or crops and thus diminish their profitability and future viability. Both of which ultimately lead to increased pressure for division, development, and conversion to urban development. Division leads to more dwellings and increased farm and nonfarm conflicts (i.e. noise, dust, spray drift, unpleasant smells, and vandalism). A study in the Willamette Valley found "farmers faced conflict-generated costs of \$11.75 per

¹¹ Economic Element – Final, October 25, 1996

acre. The study showed costs increased with residential density, and crop farmers faced the higher costs.”¹²

The City’s participation and eventual adoption of the Regional Problem Solving Plan for the Greater Bear Creek Valley will provide a clear direction for future urban expansion and reduce development pressure into agricultural lands.

A joint strategy to protect the City’s identity working cooperatively with our neighbors to the north and south, Medford and Talent, respectively, may also be warranted. It is in each city’s best interest to retain its identity and provide a clear line of jurisdictional responsibility. The later can help to avoid unnecessary confusion from residents regarding public facility and service responsibilities. Further, just as the City’s character is an important element of its economic development strategy, our neighbors benefit by bolstering their own identities. In concept the agreement would simply establish a specific minimum distance or some other specific geographic reference separating the UGB’s. It would do nothing to correct existing incursions by County approved development on the UGB. That issue, as noted in the Economic Element, is best left to re-negotiating of the City / County UGB agreement and development standards within the ‘area of mutual concern.’”

Conclusion

Full-filling existing and future recreation needs of the City’s residents will require a diverse mix of programs, sites, and activities. The City will need to move beyond its historic role of simply maintaining park sites. A comprehensive park and recreation program will be needed. Securing new funding and bolstering old ones will be of paramount importance. Without these, development or redevelopment of existing City parks, acquisition and construction of new park sites, or the provision of recreation programs (educational, historical, crafts, etcetera) will be impossible. These issues are addressed within the Goals and Policies section of the Element.

¹² Agenda for Livability – Reforming State and Local Land Use Planning for the 21st Century, 1000 Friends of Oregon, October 1, 1996

Goal 1 **To provide for the recreational needs of the community; including recreational programs, park facilities, and new expanded park and recreation sites.**

Initiate efforts, consistent with funding availability and need, to develop self-supporting park and recreation programs.

Policy 1.1

Ensure all residents have access (both physical and financial, etc.) to leisure activities.

Policy 1.2

Aggressively pursue funding and fees for the development and operation/maintenance of parks and recreational programs.

Goal 2

Periodically update park system development charges to reflect the program, facility, and land needs reflected within the Park and Recreation Element and park master plans.

Policy 2.1

Explore the creation of a broad based, dedicated, locally controlled funding source (such as a special recreation district within the city, sub-region, regional, sub-state or statewide to provide parks and recreation funding) for development and operation/maintenance.

Policy 2.2

Seek recreation funding from nontraditional sources including: private, corporate, and foundations.

Policy 2.3

Evaluate the possible use of hotel / motel taxes for the acquisition, development, and maintenance of public parks and public open spaces which may be frequented by the traveling public.

Policy 2.4

Ensure that costs of specialized and limited use recreation facilities are paid for by reasonable user fees whenever feasible and equitable.

Policy 2.5

Create a City-wide parks and recreation program which will coordinate acquisition, construction, and the development of parks and related programs consistent with the needs of the community.

Goal 3

Consider the creation of a Park and Recreation Committee to provide broad based public input on park and recreation issues and funding sources.

Policy 3.1

Develop, adopt and update (as necessary) master plans for each of the City's parks.

Policy 3.2

Master plans for City parks adjacent to other publicly owned park and open space lands, shall consider, the relationship, function, and coordination opportunities associated with adjacent public lands.

Policy 3.2.a

- Policy 3.3 Formalize a cooperative agreement with the Phoenix – Talent School District to provide for the joint use, planning, construction, and development of playground / park facilities at the Phoenix Elementary School
- Goal 4 Endeavor to develop neighborhood parks within approximately one-quarter mile distance of all residential neighborhoods acknowledging that some neighborhoods or parts thereof may be slightly beyond this distance.**
- Policy 4.1 Designate lands within the Comprehensive Plan Map, and plan for acquisition and development of new neighborhood parks in the northwest and eastern quadrants of the City.
- Policy 4.1.a The City shall amend its periodic review work program to study, evaluate, and designate future park sites. The Planning Commission shall be responsible for reporting the results of their studies and recommendations to the Council no later than February 2, 1999.
- Policy 4.2 Community parks will also function as neighborhood parks for those residents within close proximity just as neighborhood parks serve their neighborhoods.
- Goal 5 Facilitate environmental, historic, and cultural education and awareness through interpretive programs, signing and exhibits.**
- Policy 5.1 Foster the use and enjoyment of the park system through development of educational and informational programs in cooperation with other public agencies. (phoenix – Talent School District, Oregon Department of Fish and Wildlife, Oregon Department of Environmental Quality, Medford and Talent Irrigation Districts, Oregon Parks and Recreation Department, Jackson County Parks Department, etc.)
- Goal 6 Provide for the conversion of park lands to other uses when they are not needed for park, cultural, historical, open space, wetlands/storm drain water passive treatment, or recreational uses.**
- Policy 6.1 Dispose or develop for non-park use portions of Bicentennial Park while retaining sufficient acreage for development of a City Center pedestrian oriented, landscaped area. The design and development of the area should enhance the overall beauty, function, and enjoyment of the City Center.
- Goal 7 Establish programs, plans, and policies which protect the City’s environmental setting.**

- Policy 7.1 Continue to participate and support the City’s Regional Problem Solving Plan which promotes buffering of agricultural lands from urban uses within the UGB as well as proposing logical separation of urban and rural lands.
- Policy 7.1.1 Consider the creation of a program to acquire conservation easements on lands outside the UGB
- Policy 7.1.2 Cooperate with local, regional, state, and nationally based conservation programs and groups to secure conservation easements on lands adjacent to segments of the UGB designated as permanent.
- Policy 7.2 Explore interagency agreements or other cooperative arrangements with Jackson County, Medford, and Talent such as RPS to ensure that future expansions of UGB’s do not adversely affect the City’s environmental setting.