

AGENDA (Amended)  
DAYTON PLANNING COMMISSION



DATE: THURSDAY, JANUARY 8, 2026  
TIME: 6:30 PM  
PLACE: Palmer Creek Lodge Community Center – 606 4<sup>th</sup> Street  
VIRTUAL: ZOOM MEETING – ORS 192.670/HB 2560

You may join the Planning Commission Meeting online via Zoom at: <https://youtube.com/live/I1ZOoV4FGRM?feature=share>

*Dayton – Rich in History . . . Envisioning Our Future*

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<u>ITEM</u>	<u>DESCRIPTION</u>	<u>PAGE #</u>
A.	CALL TO ORDER & PLEDGE OF ALLEGIANCE	
B.	APPROVAL OF THE AGENDA	
C.	APPEARANCE OF INTERESTED CITIZENS	
D.	APPROVAL OF MINUTES	
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G.	ADJOURN	

Posted: January 5, 2026

By: Rocio Vargas, City Recorder/Planning Coordinator

## NEXT MEETING DATES

Planning Commission Meeting **February 12, 2026** (if needed)

Planning Commission Meeting **March 12, 2026** (if needed)

*Virtually via Zoom and in Person, City Hall Annex, 408 Ferry Street, Dayton, Oregon*

The public is strongly encouraged to relay concerns and comments to the Commission of any other topic in one of the following ways:

- Email - at any time up to 5 pm the day of the meeting to [rvargas@daytonoregon.gov](mailto:rvargas@daytonoregon.gov). The Chair will read the comments emailed to the Planning Coordinator.
- Appear in person - If you would like to speak during public comment, please sign up on the sign-in sheet located on the table when you enter the City Hall Annex.
- Appear by Telephone only - please sign up prior to the meeting by emailing the Planning Coordinator at [rvargas@daytonoregon.gov](mailto:rvargas@daytonoregon.gov) the chat function is not available when calling by phone into Zoom.
- Appear Virtually via Zoom - once in the meeting send a chat directly to the Planning Coordinator Rocio Vargas, use the raise hand feature in Zoom to request to speak during public comment, **you must give the Planning Coordinator your First and Last Name, Address and Contact Information (email or phone number) before you are allowed to speak.** When it is your turn, the Chair will announce your name and unmute your mic.

**MINUTES  
DAYTON PLANNING COMMISSION  
November 13, 2025**

Dayton Commissioners Present: Ann-Marie Anderson, Chairperson, *via Zoom*  
Dave Mackin, Vice-Chairperson  
Rob Hallyburton  
Katelyn Van Genderen

Dayton Commissioners Absent:

Dayton Staff Present: Curt Fisher, City Planner  
Jeremy Cuadle, City Manager  
Rocio Vargas, City Recorder/Planning Coordinator

**A. CALL TO ORDER & PLEDGE OF ALLEGIANCE**

Vice-Chair Dave Mackin called the meeting to order at 6:30pm.

**B. APPROVAL OF AGENDA**

No comments.

**C. APPEARANCE OF INTERESTED CITIZENS**

None.

**D. APPROVAL OF MINUTES**

1. September 11, 2025, Planning Commission Meeting Minutes

**Kaytelyn Van Genderen moved to approve the September 11, 2025, minutes. Second by Rob Hallyburton.** Motion carried with Anderson, Hallyburton, Mackin, Van Genderen voting aye.

**E. PUBLIC HEARING**

1. LA 2025-02 Legislative Public Hearing for Text Amendments to the Comprehensive Plan and Supporting development Code Amendments

Vice-Chair Mackin opened the public hearing at 6:32pm.

Curt Fisher, City Planner, presented the staff report.

Curt invited Carl Springer to make a presentation of the proposed Transportation System Plan for recommendation to the City Council for approval and adoption.

Commissioner Hallyburton commented on the safety of bike riders on Ferry Street, and stated that he has not felt unsafe, but bike lanes would be nice

Carl stated that they are an option and further discussion would be necessary to determine the needs.

Commissioner Van Genderen inquired about the possibility of acquiring Ferry Street from ODOT.

Discussion on what the requirements and priorities could be to accomplish a transfer of Ferry Street to the City and funding options to be able to make TSP updates.

Vice-Chair Mackin requested to broaden the definition of “sidewalks” to include all possible uses of a sidewalk.

Discussion on how and where the proposed language would be implemented into code and TSP plan continued.

There was no public comment.

Vice-Chair Mackin closed the public hearing at 7:11pm

**Katelyn Van Genderen moved to adopt a revised staff report with the proposed language revisions by Vice-Chair Mackin about the definition of the sidewalk and recommend the City Council approve the revised amendments. Second by Rob Hallyburton.** Motion carried with Anderson, Hallyburton, Mackin, Van Genderen voting aye.

#### F. OTHER BUSINESS

Commissioner Hallyburton inquired if there should be a discussion about the hotel.

Commissioner Van Genderen asked for clarification on the process for the hotel site development review.

Jeremy Caudle, City Manager, stated that any member from Council or Planning Commission could appeal the decision.

Curt stated that this option was a compromise for SB1537 at the request of Councilor Maguire.

Discussion continued.

#### G. ADJOURN

There being no further business to discuss meeting adjourned at 7:20pm

Respectfully submitted:

Approved by Planning Commission **January 8, 2026**

By:  
Rocio Vargas,  
City Recorder/Planning Coordinator

As Written                      As Amended

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Ann-Marie Anderson, Planning Commission Chair

**To:** Planning Commission  
**From:** Rocio Vargas, City Recorder/Planning Coordinator  
**Issue:** Election of Planning Commission Chair and Vice-Chair  
**Date:** January 8, 2026

**Background and Information:** Per the Dayton Municipal Code Planning Commission should elect a Chair and Vice Chair each January.

### **1.09.03 Officers**

Each January the commission will elect a chair and a vice chair who will serve until successors are elected.

### **1.09.04 Duties**

1. The commission has the powers and duties assigned to it by this code, ordinances, resolutions, and state law. The commission conducts public hearings, advises Council on land use issues and priorities, and makes quasi-judicial land use decisions and legislative recommendations to the Council.
2. The commission also performs the following functions:
  1. Provides the budget committee and the Council with recommended policy directions regarding capital improvement programming and management strategies; provides the opportunity for citizen participation in the annual capital improvement planning process; develops a process and set of standards for capital improvement programming.
  2. Recommends to the Council plans and policies for growth management and enhancement of the City including:
    1. Proposed comprehensive plan amendments to implement functional plans, the Regional Framework Plan and various City-initiated land use related growth management proposals.
    2. Matters related to the implementation and periodic update of the Dayton Community Development Plan, including findings, procedures, policies, and standards.
    3. Proposals of citizen advisory committees and task forces related to land use issues, priorities, and decisions, and plan amendments and makes recommendations to the Council on these proposals.

### **1.09.05 Meetings**

The commission holds meetings as necessary at the fire hall. A majority of the members of the commission constitutes a quorum.

**Recommendation:** Nominate a Chair and Vice Chair for 2026. A nomination does not require a second.

**Election of Chair and Vice Chair:**

1. Make nominations for Chair. If nominees agree then hold a vote, nominee with majority votes is elected Chair.
2. Make nominations for Vice Chair. If nominees agree then hold a vote, the nominee with majority votes is elected Vice Chair.



## STAFF REPORT

### LA 2026-01 PUBLIC HEARING BEFORE PLANNING COMMISSION

<b><u>Hearing Date:</u></b>	January 8, 2026
<b><u>Subject:</u></b>	Legislative public hearing for text amendments to the Comprehensive Plan adopting the 2025 Parks and Recreation Master Plan and supporting development code amendment.
<b><u>Approval Criteria:</u></b>	Dayton Land Use and Development Code, Section 7.3.112.03, A – D.
<b><u>Exhibits:</u></b>	<b>Exhibit A:</b> 2025 Parks and Recreation Master Plan <b>Exhibit B:</b> Comprehensive Plan Chapter 7.1 amendments <b>Exhibit C:</b> Published Public Notice

### I. REQUESTED ACTION

Conduct a public hearing on proposed legislative amendments to the Dayton Comprehensive Plan adopting the updated 2025 Parks and Recreation Master Plan, case file LA 2026-01. Options for action on LA 2026-01 include the following:

- A. Adopt the findings in the staff report and recommend that the City Council adopt LA 2026-01:
  - 1. As presented and recommended by staff, or
  - 2. As amended by the Planning Commission (indicating desired revisions).
- B. Recommend that the City Council take no action on LA 2026-01.
- C. Continue the public hearing, preferably to a date/time certain.

### II. BACKGROUND

This legislative amendment is proposed to amend the Dayton Comprehensive Plan, adopting the updated 2025 Parks and Recreation Master Plan included as Exhibit A

### III. PROCESS

Section 7.3.112.01 requires text amendments to the DLUDC to be approved through a Type IV review procedure as specified in Section 7.3.2.

The 2025 Parks and Recreation Master Plan describes the planning process, including the decision-making structure, public engagement and outreach, and technical development of the document.

On December 2, 2025, staff issued the required 35-day notice to the Department of Land Conservation and Development. Written notice of the hearing before the Planning Commission and subsequent hearing before the City Council was submitted to the McMinnville News Register for publication on December 6, 2025.

#### IV. FINDINGS AND APPROVAL CRITERIA

##### 7.3.112.01 Process

*Amendments to the Comprehensive Plan and Development Code texts shall be reviewed in accordance with the Type IV review procedures specified in Section 7.3.201.*

##### 7.3.112.03 Criteria for Approval

*Amendments to the Comprehensive Plan or Development Code text shall be approved if the evidence can substantiate the following:*

*A. Impact of the proposed amendment on land use and development patterns within the city, as measured by:*

*1. Traffic generation and circulation patterns;*

**Findings:** The proposed Parks and Recreation Master Plan does not impact traffic generation and circulation patterns. Staff find the impact on traffic generation and circulation patterns is negligible.

*2. Demand for public facilities and services;*

**Findings:** The proposed Parks and Recreation Master Plan does not directly impact demand for public facilities and services. Rather, it is a planning document that analyzes and describes the demand for public park services over the next 20 years. Staff find the impact on public facilities and services to be negligible.

*3. Level of park and recreation facilities;*

**Findings:** The proposed Parks and Recreation Master Plan analyzes the level of park and recreation facilities needed over the next 20 years so those needs can be considered and addressed in future land use and planning decisions. The plan is a critical tool for finding that future land use actions meet this criterion. The criterion is met

*4. Economic activities;*

**Findings:** The proposed Parks and Recreation Master Plan is anticipated to facilitate positive economic activity. As described in the Plan, parks and recreation facilities are associated with a number of positive economic impacts, such as increased property values, increased attractiveness for businesses and workers (quality of life), and creating direct increases in employment opportunities as new facilities are constructed. In Oregon, outdoor recreation generates \$8.3 billion in consumer spending, creates 73,900 direct jobs, and results in \$4.4 billion in outdoor recreation wages. Staff find that the proposal will have overall positive impacts on economic activities and that this criterion is satisfied.

*5. Protection and use of natural resources;*

**Findings:** The proposed Parks and Recreation Master Plan and code amendments are not expected to negatively impact the protection and use of natural resources. Staff find the impact on natural resources negligible.

*6. Compliance of the proposal with existing adopted special purpose plans or programs, such as public facilities improvements.*



**Findings:** The proposed Parks and Recreation Master Plan complements and continues the work of existing special purpose plans and programs, and strategic goals, including, but not limited to, the 2012 Dayton Forward Plan, 2022 UGB Land Swap, and the 2025 TSP update.

*B. A demonstrated need exists for the product of the proposed amendment.*

**Findings:** The Parks and Recreation Master Plan was last updated in 2004, and the current product reflects the need to update this document for the next 20-year planning period. This criterion is met.

*C. The proposed amendment complies with all applicable Statewide Planning Goals and administrative rule requirements.*

### **Applicable Statewide Planning Goals.**

#### *Goal 1, Citizen Involvement.*

**Findings:** The community engagement process is described beginning on Page 14 of the Plan in Exhibit A. The Plan describes how several outreach methods were used to connect with the community, seek their input, and provide information about the Plan through convenient online and in-person activities. Public outreach methods were varied and included:

- Mail and online community-wide survey in English and Spanish
- Stakeholder focus group meeting
- Tabling and outreach at the Cinco de Mayo event
- Meetings with the Planning Commission and City Council
- Dayton city website with plan information and feedback opportunities.
- Multiple social media postings
- The proposed Parks and Recreation Master Plan is also being heard by both the Planning Commission and the City Council, with opportunities for public participation and comment.

Staff finds Goal 1 is satisfied.

#### *Goal 2, Land Use Planning.*

**Findings:** Goal 2 requires each local government in Oregon to have and follow a comprehensive land use plan and implement regulations. These plans are in place. The scope of this legislative proposal is to adopt a new Parks and Recreation Master Plan, which will be considered an amendment to the Comprehensive Plan. Existing Comprehensive Plan and Development Code land use map designations and base zoning designations are unchanged. The proposal does not involve exceptions to the Statewide Goals. Staff finds Goal 2 is satisfied.

#### *Goals 3 & 4, Agricultural Lands and Forest Lands*

**Findings:** Goals 3 and 4 primarily pertain to rural areas, typically outside urban areas. Staff find Goals 3 and 4 to be applicable due to the limited scope of the amendments. The Parks

and Recreation Master Plan is not relevant to agricultural lands and forest lands outside the Urban Growth Boundary.

*Goal 5. Natural Resources, Scenic and Historic Areas, and Open Spaces.*

**Findings:** The proposed Parks and Recreation Master Plan does not directly apply to Goal 5. However, the areas of open space within the City, as well as the new areas for recreation and open space designated in the plan, may create new opportunities to protect Goal 5 resources. This proposal does not add, subtract, or modify the list or description of any inventoried Goal 5 resources identified in the Historical Property Overlay Zone.

Staff find that Goal 5 is satisfied.

*Goal 6. Air, Water, and Land Resources Quality.*

**Findings:** The proposed Parks and Recreation Master Plan does not directly apply to Goal 6. However, the areas of open space within the City, as well as the new areas for recreation and open space designated in the plan, may create new opportunities to protect Goal 6 resources.

Staff find that Goal 6 is satisfied.

*Goal 7. Areas Subject to Natural Hazards.*

**Findings:** The proposal does not address Goal 7 resources. Based on the limited scope of the proposed adoption of the Parks and Recreation Master Plan, staff find Goal 7 to be not applicable.

*Goal 8. Recreation Needs.*

**Findings:** Goal 8 is implemented by Chapter 660, Division 34 of the Oregon Administrative Rules. OAR 660-034-0040(1) explains that local park providers may prepare local park master plans, and local governments may amend acknowledged comprehensive plans and zoning ordinances pursuant to the requirements and procedures of ORS 197.610 to 197.625 to implement such local park plans.

Staff find that the proposal satisfies Goal 8.

*Goal 9. Economic Development.*

**Findings:** Goal 9 requires that local jurisdictions plan adequate land supply for economic development and employment growth within their Urban Growth Boundary by preparing and adopting an Economic Opportunities Analysis.

The economic benefits of the proposed plan were previously discussed in this staff report; nevertheless, the proposal does not involve an Economic Opportunities Analysis, therefore, Goal 9 is not applicable.

*Goal 10. Housing.*

**Findings:** Goal 10 is implemented by Division 8, Chapter 660 of the OARs which requires City plans to provide opportunity for and promote the provision of adequate numbers of needed housing units, the efficient use of buildable land within urban growth boundaries with the adoption of a Housing Capacity Analysis (HCA) that responds

to the statewide allocation of housing need under the Oregon Housing Needs Analysis.

The current proposal to adopt the Parks and Recreation Master Plan does not involve the adoption of a Housing Capacity Analysis. When the City does update the housing elements of the Comprehensive Plan, the land needed for parkland will be removed from the Residential Buildable Lands Inventory to ensure that the remaining land can meet the City's projected 20-year housing supply.

Staff find that Goal 10 is not applicable to the current proposal to adopt the Parks and Recreation Master Plan.

*Goal 11. Public Facilities and Services.*

**Findings:** Goal 11 requires the City to plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban development and is implemented by Division 11, Chapter 660 of the OARs. Division 11 defines “public facility” as water, sewer, and transportation facilities, but does not capture parks and recreation facilities.

Staff finds that Goal 11 is not applicable to the proposed Parks and Recreation Master Plan adoption.

*Goal 12. Transportation.*

**Findings:** Goal 12 is implemented by Chapter 660, Division 12 (TPR) of the OARs. The proposed adoption of the updated Dayton Parks and Recreation Master Plan does not involve the adoption of a Transportation System Plan. However, the 2025 Transportation System Plan was recently adopted, and there are several instances of complementary and overlapping projects and priorities that create opportunities where the Parks and Recreation Master Plan can advance the multimodal goals and objectives in the updated TSP.

Staff finds that Goal 12 does not apply to the Parks and Recreation Master Plan adoption. Nevertheless, the adopted plan furthers Goal 12 priorities and is thereby consistent with Goal 12.

*Goal 13. Energy Conservation.*

**Findings:** The proposal does not address Goal 13. Based on the limited scope of the proposed adoption of the Parks and Recreation Master Plan, staff find Goal 13 to be not applicable.

*Goal 14. Urbanization.*

**Findings:** The proposal does not involve the expansion or modification of the Urban Growth Boundary. Therefore, Goal 14 does not apply. Based on the limited scope of the proposed adoption of the Parks and Recreation Master Plan, staff find Goal 14 to be not applicable.

*Goal 15 for the Willamette River Greenway and Goals 16 – 19 for the Coastal Goals.*

**Findings:** Staff recognize that Goals 15 through 19 apply only to specific regions of the state (*Willamette River Greenway, Estuarine Resources, Coastal Shorelands, Beaches and*

*Dunes, Ocean Resources*). Goals 15 through 19 do not apply to this proposal or otherwise because the city is not on the Willamette River or in a coastal area.

Therefore, staff finds that the proposed amendments are consistent with the applicable Statewide Planning Goals and that this criterion is met.

*D. The amendment is appropriate as measured by at least one of the following criteria:*

- 1. It corrects identified error(s) in the provisions of the plan.*
- 2. It represents a logical implementation of the plan.*
- 3. It is mandated by changes in federal, state, or local law.*
- 4. It is otherwise deemed by the council to be desirable, appropriate, and proper.*

**Findings:** The proposed adoption of the Parks and Recreation Master Plan is the product of work that the City Council deemed to be desirable, appropriate, and proper. At the direction of the Council, City staff have worked with the consultant team to prepare an updated Parks and Recreation Master Plan.

Staff find that this criterion is met.

## **V. PLANNING COMMISSION ACTION – Sample Motion**

A Planning Commissioner may make a motion to either:

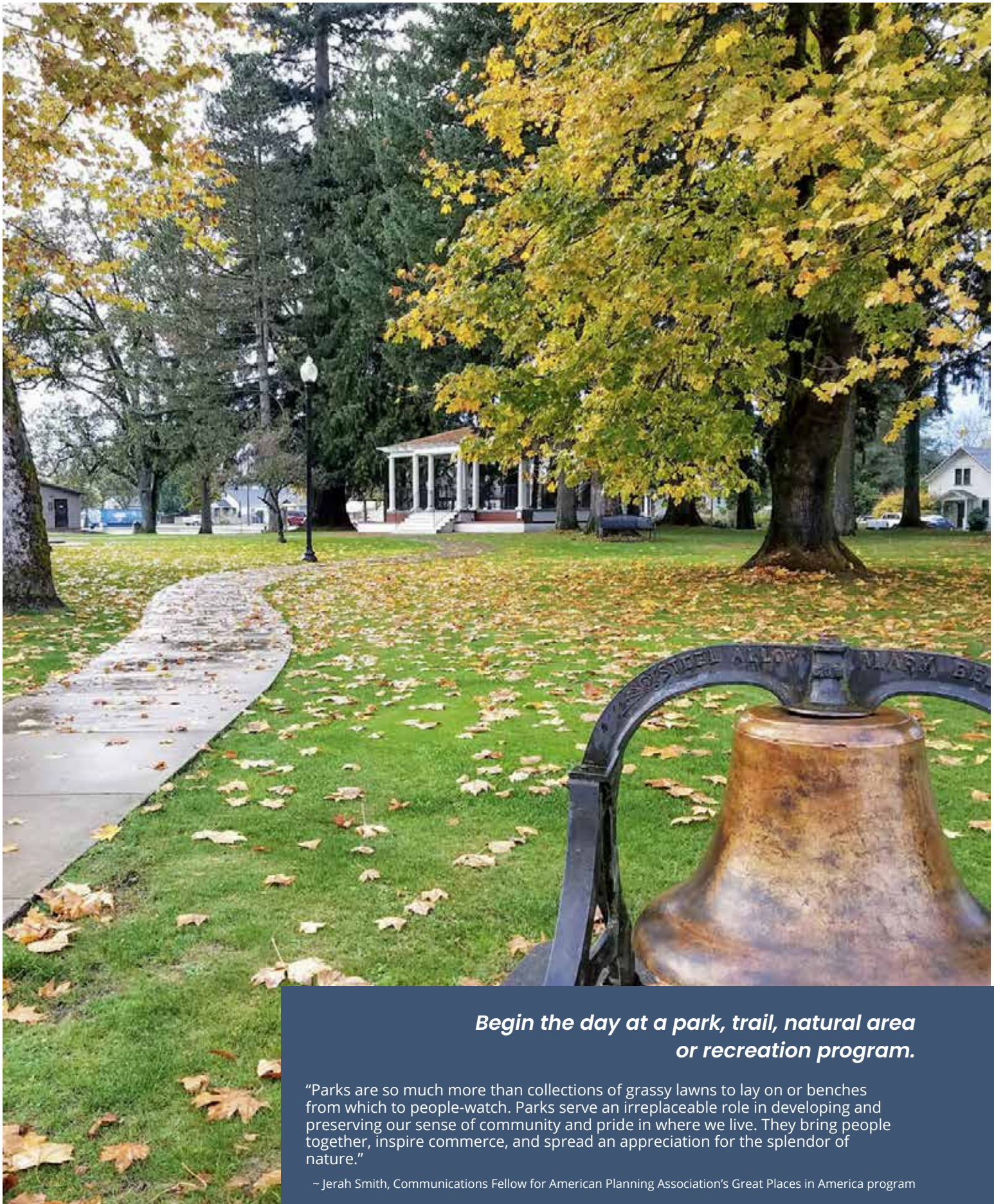
1. Adopt the staff report and recommend that the City Council approve the amendments. A sample motion is:  
I move the Planning Commission adopt the staff report and recommend that the City Council approve LA 2026-01
2. Adopt a revised staff report with changes by the Planning Commission and recommend that the City Council approve the revised amendments. A sample motion is:  
I move the Planning Commission adopt a revised staff report with the following revisions...(state the revisions)...and recommend the City Council approve the revised amendments.
3. Recommend that the City Council deny the proposed amendments. A sample motion is:  
I move the Planning Commission recommend the City Council deny LA 2026-01 for the following reasons...(and state the reasons for the denial).
4. Continue the hearing to a date/time certain. A sample motion is:  
I move the Planning Commission to continue the hearing to a date (state the date) and time (state the time) to obtain additional information and state the information to be obtained.





# 2025 PARKS & RECREATION MASTER PLAN





***Begin the day at a park, trail, natural area  
or recreation program.***

“Parks are so much more than collections of grassy lawns to lay on or benches from which to people-watch. Parks serve an irreplaceable role in developing and preserving our sense of community and pride in where we live. They bring people together, inspire commerce, and spread an appreciation for the splendor of nature.”

~ Jerah Smith, Communications Fellow for American Planning Association's Great Places in America program



# Acknowledgements

## City Council

Annette Frank, Mayor  
Andrew Hildebrandt, Council President  
Kitty Mackin  
Jim Maguire  
Robin Pederson  
Chris Teichroew  
Luke Wildhaber

## Planning Commission

Ann-Marie Anderson  
Dave Mackin  
Rob Hallyburton  
Katelyn Weber Van Genderen

## City Staff

Jeremy Caudle, City Manager  
Dave Rucklos, Economic Development &  
Tourism Director  
Don Cutler, Public Works Supervisor  
Curt Fisher, Associate Planner

## Consultant Team

Conservation Technix, Inc.

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# OVERVIEW & INTRODUCTION

## Purpose of the Plan

This citywide Parks and Recreation Master Plan is an update to the Parks and Recreation Master Plan adopted in 2004. This Plan serves as a blueprint for City's park system and creates a vision for an inclusive and interconnected system of parks, recreational trails, and open spaces that promotes outdoor recreation, health, and environmental conservation as integral elements of a thriving, livable Dayton. The Parks and Recreation Master Plan will guide City elected and appointed officials, management, and staff when making decisions or taking actions regarding planning, acquiring, developing, or implementing parks, open space, or recreational amenities.

Additionally, this Plan provides updated system inventories, a community profile, needs analyses, and a comprehensive capital project list. It identifies parks and recreation goals and outlines a long-range plan for the Dayton park and recreation system, incorporating action items and implementation strategies over the next decade and beyond. The recommendations in this Plan are based on community input, evaluations of the existing park system, operating conditions, and fiscal considerations.

## Planning Process

This Plan reflects the community's interests and needs for parks, open space, trails, and activities. The planning process, which included various public outreach activities, encouraged public engagement to inform the development of the priorities and future direction of Dayton's park and recreation system. Community members expressed their interests through surveys, community events and other engagement efforts.

An assessment of the park inventory became the basis for determining the current performance of the system to potential standards for parks. An overarching needs analysis was conducted for parks, recreational facilities, and trails to assess current demands and project future demand accounting for population growth.

To guide the implementation of the goals of the Plan, a Capital Improvement Plan (CIP) was developed with a set of strategies that identified costs and potential funding sources. The Plan will become a component of the City's Comprehensive Plan and direct park system service delivery for the next 20 years.

## Park & Recreation System Overview

The Dayton Public Works Department manages 18.7 acres of parks and open spaces and is responsible for maintaining and improving public playgrounds, parks, open space, an athletic field, an historic cemetery and forested areas. As the steward of these valuable community assets, the City sustainably maintains these properties to protect the public investment and to provide safe, accessible parks, open space and trails. Park properties include Alderman Park, Andrew Smith Park, Courthouse Square, Legion Field and the Veterans Memorial, in addition to the Palmer Creek Lodge Community Center and various city-owned open spaces. While the City of Dayton does not directly provide recreation programs, the City accommodates recreational uses through its parks, sport field and community center.

### Planning Commission

The Planning Commission provided guidance on policy decisions for park and recreation services within the community. In a steering committee role, the Planning Commission was instrumental in guiding the updating of this Parks and Recreation Master Plan and making recommendations on these projects to the City Council.





## Recent Accomplishments

The 2004 Parks and Recreation Master Plan guided City officials and staff in planning and implementing various park system improvements. The following represents a short list of the significant accomplishments realized following the adoption of the previous Plan:

- Renovated the bandstand at Courthouse Square
- Installed new playground and restroom at Courthouse Square
- Remodeled and renovated Palmer Creek Lodge Community Center
- Re-opened pedestrian bridge across Yamhill River
- Opened off-leash dog park at Alderman Park
- Developed Veterans Memorial at City Hall
- Replaced and expanded play equipment and added restroom at Andrew Smith Park (formerly 11<sup>th</sup> St. Park)
- Repaired basketball court at Andrew Smith Park







## Current Challenges & Future Considerations

As with any city-wide strategic planning effort, current community challenges provide a context for assessing and developing strategies for the future. The following macro trends are anticipated to be significant priorities over the next decade.

### Equity, Inclusivity & Accessibility

Ensuring social equity remains at the forefront of municipal parks and recreation systems is paramount. Prioritizing diversity, equity, and inclusion is essential, particularly in adaptive recreation and accessibility upgrades for parks and amenities. The City must continue innovating and finding solutions that provide everyone safe and equitable access to parks, trails, facilities, and recreational opportunities.

### Continued Investments in the Park System

As the city changes, so does its range of recreational experiences. From accessible playgrounds to splash pads, from connected trails to natural areas, the diversity of offerings must adapt to meet the changing needs of the Dayton community. The community's growth will influence the demand for different recreational experiences,

such as space for family gatherings, cultural arts, community events, and social activities. The demand for new amenities must carefully balance preserving and maintaining existing parks and natural areas. The development of new amenities may require the use or re-use of existing parkland, or additional parkland may be required to support the community's evolving future needs.

Recreation research also explains how park distribution, proximity, facilities, and conditions impact people's desire for physical activity. Therefore, it's crucial to re-evaluate current park designs and maintenance policies to ensure barrier-free, engaging environments while optimizing operational efficiencies. This evaluation includes incorporating more detailed park development design guidelines for parks created through private development projects. The City will continue to play a significant role in enabling healthy lifestyles for Dayton residents. It will continue to adapt park and trail systems to ensure they remain accessible, inclusive, and aligned with the future recreation needs of the community.

### Stewardship & Asset Management

Sustaining established park systems requires ongoing maintenance to serve the community safely and effectively. Across the country, public recreation providers consider maintenance of existing park facilities a crucial management issue.





Neglected assets – from benches to playgrounds to pools – can fail structurally or operationally, posing safety risks and reducing their recreational value. Aging infrastructure might fail to meet community expectations or necessitate capital upgrades to adapt to changing community interests. Yet, many recreation providers often struggle to establish adequate funding mechanisms for routine maintenance, preventative upkeep, and significant rehabilitation of existing outdoor recreation facilities nearing or at the end of their useful life.

To address these issues, this Plan includes condition assessments of City parks establishing a baseline of current conditions. This information will inform facility, maintenance, and operations policies and guide improvements. Proper maintenance practices prevent deterioration, thereby reducing long-term capital and operating costs, maintaining safety standards, improving public perception, and enabling community use of recreational assets.

### Active Older Adults

Older adults, 55 years plus, make up 30% of Dayton's population, while 25% is under 18 years old. While Dayton's older adults are fewer than the average in Yamhill County, their lifestyles remain more active than in the past. Nationwide, active seniors are often looking at retirement age differently, and many are transitioning to new careers, finding ways to engage with their

community, and focusing on their health and fitness. To meet the needs of these active senior residents, Dayton will need to consider how the City's park and recreation facilities, activities, and partnerships can meet the needs of this age group while providing for its growing community.

### Fiscal Challenges

As a growing city with a strong agricultural heritage, steady pressure exists on capital and operating funding sources to maintain and expand City services and amenities. This Plan is structured with these constraints in mind and considers listed capital projects for their potential to leverage other funding sources, effects of future maintenance and operations demands, and estimated development costs.

## Guiding Documents

This Plan is one of several documents that comprise Dayton's long-range planning and policy framework. Past community plans and other relevant documents were reviewed for policy direction and goals related to parks, open space, trails, and recreation opportunities across Dayton. Appendix F provides brief summaries of past plans.

- Strategic Plan Goals 2024-2025
- Dayton Planning Atlas and Comprehensive Plan
- Dayton 2004 Parks and Recreation Master Plan
- Urban Growth Boundary Amendment
- 2023 Economic Development Questionnaire

## Plan Contents

The remainder of this Parks and Recreation Master Plan is organized as follows:

- Chapter 2: Community Profile – overviews the City of Dayton and its demographics.
- Chapter 3: Community Engagement – highlights the methods used to engage the Dayton community in the development of the Plan.
- Chapter 4: Classifications & Inventory – describes the inventory and classifications for the existing park system.
- Chapter 5: Needs Assessment – describes community feedback, trends, local needs, and potential improvements for parks and open space.
- Chapter 6: Goals & Objectives – provides a policy framework for the park and recreation system grouped by major functional area.
- Chapter 7: Implementation – describes a range of strategies to consider in the implementation of the Plan and provides a program for addressing park and facility enhancement or expansion projects over a 20-year time horizon.
- Appendices: Provides technical or supporting information to the planning effort and includes a summary of the community survey, event tabling, and funding options, among others.

# BENEFITS OF PARKS, RECREATION & OPEN SPACE

A number of organizations and non-profits have documented the overall health and wellness benefits provided by parks, open space and trails. The Trust for Public Land published a report called *The Benefits of Parks: Why America Needs More City Parks and Open Space*. This report makes the following observations about the health, economic, environmental and social benefits of parks and open space:

- Physical activity increases with access to parks.
- Contact with the natural world improves physical and physiological health.
- Value is added to community and economic development sustainability.
- Benefits of tourism are enhanced.
- Trees are effective in improving air quality and assisting with stormwater control.



## Physical Activity Benefits

Residents in communities with increased access to parks, recreation, natural areas and trails have more opportunities for physical activity, both through recreation and active transportation. By participating in physical activity, residents can reduce their risk of being or becoming overweight or obese, decrease their likelihood of suffering from chronic diseases, such as heart disease and type-2 diabetes, and improve their levels of stress and anxiety. Nearby access to parks has been shown to increase levels of physical activity. According to studies by the National Park and Recreation Association, the majority of people of all ages who visit parks are physically active during their visit. Also, the Centers for Disease Control and Prevention (CDC) reports that greater access to parks leads to 25% more people exercising three or more days per week.

## Community Benefits

Park and recreation facilities provide opportunities to engage with family, friends, and neighbors, thereby increasing social capital and community cohesion, which can improve residents' mental health and overall well-being. People who feel that they are connected to their community and those who participate in recreational, community and other activities are more likely to have better mental and physical health and to live longer lives. Access to parks and recreational facilities has also been linked to reductions in crime, particularly juvenile delinquency.

## Economic Benefits

Parks and recreation facilities can bring positive economic impacts through increased property values, increased attractiveness for businesses and workers (quality of life), and through direct increases in employment opportunities.

In Oregon, outdoor recreation generates \$8.3 billion in consumer spending, creates 73,900 direct jobs and results in \$4.4 billion in outdoor recreation wages. According to the 2023 Outdoor Recreation Satellite Account published by the Outdoor Industry Association, outdoor recreation can grow jobs and drive the economy through management and investment in parks, waters and trails as an interconnected system designed to sustain economic dividends for citizens.





## SNAPSHOT: DAYTON TODAY

This chapter offers a brief overview of the City of Dayton and its demographics.

Located in the heart of the Willamette Valley, the City of Dayton is situated just off Hwy 18 between McMinnville and Newberg and is centrally located 55 miles from the Pacific Ocean, 24 miles from the State Capital and 60 miles from Mt Hood.

### Profile

Incorporated in 1880, the City of Dayton encompasses 0.82 square miles of land located in northeastern Yamhill County, west of the Willamette River and six miles east of McMinnville. The City is surrounded by vineyards and prime agricultural lands. Dayton maintains a small town charm and looks to build from its roots with the motto of “Rich in History...Envisioning our Future.”

Early settlers established land claims in the Dayton area in the mid-1840s. One of the earliest settlers, General Joel Palmer, platted a 450-acre town site in the fall of 1850, with the original land survey of the town site completed in 1852. Dayton was incorporated in 1880.

Dayton was the first city in the State of Oregon to be designated as a national historic resource, and

there are many historic landmarks throughout the city. The oldest standing structure is the Joel Palmer House, built in 1857, and was listed on the National Register of Historic Places in 1987. Since 1996, it has been home to a four-star restaurant of the same name as the historic house. A significant number of historical sites and structures are still exist in the city and have been documented and promoted with a walking tour map and histories.

Dayton’s Ferry Street corridor serves as the heart of the city, hosting landmarks like Dayton City Hall, the Mary Gilkey Library, Courthouse Square Park, the Joel Palmer House Restaurant, and an array of shops, restaurants, groceries, and other businesses. Many of these establishments are housed in historic buildings, adding to the city’s character. Most of the city is developed with



single family homes on gridded streets, abutting agricultural land and riparian open spaces on the city's edges.

The City provides a broad range of services, including library services, maintenance of streets, parks, and utility infrastructure, recreational activities and cultural events, code enforcement, and economic development. The City maintains a modest parks system of neighborhood and community parks, along with immediate access to the Yamhill River and Palmer Creek. Certain services are provided by or in cooperation with regional organizations. The City of Dayton contracts with the Yamhill County Sheriff's Office for police services, and the Dayton Fire District (DFD) provides fire protection and emergency services. Also, the City utilizes the services of a contracted professional planner through the Mid-Willamette Valley Council of Governments (COG) to administer the planning program.

## Demographic Profile

Dayton is a small city of over 2,700 residents. The City is home to many families with children, see Figure 1. Residents are generally similar to those across Yamhill County in terms of education and income level, but they are more likely to be younger and to have children in the house. Nearly two-in-five residents identify as either Hispanic or Latino, and nearly half of employed residents work in educational services, and health care and social assistance, or manufacturing. Residents tend to have similar incomes as compared to the average Oregonian.

**Figure 1. Population Characteristics: Dayton, Yamhill County, and the State of Oregon**

Demographics	Dayton	Yamhill County	Oregon
<b>Population Characteristics</b>			
Population (2023) <sup>1</sup>	<b>2,704</b>	109,743	4,296,626
Population (2020) <sup>2</sup>	<b>2,678</b>	107,722	4,237,256
Population (2010) <sup>3</sup>	<b>2,534</b>	99,193	3,831,074
Population (2000) <sup>4</sup>	<b>2,119</b>	84,992	3,421,399
Percent Change (2000-23)	<b>27.6%</b>	29.1%	25.6%
Average Annual Growth Rate (2000-2023)	<b>1.2%</b>	1.3%	1.1%
Persons with Disabilities (%) <sup>5</sup>	<b>16.4%</b>	16.4%	14.9%
<b>Household Characteristics <sup>5</sup></b>			
Households	<b>722</b>	38,371	1,680,800
Percent with children	<b>38.2%</b>	31.4%	27.7%
Median Household Income	<b>\$76,014</b>	\$80,125	\$76,632
Average Household Size	<b>3.69</b>	2.65	2.46
Average Family Size	<b>3.78</b>	3.10	3.00
Owner Occupancy Rate	<b>79.1%</b>	69.4%	63.2%
<b>Age Groups <sup>5</sup></b>			
Median Age	<b>37.4</b>	39.4	39.9
Population < 5 years of age	<b>7.1%</b>	5.2%	5.1%
Population < 18 years of age	<b>25.1%</b>	21.5%	20.2%
Population 18 - 64 years of age	<b>56.1%</b>	60.5%	61.5%
Population > 65 years of age	<b>18.8%</b>	18.0%	18.3%

Sources:

\*1: 2023 Portland State University Certified Population Estimates

\*2: U.S. Census Bureau, 2020 Decennial Census.

\*3: U.S. Census Bureau, 2010 Decennial Census.

\*4: U.S. Census Bureau, 2000 Decennial Census.

\*5: U.S. Census Bureau, 2022 American Community Survey 5-Year Estimates

## Population

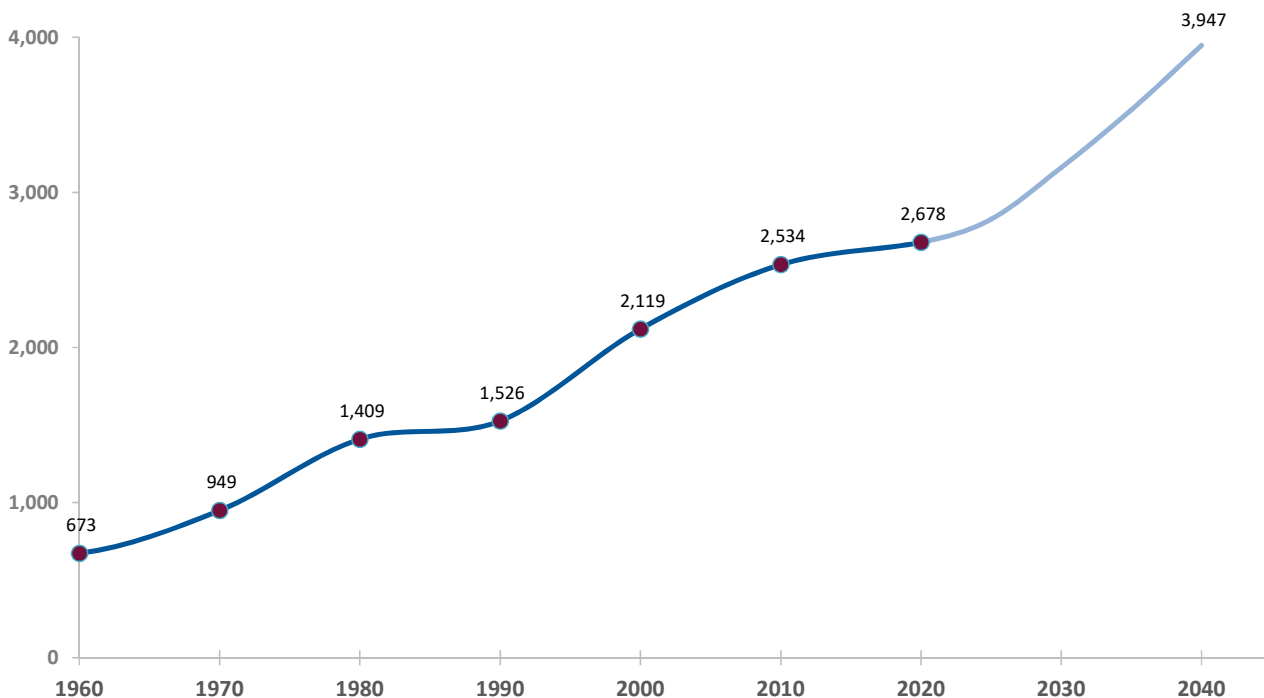
Founded in 1850 and incorporated in 1880, the City of Dayton maintained a population between 300 and 700 residents into the 1960s. The City's population has generally grown in spurts due to periods of development, such as in the 1970s when the population grew from 949 to 1,409 residents and in the early 2000s when it grew from 2,119 to 2,534 residents. These growth periods were interspersed with decades of relatively static, if not declining population.

According to the City's 2008 Comprehensive Plan, Dayton's population is projected to continue growing. By 2028, the City is expected to be home to approximately 3,900 residents. However, the Portland State Population Research Center forecasts that the population within Dayton's urban growth boundary (UGB) only will grow modestly in the coming decades, rising to about 3,237 residents in 2054 and representing an annual average growth rate of 0.47% for that period. Overall, PSU researchers forecast that Yamhill County will only grow by about 0.65% (annual average growth rate) over the next 30 years. Figure 2 projects the estimated Dayton population to 2040 using the current population count from PSU, plus the 2.25% annual growth rate outlined in the City's Comprehensive Plan.

Also, the recent creation of an urban renewal district will provide the foundation for a more dynamic future. The tax increment financing from the new district will help the City capitalize on Dayton's facilities and resources to provide recreational and cultural opportunities.

The size of a community and its anticipated growth over time are key indicators of whether existing park and recreation facilities will be sufficient to meet future needs. Population growth can also result in increased residential density and/or the development of currently vacant land within a city, potentially increasing the need for away-from-home recreation opportunities, while simultaneously reducing potential locations for park and open space acquisition. Population decline can reduce demand for facilities, while also reducing the tax base available to support existing parklands and recreation facilities. Communities in this situation face important decisions about how to prioritize investments within financial constraints. This especially true in Dayton, which has the lowest tax levy in the Yamhill County. Advance planning for parks and recreation facilities can help ensure residents can enjoy sufficient, conveniently located parks, open space, and recreation facilities as a community evolves.

**Figure 2. Population Change – Actual and Projected: 1960 – 2040**



## Age Group Distribution

The City of Dayton's population has a median age of 37.4 (2022), slightly younger than Yamhill County as a whole (39.4) and the statewide average (39.9). About one-quarter of Dayton's population comprises children and teenagers up to age 19 (27.1%), and the City's largest 20-year population group is those ages 10 to 29 (28.6%), see Figure 2. This has important implications for park and recreation needs.

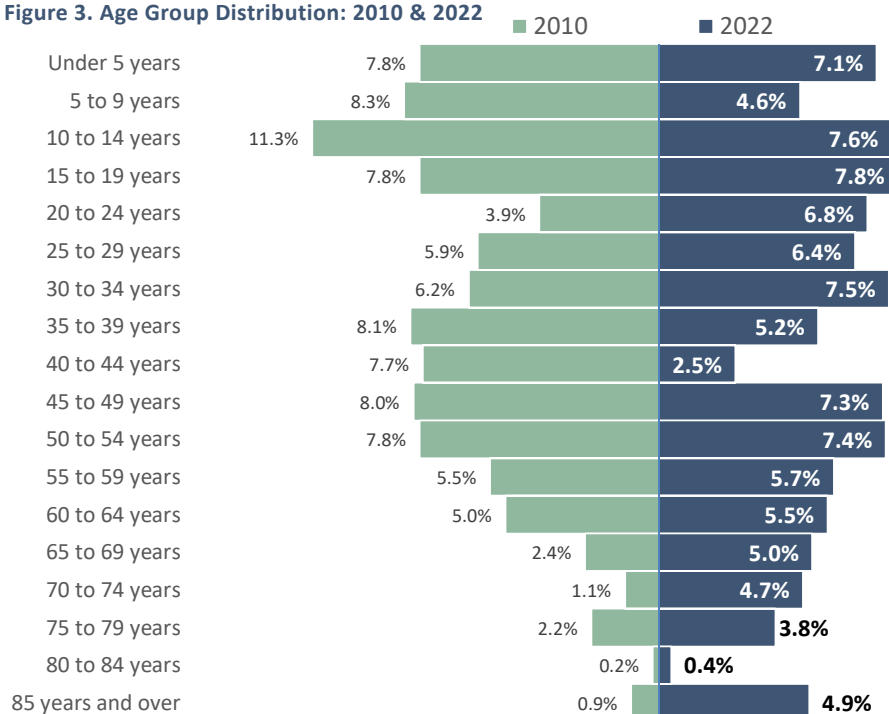
- Approximately 7% of Dayton's population is under five years old. This group represents users of preschool and toddler programs and facilities, and as trails and open space users, are often in strollers. These individuals are future participants in youth activities.
- Approximately 12% of Dayton's population are children 5 to 14 years old, making up the current youth program participants.
- Approximately 15% of Dayton's population are teens and young adults, ages 15 to 24, transitioning from youth activities to adult programs, participating in teen/young adult programs (where available), and often seasonal employment seekers.
- Approximately 14% of Dayton's population are adults ages 25 to 34 who use adult programs and may be entering long-term relationships and establishing families.

- Approximately 22% of Dayton's population are adults between 35 and 54 years old and represent users of a wide range of adult programs and park facilities. Characteristics of this group range from having children using preschool and youth programs to becoming empty nesters.
- Approximately 30% of Dayton's population are older adults, ages 55+ years old. This group represents users of adult and senior programs. These residents may be approaching retirement or already retired and may be spending time with grandchildren. This group ranges from very healthy, active seniors to more physically inactive seniors.

## Household Characteristics <sup>5</sup>

Dayton's households tend to be much larger on average than those across the state and include a high percentage of families. In 2022, the average household in Dayton was 3.69 people, higher than the county and state averages of 2.65 and 2.46, respectively. Of the approximately 722 households in the City, 38.2% included children under 18, and 4.8% were individuals living alone. More than three-quarters of City households own their home (79%), higher than in Yamhill County (69%) and state (63%), while 21% rent.

Figure 3. Age Group Distribution: 2010 & 2022



### Employment & Education <sup>5</sup>

Approximately three-in-four residents over 25 (77%) have a high school degree or higher, lower than the county and statewide averages (90% and 91%, respectively). About 23% of City residents have a Bachelor’s degree or higher, which is also lower than county (29%) and statewide rates (35%).

In 2022, 57% of Dayton’s workforce population (16 years and over, 1,195 people) were employed, while 9% were unemployed, and more than a one-third (43%) of all residents were not in the labor force. Also, approximately 22% of City residents work in educational services, and health care and social assistance, and 20% in manufacturing. Another 9% work in either professional, scientific and management, or retail trade. Several other industries – finance, arts and entertainment, public administration, and transportation and warehousing – each employ between 6% and 8% of workers and contribute significantly to the local economy.

### Income & Poverty <sup>5</sup>

A community’s household income level can impact the types of recreational services prioritized by community members and their ability to pay for them. In 2022, the median household income in Dayton was \$76,014. This income level was \$4,111 (5%) lower than the median income for Yamhill County households. Higher income households typically have an increased capacity to pay for recreation and leisure services and often face fewer barriers to participation. Approximately 34% of Dayton households have household incomes in the higher income brackets (\$100,000 and greater), lower than the county average (39%).

Also, it is essential to consider the needs of lower-income residents, who may encounter barriers to physical activity due to reduced access to parks and recreational facilities, a lack of transportation options, a lack of time, and poor health. Lower-income residents may also be less financially able to afford recreational service fees or pay for services like childcare that can make physical activity possible. According to the 2022 American Community Survey data from the US Census, 8.8% of households in Dayton earn less than \$25,000 annually, and 12.3% of local families live below the poverty level (\$26,500 for a family of four), lower than county rates (8.2%).

### Race & Ethnicity

In 2022, most (70%) of Dayton’s residents identified as White, slightly more than 18% as two or more races, and 11% as some other race not listed on Census forms. No residents identified as Native Hawaiian or Pacific Islander in the American Community Survey’s results. Two-in-five (40%) residents identify as Hispanic or Latino of any race, with most identifying as Mexican. The population of Dayton has grown slightly more diverse over the past decade as its population of multi-racial identifying residents has grown, see Table 2.

Figure 4: Changes in Racial Composition - 2010 to 2022

Racial Identification	2010 <sup>6</sup>	2022 <sup>5</sup>
White	78.1%	70.2%
Some other race	14.5%	10.7%
Two or more races	4.7%	18.5%
Asian	0.5%	0.0%
American Indian and Alaska Native	0.2%	0.6%
Black or African American	2.1%	0.0%
Native Hawaiian and Other Pacific Islander	0.0%	0.0%
Hispanic or Latino (of any race)	30.8%	40.7%

According to the 2022 American Community Survey, about 85% of Dayton’s residents were born in the United States, with about 15% born abroad. Most foreign-born residents (94%) have lived in the U.S. for at least a decade. Approximately 31% of residents speak a language other than English at home (95% of whom speak Spanish), with approximately 18% who speak English less than very well.

As discussed above in the income and poverty section, people of color and residents who speak languages other than English may face similar barriers to accessing parks, recreation facilities, and activities. The City’s planning for future park and recreational opportunities should prioritize inclusivity and consider how best to meet the diverse recreational needs of its growing and vibrant community. Inclusion will enhance social cohesion and enrich the community’s well-being and quality of life.





## Persons with Disabilities <sup>5</sup>

The 2022 American Community Survey reported that 16% of Dayton's population (439 persons) have a disability that interferes with life activities. This is on par with county (16%) and state (15%) averages. Approximately 4% are under 18 years old, 15% of adults 18 to 64, and 38% of residents 55+ years old live with a disability, signaling a potential need to design inclusive parks, recreational facilities, and activities.

Planning, designing, and operating a park system that facilitates participation by residents of all abilities will help ensure compliance with Title II of the Americans with Disabilities Act (ADA). In addition to ADA, there are other accommodations that people with disabilities may need to access parks and participate in recreation programs. Dayton should consider community needs for inclusive and accessible parks, recreational facilities, marketing, and communications.

## Health Status

The overall health of a community's residents can impact their ability to participate in recreation and other physical activity. It may also reflect, in part,

the locality's level of access to appropriate and convenient greenspaces, recreation opportunities, and active transportation facilities.

While specific health data for Dayton's residents is not readily available, the 2024 County Health Rankings indicate that Yamhill County, where Dayton is located, fares slightly better than the average county in Oregon for Health Outcomes and better than the average county in the nation.<sup>7</sup> This ranking reflects positive health outcomes and factors, such as health behaviors, clinical care, social and economic factors, and the physical environment.

In Yamhill County, approximately 81% of adults aged 20 and older engage in leisure-time physical activity, surpassing the rates for both Oregon State and the U.S. Approximately 79% of Yamhill County residents have access to adequate exercise opportunities, including parks or recreation facilities, slightly lower than the national (84%) and statewide (88%) averages. This suggests that countywide and local planning and policies can be enhanced to better enable places for residents to participate in physical activities, making it easier for Dayton residents to lead active and healthy lifestyles.

### Sources

- <sup>5</sup> U.S. Census Bureau, 2022 American Community Survey 5-Year Estimates
- <sup>6</sup> U.S. Census Bureau, 2010 American Community Survey 5-Year Estimates
- <sup>7</sup> Data on the health status of Yamhill County and State of Oregon residents taken from: University of Wisconsin Population Health Institute. "Oregon Rankings Data". County Health Rankings. Available at <https://www.countyhealthrankings.org/health-data/oregon/yamhill?year=2024> - accessed 12/16/24

# 3



## COMMUNITY ENGAGEMENT PROCESS

This chapter highlights the methods used to engage the Dayton community in the development of the Parks and Recreation Master Plan.

Community engagement played an essential role in developing the 2025 Parks and Recreation Master Plan. Several outreach methods were used to connect with the community, seek their input, and provide information about the Plan through convenient online and in-person activities. Public outreach methods were varied and included:

- Mail and online community-wide survey in English and Spanish
- Stakeholder focus group meeting
- Tabling and outreach at the Cinco de Mayo event
- Meetings with the Planning Commission and City Council
- Dayton city website with plan information and feedback opportunities
- Multiple social media postings



## Community Survey

A community-wide, mail and online survey was conducted to assess the recreational needs and priorities of Dayton residents. The survey was mailed to all 896 households within the city limits on January 31, 2025, and reminder postcards were mailed to all households on February 12, 2025. An additional reminder was included in the March utility bill mailer to city residents. The survey also was accessible from the City website. The survey was closed on March 24, 2025, and 160 surveys were collected.

Residents were asked about future improvements and the types of recreational amenities they would like to see considered for the park system. Survey respondents were asked about:

- Performance and quality of programs and parks;
- Usage of City parks and recreation facilities;
- Overall satisfaction with the value of services being delivered by the City;
- Opinions about the need for various park, recreation, and trail improvements; and
- Priorities for future recreation amenities and offerings.

Significant survey findings are noted below, and a more detailed discussion of results can be found in the needs assessment chapter covering parks and open space, trails, and recreation.

### Major Survey Findings:

- Nearly all respondents (96%) feel that public parks and recreation opportunities are important or essential to the quality of life in Dayton.
- Residents of Dayton frequently use the city's parks and recreation facilities, with more nearly four in ten visiting at least once a week, if not every day.
- The most common reasons for park visits included attending a community event or walking or running.
- Dayton's community events are quite popular, especially Dayton Friday Nights. Nearly all residents who responded to the survey said they had attended at least one event in the past year.
- Residents showed strong support for expanding, improving, and maintaining walking and nature trails, especially the Palmer Creek Trail. They would also like to see the City maintain and improve the boat ramp at Dayton Landing and add river access elsewhere along the Yamhill River.
- Residents would also welcome improvements to the City's parks such as additional picnic areas, playgrounds, sports courts, and community gardens.

The complete summary is provided in Appendix A.

## Community Event Tabling

The City of Dayton sponsored a Cinco de Mayo celebration on Sunday, May 4, 2025 from noon to 5:00 p.m. at Courthouse Square, which included information booths and displays from several organizations. This event was used as a way to inform people about the citywide Parks and Recreation Master Plan project and gather community feedback for potential park system enhancements.

The project team prepared dual-language informational displays, which included project overview, parks and outdoor recreation enhancements, recreational trail alignments, and potential park project and investment ideas. Attendees were encouraged to talk to project team members and record their comments. City staff and project team staff engaged with event attendees to identify general needs and interests for parks and recreation in Dayton. Approximately 45 people reviewed the tabling materials and provided comments.

### Major Takeaways:

- Provide an outdoor splash pad
- Renovate Legion Field
- Improve & expand Palmer Creek Trail
- Improve Dayton Landing river access

## Stakeholder Discussions

A focus group discussion with community stakeholders was conducted to more broadly assess local needs and opportunities for partnerships, project coordination, and specific improvements within Dayton's park system.

Stakeholders shared their aspirations for park and recreation options and provided ideas on possible improvements during the listening sessions. Several suggestions were in common among the stakeholders and included the following:

- Capitalize on access to the Yamhill River: Acquire Dayton Landing from the County and improve it as a boat launch site. With the future hotel, improved river access can be a draw for visitors and should include sidewalks from Courthouse Square to the river. It also opens opportunities for small businesses and concessionaires for equipment rentals, etc.
- Expand trail connections: Extend Palmer Creek Trail to Alderman Park to the northeast and to the edge of the UGB to the west.

- Upgrade existing parks: Expand recreation options (i.e., shade structures, picnic shelters, sports) and improve accessibility better serve users of all abilities. Pay attention to safety and aim for sustainable maintenance and operations.
- Communicate with the community: Promote the City's assets and improvement projects more. Communicate more often with the community and use community events and City Council sessions to highlight park and recreation needs and keep a focus on park.

Specific recommendations are incorporated in the needs assessment section (Chapters 5), and a full summary is provided in Appendix C.

## Commission Meetings

The Planning Commission provided feedback on the development of the Parks and Recreation Master Plan during three regularly scheduled public sessions. The first session occurred in March 2025 to review the project timeline and explore future opportunities and challenges. At subsequent sessions, the Commission reviewed and commented on community survey results, project priorities, and strategies to implement improvement projects.

## Other Outreach

In addition to the direct outreach opportunities described above, the Dayton community was informed about the planning process through a variety of media platforms. The following methods were used to share information about the project and provide opportunities to participate and offer their comments:

- City website home page
- Parks and Recreation Master Plan project page
- Social media via Facebook and Instagram
- Announcements at Council and Commission public meetings





# CLASSIFICATIONS & INVENTORY

This chapter describes the park classification system and provides an overview of the parks and open spaces in and near Dayton.

## Park Classifications

Parkland classification helps guide the planning of recreational needs for the community. These classifications also reflect standards that inform future acquisitions and development decisions and operations and maintenance expectations of developed facilities or natural lands. Classifying parkland allows the City to evaluate its needs and plan for an efficient, cost-effective, and usable park system that minimizes conflicts between park users and adjacent land uses.

Dayton's park system comprises a hierarchy of various park types, each offering different recreational opportunities and natural environmental functions. The parks system is intended to serve the full range of community needs. The classification characteristics serve as general guidelines addressing the size and use of each park. The following five classifications encompass the City of Dayton's parkland

classifications:

- Community Parks
- Neighborhood Parks
- Special Use Facilities
- Open Space
- Trails

Each park classification defines the site's function, amenities, and recreational uses. City-owned neighborhood and community parks provide outdoor recreation opportunities that offer a range of activities. Special-use facilities are specialized park sites or facilities designed for unique and primary purposes. Trail areas may vary in diverse natural characteristics and ecological functions and they provide public access and outdoor recreational value. The following descriptive guidelines offer the typical composition of each park classification and can help guide the planning and expectations for the composition of future parks as Dayton grows.

# Community Parks



## Size

2 to 15 acres

## Developed Parks

- Courthouse Square

Community parks provide a wide variety of recreation opportunities that appeal to the entire community. Typically, these sites are designed for active recreation, supported by sports fields, outdoor courts, skate parks, trails, and recreation centers. Community parks can accommodate many people and offer a wider variety of facilities than neighborhood parks, such as disc golf, volleyball, sports court complexes, dog parks, and group picnic areas. These parks also may serve as destinations for access to water and large community events. For this reason, community parks require more support facilities, such as parking and restrooms. Some community parks with extensive natural lands may be larger, but sensitive environmental constraints may restrict development to a limited area. Community parks can also serve as local neighborhood parks for their immediate areas, and they may be connected to schools or other community facilities. At present, Courthouse Square is Dayton’s only community park.

## Typical Amenities

### Passive Recreation

- ☒ Seating
- ☒ Casual Use Spaces
- ☒ Community Gardens
- ☒ Internal Walking Trails
- ☐ Beach / Water Access
- ☐ Unique Landscape Features
- ☒ Natural Spaces

### Active Recreation

- ☒ Biking Trails
- ☒ Outdoor Fitness / Exercise Facilities
- ☒ Creative Play Attractions
- ☒ Playgrounds
- ☒ Rectangular Fields
- ☒ Diamond Fields
- ☒ Basketball Courts
- ☒ Tennis / Pickleball Courts
- ☒ Volleyball Courts
- ☒ Water Play

### Facilities

- ☒ Individual Picnic / Sitting Areas
- ☒ Group Picnic Areas
- ☒ Park Shelters
- ☒ Skateparks / Bike Skills
- ☒ Splash Pads / Spray Parks
- ☐ Watercraft Launch / Docks
- ☒ Outdoor Event Spaces
- ☒ Off-leash Areas
- ☒ Restrooms
- ☒ Parking



# Neighborhood Parks



## Size

0.5 to 2 acres

## Developed Parks

- Andrew Smith (11th Street) Park

Neighborhood parks provide close-to-home recreational opportunities. These parks provide active and passive recreation for people within approximately one-half mile of the park. Typical amenities in a neighborhood park may include walking trails, playground equipment, picnic areas, picnic shelters, open lawn areas, shade trees, small sports courts or skate spots, and benches. Parking and restrooms may be an option for neighborhood parks with significant recreational amenities supporting more extended visits. Neighborhood parks should be located and designed based on the scale and type of surrounding uses. During site master planning, parks in locations with higher residential density should be designed with more durable features and facilities that can withstand more intensive use. Dayton currently has one neighborhood park, Andrew Smith Park. As the city and its boundaries grow, additional neighborhood parks can be added.

## Typical Amenities

### Passive Recreation

- ☒ Seating
- ☒ Casual Use Spaces
- ☒ Community Gardens
- ☒ Internal Walking Trails
- ☐ Beach / Water Access
- ☐ Unique Landscape Features
- ☐ Natural Spaces

### Active Recreation

- ☐ Biking Trails
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### Facilities

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- ☒ Group Picnic Areas
- ☒ Park Shelters
- ☐ Skateparks / Bike Skills
- ☐ Splash Pads / Spray Parks
- ☐ Watercraft Launch / Docks
- ☐ Outdoor Event Spaces
- ☐ Off-leash Areas
- ☐ Restrooms
- ☐ Parking

# Special Use Areas



## Size

Varies

## Existing Sites

- Alderman Park
- Dayton Landing (County owned)
- Legion Field
- Palmer Creek Lodge
- Veterans Memorial

Special use facilities typically include single-purpose recreational areas or stand-alone sites designed to support a specific, specialized use. This classification can include stand-alone sports field complexes, community centers and pools, skate parks, off-leash dog parks, historical or cultural significance sites, such as museums, historical landmarks and structures, and public plazas in or near commercial centers. Specialized facilities may also be provided within a park of another classification. Alderman Park with its primary use as a dog park is an example of a special facility. Legion Park in its current state as a ballfield could change its status from special facility to community park, if or when the sport field use is no longer needed and other recreation opportunities are provided.

## Typical Amenities

### Passive Recreation

- ☒ Seating
- ☒ Casual Use Spaces
- ☒ Community Gardens
- ☒ Internal Walking Trails
- ☒ Beach / Water Access
- ☒ Unique Landscape Features
- ☒ Natural Spaces

### Active Recreation

- ☒ Biking Trails
- ☒ Outdoor Fitness / Exercise Facilities
- ☒ Creative Play Attractions
- ☐ Playgrounds
- ☐ Rectangular Fields
- ☐ Diamond Fields
- ☐ Basketball Courts
- ☐ Tennis / Pickleball Courts
- ☐ Volleyball Courts
- ☐ Water Play

### Facilities

- ☒ Individual Picnic / Sitting Areas
- ☒ Group Picnic Areas
- ☒ Park Shelters
- ☐ Skateparks / Bike Skills
- ☐ Splash Pads / Spray Parks
- ☒ Watercraft Launch / Docks
- ☒ Outdoor Event Spaces
- ☒ Off-leash Areas
- ☒ Restrooms
- ☒ Parking

# Open Space



## Size

Varies

## Existing Sites

- Unnamed parcels adjacent to Dayton Elementary School

Open space includes wetlands, floodplains, steep slopes, creeks or headwaters, and riparian corridors with some potential for passive recreation compatible with resource protection. Open space promotes health and wellness by providing a natural, physical, and mental refuge from the urbanized, built environment, but not all open spaces provide public access. In some cases, these are environmentally sensitive areas and can include wildlife habitats or unique and/or sensitive species. Conservation areas that are resource-based lands set aside to protect a sensitive natural area also can be considered open space. Typically, these environmentally sensitive open spaces are linear, following creeks, ravines, ridges, or similar narrow landforms. Dayton has some city-owned open space along the Palmer Creek riparian corridor connecting to School District property. This conserved land provides valuable ecosystem services and should be able to accommodate a trail corridor.

## Typical Amenities

### Passive Recreation

- ☒ Seating
- ☒ Casual Use Spaces
- ☐ Community Gardens
- ☒ Internal Walking Trails
- ☒ Beach / Water Access
- ☒ Unique Landscape Features
- ☒ Natural Spaces

### Active Recreation

- ☒ Biking Trails
- ☒ Outdoor Fitness / Exercise Facilities
- ☐ Creative Play Attractions
- ☐ Playgrounds
- ☐ Rectangular Fields
- ☐ Diamond Fields
- ☐ Basketball Courts
- ☐ Tennis / Pickleball Courts
- ☐ Volleyball Courts
- ☐ Water Play

### Facilities

- ☒ Individual Picnic / Sitting Areas
- ☐ Group Picnic Areas
- ☐ Park Shelters
- ☐ Skateparks / Bike Skills
- ☐ Splash Pads / Spray Parks
- ☐ Watercraft Launch / Docks
- ☐ Outdoor Event Spaces
- ☐ Off-leash Areas
- ☐ Restrooms
- ☐ Parking



## Recreational Trails



### Width & Surfacing

Varies

### Existing Sites

■ Palmer Creek Trail

Trails offer outdoor recreation and access to nature, as well as connections across city destinations. The Palmer Creek Trail, while only partially developed, could eventually connect trail users from school and city properties to the Yamhill River and, perhaps, Dayton Landing. Open space and natural areas often can support natural or paved pathways to enhance outdoor opportunities.

## Facility Inventory

The City of Dayton provides and maintains a park system that supports a range of active and passive recreational experiences. The park, trail and open space inventory identifies the outdoor recreational assets within the City. Dayton's park system provides six park facilities and one trail within City and School District open space. The inventory is summarized by the table below:

Figure 5. Existing Inventory of City Parks & Open Spaces

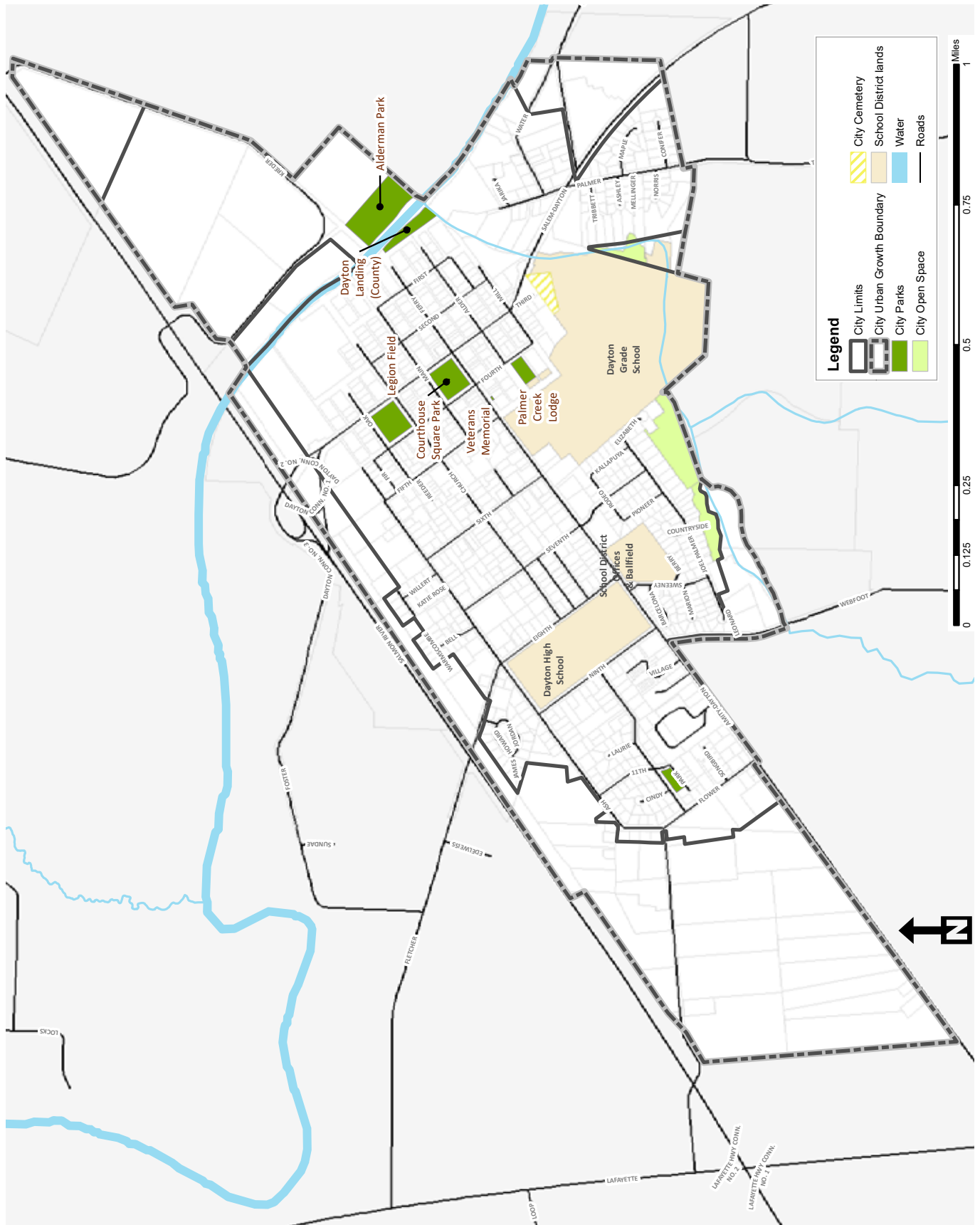
Parks	Classification	Acreage
Alderman Park	Special Use	4.6
Andrew Smith (11 <sup>th</sup> Street) Park	Neighborhood	0.5
Courthouse Square Park	Community	1.8
Legion Field	Special Use	1.8
Veterans Memorial	Special Use	0.02
City Open Spaces	Open Space	9.36
Palmer Creek Lodge	Special Use	0.67
<b>Park Acreage</b>		<b>18.7</b>
Palmer Creek Trail	Trail	0.78 mi



### Inventory Adjustments since 2004 & Future Considerations

- 11th Street Park has been renamed to Andrew Smith Park.
- The previous Plan did not identify city-owned open space. Since the Palmer Creek Trail will follow city-owned open space along the riparian corridor, it is valuable to identify it as part of the park system.
- The City is negotiating with the County for transfer of Dayton Landing from county to city ownership. The 2004 Plan listed Dayton Landing (1.4 acres) as part of the 9.8-acre city park system. Currently, existing city parks would total 8.4 acres.
- Legion Park (co-owned with the School District) may phase out its ballfield use if the School District moves forward with a new sports complex at another location. This adjustment could allow the City to create a master plan for developing a community park with diverse and under-provided outdoor recreational amenities for its residents.
- The urban growth boundary was officially changed swapping the northern section and replacing with an area on the western edge of the city. This exchange of future growth area may provide different future parkland opportunities.

The following map shows the location of existing parks, open spaces and trails within the City. The last section provides an overview of other nearby recreational opportunities.



Map 1: Existing Parks & Open Space



## City Facilities

In addition to park sites, the City of Dayton owns a community center that is available for community activities and can be reserved for group gatherings and events.

### Palmer Creek Lodge Community Center

Located at 606 4th St., the Palmer Creek Lodge Community Center is 5,000+ square feet and has a rentable auditorium, meeting room, commercial kitchen and a small lobby area. The entire facility is handicapped accessible with an elevator making access easy to both lower and upper levels. The building was the former Dayton Masonic Lodge and was renovated in 2010-2011 with funding provided by an Oregon Community Development Block Grant.

## Regional Recreational Opportunities

### Dayton Public School Grounds

The Dayton School District serves approximately 400 students in grades preschool through 12th. Dayton Elementary School provides a soccer field, multi-purpose field and artificial turf ball field behind the school facility. The combined Dayton Junior High and High School facility offers numerous outdoor sports for students including football, baseball, softball and track. A football field and track are behind the High School facility with a soccer field behind the separate building that contains the High School Gymnasium. The Dayton Softball Fields are located behind the School District Administration building, across Ferry Street from the High School.

### Yamhill County Parks

The Yamhill County park system includes 17 parks totaling 253 acres located in rural settings throughout the county that together provide for a variety of recreational activities. Parks that provide boating, fishing and river access include Dayton Landing, Ediger Landing and Rogers Landing. Day use parks with reservable areas for picnicking include Crabtree Park, Ed Grenfell, and Lafayette Locks Historical Park. Smaller day use parks are Blackwell, Huber, Menefee and Stuart Grenfell Wayside Park. Parks with large natural areas are Deer Creek Prairie Park and Charles Metsker (Rainbow Lake) (by special permit only). Several

undeveloped county park properties not yet open to the public include Juliette, Monroe Landing, Powerhouse, Whiteson and Wrex Cruse.

### Dayton Landing

This 1.4-acre riverside site offers parking and a boat ramp with access to the Yamhill River. Fishing can be accommodated at the boat launch or informally along the riverbank. The Landing is adjacent to the pedestrian bridge that just received upgrades to provide access across the River to Alderman Park.

### Lafayette Locks Historical Park

Listed on the National Historic Register, this 7.1-acre park features the remains of the old locks that once permitted boats to navigate up the Yamhill River to McMinnville. This County park provides River access, pathways, picnic areas, playground, and vault toilets for day use.

### Huber Park

A 3.6 acre county park, Huber Park supports picnicking with a small rocky beach along Baker Creek, located west of McMinnville.

### Rogers Landing

Offering boating facilities on the Willamette River, the Rogers Landing offers expansive parking and a three-lane boat launch. This Yamhill County park is located on the river's "Newberg Pool" and especially popular with water skiers. In spring, fishermen brave the rain to catch salmon near Ash Island, just south of the park. Rogers Landing will be a key stop on the Willamette River Water Trail, a route that will tour canoers and kayakers from Corvallis to Wilsonville, with opportunities for hiking, camping, and exploring along the way.

## Marion County Parks

### Saint Louis Ponds

Saint Louis Ponds, a 21-acre park within the Oregon State Fish & Wildlife Commission's 260-acre warm water fish pond, is a focal point for warm water fishing and dog training. As a day use only park, the site offers fishing, picnicking and wildlife viewing and is supported by restrooms and parking.

## **Yamhill Soil & Water Conservation District**

The Yamhill Soil and Water Conservation District (District) is responsible for planning and overseeing the delivery of services and programs that help conserve and protect water and soil resources, wildlife habitat, and other natural resources in Yamhill County. The District is a unit of local government, and implements its programs and services in partnership with volunteers, non-profits, state and federal agencies, school districts and universities, watershed councils, landowners, and many others.

### **Miller Woods Conservation Area**

Miller Woods is owned and operated by the Yamhill Soil & Water Conservation District covering 130 acres of forest and grass land. Located three miles west of McMinnville and available for public hiking and activities, Miller Woods is an educational venue that provides a wide array of outdoor experiences for people of all ages. The diverse property has ecosystems that include hay field, oak savannah, timber stands, ponds, and streams which are home to a variety of native plants, birds, and other wildlife. Over five miles of trails allow exploration of the woods and fields.

## **Oregon State Parks**

### **Champoeg State Park**

Beyond its historical significance as the site where pioneers voted to establish Oregon's first provisional government, this state park provides a range of outdoor recreational activities including an 18-hole disc golf course, picnic areas, trails, access to the Willamette River for fishing and boating, and year-round camping. The Champoeg Visitor Center hosts exhibits on cultural history and the Manson Barn and Farmstead depict lifestyles of homesteaders.

### **Maud Williamson State Recreation Area**

This small recreation area hosts a covered picnic shelter, parking, restrooms, volleyball and horseshoes with an historic farm house located along State Route 221 – nine miles south of Dayton.

## **Willamette Mission State Park**

The Willamette Mission State Park's 1,300 acres include woodland, wetland, rolling meadows and working farmland. The Wheatland Disc Golf Course features 18 holes that weave through a hazelnut grove. Camping and picnicking, fishing on the two lakes or the Willamette River, and almost 15 miles of trails offer a host of outdoor recreation options. Listed on the National Register of Historic Places, the park marks the site of the original Willamette Mission, established in 1834 and washed away by flood in 1861.

## **Tillamook State Forest**

The Tillamook State Forest spans four counties covering 364,000 acres of coastal forest lands. The forest's recreation sites include campgrounds, hiking and backpacking trails, fishing, swimming and an interpretative center, the Tillamook Forest Center. Some of the trails are open to horses and pack animals, mountain bikes and motorized vehicles in various combinations.

## **Siuslaw National Forest**

The Siuslaw National Forest stretches from the coastal mountain forests to the Oregon Dunes and on into the beaches of the Pacific Ocean. The public lands offer a wide range of outdoor recreation activities from hiking mountains to beach combing, from whale watching to exploring the forest or dunes.

### **Pheasant Creek Falls**

Located within the Siuslaw National Forest, this site offers a 1.5-mile out-and-back hike to two 100-foot waterfalls. It is located approximately 40 miles west of Dayton and provides day hiking options.

## **U.S. Fish and Wildlife Service**

### **Baskett Slough National Wildlife Refuge**

Part of the Willamette Valley National Wildlife Refuge Complex, Baskett Slough NWR contains 2,492 acres of wildlife habitat and hosts over 250 species of birds, migrating through or nesting. The Baskett Slough National Wildlife Refuge's primary management goal is to provide wintering habitat for dusky Canada geese. The refuge also provides wetland and woodland sanctuary for migratory and resident wildlife which range from the rare endangered butterfly, Fender's blue, to the black-tailed deer. Within a half hour drive, the refuge offers an attractive day outing option for Dayton residents.



Credit: US Fish & Wildlife Service

## Other Nearby Recreation Providers

### Chehalem Parks and Recreation District (CPRD)

This special park and recreation district comprised of Dundee (5.7 miles from Dayton) and Newberg (8.2 miles from Dayton) includes the Chehalem skate park & Newberg BMX track. CPRD provides parks, trails, sports complexes, disc golf courses, skateparks, dog park, BMX track and an 18-hole golf course. Facilities include an aquatic and fitness center, Chehalem Armory and Youth Center, a community center, preschool, senior center and cultural center. The District also offers numerous events, programming and recreational activities.

### City of Amity

The Amity City Park, located six miles from Dayton, contains a playground, skate park, picnic area, baseball field, basketball court, walking path and restrooms.

### City of McMinnville

McMinnville's Parks and Recreation Department provides three main recreational facilities: an aquatic center, community center and senior center. Park venues provide sports fields and courts, skateboarding, playgrounds, picnic areas, walking paths, natural areas. Located seven miles from Dayton, the City also offers programming, events, classes and workshops.

### City of Sherwood

Located 18 miles from Dayton, the City of Sherwood provides over 66 acres of parks, four recreation facilities and the Cedar Creek Trail. The Community Services Division oversees the recreational facilities and their programming as well as events and sports field scheduling. The Public Works Division maintains parks, school sport fields and facilities.

### Evergreen Aviation & Space Museum

The Evergreen Aviation & Space Museum is a private museum with aircraft, flight simulator and a variety of interactive educational displays. The Museum offers several hours of educational activities, as well as an aviation-themed playground within five miles of Dayton. An admission fee is required.





## Alderman Park

### Special Use

4.56 acres

#### DESIGN OPPORTUNITIES

- Provide opportunities for more park amenities between fenced off-leash dog area and riverside.
- Install an asphalt pathway around field area for walking with lighting around the same.
- Consider extending trail along river for viewing opportunities.
- The proximity to sewage treatment lagoons offers an opportunity to enhance bird watching; Consider installing a viewing/observation platform.

#### MANAGEMENT CONSIDERATIONS

- Consider improvements and maintenance to the riverside pathway outside the dog park fence.

#### AMENITIES

Dog waste bag dispenser  
Double-gated entry  
Evergreens  
Fencing  
Gravel parking  
Open grass area  
Picnic tables  
Rules sign  
Small & large dog areas  
Trash receptacle



## Andrew Smith (11<sup>th</sup> St.) Park

### Neighborhood Park

0.5 acres

#### DESIGN OPPORTUNITIES

- Remove and replace existing non-functional pump house with a gazebo-type picnic shelter.

#### MANAGEMENT CONSIDERATIONS

- Repaint court lines for basketball court.
- Paint or replace backboards; Add new nets.
- Consider adding lighting for basketball court.

#### AMENITIES

Basketball court  
Dog waste bag dispenser  
Open grass area  
Picnic tables  
Playground  
Restroom with drinking fountain  
Shade trees  
Trash receptacles  
Well house



## Courthouse Square

### Community Park

1.8 acres

#### DESIGN OPPORTUNITIES

- Consider adding shade or shade structure for playground to keep sun off play equipment.
- Create a more cohesive circulation/access plan to tie together park elements and improve ADA access.
- Upgrade picnic tables to provide wheelchair spaces and provide accessible routes to at least 50% of the picnic tables.

#### MANAGEMENT CONSIDERATIONS

- Renovate basketball court and add lighting.
- Overhaul and upgrade irrigation system.
- Manage and maintain transitions from pavement for ADA compliance.
- Conduct tree assessment and plan for ongoing tree care and management.

#### AMENITIES

Bandstand  
Basketball court  
Benches  
Dog waste bag dispensers  
Historic bell  
Historic Block House  
Historic cannon  
Interpretive signs/kiosk  
Lighting  
Martin Miller Fountain  
Merry-go-round  
Open grass areas  
Parking  
Picnic tables  
Playgrounds  
Pump  
Restrooms with drinking fountain  
Shade trees & evergreens  
Shelter  
Trash receptacles





## Legion Field

### Special Use

1.8 acres

### DESIGN OPPORTUNITIES

- Legion Field gets limited seasonal use that may be accommodated by a future expansion of school-provided sport fields. If this occurs, consider a redesign and redevelopment of the entire park to provide a broader range of outdoor recreation and serve as a year-round community park.

### MANAGEMENT CONSIDERATIONS

- Continue to maintain turf and coordinate with the local baseball league for seasonal maintenance, upkeep and top dressing.

### AMENITIES

"Welcome to Dayton" sign  
 Baseball field (natural grass)  
 Dog waste bag dispenser  
 Dugouts  
 Landscaping at perimeters  
 Open grass areas  
 Outfield fencing  
 Peace pole  
 Portable toilets (2)  
 Storage shed  
 Trash receptacles



## AMENITIES

Historic cemetery

# Brookside Cemetery

## Special Use

1.35 acres

## DESIGN OPPORTUNITIES

- Install a single kiosk identifying plots.
- Extend the Palmer Creek Trail eastward from school along edge of cemetery.

## MANAGEMENT CONSIDERATIONS

- Install lighting at the parking lot entrance.



## AMENITIES

Benches  
Flagpoles  
Memorial wall  
Paved plaza  
Peace pole  
Landscape plantings

# Veterans Memorial

## Special Use

0.02 acres

## DESIGN OPPORTUNITIES

- None noted.

## MANAGEMENT CONSIDERATIONS

- None noted.



#### AMENITIES

Community center  
Flagpole  
Landscaping  
Lighting  
Paved parking  
Wall-mounted sign board

## Palmer Creek Lodge

#### Special Use

0.67 acres

#### DESIGN OPPORTUNITIES

- Consider adding a trail connection to the Palmer Creek Trail and signage.

#### MANAGEMENT CONSIDERATIONS

- None noted.



#### AMENITIES

Natural surface path behind school

## Palmer Creek Trail

#### Trail

----- acres

#### DESIGN OPPORTUNITIES

- Plan for, secure property rights, and extend the trail west toward Sweeney Street and east to Alderman Park.
- Widen and formalize the trail and install signage.

#### MANAGEMENT CONSIDERATIONS

- Continue to coordinate with school district and volunteers for clearing and maintenance.





# RECREATION NEEDS ASSESSMENT

This chapter describes community feedback, trends, local needs, and potential improvements for the City's parks, trails, open space and facilities.

The park system planning process assesses recreational needs and priorities for park facilities, active use areas, and trails in Dayton. The park assessment includes a discussion of specific local needs with consideration given to the City's broader park system. Public input and information on park inventory conditions also were heavily relied upon in the planning process.

## Park & Recreation Trends

### National Trends

A review of several recognized park and recreation resources provide a background on national, state, and regional trends, market demands, and agency comparisons. These outdoor recreation trends, combined with community interests in parks, trails, and open space and an assessment of current conditions and levels of service, help identify and shape recommendations for park system improvements. Examining current recreation trends can help inform potential park and recreation improvements and opportunities that may enhance the community and create a more vibrant parks system as it moves into the future.

*“Expanding and renovating Palmer Creek Trail could become a community volunteer event, which could be one of the easier/more cost effective of the projects to start with. Our household would help!”*

- Survey respondent



The following national and state data highlights some of the current park usage trends and may frame future considerations for Dayton’s park system. Additional trend data and summaries are provided in Appendix D.

- 90% of U.S. adults believe that parks and recreation is an important service provided by their local governments. <sup>(1)</sup>
- 84% of U.S. adults seek high-quality parks and recreation when choosing a place to live. <sup>(1)</sup>
- Running, jogging, and trail running are the most popular outdoor activities across the nation, based on levels of participation, followed by hiking, fishing, biking, and camping. <sup>(2)</sup>
- A significantly higher percentage of seniors (ages 55+) are participating in outdoor recreation. In 2022, the senior participation rate hit a record high of 35% and is rising. <sup>(2)</sup>
- Participation nearly doubled for pickleball in 2022, increasing by 86% year-over-year. In 2022 for the first time in over seven years, every racquet sport increased its total participation number compared to the previous year. <sup>(3)</sup>
- Wildlife viewing and paddle sport participation increased statewide by 28% since 2017. <sup>(4)</sup>
- Nationally, outdoor recreation economic activity increased 19% from 2020 to 2022, while the overall U.S. economy only saw a 5.9% increase. <sup>(5)</sup>

According to the Sports and Fitness Industry Association, participation nearly doubled for pickleball in 2022, increasing by 85% year-over-year. In 2022 for the first time in over seven years, every racquet sport increased its total participation number compared to the previous year. In terms of team sports, the overall participation rate approached, but did not exceed, the 2019 rate. Basketball, outdoor soccer, and flag football all posted three-year increases of over 4.5%, with basketball leading the way with a 13% increase since 2019. Lifestyle activities generally remained very popular. Golf and tennis have grown more than 20% since 2019, and yoga grew more than 10% in that same time period. Trail running and day hiking participation grew for the fifth straight year.

#### Sources:

- (1) 2022 American Engagement with Parks Report, National Recreation and Park Association
- (2) 2023 Outdoor Participation Trends Report, Outdoor Foundation
- (3) 2023 Sports, Fitness, and Leisure Activities Topline Participation Report, Sports and Fitness Industry Association
- (4) 2022 Assessment of Resident Demand, Washington State 2023 Recreation & Conservation Plan (draft)
- (5) 2022 Outdoor Recreation Satellite Account data, U.S. Bureau of Economic Analysis

# 96%

of survey respondents feel that local parks and recreation opportunities are important or essential to the quality of life in Dayton.

The Bureau of Economic Analysis (U.S. Department of Commerce) reports on the outdoor recreation economy for the entire country and for each state through its Outdoor Recreation Satellite Account (ORSA). The 2023 Oregon ORSA reports the value added (gross domestic product) of \$8.3 billion or 2.6% share of state GPD for outdoor recreation activities. Employment in the industry supported 73,925 jobs (3.6% of jobs in state) with compensation of \$4.4 billion.

- U.S. Department of Commerce

## State Recreation Trends

The Draft 2025-2029 Statewide Comprehensive Outdoor Recreation Plan (SCORP), entitled “Balance and Engagement: Sustaining the Benefits for all Oregonians”, constitutes Oregon’s basic five-year plan for outdoor recreation. As of January 2025, the May 2024 Draft was still under review and accepting public comment.

As part of developing the SCORP, the Oregon Parks and Recreation Department (OPRD) conducted a statewide survey of Oregon residents regarding their 2022 outdoor recreation participation in Oregon, as well as their opinions about park and recreation management. The resident survey measured the top ten outdoor recreation activities for Oregon residents that occur within their community. Walking rated the most participation whether on local streets and sidewalks or along paved paths or natural trails.

Figure 6. Top 10 Activities for Oregon Residents



Further survey questions explored where residents felt future investments were needed in their community outdoor recreation areas. Their highest two priorities covered clean and well-maintained facilities and provision of restrooms.

Figure 7. Priorities for Future Investments



In addition to the resident survey, land managers and public recreation providers in Oregon were also surveyed regarding their needs, challenges and priorities for recreation management in their jurisdiction. The most challenging management issues for local outdoor recreation providers (within urban growth boundaries) were identified.

- Reducing illegal activities
- Creating new park and recreation facilities
- Maintaining existing local parks and facilities
- Addressing ADA and other accessibility issues
- Providing safe walking and biking routes to parks and trails



## Trends in Playgrounds

Dayton residents strongly value their parks and recreation facilities and park playgrounds are an important element in outdoor recreation. Reported in Landscape Architect magazine, the top five playground industry trends for 2021 were compiled from data and feedback from parks professionals, landscape architects, and educators.

1. **Inclusive Playgrounds**, increasingly popular over the last few years, have been evolving beyond meeting basic ADA guidelines. Designers are seeking to expand accessible playground equipment, consider multi-generational play, and leverage inclusive play to help overcome societal barriers.
2. **Rope-based Playgrounds**, climbers and playground nets provide a technique for working around natural environments and unusual topography. Their flexibility in placement offers more options for connecting with the landscape rather than working around difficult topography.
3. **Outdoor Fitness** has increased importance during the COVID-19 pandemic as many gyms and indoor fitness centers closed and forced more people to seek outdoor options. Outdoor fitness spaces are being increasingly integrated into park and trail designs to encourage health and physical fitness for all ages.
4. **Outdoor Learning** has been implemented during the pandemic to replace or supplement indoor classrooms. Outdoor classrooms can encourage activity in children to counteract the reduction in recess time due to hybrid class schedules and remote learning. Seating, tables, shelters, hand sanitizer stations and other outdoor products are helping create outdoor classrooms.
5. **Human-powered Play** engages users to provide physical energy to “power-up” the activity, such as turning a handle, pressing foot pedals, rotating wheels. These products often relate to sensory experiences like lights and music, story-telling, or social games.

Spurred on by the social distancing of the pandemic, these five trends in playground design and development point to more human-to-human interactions that reinforce the value of social connections, even in a physically distanced environment.



The results illustrate that providers face large challenges when increasing opportunities and access to outdoor recreation through resident-supported actions like creating new park and recreation facilities and providing safe walking and biking routes to parks and trails. These larger challenges require more significant investments and longer term planning.

Research also included the total net economic value for recreation participation in Oregon from their participation in 76 outdoor recreation activities in 2022 for a total of 1.27 billion user occasions. The total net economic value for a recreation activity is the value per activity day times the number of activity days. Filtering the top ten contributors for outdoor recreation activities and their associated economic value reveals walking and enjoying nature as the top generators followed by bicycling, running/jogging, field sports, and playground and dog park users.

## Local Interests & Feedback

Beyond the broader perspectives of national and state recreation trends, local needs were explored through a community survey, stakeholder comments, and tabling events to gather feedback on priorities, interests, and future needs for Dayton’s park system.

### Community Survey

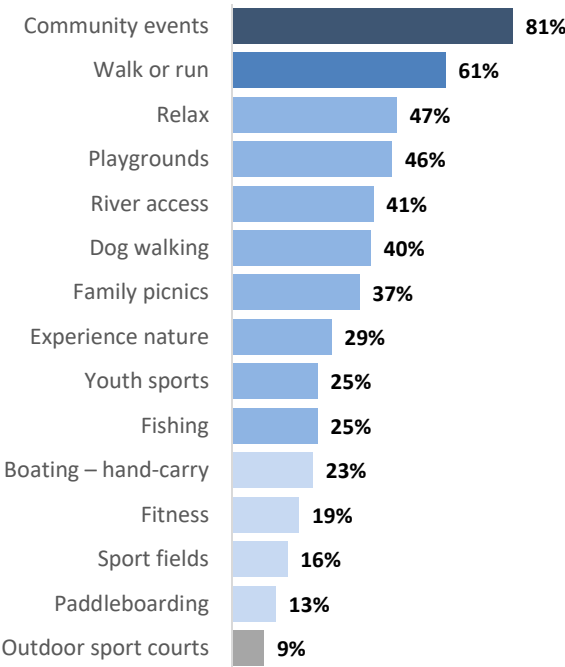
The community survey confirmed that Dayton residents strongly value their local parks, recreation options and open space opportunities. Virtually all respondents (96%) feel that local parks and recreation opportunities are important or essential to the quality of life in Dayton. Seventy-eight percent of respondents overall feel that they are essential; while an additional 18% believe that they are important to quality of life, but not essential.

#### Key Findings:

- Residents of Dayton frequently use the city’s parks and recreation facilities, with more nearly four in ten visiting at least once a week, if not every day.
- Respondents visit local parks and recreation facilities for a variety of reasons, but the most frequently cited reason is to attend a community event (81% have visited for this reason) or to walk or run (61%). Nearly all residents who responded to the survey said they had attended at least one event in the past year.

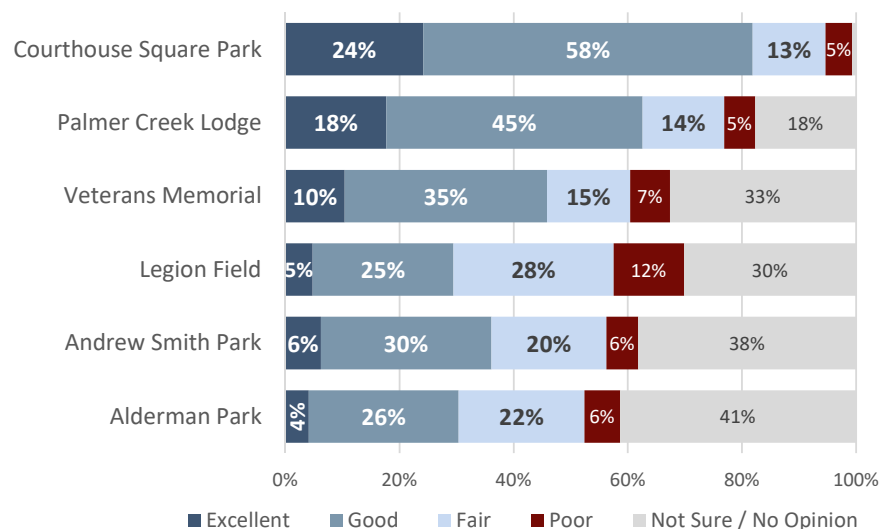
- Most residents are somewhat to very satisfied with Dayton’s parks and open spaces (77%). However, one in five survey respondents are either somewhat (17%) or very dissatisfied (3%) in the city’s park and recreation system,
- Residents showed strong support for expanding, improving, and maintaining walking and nature trails, especially the Palmer Creek Trail. They would also like to see the City maintain and improve the boat ramp at Dayton Landing and add river access elsewhere along the Yamhill River.

**Figure 8. Reasons for Visiting City Park & Recreation Facilities**



Survey respondents who have an opinion generally rate the condition of Dayton’s individual parks as fair, good, or excellent, as shown in Figure 6. Large majorities of respondents rate the condition of Courthouse Square Park (95%) and Palmer Creek Lodge (77%) as fair, good, or excellent. Fewer respondents expressed an opinion about the condition about other city parks. Looking just at those who rated each park, approximately 17% were dissatisfied with the condition of Legion Field and Off-Leash Dog Park and 10% were dissatisfied with the condition of Alderman, Andrew Smith, Veterans Memorial Parks, see Figure 9.

**Figure 9. Sentiment of Condition of Individual Parks in Dayton**

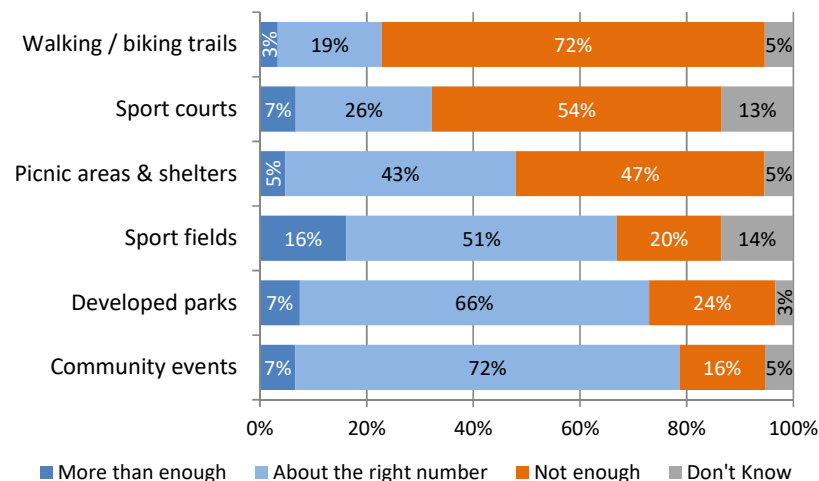


*Clean up and monitor nature trail by elementary school and expand it to the Yamhill River..”*

- Survey respondent

Residents were generally split on whether they feel the City provides enough park, trails, and recreation facilities. About two-thirds of survey respondents would like to see more walking and biking trails (72%), while 54% would like the City to provide more sports courts for basketball, tennis, pickleball, etc. Just under half (47%) would like to see more picnic areas and shelters, see Figure 10.

**Figure 10. Adequacy of Existing Amenities**



*Ensure that current levels of recreational opportunities are well maintained and that community events have enough volunteer participation before adding anything new.”*

- Survey respondent

The survey asked residents about their support for a variety of potential additions to the park system. More than half of residents were either very interested or somewhat interested in all listed amenities. As shown in Figure 11, large majorities of respondents were either very or somewhat interested in developing and extending the Palmer Creek Trail (83%), adding picnic areas and shelters (78%), community gardens (77%), improving Dayton Landing for trailered and hand carry boat launching (74%), and additional playgrounds (70%).

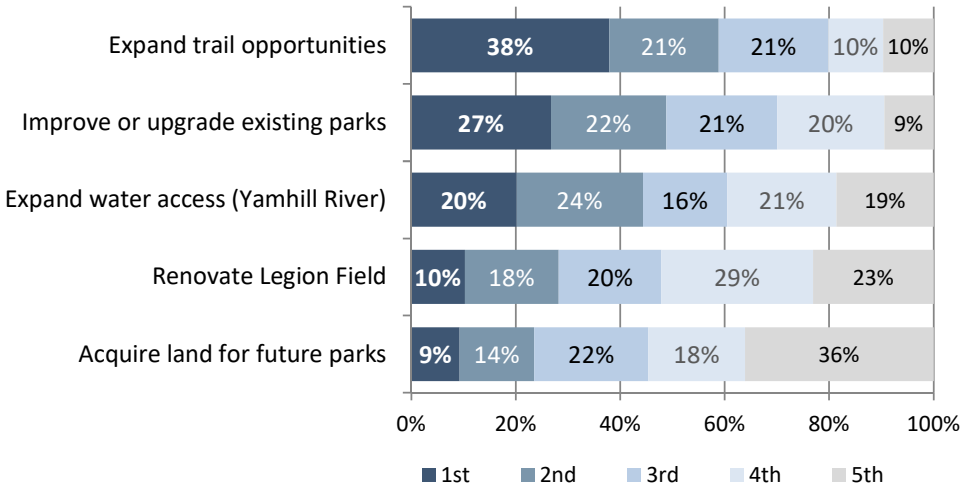


*Add basic city facilities to exercise like tennis/pickle ball courts, jogging/ walking track, etc. And/or consider making the high school track and gym accessible to all local residence after school hours and weekends. Same for the elementary school playground and “covered” play areas after school hours and weekends..”*

- Survey respondent



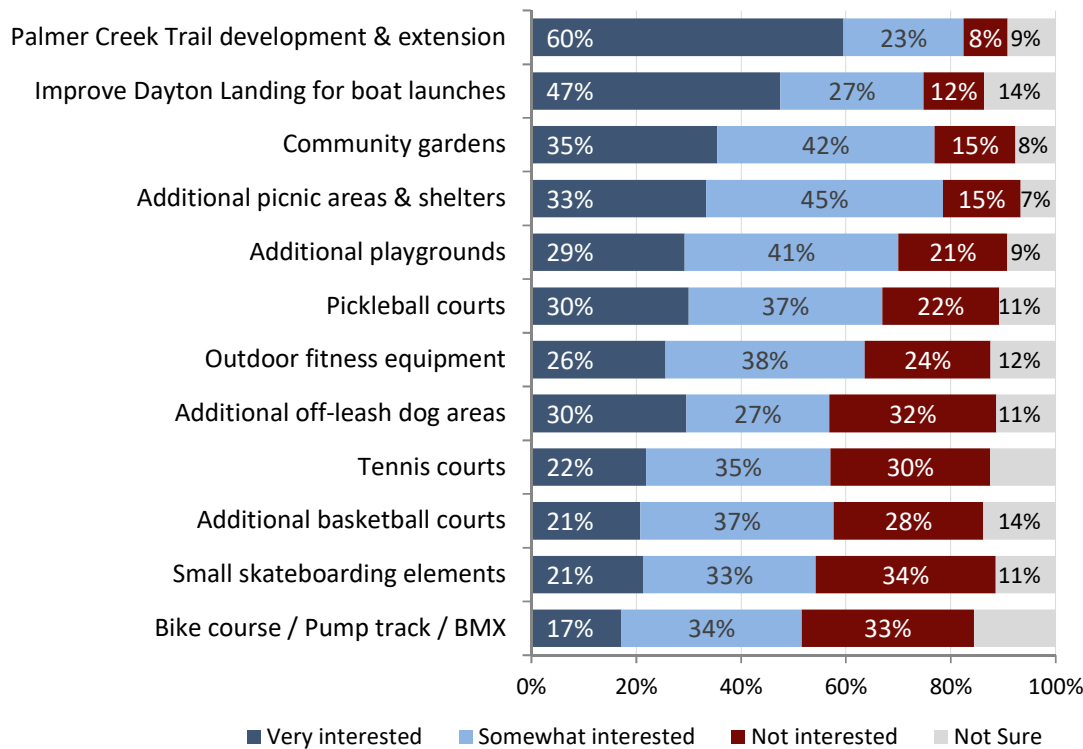
Figure 11. Top Park Amenities of Interest



The survey asked residents which of four general park investments would best meet their needs. Half of respondents chose an extended trail system for walking and cycling, while approximately 20-25% chose either a large community park or a smaller neighborhood park. Few (5%) of residents chose undeveloped and natural open spaces with limited or no improvements. Respondents from households with children were more likely to prioritize developing a large community park compared to those without.

Respondents were also asked to rank a list of potential park system improvements. They identified expanding trail opportunities as their top priority, followed by improving and upgrading existing parks, see Figure 12. Expanding access to the Yamhill River for water-based recreation was the third highest ranked priority, followed by renovating Legion Field to support additional recreational use. Acquiring land for future parks was ranked as the lowest average priority by respondents.

Figure 12. Priority Ranking of Potential Park System Improvements



Respondents were asked to describe one thing that they would like to see the City of Dayton do to improve parks, trails, and/or programming. While respondents provided 110 specific comments and ideas, a few themes emerged:

- **River Access:** There is strong interest in improving and maintaining the boat ramp and river access at Dayton Landing and along the Yamhill River. Suggestions include fixing the boat launch, adding restrooms, improving safety, ADA accessibility, and enhancing the overall area for fishing, boating, and walking.
- **Trails:** Many respondents voiced their support for expanding, improving, and maintaining walking and nature trails, especially the Palmer Creek Trail. Respondents would like to see more trail signage, bike lanes, and connectivity via the trail and larger active transportation system to nearby towns and natural features like the river.
- **Parking:** Respondents want more and better-maintained parking, especially near recreational areas like the high school baseball field and boat ramp. Some are concerned that people parking illegally affecting safety and accessibility.
- **Sports and Recreation Facilities:** Many respondents requested that the City develop new, or improve existing, recreation facilities in the community such as basketball courts, pickleball and tennis courts, splashpads, skate parks, tennis courts. Residents also want sports facilities to be accessible after school hours.
- **Playgrounds:** Multiple respondents requested improvements to playgrounds, including additional equipment and covered areas.
- **Programming and Events:** The community values existing events like Dayton Friday Nights and some respondents would like to see more programming such as exercise classes, music in the park, and activities for kids and teens.



*More trees around the playground for shade in the summer. The equipment is hot to the touch and children can't get on..."*

- Survey respondent

## Cinco de Mayo Event Tabling

The City of Dayton sponsored a Cinco de Mayo celebration at Courthouse Square, which included information booths and displays from several organizations. This event was used as a way to inform people about the citywide Parks and Recreation Plan project and gather community feedback for potential park system enhancements. Approximately 45 people reviewed the tabling materials and provided comments.

### Key Findings:

#### Existing Park Upgrades

- Add kayak launch at Dayton Landing
- Splash pad at Courthouse Square
- More shade trees at playground at Courthouse Square
- Add paved walking loop for Palmer Creek Trail around the school
- Improve the basketball court and remove the chain link fencing at Andrew Smith Park

#### Investment Priorities (dot exercise)

- 14 - Outdoor splash pad
- 8 - Renovate Legion Field
- 6 - Improve & expand Palmer Creek Trail
- 5 - Improve Dayton Landing river access
- 5 - Additional in-city walking trails
- 2 - Additional picnic shelters
- 1 - Dog park amenities
- 1 - Renovate existing basketball courts
- Others
  - Community pool (x3)
  - Bigger covered area (shelter) at Courthouse Square
  - Add a covered area (shelter) at Legion Field

# Park Conditions Assessment

The overall condition of park infrastructure and amenities is one measure of park adequacy and assurance of public safety. Proper stewardship of park infrastructure requires developing a long-term maintenance and capital plan to ensure the safety of park users that aligns with community needs and allocates limited funding resources properly. General park infrastructure include walkways, parking lots, restrooms, drainage and irrigation, lighting systems and vegetation. Amenities include picnic shelters, play equipment, site furnishings, sport courts, sports fields and other recreational assets. Deferred maintenance over a long time period can result in unusable amenities when perceived as unsafe or undesirable by park patrons. Compliance with the Americans with Disabilities Act (ADA) guidelines also provide a measure of acceptable condition.

The current conditions of the Dayton park system were assessed to identify existing site maintenance issues and opportunities for future capital improvements. In early October 2024, the consulting landscape architect conducted site visits to all the park, open space and facilities owned and managed by the City of Dayton. These site visits provided visual observations of current conditions throughout the park system. The park assessment includes a discussion of specific local needs with consideration given to existing City park infrastructure. Assessments are documented for each individual park facility, features and amenities are rated based on visible condition (good, fair or poor) and a matrix of all sites with their ratings is created to help visualize system-wide considerations.

The assessment included walkways, parking lots, park furniture, drainage and irrigation, vegetation, and other amenities. The following conditions assessment matrix (Figure 13) summarizes the results of these assessments. These inform developing project prioritization strategies for park improvements, identifying funding strategies, and updating the ten-year Park Capital Improvement Plan. Park amenity conditions were also averaged across park elements to indicate which types of elements are in greater need for significant upgrades, renovations or overall improvements.

The matrix on the following page indicates the types of amenities within each park facility, and park infrastructure and amenities are rated based on the following scale:

**1 – Good Condition:** Generally, amenities in ‘good’ condition offer full functionality and do not need repairs. Good facilities have playable sports surfaces and equipment, working fixtures, and fully intact safety features (railings, fences, etc.). Good facilities may have minor cosmetic defects and encourage area residents to use the park.

**2 – Fair:** In general, amenities in ‘fair’ condition are mainly functional, but need minor or moderate repairs. Fair facilities have play surfaces, equipment, fixtures, and safety features that are operational and allow play, but have deficiencies or periods where they are unusable. Fair facilities remain essential amenities for the community but may slightly discourage the use of the park by residents given the current condition.

**3 – Poor:** In general, amenities in ‘poor’ condition are largely or completely unusable. They need significant repairs to be functional. Some examples include athletic fields that are too uneven for ball games, irreparably broken features, buildings that need structural retrofitting, etc. Poor facilities discourage residents from using the park and may present safety issues if left open or operational.

Good conditions should be the goal for the management and stewardship of park facilities. Where infrastructure or amenities are rated as ‘fair,’ strategies should be developed for repair or restoration. Park features, structures, amenities, or landscapes rated as ‘poor’ should receive immediate attention and be prioritized for near-term maintenance, capital repairs, or a new capital project. Facilities in poor condition should also be evaluated and taken out of operation if they are deemed unsafe.



Figure 13. Park Site Conditions Assessment Matrix

Site Name	Acres	Park Site Average	Recreation Amenities						Site Amenities				Park Structures			Vegetation				ADA
			Playgrounds	Basketball Courts	Baseball / Softball Fields	Pathways / Trails	Off-leash Dog Park	Other Rec Amenity	Site Furnishings	Lighting (Y/N)	Signage	Parking Areas	Restrooms	Picnic Shelters	Bandstand	Natural Turfgrass	Park Trees	Landscaped Beds	Natural Areas	ADA Compliance
PARKS																				
Alderman Park	4.56	1.6	-	-	-	-	1	-	2	N	1	2	-	-	-	1	1	-	-	3
Andrew Smith (11 <sup>th</sup> Street) Park	0.50	1.1	1	2	-	1	-	-	1	N	-	-	1	-	-	1	1	-	-	1
Courthouse Square Park	1.80	1.3	1	2	-	1	-	-	1	Y	1	1	1	2	1	1	1	-	-	2
Legion Field	1.80	2.1	-	-	2	-	-	-	-	-	-	2	2	-	-	2	2	2	-	3
Veterans Memorial	0.02	1.2	-	-	-	1	-	-	1	Y	1	-	-	-	-	-	-	2	-	1
Palmer Creek Trail	-	2.3	-	-	-	2	-	-	-	-	3	-	-	-	-	-	-	-	1	3
Palmer Creek Lodge	0.67	1.0	-	-	-	-	-	-	-	Y	1	1	-	-	-	1	1	1	-	1
Average:		1.5	1.0	2.0	2.0	1.3	1.0	-	1.3	-	1.4	1.5	1.3	2.0	1.0	1.2	1.2	1.7	1.0	2.0

“

Please improve accessibility for wheelchairs and other mobility devices at Dayton Friday Nights, including access to areas off the concrete...”

- Survey respondent

“

Definitely the boat ramp! We are so lucky to have free water access in our town, and our family uses it year round! We still will enjoy and love using it by it is a little rundown!...”

- Survey respondent

“

Another nice park with restrooms, dog park, walking trails, picnicking, and gathering areas...”

- Survey respondent

## Park & Facility Condition Assessment

### RATING SCALE

#### Playgrounds:

1	In good condition: no drainage issues; 0-10% material deterioration safety surfacing with a border at the site.
2	In fair condition: drainage issues; 10-25% material deterioration; some small compliance issues that could be spot fixed.
3	In poor condition: drainage issues; 25% or greater material deterioration; needs repair or replacement (but workable).

#### Paved Courts:

1	In good condition: no cracks in surfacing; fencing is functional, free of protrusions, and free of holes/passages; painting and striping are appropriately located, whole, and uniform in color.
2	In fair condition: hairline cracks to ¼", surfacing required; fencing has minor protrusions, or holes/passages that do not affect game play; painting and striping have flaking or color fading.
3	In poor condition: horizontal cracks more than ¼" wide, surfacing required; fencing has large protrusions, holes/passages or defects; painting and striping are patchy and color has faded dramatically.

#### Signage:

1	In good condition: a signage system for the site, appropriate signs, no damaged signs.
2	In fair condition; multiple signage system within one site, a few damaged signs (0-10%), need maintenance.
3	In poor condition; multiple signage systems within one site, signs that are not legible from a reasonable distance, some damaged signs (10-25%), old logos, deteriorated materials, no signage.

#### Public Art:

1	In good condition: no vandalism; no signs of weathering.
2	In fair condition: minor signs of weathering or wear.
3	In poor condition: metal leaching/concrete efflorescence/paint peeling/wood chipped or carved into or warping; vandalized.

#### Park Structures (Restrooms, Picnic Shelters, Etc.):

1	In good condition: roof has no leaks; floor shows little sign of wear; finishes are fresh with no graffiti or vandalism; all elements are in working order.
2	In fair condition: roof shows signs of wear but is structurally sound; floor shows some wear; finishes show some wear with some marks or blemishes.
3	In poor condition: roof leaks or otherwise needs repair; floor show significant wear and is difficult to maintain; finishes are dull or discolored, have graffiti, or are not easily maintained; some elements not working or in need of repair (e.g., non-functioning sink).

#### Park Trees:

1	In good condition: trees overall have good form and spacing; no topping; free of disease or pest infestation; no vandalism; no hazard trees.
2	In fair condition; some crowding may exist but overall health is good; less than 5% of trees show signs of topping, disease or pest infestation; vandalism has not impacted tree health (graffiti, not girdling).
3	In poor condition; Form or spacing issues may exist; evidence of disease or pests; vandalism affecting tree health; some hazard trees or trees in danger of becoming hazard trees.

#### ADA Compliance:

1	Appears to comply with ADA standards.
2	Some items appear to not comply, but could be fixed by replacing with relative ease.
3	A number of park assets appear not to comply, including large-scale items like regrading.

#### Sport Fields:

1	In good condition: thick grass with few bare spots; few depressions; no noticeable drainage issues, proper slope and layout; fencing if present is functional, free of protrusions, and free of holes.
2	In fair condition: grass with bare turf areas in high-use locations, some drainage issues in overuse areas, slope is within one percent of proper field slope, infields have grading problems (bump) at transition to grass and have no additive, may not have proper layout and/or orientation, fencing if present has minor protrusions, or holes/passages that do not affect game play.
3	In poor condition: bare areas throughout the year, uneven playing surface that holds water in certain places, drainage issues, slopes not uniform and/or more than one percent from proper field slope, improper layout and/or orientation; fencing has large protrusions, holes/passages or defects.

#### Pathways / Trails:

1	In good condition: surface generally smooth and even; proper width and material for type of pathway; proper clearances; minimal drainage issues.
2	In fair condition: uneven surfaces in places; some drainage issues; some cracking; narrow widths in some places.
3	In poor condition: uneven surfaces; inadequate width; significant cracking or heaving; clearance issues.

#### Turf:

1	In good condition: lush and full, few weeds, no drainage problems.
2	In fair condition: some bare spots, some drainage problems.
3	In poor condition: irrigation problems, bare spots, weeds, soil compacted.

#### Site Furnishings:

1	In good condition; not damaged; free of peeling or chipped paint; consistent throughout park. Trash receptacles, drinking fountain, picnic tables, benches on paved surface.
2	In fair condition; 0-20% furnishings are damaged and require replacing parts; some peeling or chipped paint; furnishings are not consistent, but are operational.
3	In poor condition; 20% or more are damaged and require replacing parts; significant peeling or chipped paint; multiple styles within park site require different maintenance.

#### Parking Areas:

1	In good condition: paving and drainage do not need repair; pavement markings clear; pathway connection provided to facility; proper layout.
2	In fair condition: paving needs patching or has some drainage problems; has wheel stops and curbs.
3	In poor condition: surfaces (gravel, asphalt, or concrete) needs repair; uneven grading; limited signage; no delineation for vehicles.

#### Natural Areas:

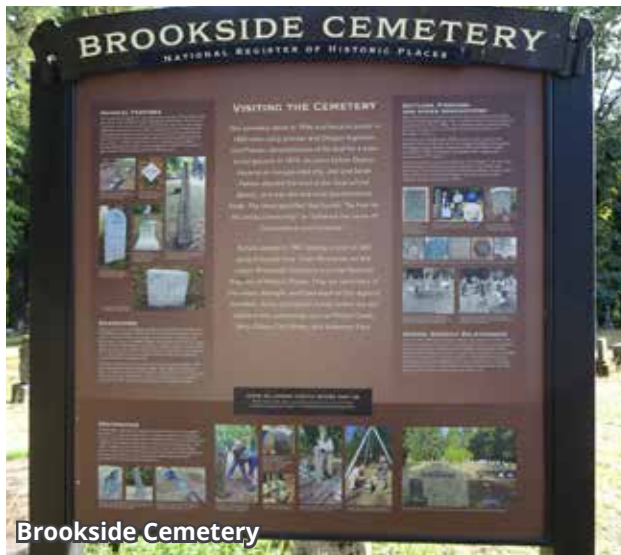
1	In good condition: barely noticeable invasives, high species diversity, healthy plants.
2	In fair conditions: Noticeable invasives, fewer species but still healthy.
3	In poor condition: Invasives have taken over, low diversity, unhealthy plants.

#### Amphitheater/Stage:

1	In good condition: paving, stage and stair materials have little to no cracking or peeling; vegetation that is present is healthy; seating and other furnishings show modest signs of wear; views to stage from all seating vantage points.
2	In fair condition: paving, stage and stair materials have some cracking or peeling; vegetation that is present is healthy, but some soil compaction might be present; seating and other furnishings show signs of wear, but are still usable; stage orientation not be ideal for all viewers.
3	In poor condition: paving, stage and stair materials have significant cracking or peeling; vegetation is unhealthy (pests, disease, topped trees), compacted soil; seating and other furnishings need repair or replacement; redesign of space is needed for proper viewing and access.

#### Landscaped Beds:

1	In good condition: few weeds; no bare or worn areas; plants appear healthy with no signs of pest or disease infestation.
2	In fair condition: some weeds present; some bare or worn spots; plants are still generally healthy.
3	In poor condition: many weeds present; large bare or worn areas; plants show signs of pests or disease; compacted soils.



Brookside Cemetery



Andrew Smith Park

## Park Conditions Summary

The conditions matrix offers a quick impression of park infrastructure conditions in Dayton's park system. While there are areas for improvement, the general maintenance and level of care was visibly good. Parks were clean. Grass was mown. Litter was under control. No graffiti was evident. Older site furnishings and elements of limited accessibility (i.e., ADA compliance) should be targets for upgrades and renovations. The following summary based on categories of park infrastructure offer some future direction for investment.

### Infrastructure

#### Signage & Wayfinding

With the exception of Courthouse Square, Dayton's parks lack a cohesive signage system that would identify the facilities, represent the city and provide rules for appropriate behavior. In conjunction with the potential redevelopment of Legion Field, a graphic style guide for park signage could be created to help with park names, placemaking and acknowledgement of the City as the park provider.

The graphic sign system could also be applied to the Palmer Creek Trail as it extends farther over time. A wayfinding signage system could provide information about travel distances, destinations, land ownership, identity and more.

### Park Structures

The park conditions assessment does not include architectural or engineering evaluations of existing park buildings. However, general observations may include signs of aging, barriers to access, and appearance. As part of an overall asset management program, park buildings (i.e., restrooms, pavilions and picnic shelters) could be tracked by age and repairs, in addition to regular inspections and monitoring to help plan for eventual replacement in capital improvement planning. Park buildings intended for public access should have clearly visible ADA-accessible routes.

### Pathways & Pavement

Paved pathways and plazas appeared in good condition. Some park facilities would benefit from the addition of paved pathways to provide minimal ADA access routes into recreational areas. Alderman Park and Legion Field were notably without an accessible routes.

### Amenities

#### Playgrounds

Dayton has new playground equipment in Courthouse Square and Andrew Smith Parks. Both play areas are surfaced with engineered wood fiber for fall safety. Regular inspections should be conducted to ensure the play safety surfacing meets the ASTM standards for the provision of fall safety. Over time, wood fiber can be displaced or settle reducing fiber depth. Play areas can also



accumulate organic debris limiting the buoyancy of the fiber surfacing.

### Sports Courts & Fields

Legion Field is only used during the spring season for baseball. The rest of the year its value as a park is limited without irrigation and good turf management. Grass was not in good condition during the October site assessment. The field could be repurposed as a multi-use recreational facility as the School District plans to accommodate sports fields needs with its future improvements.

Two basketball sport courts (in Courthouse Square and Andrew Smith Parks) would benefit from painted lines that delineate play zones such as free throw lines and three-point distances. If funding is available a topcoat of colored pay surface could be a big improvement over plain concrete.

### Off-Leash Areas

Alderman Park provides a significant off-leash area for large dogs and a smaller fenced area for small dogs. The dog park provides the basic function for and off leash area but does not offer additional amenities that could enhance its use to both dogs and their owners. Obstacles and challenges could be added to stimulate canine interest and add training value. It could be beneficial to extend ADA access for a short distance inside the fencing to allow wheelchair access into the OLA space. Shade and seating for dog owners on an accessible route would address ADA compliance and increase comfort for human visitors. A loop trail with an all-weather surface would provide a walking path for owners to use while their dogs explore sights, smells and other dogs. Adding trees to offer intermittent shade would also enhance the space.

The gravel parking area could eventually be paved to increase the efficiency of parking spaces as the new bridge may increase use of this area along the River.

### Site Furnishings

Benches, picnic tables, drinking fountains, bike racks, and trash & recycling receptacles are common site furnishings provided in public parks. In Dayton's park system, these site furnishings are visually diverse, not always ADA-compliant, and can create a challenge for maintenance when the need occurs to repair these diverse amenities. For future park improvements and prior to implementing new master plans for redeveloped parkland, it would be beneficial to have a standard design, style and color for benches, picnic tables,

etc. Future park improvements could standardized to create unity and simplify future replacements and additions.

Some of these site furnishings are not technically ADA-compliant. The ideal ADA compliant benches should be located on accessible routes, provide backs and armrests and offer an extra space to the side of the bench as a 'companion seating' space. Picnic tables, also on access routes, should have seating spaces that allow room for a wheelchair to pull forward comfortably to join their group at the table. Drinking fountains should be provided on accessible routes with easy-to-reach buttons and spouts. Trash receptacles and dog waste bag dispensers should be along accessible routes within easy reach of an individual in a wheelchair or using a cane or walker. Across the park system, the degree of accessibility varies, especially where tables and benches are out in grass lawn areas and not on accessible routes. The general recommendation for provision of site furnishings is to provide at least 50% of benches, tables, etc. that are fully ADA-compliant.

### Historic Elements

Courthouse Square Park has significant historic value for Dayton and contains a number of historic features from the Blockhouse to the cannon and including the fountain, pavilion, pump and alarm bell. While interpretive signs convey the stories of Dayton's history, the various historic elements are not displayed in a cohesive layout that enhances those stories. Some consideration could be given to how Courthouse Square could improve its park elements to provide more representation of the City and better outdoor experiences for the park user.

## Landscape/Environment

### Grass, Trees, Landscapes

With the exception of Legion Field and its off-season condition, most grass areas in parks were in reasonable condition.

In general, the park trees were in good condition considering the challenges of regional climate and public use activities. Park operations should continue to be cautious about the use of string trimmers and lawn mowers near the base of park trees to avoid repeated injury to the tree trunk and subsequent damage to the cambium tissue triggering decline and eventual death of the tree.

The landscape area located at the “Welcome to Dayton” at the corner of Oak Street and Route 221 could use a redesign to create a year-round aesthetic foreground and backdrop for the City’s welcome sign.

### Natural Areas

The natural areas along Palmer Creek and the Yamhill River were not evaluated for their ecological conditions as part of this park system assessment. A natural resource professional or ecologist could be retained to provide specific reviews of biological conditions. Recognizing that intact riparian woodlands are critical for the health of natural waterways, this assessment did notice that pervasive inventory of non-native English ivy along the banks of the River. As an undesirable evergreen non-native planting, the ivy blocks a considerable amount of the potential views of the River, especially from Dayton Landing. If and when the ownership of Dayton Landing transfers to the City, volunteers could be recruited to start an ivy removal program to recapture spaces for native riparian species to get re-established.

### ADA Compliance

As with many older parks, some architectural barriers were present in the park system. Updating and providing ADA accessibility and compliance with federal guidelines should be part of a regular capital repair schedule to ensure the reasonable access on older pavements, designating handicapped parking, into playground areas, picnic amenities, restrooms and recreational elements. The Dayton park system has a few ADA compliance issues with park access at parking areas (Alderman OLA), non-ADA complaint picnic tables lacking accessible routes Courthouse Square). The City should systematically upgrade facilities to address older infrastructure that had barriers to universal access.

Standards for park furnishing such as benches, picnic tables, drinking fountains, bike racks, trash receptacles and other common amenities used throughout the park system can be instrumental in assuring consistent ADA compliance and streamlined maintenance and repairs. The City will want to develop an ADA Compliance Checklist to identify and prioritize these deficiencies and develop a methodology for bringing all their parks into compliance.



### Maintenance & Operations Considerations

#### Memorials & Donations

As often happens over time in a park system, a wide variety of memorials and improvements that are attributed to different groups, history and dedications. These various donations, volunteer contributions and park assets become part of the park infrastructure to be maintained by Operations staff. Visually, these diverse displays can be distracting and lack a cohesive messaging for all the efforts that contribute to the park system. Their repair may be challenging over time when replacement parts are unavailable or historic integrity may be affected. At some point, the City could develop a donation/memorial policy that unifies the types and formats for donations, contributions and dedications that are implemented in Dayton’s parks and trails. Unified design standards for memorial benches, picnic tables, shelters, etc., could simplify future maintenance and trigger the promotion of a donation program.

#### Safety Considerations

Much of the park layouts and landscapes meet the basic Crime Prevention Through Environmental Design (CPTED) principles of good visibility and overall positive perceptions of public safety. Park safety conditions were generally good throughout the park system.

## Park Distribution & Gap Analysis

Understanding the known gaps in the park system and evaluating the City's existing levels of service for parks will provide a foundation for strategic planning to ensure that tomorrow's residents have equitable access to a balanced distribution of parks, trails, and recreation amenities to stay healthy and active.

To better understand the distribution of existing recreation amenities and where acquisition efforts should be considered, a gap analysis of the park system was conducted to examine and assess the community's current access to various recreation opportunities across the City.

The gap analysis used travelsheds for each park classification and calculated travel distances along the road network starting from known and accessible entry points at each park:

- For neighborhood parks, travelsheds were derived using a ¼-mile primary and ½-mile secondary service area with travel distances calculated along the road network starting from known and accessible park entries.
- For community parks, travelsheds were derived using ¼-mile, ½-mile, 1-mile and 2-mile travel distances to acknowledge that these park types (including athletic fields and the dog park) serve a wider array of users and driving to such sites is typical.
- Composite maps of all of the park classifications illustrate the entirety of City parks to the ¼-mile, ½-mile and 1-mile travelsheds.

Maps 2 through 5 illustrate the application of the distribution criteria from existing parks. Areas in white do not have a public park within reasonable distance of their home (e.g., ½-mile). The illustrated 'travelshed' for each existing Dayton park highlights that most areas within the City currently do have the desired proximity to a local park. However, striving to provide a neighborhood park within a reasonable distance (e.g., ½-mile) may require acquiring new park properties to serve future residences within the urban growth boundary.

As Dayton redevelops and acquisition opportunities are limited, the City should consider taking advantage of acquisition opportunities in the targeted locations shown on Map 6 and, as funding allows, to fill gaps and ensure an equitable distribution of park facilities. Also, the City should require developers building in the UGB to reserve an open space buffer between

future homes and adjacent Exclusive Farm Uses. While these generalized acquisition areas do not identify a specific parcel(s) for consideration, the area encompasses a broader region in which an acquisition would be ideally suited.

## Levels of Service

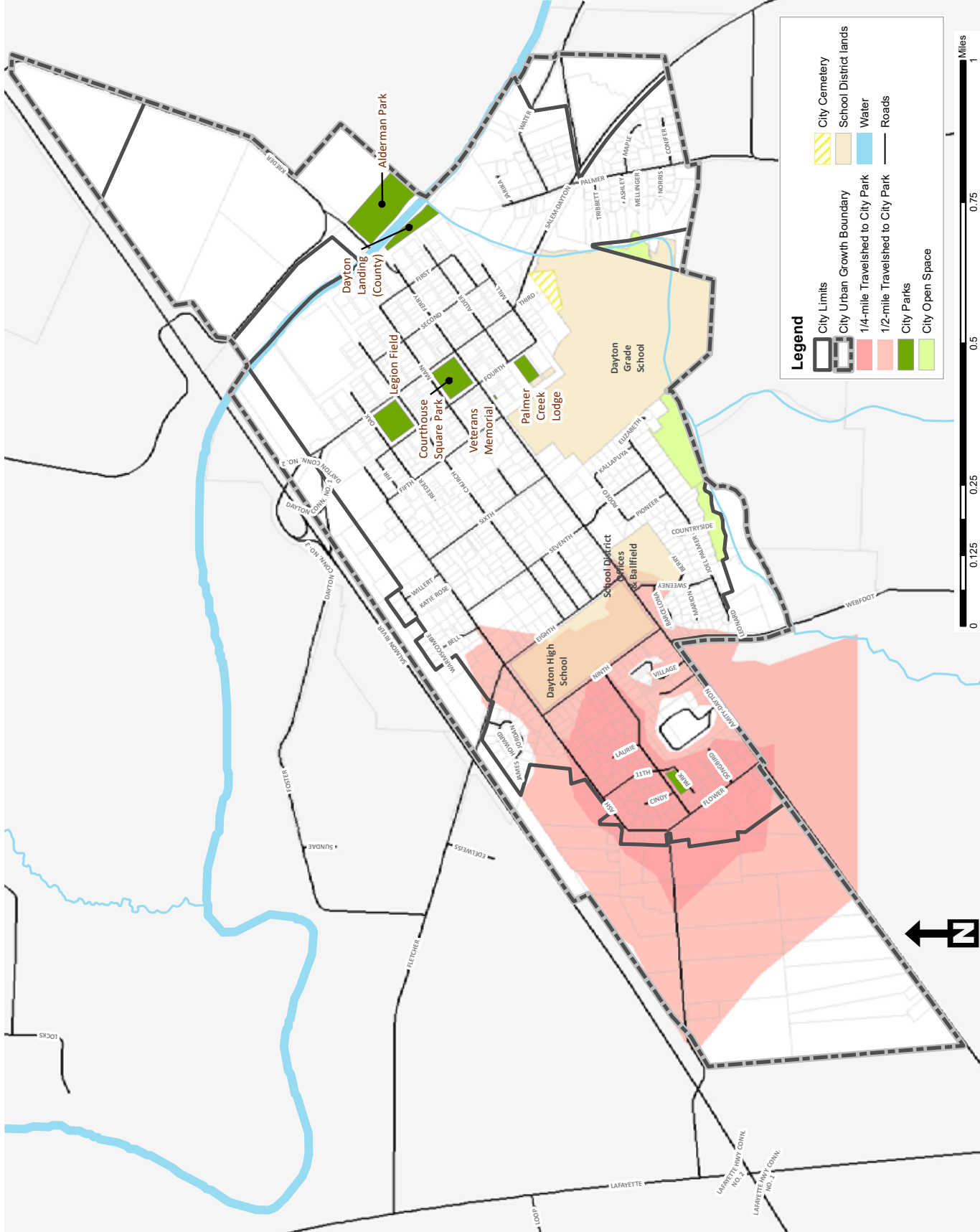
Service metrics provide a benchmark for measuring the City's performance in meeting community expectations for the provisions of parks, open space, and outdoor recreation facilities. A level of service is a snapshot in time of how well the City is meeting an adopted standard or other metric in the park system. A review of current levels of service guide the assessment of current quantities and qualities of parklands and facilities in Dayton, allowing for comparisons with other agencies across the country.

Traditionally, measurements have focused on acres of parkland per capita. While this metric is valuable, it should not be used exclusively. Instead, it serves as a starting point for exploring a range of customized and diverse approaches to evaluating the City's current LOS across various metrics. By considering a variety of factors, such as park accessibility, facility quality, amenity offerings, and community satisfaction, a more comprehensive understanding of park service provision can be achieved. This holistic approach ensures that the needs and preferences of the community are effectively addressed, and that parks and recreational facilities remain vital components of Dayton's quality of life.

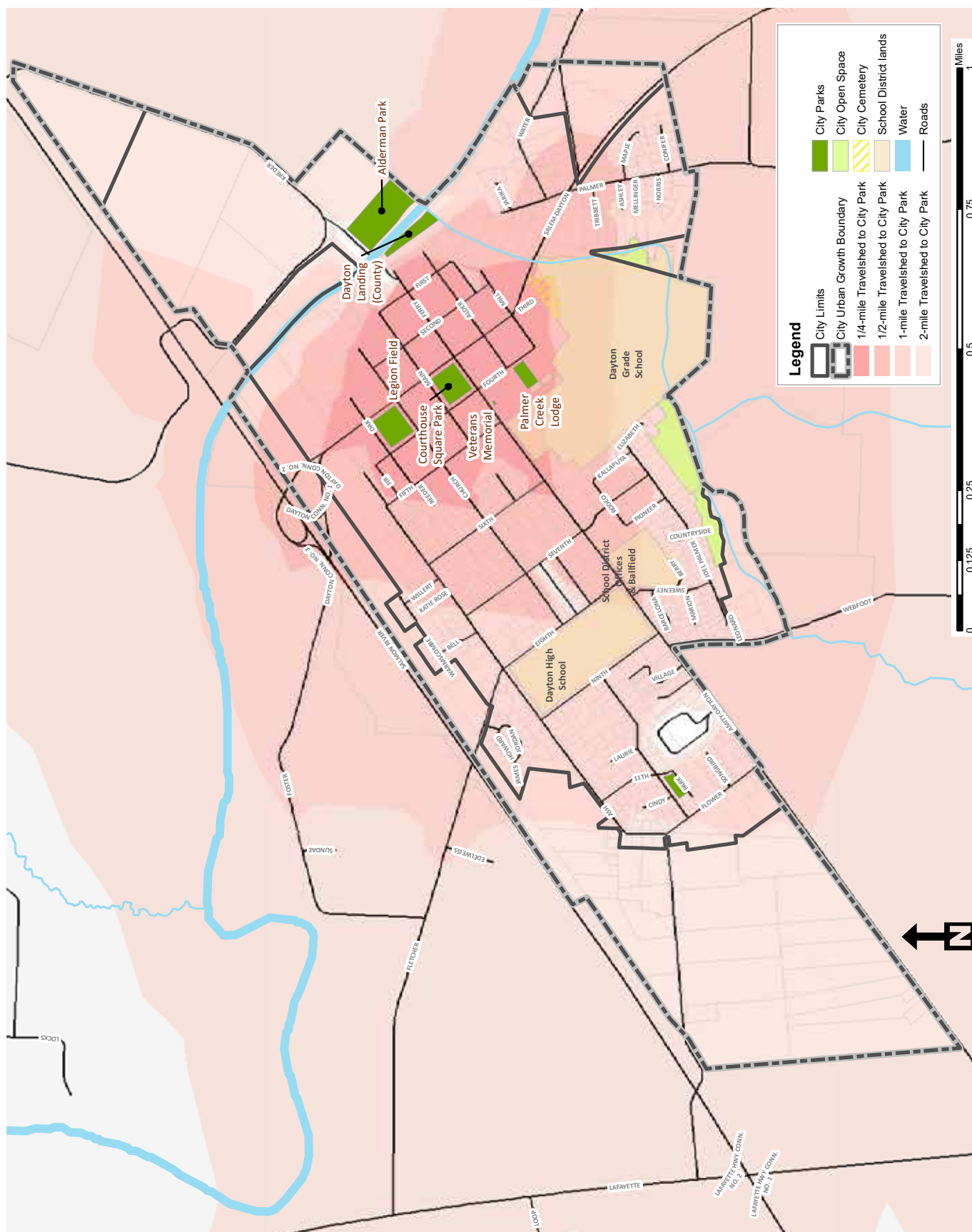
## National Recreation & Parks Association Agency Performance Review

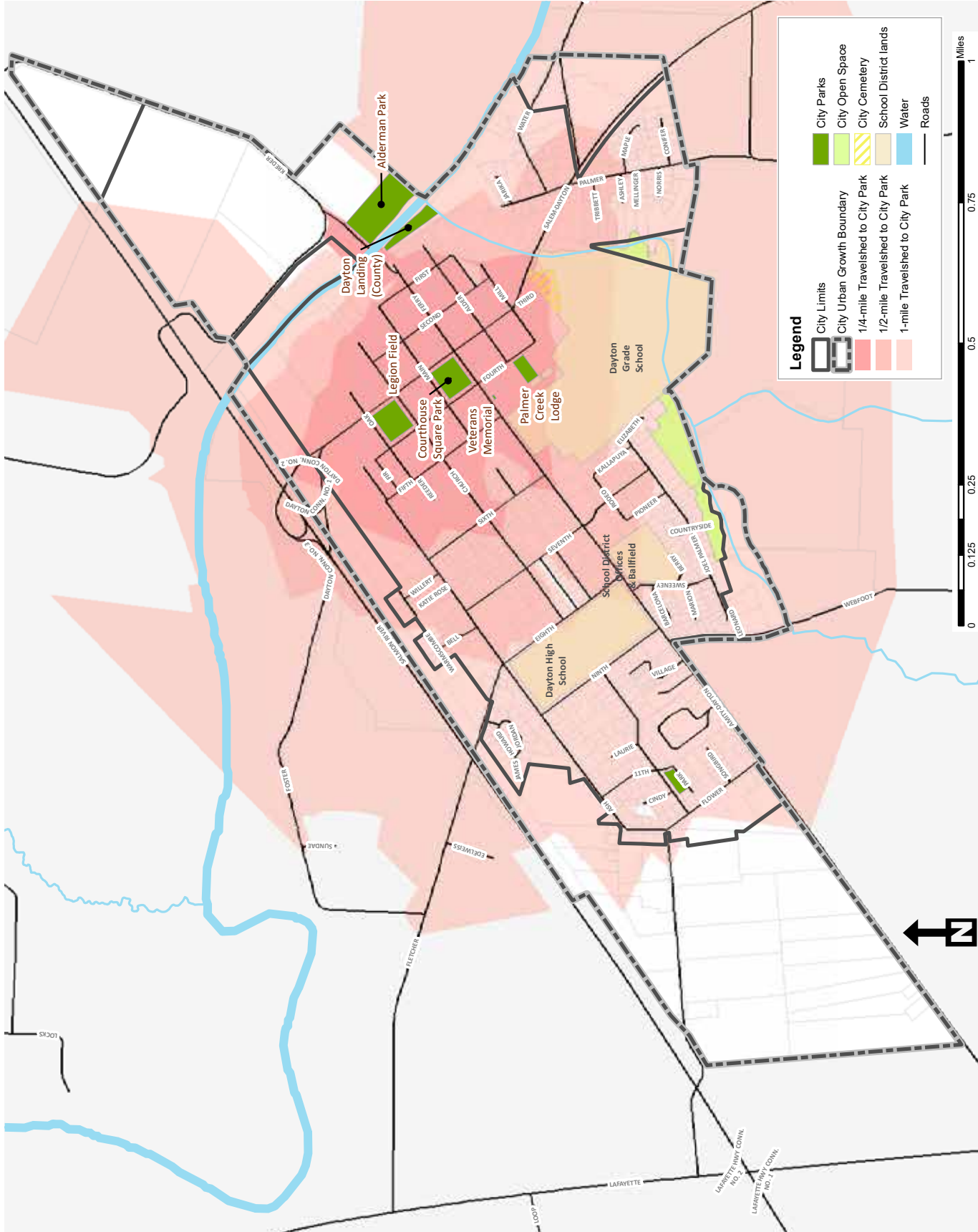
The 2025 National Recreation and Parks Association (NRPA) Agency Performance Review and accompanying Park Metrics provide comprehensive park and recreation-related data to inform park and recreation professionals and key stakeholders about the state of the industry. The 2025 NRPA Agency Performance Review presents data from more than 1,000 unique park and recreation agencies across the United States, as reported between 2022 and 2024. These data provide guidance to inform decisions and demonstrate the full breadth of service offerings and responsibilities of park and recreation agencies across the United States. This comparison of nationwide data with the City of





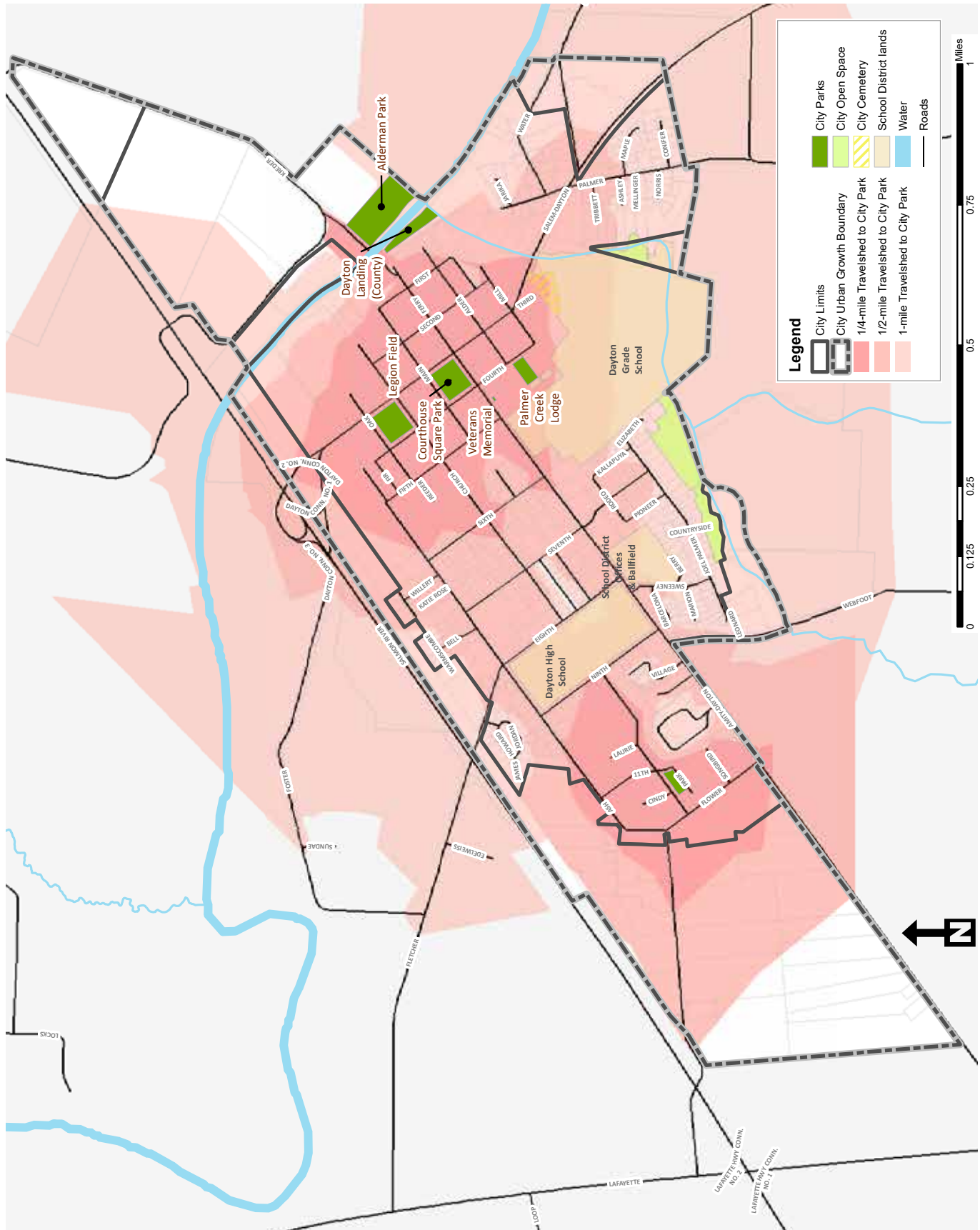
Map 2: Travelsheds for Neighborhood Parks (1/4-, 1/2-mile)





Map 4: Travelsheds for Community & Special Use Parks (1/4-, 1/2-, 1-mile)





Map 5: Travelsheds for Community, Neighborhood & Special Use Parks (1/4-, 1/2-, 1-mile)



Map 6: Potential Target Acquisition Areas

Dayton can provide guiding insights rather than target benchmarks.

The NRPA data are used to compare different park and recreation providers in communities across the country; however, the Park Metrics database relies on self-reporting by municipalities. Some agencies only include developed, active parks, while others include natural lands with limited or no improvements, amenities, or access. The comparative standards in the table on the following page should be viewed with this variability in mind.

Acreage-based Approach

The NRPA Agency Performance Review provides a comparative of parkland acreage metrics across a range of jurisdiction population sizes. Parkland refers to both maintained parks and open space areas, such as greenspaces and plazas. The current population of Dayton fits within the category of communities under 20,000 people. For that population category, the median is 10.2 acres of parkland per 1,000 residents. The current parkland acreage per 1,000 residents in Dayton is 6.9 acres per 1,000 residents, which is lower than the median and below the lower quartile for comparably-sized communities – based on a total parkland inventory of 18.7 acres and excludes the acreage of Dayton Landing.

Figure 14. NRPA Park Acreage Metrics by Jurisdiction Size per 1000 Population

Metric	All Agencies	Jurisdictions Less than 20,000 Pop.	Dayton
Residents per Park	2,411	1,001	381
Total Acres of Parkland per 1,000 Residents	10.2	12.9	6.9
Miles of Trails	16	4.0	1.2
Park & Recreation Staffing (FTEs)	59.2	13.8	0.7
FTEs per 10,000 Residents	8.6	13.7	2.6
Annual Operating Expenses	\$7,225,000	\$1,452,000	\$180,892
Operating Expenses per Capita	\$103	\$140	\$68

Park Amenity Metrics

Looking at the provision of recreation amenities within the park system provides another perspective on the adequacy of park service delivery. From the NRPA Park Metrics data, twelve amenities were compared with the median values from an aggregate of all agencies across the country, as well as from similarly-sized jurisdictions to that of Dayton, see Figure 15. The comparisons indicate that Dayton is not deficient in playgrounds, diamond (baseball) fields, dog parks, sport courts for basketball, as highlighted in green in the adjacent column. However, the City provides fewer rectangular (soccer) fields, synthetic turf fields, pickleball courts, splash pads, among other amenities, than the median of agencies reporting. Given Dayton’s modest park system and small population, these comparisons are understandable and to be expected.

As a caveat, the use of numeric standards is a limited tool to assess how well the City is delivering park and recreation services, since the numeric values alone neglect any recognition for the quality of the facilities or their distribution (i.e., the ease to which residents have reasonable, proximate access to park sites). Residents were particularly interested in the availability of trails, parks within a reasonable distance from their homes, and various park enhancements. The City should utilize these metrics to develop and amend the parks Capital Improvements Plan to put forward and execute on projects that aim to expand the capacity of the system and meet community needs.



Figure 15. NRPA Park Amenity Metrics by Jurisdiction Size

Amenities	All Agencies	Jurisdictions Less than 20,000 Pop.	Dayton	
Amenity	Number of People per Amenity			
Playgrounds	3,737	2,000	1,352	meet/exceed median comparables
Diamond fields	4,749	1,958	2,704	meet/exceed median comparables
Rectangular Field	5,946	2,578	NA	below median comparables
Rectangular Field (synthetic)	46,833	11,028	NA	below median comparables
Community Gardens	35,065	8,800	NA	below median comparables
Dog Parks	47,247	10,188	2,704	meet/exceed median comparables
Splash pad / spray grounds	49,392	13,391	NA	below median comparables
Skate Parks	55,772	10,776	NA	below median comparables
Tennis Courts (outdoor)	6,794	3,500	NA	below median comparables
Pickleball Courts (outdoor)	10,419	3,483	NA	below median comparables
Multi-Use Courts (outdoor)	23,739	3,900	NA	below median comparables
Basketball Courts (outdoor)	8,500	4,479	1,352	meet/exceed median comparables

## Park Development Considerations

The City is poised to offer residents a more diverse range of recreational experiences, while creating destinations that attract and engage park users. The following concept sketches were prepared with the intent only to represent potential amenities to include consistent with the size and programming capacity of each site and do not represent specific recommendations. The City will conduct additional public outreach to prepare community-based site master plans for each property to determine the ultimate mix of amenities and site development to align the designs with the public's needs. Once master plans have been adopted, phased park development should be planned as part of the capital facilities program.



## Legion Field

In the event that additional or renovated sport fields are provided at the elementary school, Legion Field could be considered for redevelopment as a multi-purpose community park and outdoor recreation facility with amenities for all ages, from active sport to passive walking and wildlife viewing. To test the potential for what the park could provide, the conceptual sketch (Figure 16) proposes formal parking spaces along Church and 4th Streets with handicapped spaces and accessible entries into the park. A paved loop pathway circles to upper plateau with connections to the perimeter sidewalks along Oak Street and Oregon Route 221. Restrooms,

splash pad, playground, pickleball courts and skate spot are oriented near the picnic shelter and open plaza. Picnic tables (not illustrated) in the shelter and along the paved loop path provide several options for picnicking. Benches (not illustrated) would be located strategically at the playground, splash pad and pickleball courts and along the loop pathway. Shade trees would be planted to enhance active use spaces, along the loop pathway and at the edges of the existing wooded area. An open mown grass lawn area would allow for informal play and picnicking.

Figure 16. Conceptual Sketch of Potential Site Redevelopment for Legion Field





## Dayton Landing

If the City secures Dayton Landing from Yamhill County, the site could undergo a community-led master plan to refine the potential renovation and development for this unique river access facility. Upgraded vehicular circulation and parking for cars and vehicles with boat trailers, two small picnic shelters with picnic tables, and benches along the pathway could enhance and support water-based activities. A formal connection to the future Palmer

Creek Trail could link the two small picnic shelters to the pedestrian bridge with a paved pathway. Shade trees could provide both aesthetic and habitat value for the river edge environment. The future management of the park's landscape would include the removal of non-native plants, such as English ivy, and strategically open up views to the river.

Figure 17. Conceptual Sketch of Potential Site Redevelopment for Dayton Landing





## Other Park System Recommendations

### Accessibility Improvements

Minor improvements to access, such as providing ramped entrances to playgrounds or stable surface access to site furnishings, are necessary to conform to the Americans with Disabilities Act (ADA) and ensure universal accessibility. The capital project list assumes that each new improvement within a park will be designed with ADA compliance in mind. The City should make improvements to existing parks as needed to ensure proper maintenance, usability and quality of park features and grounds.

### Wayfinding, Signage & Communications

Parks, trails, and other public open spaces are the primary targets for unifying an urban environment into a cohesive, accessible, and connected community through an identifiable wayfinding program. Dayton should pursue a comprehensive wayfinding program that includes both visual graphic standards and site furnishing standards. Colors, sign types, and information can help users navigate the outdoor recreation experiences offered by the City.

Also, to broaden public awareness, the City's website should be expanded to facilitate quick

links to popular destinations and be designed with mobile users in mind, either through a mobile-friendly site or a web-based application. The City should consider introducing and utilizing QR codes or comparable technology on signage as a means to share with or receive information from visitors about maintenance, restoration or monitoring data

### Special Events

The City supports several special events annually that provide gathering opportunities, celebrations and activation of City parks. While not every event is hosted or run by the City, these special events draw the community together, are popular with residents, and attract visitors from outside Dayton.

Community gathering and special events should continue to be an area of emphasis; however, the overall number and breadth of special events should be carefully managed to align with the availability of resources and impacts to general park and facility use. Other community groups should be encouraged to be the primary funders and organizers of as many community-wide events as possible. A structured approach will help the City manage the growth of these popular offerings; ensure high-quality, adequately resourced events; and enlist community sponsorships, partnerships, and support.

## Inclusion & Universal Access

Across the country, local municipalities and park and recreation providers with older public infrastructure have been upgrading their facilities to comply with the outdoor recreation guidelines for universal access and the Americans with Disabilities Act (ADA). The removal of existing architectural barriers in park facilities has been ongoing and should continue until renovations, upgrades and newer construction provide barrier-free access to all users. Access and inclusion in public parks extends beyond the physical amenities and incorporates considerations of language, technology, wayfinding, program equity, and equitable geographic distribution of facilities.

Park and recreation agencies are in a unique position to champion efforts that advance diversity, equity, and inclusion (DEI). By assuring representation of diverse life experiences and voices, park and recreation professionals will better reflect the communities their agencies serve. Inequity is the ultimate challenge facing the nation, and park and recreation agencies can make a profound difference.



## Recreational Trails

Trails and paths provide people with valuable links between neighborhoods, parks, schools, and other destinations. Expanding trail system connections was identified as one of the priorities during the community engagement process, and, in the community survey, residents showed strong support for expanding, improving, and maintaining walking and nature trails, especially the Palmer Creek Trail. Investing in trails is essential to maintaining a healthy and livable community by enhancing walking opportunities and promoting alternatives to vehicle use.

### Trail Trends

Walking and hiking remain the most popular recreational activities both nationally and regionally. Over the past decade, national recreation studies have consistently ranked walking and hiking as the top forms of outdoor recreation (see Appendix D for summaries of recreation trends). The 2019 COVID pandemic significantly impacted outdoor recreation, with trail use surging as many people turned to walking and bicycling for their daily exercise. This shift led to increased usage and crowded trailhead parking, challenging local and regional park agencies.

According to the 2023 Outdoor Participation Trends report by the Outdoor Foundation, hiking is the most popular outdoor activity, with 881,000 new hikers in 2022. Hiking is considered a “gateway activity” that encourages participation in other outdoor recreation activities. Running boasts the highest average outings per runner (54 per year), and biking saw an annual growth of 22.9%, with 54.7 million cyclists across all categories (road, BMX, mountain). Notably, participation among seniors (65 and older) in outdoor activities grew by 16.8% between 2019 and 2021. Trails are essential infrastructure for these and other outdoor activities.

The annual study from the National Recreation and Parks Association of how Americans use their parks determined that people who live near parks and recreation facilities are more likely to arrive at that park by walking, biking or running, with walking being the most common method of transport.

Additionally, with the rapid increase in electric-assist mobility devices and the potential for user conflicts due to increased speeds, Dayton should stay informed on best management practices to

ensure safety for all trail users and promote trail etiquette on any future shared-use or regional trails.

### Community Insights

Feedback from the community survey and online open house provided valuable local insights into current usage and interests in various recreation amenities, including trails. While the most popular reason for visiting Dayton parks is to attend a community event (81% of survey respondents), the community survey revealed that 61% of park visitors go to parks to walk or run. About two-thirds of survey respondents would like to see more walking and biking trails (72%).

Large majorities of survey respondents were either very or somewhat interested in developing and extending the Palmer Creek Trail (83%). When asked about priority park and recreation investments survey answers favored an extended trail system for walking and cycling.

From numerous write-in responses, many respondents voiced their support for expanding, improving, and maintaining walking and nature trails, especially the Palmer Creek Trail. Respondents would like to see more trail signage, bike lanes, and connectivity via the trail and larger active transportation system to nearby towns and natural features like the river.

Community feedback from the stakeholder group meeting also identified future trail system improvements such as the Palmer Creek Trail being extended to Alderman Park to the northeast and to the edge of the UGB to the west.

### Trail Types

Recreational trail classification systems are usually designed around a tiered network comprising three primary trail categories: Regional, Connector, and Park/Local Trails. Each category serves a distinct purpose and caters to varying levels of use, which dictates the trail width, material, and recommended support facilities. While Dayton does not yet have enough distinct trail types to warrant a classification system, the following categories may be useful in determining the scale of future trail projects.

Regional Trails

Regional trails form the backbone of a trail network, providing long-distance routes that connect multiple cities and significant recreational areas. These trails are designed for high-intensity use and to accommodate various activities, including walking, running, cycling, and sometimes equestrian activities. Due to their extensive reach and heavy usage, regional trails typically feature:

- Wider Paths: Regional trails often have 12 feet or more widths to support multiple users simultaneously.
- Durable Surfaces: Paved or hard-packed surfaces to withstand heavy traffic and accommodate all-weather use. Boardwalks, elevated spans, or other appropriate surfacing to traverse sensitive areas.
- Support Facilities: Ample amenities such as restrooms, water stations, seating areas, and informative signage to enhance user experience and safety.

Connector Trails

Connector trails serve as vital links between regional trails, local parks, neighborhoods, and other points of interest. These trails support moderate to high usage and are crucial for creating a cohesive network. Key characteristics include:

- Moderate Width: Typically, 8-12 feet to balance usability and environmental impact.
- Varied Surfaces: Depending on the surrounding environment and anticipated use, surfaces may range from paved to compacted gravel. Stable surfaces accommodate strollers/wheeled access even if not fully ADA compliant. Boardwalks, elevated spans, or other appropriate surfacing to traverse sensitive areas.
- Basic Facilities: Essential amenities include benches, directional signs, and occasional restrooms or water fountains.

Park/Local Trails

Park/local trails are designed for more localized, lower-intensity use within parks, neighborhoods, and community areas. These trails prioritize accessibility and recreational enjoyment for residents and visitors, featuring:

- Narrower Paths: Usually 4-8 feet wide, sufficient for walkers, runners, and casual cyclists.
- Soft or Natural Surfaces: Including dirt, mulch, or grass to blend seamlessly with the natural surroundings.
- Minimal Facilities: Focus on maintaining the natural environment, with limited but essential amenities such as benches and waste disposal stations.

Water Trails (along the Yamhill to the Willamette River)

Water trails are designated routes on navigable water bodies such as rivers, lakes, and coastal areas, primarily for kayaking, canoeing, and other non-motorized watercraft activities. Features of water trails include:

- Launch Sites: Clearly marked access points for launching and landing watercraft.
- Safety and Navigation Aids: Buoys, markers, and signage to assist with navigation and ensure user safety.
- Support Facilities: Often located at key points along the trail, including rest areas, picnic spots, and campsites.

The integration of these trail categories ensures a comprehensive and interconnected trail network that accommodates various recreational needs and enhances the overall accessibility of the City's outdoor spaces. This tiered approach supports a wide range of activities and promotes sustainable

Figure 18. Dayton Trail Classifications

Classification	Function	Use Type	Users	Surfacing	Width
Regional Trail	Major connections through community and beyond	Multi-use	Pedestrians, cyclists, skaters. Equestrians (where feasible)	Asphalt, concrete, boardwalk.	12-18'
Connector Trail	Connects parks, trails, neighborhoods and destinations	Multi-use	Pedestrians, cyclists, skaters.	Asphalt, concrete, boardwalk. Gravel, possible.	8-12'
Park / Local Trail	Interior loops or point-to-point routes in public spaces.	Multi- or single use	Pedestrians, cyclists, skaters.	Asphalt, concrete, boardwalk. Gravel, native soil, forest duff, wood chips also possible.	2-10'



use and preservation of natural resources. The strategic development and maintenance of these trails are essential for fostering community health, recreation, and environmental stewardship.

Specific trail alignments must be determined through a site plan engineering and review process that considers appropriate trail design characteristics in conjunction with natural resource sensitivities, as well as applicability for universal access. Trails are built infrastructure and often involve some grading, soil displacement, potential vegetation removal, and improvements for trailheads and access. While trails can be designed for minimal environmental impact, their alignment and design require site-specific solutions that balance the intended purpose of the trail with meeting applicable land use and environmental codes and regulations.

## Existing Trail Inventory

The City of Dayton currently connects to the Yamhill River through the County's Dayton Landing. This water trail allows boaters and paddlers to connect downstream to the Willamette River. The Palmer Creek Trail could provide connections beyond what currently exists along the backside of school district property to connect to Dayton Landing and Alderman Park and reach into future neighborhoods to the west. A more fully developed network of trails and pathways will significantly enhance the City's walkability.

## Internal Park Trails

As Dayton's city parks redevelop and add recreational amenities, those parks should include paved pathways that connect various outdoor recreation amenities. These internal park trails



## Trails for Walkable Communities

Parks are known to contribute to a healthier community by providing accessible outdoor recreation particularly through the inclusion of walking trails. Getting to a park by foot or bike can also offer a healthier option than driving a car. In the NRPA publication *Safe Routes to Parks*, the elements of walkable, healthy community design are outlined as convenience, comfort, access and design, safety, and the park itself. Sidewalks, bikeways, and trails should provide

an integrated alternative transportation system for residents to access parks and other destinations within their community. As further emphasis for the importance of a walkable community to promote public health, the Surgeon General has issued a Call to Action to "step it up" and promote more walking and build a more walkable world. A more connected network of trails, sidewalks, and bike lanes with links to public transit also provides economic values.

are essential for universal accessibility and ADA compliance. They can also enhance recreational opportunities and provide convenient access points to adjacent neighborhoods, fostering greater connectivity within the community.

## Trail System Design

Trail systems may include different trails tailored to different conditions and user needs. Establishing guidelines for trail planning and developing trail design standards helps create a cohesive trail system. This approach directs the appropriate establishment of new trails and guides the maintenance and upgrades of existing trails. Establishing and reinforcing a recreational trail classification enables a framework for trail design and facilitates the prioritization of proposed trail enhancements and development.

The following recommendations provide general planning-level guidelines for future trail system considerations. A comprehensive non-motorized trail system plan is recommended to provide more alignment and design details, priorities for implementation, and coordination with the City's transportation planning, including cost estimates for implementation.

## Cross Sections, Access & Alignments

Future trail network growth must balance optimal user experience and connectivity with practical considerations like cost, regulatory compliance, and availability. Alignments should accommodate different use types (i.e., commuter vs. recreational/destination-oriented) and consider interim solutions, such as wider sidewalks or routes that utilize existing or planned sanitary sewer, water, stormwater, or dry utility corridors. Ensuring local trails connect to regional, connector, or park trails is crucial for reducing reliance on trailheads and enhancing access.

## Trailheads

Safe, convenient entryways expand trail network access and are essential for a successful system. Trailheads typically include parking, kiosks, and signage and may also feature site furnishings like trash receptacles, benches, restrooms, drinking fountains, bike repair stations, and bike racks. Recent trailhead installations have included electric bike charging stations to support alternative transportation modes. Trailheads can be located within public parks and open spaces or provided

through interagency agreements with partners (e.g., county, school district). Specific designs and layouts should consider intended user groups and unique site conditions.

## Areas of Respite

Rest areas along trail segments enhance the user experience by offering places to rest, enjoy natural settings, or socialize. These areas, distinct from trailheads, can include pull-offs with benches or picnic tables, observation platforms, or interpretive signs. They should be integrated into the emergency response system with identifying codes for locator information.

## Trail Signs & Wayfinding

Enhanced signage and consistent brand identification can significantly increase awareness of recreational opportunities for residents and visitors. A coordinated signage system is essential for facilitating a successful trail network. This system should inform, orient, and educate users about the trail system and appropriate trail etiquette. A comprehensive and consistent signage system includes:

- **Directional and Regulatory Signs:** Clearly indicate directions and regulatory information to ensure user safety and compliance with trail rules.
- **Trail User Etiquette and Hierarchy Signs:** Educate users on proper trail behavior and right-of-way practices to promote safety and courtesy among different trail users.
- **Continuous Route Signage:** Provide route identification and wayfinding to help users navigate the trail network seamlessly.
- **Mileage Markers:** Display periodic information regarding distances to areas of interest, helping users gauge their progress and plan their trips.
- **Warning Signs:** Alert users to upcoming trail transitions, potential conflicts with motor vehicles, and other hazards to ensure safety.
- **Interpretive Information:** Offer educational content about the ecological, historical, and cultural features along the trails, enhancing the user experience.
- **QR Codes:** Provide links to additional information and resources, allowing users to access more detailed content via smartphones.

## Trail System Recommendations

By adopting a connectivity-focused approach, Dayton can ensure that the expanding trail network is well-integrated and provides residents with seamless access to recreational trails. This strategy will support a cohesive and user-friendly trail system that meets the community's recreation, transportation and overall quality of life needs.

### Connectivity Over Mileage

As with transportation planning, recreational trail planning should prioritize connectivity as a performance metric rather than mileage. Relying on a mileage standard or metric for level of service for paths within Dayton will result in limited and inadequate assessment of community needs, with little consideration for improved connectivity.

### Local Park Access

Interior park trails should connect smoothly with sidewalks and provide information on connecting to nearby trail segments. The community survey and online open house comments supported additional trail development and walking opportunities.

As illustrated on Map 7: Proposed Recreational Trail System, future recreational trail connections reflect community interests and preferences from surveys and other engagements. The proposed trail system enables additional connections to the Palmer Creek Trail and includes an extended trail alignment into the UGB as that area develops more residential housing in the future. The map also reinforces the potential for trailhead improvements at Dayton Landing for better access and support of the Yamhill River water trail.

### Planning Coordination

Achieving future recreational trail connections will require coordination with transportation improvements and land development. This Plan recommends a connectivity goal to enhance off-street linkages between parks and major destinations, which supplement future pedestrian and bicycle connections that utilize in right-of-way alignments and are shown in the Transportation System Plan. The City also should continue to coordinate with Yamhill County and area partners to consider and future opportunities for regional trail connections linking Dayton to other communities.



*I would love more trail options and marked trails. I didn't grow up here, so I don't always know where they are.."*

- Survey respondent

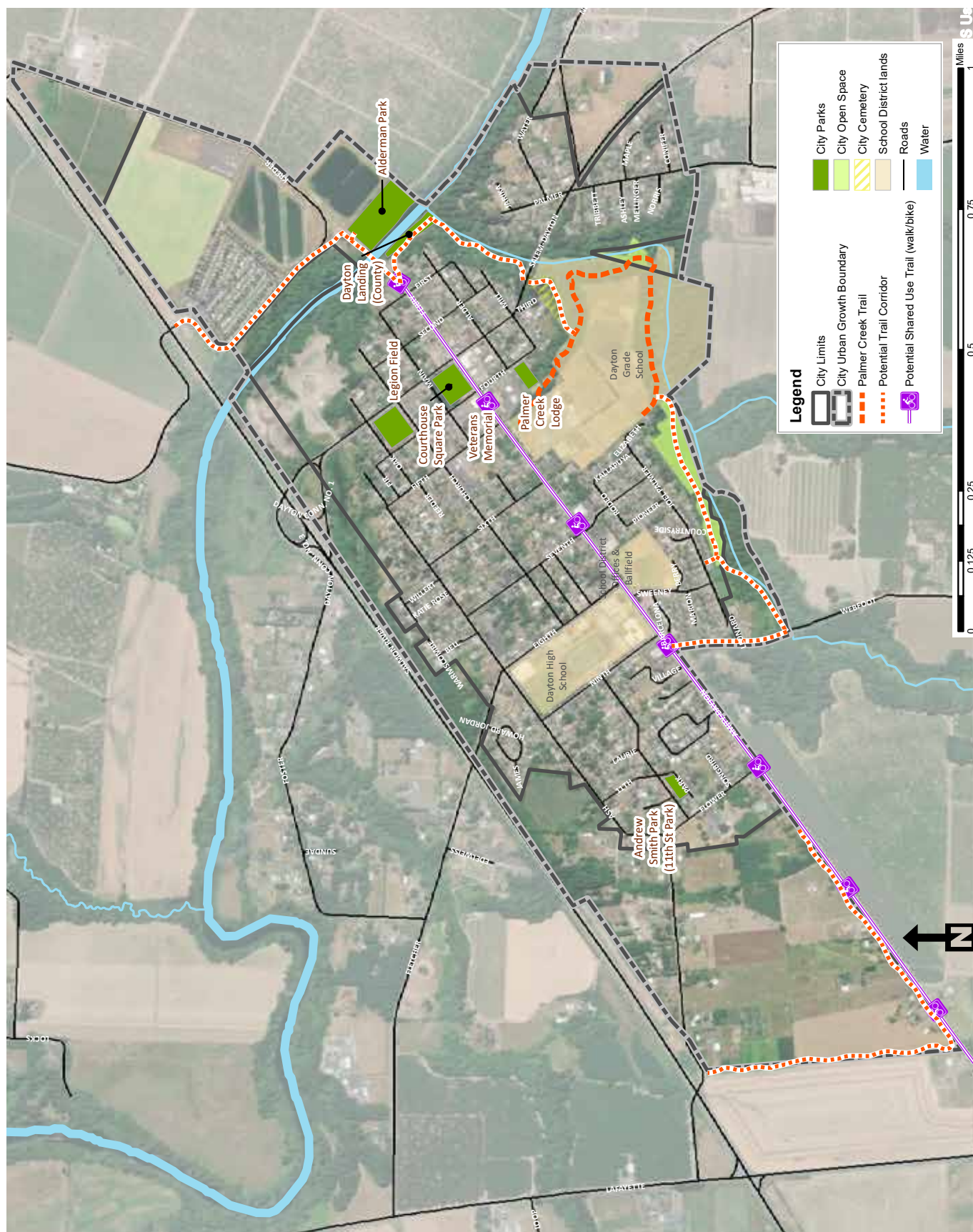
### Acquisitions & Development for Trail Connections

Additional trail connections, sidewalk improvements, and bike lanes are needed to link destinations and promote walkability and healthier lifestyles. The City should actively pursue the acquisition of easements, corridors and parcels to create comprehensive linkages for Dayton's recreational trail system. Coordination between parks and transportation funding sources is essential for planning the most appropriate links. The City also should require new developments to provide bike and pedestrian access to contribute to a city-wide network of non-motorized transportation options, and it should aim to implement ADA guidelines for trails where reasonable.

### Trail System Signage

As the trail network grows, it is recommended that detailed trail signage standards, wayfinding signage for trails and associated facilities, and informational maps and materials identifying existing and planned trail facilities, be designed and implemented to improve user experiences. This signage system could be coordinated with park signage styles, colors, fonts and materials to provide a uniform look to Dayton's public spaces.





## Operations & Maintenance

The provision of parks and recreation services generally fall within Dayton's Public Works Department. Parks operations, in general, are tasked with providing a variety of outdoor recreational opportunities and facilities that includes acquisition, development, planning, maintenance, and enhancement of park lands and trails. The Public Works staff address on-going maintenance and repair of support facilities. City staff contribute to park-related events such as summer "Friday Nights", National Night Out, and the annual tree lighting ceremony, in coordination with the Community Events Committee when activities are utilizing city facilities.

The City's Adopted 2023-2024 Budget allocates portions of staff time from seven different FTE positions to fill the need for planning, coordination and maintenance of the park system. From a small percentage of the City Manager's time, Accountant and Office Specialist to ten percent of the Public Works Supervisor and 52% of three maintenance operations staff, the allocated FTE shares currently covers the park system's operational needs. As future capital park projects are initiated, more time will need to be directed at planning and managing those significant park improvement projects. Dayton's park system does not yet warrant a formal Parks Department or a fully designated parks employee. However, comparisons with national and regional park providers can provide some insight into predicting the future needs for Dayton's park staffing.

This park planning update considers the level of staffing for Dayton park operations and maintenance through comparisons with both nation-wide park and recreation providers, as well as some selected cities in western Oregon to ascertain the existing work load measured against capacity.

### National Park & Recreation Agency Comparisons

The National Recreation and Park Association (NRPA) 2024 Agency Performance Review provides metrics that offer perspectives on comparisons for the Dayton park system. Selected findings from this nationwide benchmarking tool illustrates comparison metrics with national medians and with park and recreation provider jurisdictions within similar population size brackets.

It should be noted that park and recreation providers can vary greatly across the country in terms of services, infrastructure, and system-wide parklands. Using NRPA metrics provides a "first flush" at examining how Dayton currently is providing for and operating park and recreation facilities.

From the NRPA metrics, the smallest community size is "under 20,000", so the overview of NRPA agency performance metrics does not fairly compare Dayton as a park system to other park and recreation providers across the nation. With a population of under 3,000 residents, Dayton's level of service understandably falls below parkland acreage per resident (3.6 acres/1,000) compared to the typical agency in jurisdictions with less than 20,000 residents (12.6 acres/1,000).

Looking across the spectrum of park and recreation providers as different population sizes, Dayton's 0.7 allocated park FTEs also are well below the median for jurisdictions with less than 20,000 residents. Communities within the 'under 20,000' category have a median of 14 park and recreation FTEs. However, Dayton's measure of residents per park facility (381) indicates much less population pressure on existing park acreage compared to the other agencies.

The NRPA Agency Performance Report also offers an examination of the differing levels of investment in public park systems across the span of different community populations. Park and recreation agencies serving larger populations tend to have lower operating expenditures ratios than do agencies serving small- and medium-sized jurisdictions. The typical park and recreation agency serving a jurisdiction with less than 20,000 people spends a median of \$9,777 per acre of park and non-park sites. Due in part to its limited number of park facilities, Dayton's spending per park facilities seems very high at \$25,842. Looking at the expenditure per acre of parkland for Dayton measures at \$19,041.

Figure 19. NRPA 2024 Agency Performance Metrics for Investment Levels

	All Agencies	Less than 20,000	20,000-49,999	50,000-99,999	100,000-250,000	More than 250,000
Median	\$99.47	\$135.53	\$114.81	\$120.72	\$87.10	\$57.61
Lower Quartile	\$53.44	\$74.22	\$62.32	\$74.14	\$39.69	\$24.47
Upper Quartile	\$183.96	\$263.21	\$226.13	\$196.53	\$160.76	\$97.91

Figure 20. NRPA 2024 Agency Performance Compared with Dayton - Investment Metrics

Performance Measure	NRPA Median		
	All Agencies	Less than 20,000	Dayton
Residents per Park	2,386	1,172	386
Annual Operating Expenses	\$6,453,357	\$1,451,763	\$180,892
Operating Expenses per Capita	\$99.47	\$135.53	\$66.90
Spending per Park/Non-Park	\$8,260	\$9,777	\$25,842
Spending per FTE	\$110,912	\$101,304	\$258,417
Five-Year Capital Spending	\$12,000,000	\$1,814,200	-
Park & Recreation Staffing (FTEs)	57.6	14	0.7
FTEs per 10,000 Residents	8.9	13.7	2.6
Total Acres of Parkland per 1,000 Residents	10.6	12.6	7.0
Miles of Trails	16	4.5	1.2

Operating expenditures per capita indicated Dayton's spending (\$67.88) as much lower than other NRPA agencies that ranged from medians of \$99.47 to \$135.53. The annual park operating budget was about 12% compared to other communities under 20,000 residents. Considering the gap in community size that creates a wide range in comparative data, there may be more value in comparing Dayton with similar-sized cities in Oregon. As Dayton grows with redevelopment and future growth boundary development, the demand to provide new and more complex park facilities to its system will affect its comparisons with other similar-sized communities.

### Oregon Cities Park and Recreation Provider Comparisons

Park and recreation operations and resource needs can be highly variable, particularly at different population sizes and residential densities. A more refined comparison of park metrics was prepared using several cities in Oregon with population sizes similar to that of Dayton. The selected cities also contained some aspects of potential future growth that was predicted to trigger their future park system expansion.

Even with comparisons of similar-sized cities in Oregon, the variability of park systems and operational differences can vary on a number of aspects of park and recreation provision. Capital spending across these park and recreation agencies were highly variable from year to year based on project schedules, funding resources, etc. Some systems do not provide any measurable recreation programming while others invest highly in community-sponsored events and activities. While the performance metrics illustrate that Dayton is providing an adequate labor force for its current system, new projects and expanded activities will likely trigger additional FTE needs.

Scanning the comparative metrics from these five communities offers a more realistic look at levels of service and amounts of financial investment. While there are still some diverse ranges, it should be noted that capital spending can vary significantly with pending park projects that may be underwritten by outside grant funding and triggered by waves of new residential development.



Figure 21. Park and Recreation Agency Comparison with Similar-Sized Oregon Park Providers

Performance Measure	Dayton	Wood Village	Vale*	North Plains	Coquille
Population (2023)	2,665	4,387	2,200	3,378	4,015
Park & Recreation Total Budget	\$180,892	\$1,062,658	\$139,233	\$420,913	\$144,491
Spending per Resident	\$67.88	\$242.23	\$63.29	\$124.60	\$35.99
Annual Capital Spending (5-yr average)	-	\$832,500	\$14,248	0	\$813,948
Capital Spending per Resident	-	\$189.77	\$6.48	0	\$202.73
Park & Recreation FTE	0.7	1	-	1.2	-
Park & Rec FTE per 10,000 Population	3	2.28	-	3.6	-
Total Developed Parks (acres)	9.5	25	24	10.5	19.1
Park Acres per 1,000 Population	3.6	5.7	10.9	3.1	4.8
Total Parks & Natural Areas (acres)	9.5	25	24.0	10.5	169.12
Parkland Acres per 1,000 Population	3.6	5.7	10.9	3.1	42.1
Parkland Acres per FTE	13.6	25.0	-	8.75	-
Square Miles (land only)	0.8	0.94	1.1	1.09	2.76
Population Density (pop./sq. mi.)	3,173	4,667	1,930	3,099	1,455
Park Facilities (number)	7	2	6	6	8

\*The City of Vale has a public pool that comprises most of its P&R operating budget.

## Asset Management & Life Cycle Planning

As part of park operations, the management of physical assets requires proactive planning for capture cost efficiencies. Tracking repairs, maintenance tasks, routine operations and seasonal work can help predict the needs for future labor resources as the system grows. While Dayton's park system is small, integrating an asset management program could provide accurate data for how future park facilities will need to be managed and staffed. This PMP Plan recommends developing a detailed list of the assets at each park facility site and evaluating asset conditions annually. This task creates a framework for long-term management of the Dayton park system. Detailed inventories with conditions tracking will help predict replacement needs, monitor safe use, and assist in assigning maintenance frequency.

Most built park amenities have limited lifespans. Buildings, play equipment, pavement, etc. can be tracked from installation dates. As repairs are needed, those assets can have predictable replacement dates that are added to the capital facilities program. Life-cycle planning can help avoid extra time spent repairing outdated amenities and foster more cost effective labor resource use.

Beyond managing park assets to ensure a safe and enjoyable park infrastructure, the asset management system can be utilized to track more accurately the labor hours required to perform the many tasks involved in caring for park facilities. Active tracking can much better predict the ability to reach targeted levels of service for keeping parks clean and in good condition.

## Staffing Needs

The assessments and comparisons of park conditions have indicated that Dayton is currently handling the maintenance of its park system. However, the future conversion of Legion Field (that now lies mostly dormant with little maintenance demand) will likely trigger the need for double the allocation of maintenance labor hours.

Dayton has a number of upcoming and significant park projects. Managing this spectrum of work will require dedicated leadership time and once completed these additional park improvements will require increased labor staffing to adequately provide upkeep.

While an asset management tracking system could provide the most accurate predictions that would be specific for labor needs for the Dayton park system, some measurements from composite park

staffing references may shed light on approximate future staffing needs. Compiled from a series of other park providers, the table below offers an estimated labor needs for several types of planned park facilities.

Figure 22. Park Performance from Park & Rec Providers

Predictive Labor Staffing Needs*	Future Park Acres	Labor Hrs/Acre*	Total Labor Hours	FTE # (1,820/yr)
Neighborhood Park	0.5	152	76.0	0.04
Community Parks	6.3	111	699.3	0.38
Special Use Areas**	6.9	111	769.2	0.42
Open Space/Natural Areas	5.4	21	113.4	0.06
FTEs needed after Conversion of Legion Field to Community Park				0.91

\*Source: 5-year averages for labor hours/acre from PacNW P&R provider.

\*\* Special Use Areas include Brookside Cemetary, Alderman Park Palmer Creek Lodge campus & Dayton Landing

When a typical neighborhood park is fully developed and averages about 4 acres of developed amenities, one full-time employee could be expected to provide adequate maintenance services for four parks. Tasks include litter control, mowing, landscape maintenance, playground inspections and would assume time for travelling to and from each park. With predicted greater acreage and higher expected levels of public use, a newly added community park may require more than one FTE to provide the expected level of service. Depending on its size and variety of provided amenities, community parks can require 0.75 to 1.25 FTEs for each park. Special Use areas like riverfront spaces and active sports fields generally accommodate large and repeated numbers of users, generating more wear and tear and triggering higher litter control needs. These highly visible and important public spaces will need special attention from parks crews.

Currently, parks maintenance is shared among several public works crew members. Specialized horticultural, grounds and arboricultural skills or training are not in-house. Tree work is out-sourced on an as-needed basis. As existing irrigation systems are upgraded and landscaping improvements implemented along with other park improvements, it could be valuable to encourage skill development that addresses more-focused park infrastructures both green and built. Turf management and horticultural classes can provide valuable knowledge about timing and

implementation of a wide variety of landscape practices (mowing heights, irrigation intervals, fertilization timing, etc.).

The six-year capital facilities plan should be coordinated with the planning and budgeting of future staffing resources to coordinate the growth of Dayton’s park system.



# Goals & Policies

This chapter outlines the goals, objectives and policies to guide Dayton's long-term planning for investments in and the management of the park system.

The goals and objectives described in this chapter define the park and recreation services that the City of Dayton aims to provide. These goals and objectives were derived from input received throughout the planning process, from city staff and officials, community members and stakeholders.

The City's Planning Atlas and Comprehensive Plan 2008 (revised in 2022) follows statewide planning goals and provides the overarching direction for the City, while these goals and objectives focus the efforts toward tangible parks and recreation achievements.

Oregon's Statewide Planning Goal 8 on Recreation Planning states:

"The requirements for meeting such needs, now and in the future, shall be planned for by governmental agencies having responsibility for recreation



areas, facilities and opportunities: (1) in coordination with private enterprise; (2) in appropriate proportions; and (3) in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements. State and federal agency recreation plans shall be coordinated with local and regional recreational needs and plans."

Taken together, the goals and policies provide a framework for the Parks and Recreation Master Plan. A goal is a general statement describing an outcome the City wishes to provide. Goals typically do not change over time unless community values shift. Policies are more specific, measurable statements that describe a means to achieving the stated goals. Policies reflect adopted practices intended to implement and achieve the goals. Near-term recommendations are specific and measurable actions or projects intended to implement and achieve the goals and are contained within the needs assessment and capital planning chapters of the Plan.

These goals are in alignment with the National Recreation and Parks Association's Three Pillars, which are foundational concepts adopted in 2012. These core values (listed below) are crucial to improving the quality of life for all Americans by inspiring the protection of natural resources, increasing opportunities for physical activity and healthy eating and empowering citizens to improve the livability of their communities.

- **Conservation:** Public parks are critical to preserving communities' natural resources and wildlife habitats, which offer significant social and economic benefits.
- **Health & Wellness:** Park and recreation departments lead the nation in improving the overall health and wellness of citizens, and fighting obesity.
- **Social Equity:** Universal access to public parks and recreation is fundamental to all, not just a privilege for a few.

These goals and values are reflected in this Plan, which will guide future efforts for the City of Dayton.



## GOAL 1: Promote & Enhance Dayton's Sense of Place

**Objective: Utilize new and existing recreational facilities to enhance community activity and civic pride.**

- 1.1. Support annual community events in Courthouse Square to strengthen community cohesion.
- 1.2. Explore and evaluate opportunities to host targeted special events, such as festivals, concerts or movies in the park, or cultural activities that are organized by community groups, schools or organizations.
- 1.3. Partner with the Dayton Community Development Association and local businesses to support, foster and promote a variety of special events and community cultural celebrations.
- 1.4. Encourage and embrace opportunities for integrating arts and culture into parks and open space, including, where feasible and appropriate, through permanent and temporary public art installations, arts performance and events, interpretive strategies, and other dynamic expressions.
- 1.5. Provide environmental education opportunities in open space areas with creative and interactive interpretation strategies, such as hands-on displays, self-guided walks, and other engaging experiences.
- 1.6. Encourage and promote volunteer park improvement and maintenance projects from a variety of individuals, service clubs, local non-profits, faith organizations and businesses.
- 1.7. Continue to use a variety of methods and media to publicize and increase resident awareness about recreational opportunities available citywide.
- 1.8. Regularly update the city website and mobile interfaces to provide easy access to information about parks, activities, events, and maps along with ensuring the website follows best practices for accessibility and inclusion.
- 1.9. Communicate the value of the City's investment in parks, open spaces, and recreational opportunities and provide information to the public about park and recreation funding and the stewardship of tax dollars.

## GOAL 2: Foster a Healthy & Active Community

**Objective: Provide a system of parks, trails and open spaces that meets current and future needs for active and passive recreation and enhances the community's livability.**

- 2.1. Identify, prioritize and acquire lands for inclusion in the parks system based on factors such as contribution to level of service, connectivity or recreational opportunities for existing and future residents.
- 2.2. Develop neighborhood and community parks identified in this Plan to provide active and passive recreational opportunities for residents.
- 2.3. Provide a diversity of park and recreation facilities and a balance of opportunities for both passive and active recreation and that meets the needs of different age groups, abilities and interests.
- 2.4. Design and maintain parks, trails and facilities to offer universal accessibility for residents of all physical capabilities, skill levels and age; beyond compliance with the Americans with Disabilities Act (ADA) Standards for Accessible Design. Upgrade existing parks to remove any physical barriers.
- 2.5. Incorporate sustainable development and low impact design practices into the design, planning and rehabilitation of new and existing facilities.
- 2.6. Standardize the use of graphics and signage to establish a consistent identity at all parks, trailheads and other facilities.

## GOAL 3: Protect & Enhance Dayton's Natural Environment

**Objective: Preserve distinctive natural areas and features for their scenic, recreation and habitat value, as well as their contribution to Dayton's rural setting.**

- 3.1. Pursue low-cost and/or non-purchase options to preserve open space, including the use of conservation easements, development agreements and partnerships with public agencies.
- 3.2. Pursue opportunities to provide appropriate public access (e.g. trails, viewpoints and wildlife viewing areas) within natural areas to support passive recreation and environmental education.

- 3.3. Provide a continuous system of open space and wildlife corridors to be determined by natural conditions. Connect open spaces to provide corridors and greenways, wherever feasible.
- 3.4. Coordinate with the Yamhill County, state agencies, school district and private landowners to preserve and restore natural areas along Palmer Creek and the Yamhill River for environmental and recreational use.
- 3.5. Develop a stewardship program for open spaces to preserve, enhance, and/or maintain sensitive natural areas and bodies of water.
- 3.6. Require a vegetated buffer and greenway along the edge of the urban growth boundary where residential development is adjacent to Exclusive Farm Use as a linear park to include passive amenities such as trails.
- 3.7. Develop tree planting guidelines and protocols to determine planting locations and species selection to foster resilient plant communities that can recover from disturbances and adapt to climate change and its impacts, such as forest fire and drought.

## GOAL 4: Expand & Maintain Dayton's Opportunities for Public Access to the Yamhill River

**Objective: Protect and manage the City's environmentally-sensitive lands and water resources while balancing access to outdoor recreation activities.**

- 4.1. Develop more shoreline and water-based recreation facilities to connect with the Yamhill River.
- 4.2. Pursue the transfer of ownership of Dayton Landing from Yamhill County via land transfer, acquisition or other methods.
- 4.3. Acquire additional open space and riverfront access through state or municipal programs, such as stormwater management, salmon recovery and wildlife/wetland protection.

## GOAL 5: Develop a Trail Network to Connect Parks, Neighborhoods, Schools & Public Amenities

**Objective: Secure and develop trail corridors to provide for an interconnected park system that offers a variety of year-round recreation opportunities and experiences to support and enhance Dayton's access to its natural environment.**

- 5.1. Connect the community to nature, parks and open spaces through a system of local trails and paths for walking and bicycling.
- 5.2. Ensure trail connectivity is accessible to strollers/wheels, if feasible, even if full ADA compliance is not achievable.
- 5.3. Pursue the extension and development of the Palmer Creek Trail.
- 5.4. Pursue and enable water trail development and water-dependent shoreline access opportunities along the Yamhill River.
- 5.5. Work with regional agencies, utilities and private landholders to secure trail rights-of-way and easements and access to open space for trail connections.
- 5.6. Integrate the planning for and prioritization of recreational trails with the City's Transportation System Plan, utilizing the classifications and conceptual alignments provided within this Plan.
- 5.7. Integrate the siting of proposed trail segments into the development review process; require development projects along designated trail routes to be designed to incorporate trail segments as part of the project.
- 5.8. Prepare development standards for trails and open space to provide adequate recreational facilities and accommodate pedestrians and bicycle users.
- 5.9. Whenever feasible, locate trailheads at or in conjunction with park sites, schools, and other community facilities to enhance local access and minimize redundant supporting infrastructure.
- 5.10. Provide trailhead facilities, as appropriate, to include parking, wayfinding signage, restrooms and other amenities.





# CAPITAL PROJECTS & IMPLEMENTATION

This chapter describes a range of strategies to consider in the implementation of the Plan and details a 20-year program for addressing park and amenity enhancement projects.

The preceding chapters provided an overview of Dayton's park and open space system, along with goals and policies to guide future planning, development, and operations. This chapter focuses on specific project actions, including the proposed 20-year capital project list, and offers recommendations on additional strategies for successful implementation.



## Key Project Recommendations

The following is a summary of key project recommendations which will require commitment from the City and its residents for the continued support a healthy park and recreation system that preserves and enhances the safety, livability and character of the Dayton community.

### Park Development & Enhancements

Considering both the local needs and national trends for types of park facilities, renovations and upgrades to existing parks should include some of the following amenities to expand recreational opportunities as funding allows, in addition to always supporting walking trails:

- Shade structures for playgrounds
- Splash pad
- All-inclusive playgrounds
- Boat launch and river access upgrades at Dayton Landing
- Gathering spaces (picnic shelters, etc.)
- Multi-sport courts (e.g., futsal/hockey, pickleball/tennis)
- Public art & interpretive elements (e.g., city history, nature)

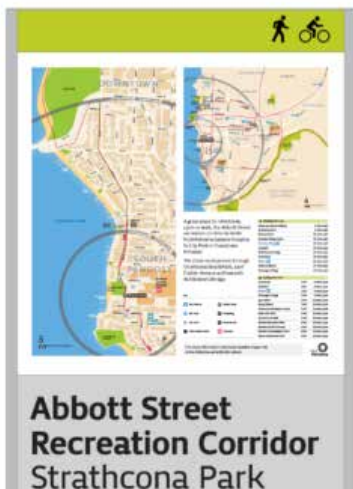
Opportunities and facilities for other alternative sports could be expanded in the city. Fitness amenities, natural play, and more creative play equipment can provide more outdoor opportunities for physical health, fun, and social interaction.

As older benches and tables are replaced, they should be re-installed with ADA-compliant versions that also include accessible routes to at least half of the furnishings per park. Other projects may include adding amenities to existing parks, such as picnic shelters for small gatherings and paved pathway connections to improve user circulation and ADA-compliant routes. A general consideration for the public is to create a park system that provided year-round facilities for all ages and all abilities to gather and recreate in diverse range of safe, clean and well-maintained park facilities that also balance fiscal stability.

### Trail Connections

Trail connections, including sidewalk and bike lanes improvements led by Public Works, are needed to help link destinations across Dayton. The east-west extension of the Palmer Creek Trail should continue to be pursued, acquiring additional lands, easements and/or rights-of-way for the expansion of the trail network are recommended. Recreational trail corridors should be coordinated with the planned alignments illustrated in this Plan and the Transportation System Plan. The City also should continue to review, comment and coordinate on local land development applications to facilitate the inclusion of pedestrian and bicycle routes that connect to the conceptual trail network. There may also be opportunities to explore trail development partnerships with local user groups and pursue additional trail segments and connections, as appropriate.





## ADA & Other Accessibility Enhancements

Minor improvements to access, such as providing ramped entrances to playgrounds or stable surface access to site furnishings, are necessary to conform to the Americans with Disabilities Act (ADA) and ensure universal accessibility. The site assessment summaries and the capital project list identified and includes upgrades to remove barriers and improve universal access. In general, the City should make improvements to existing parks as needed to ensure proper maintenance, usability, accessibility, and quality of park features and grounds.

## Acquisitions to Fill Park System Gaps

The acquisition of additional neighborhood parks are necessary to address existing and projected gaps in park services for the western edge of Dayton and within the urban growth boundary. As land development continues, opportunities to acquire sufficiently large park sites will be more difficult and require Dayton to follow an intentional acquisition program, as well as think creatively and foster partnerships to provide desired public parkland with sufficient room for park amenities. To implement the acquisition program, the City may need to actively search out potential locations and property owners to secure future park sites, ahead of or concurrent with anticipated new development. Additionally, the City should continue to coordinate with local residential developers to include public parks in new subdivisions and utilize tools, such as system development charges, to facilitate the process.

## Wayfinding & Signage

Parks, trails, and other public open spaces are the primary opportunities for unifying an urban environment into a cohesive, accessible, and connected community through an identifiable wayfinding program. Dayton should pursue a comprehensive wayfinding program that includes both visual graphic standards and site furnishing standards. Colors, sign types, and information can help users navigate the outdoor recreation experiences offered by the city. Signage should be installed at key trail nodes and at all City parks (primary and secondary entry points); signage should include directional and mileage information, site and system maps, unique features, and user etiquette information.

## Communications

To broaden public awareness, the city's website should be expanded to facilitate quick links to popular destinations and be designed with mobile users in mind. Communications should include social media and improved access to park system maps, trail maps, and an up-to-date listing of park sites and amenities. The City should introduce and utilize QR codes or comparable technology on signage as a means to share with or receive information from visitors about maintenance, restoration, or monitoring data.



## Implementation Tools

A number of strategies exist to enhance and expand park and recreation service delivery for the City of Dayton; however, clear decisions must be made in an environment of competing interests and limited resources. A strong community will be necessary to bring many of the projects listed in this Plan to life, and the Dayton City Council has demonstrated its willingness in the past to support parks and recreation opportunities and a high quality of life for local residents.

The recommendations for park and recreation services noted in this Plan may trigger the need for funding beyond current allocations and for additional staffing, operations, and maintenance responsibilities. Given that the operating and capital budget for park planning and maintenance is finite, additional resources may be needed to leverage, supplement, and support the implementation of proposed objectives, initiatives, and projects. While grants and other efficiencies may help, these alone will not be enough to realize many ideas and projects noted in this Plan.

The following recommendations and strategies are presented to offer near-term direction to realize these projects and as a means to continue dialogue between City leadership, local residents, and partners. Additionally, a review of potential implementation tools is included as Appendix E, which addresses local financing, federal and state grant and conservation programs, acquisition methods and others.

### Enhanced Local Funding

According to the City budget, Dayton maintains reserve debt capacity for local bonds and voter approved debt. The potential to bundle several projects from the Park Capital Improvement Plan or take advantage of unique opportunities, such as land acquisition for trail or park development, may warrant a review of debt implications and operating costs for the City, along with the need to conduct polling of voter support for such projects.

To finance a large capital project, the City could explore the use and timing of General Obligation (G.O.) bonds, which are debt instruments sold by the City to fund new facilities or to make improvements to existing facilities. Bonds are repaid with property tax revenue generated by a special levy that is outside the limits imposed by ballot Measures #5 (1990) and #50 (1997). Voters

must approve G.O. Bond sales either in a General Election, or in another election in which a minimum of 50% of registered voters participate. G.O. Bond revenues may not be used for operations, maintenance or repairs, but they may be used for renovations to existing facilities.

### Urban Renewal District – Tax Increment Financing

Urban renewal allows for the use of tax increment financing, a funding source that is unique to urban renewal, to fund its projects. In general, urban renewal projects can include construction or improvement of streets, utilities, and other public facilities; assistance for rehabilitation or redevelopment of property; acquisition and re-sale of property (site assembly) from willing sellers; and improvements to public spaces including parks and open spaces.

### Parks Utility Fee

A parks utility fee is an ongoing fee (often billed monthly) that provides revenue for the needs of the park system. When charged by a city, such a fee can be an additional line item on an existing utility bill. The revenue received can be used for both operational and capital needs, and it can be pledged to the debt service of revenue bonds. Establishment of a parks utility fee in Oregon requires compliance with legal requirements at both state and local levels. Several jurisdictions across Oregon have implemented and utilized a parks utility fee as supplemental funding to maintain and enhance their park systems. Dayton could consider enacting a parks utility fee for the purpose of providing for the operation and maintenance of parks and facilities within the City and to ensure adequate resources are available for the sound and timely maintenance of existing recreation amenities.

### System Development Charges (SDCs)

Park System Development Charges (SDCs) are fees paid by new development to meet the increased demand for parks resulting from the new growth. Park SDCs can only be used for parkland acquisition, planning and/or development. They cannot be used for operations and maintenance of parks and facilities. The City of Dayton currently assesses a Parks System Development Charges (SDC) on new residential development to assist with the cost of improvements needed to accommodate new growth. The City should prioritize the usage of Parks SDCs to secure new park properties and

finance park or path/trail development consistent with the priorities within this Plan. Also, the City should periodically update the methodology and rate structure, as appropriate, to be best positioned to obtain future acquisition and development financing from residential development.

### **Local Option Levies**

Local option levies are separate property tax levies that can be assessed to fund capital improvements or operations and maintenance activities. Such levies are outside of the City's permanent tax rate limit, subject to the combined rate limit imposed under Measure #5. Local option levies require voter approval and are subject to the double majority (50% voter turnout and 50% approval) requirement of Measure #5. If used to fund capital improvements, revenues can be used to secure bonds or complete one or more projects on a pay-as-you-go basis, over a period of up to 10 years. Operations and maintenance levies are limited to a period of five years.

### **Parkland Donations & Dedications**

Land donations from development projects, individuals, or conservation organizations could occur to complement the acquisition of park and open space lands in the City or as the City expands into its UGB. Gift deeds or bequests from philanthropic-minded landowners could allow for lands to come into City ownership upon the death of the owner or as a tax-deductible charitable donation. Parkland dedication by a developer could occur in exchange for Park SDCs or as part of a planned development where public open space is a key design for the layout and marketing of a new residential project. Any potential dedication must be vetted by the City Planner and Public Works Departments to ensure that such land is located in an area of need or can expand an existing City property and can be developed appropriately with site amenities meeting the intent of this Plan.

### **Grants & Appropriations**

Several state, federal and private grant programs are available on a competitive basis, including those offered by the Oregon State Parks & Recreation Department (such as the Land and Water Conservation Fund). Pursuing grants is not a cure-all for park system funding, since grants are both competitive and often require a significant percentage of local funds to match the request to the granting agency, which depending on the grant program can be as much as 50% of the total project

budget. Dayton should continue to leverage its local resources to the greatest extent by pursuing grants independently and in cooperation with other local partners.

Appropriations from state or federal sources, though rare, can supplement projects with partial funding. State and federal funding allocations are particularly relevant on regional transportation projects, and the likelihood for appropriations could be increased if multiple partners are collaborating on projects.

### **Internal Project Coordination & Collaboration**

Continued internal coordination between the Planning and Public Works staff can increase the potential of discrete actions toward the implementation of the proposed trail and path network, which relies on creekway and street right-of-way enhancements, and in the review of development applications with consideration toward potential property acquisition areas, planned trail corridors, and the need for easement or set-aside requests. However, to expand the extent of the park system and recreation programs, additional partnerships and collaborations must be pursued.

### **Public-Private Partnerships**

Public-private partnerships are increasingly necessary for local agencies to leverage their limited resources in providing park and recreation services to the community. Corporate sponsorships, health organization grants, conservation stewardship programs and non-profit organizations are just a few examples of partnerships where collaboration provides value to both partners. The City has existing partners in the Dayton School District and Dayton Development Community Association. The City should continue to explore additional and expanded partnerships to help implement these Plan recommendations.

Coordination with local sport leagues and potential providers of recreation activities and classes should be ongoing to assess the range and type of recreation options in demand within Dayton and to maximize use of community facilities, such as the Palmer Creek Lodge, sport fields and courts, and other park spaces.

**Volunteer & Community-based Action**

Successful volunteer efforts – through volunteer groups, students, neighborhood groups, or sport and service organizations – can result in significant site improvements and can allow community members to gain a sense of ownership in the park and recreation system. Volunteers and community groups already contribute to a variety of community activities and events, such as Palmer Creek Trail clean-ups, among others. In addition to the existing city webpage on volunteering, Dayton should expand, update and promote lists of specific volunteer-appropriate projects on the website and social media platforms, and via partnerships with school district.

While supporting organized groups and community-minded individuals adds value to the Dayton parks system, volunteer coordination requires a substantial amount of staff time. Additional resources may be necessary to expand volunteer coordination to more fully utilize the community’s willingness to support park and recreation efforts.

**Other Implementation Tools**

Appendix E identifies other implementation tools, such as voter-approved funding, grants and acquisition tactics, that the City could utilize to further the implementation of the projects noted in the Park Improvement Plan projects List.

**Capital Improvements Plan**

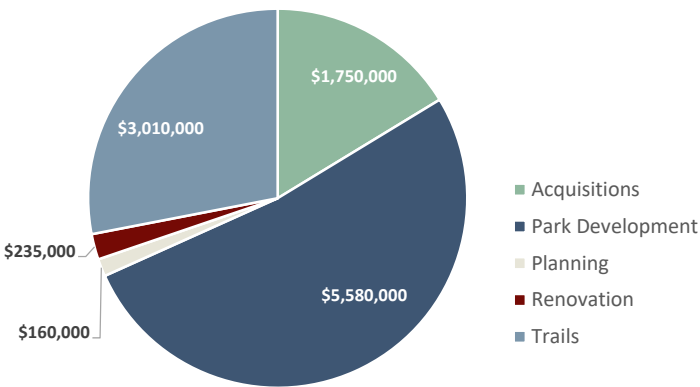
The following Park Capital Improvement Plan (CIP) identifies the park, trail, and facility projects considered for the next 20 years, along with brief project descriptions. The majority of these projects entail the maintenance, acquisition, and development of parks, recreational amenities, and trails. Based on survey results and other feedback, Dayton residents have indicated an interest in park facility upgrades and enhanced trail connections as priorities, and the Park Capital Improvement Plan is reflective of that desire.

The following table summarizes the aggregate capital estimates by park types for the next 20 years.

The following Park Capital Improvement Plan provides brief project descriptions and sequencing to assist staff in preparing future capital budget requests.

As projects are phased over the next ten or more years, the planning-level project costs have been inflated at an increase of 3.5% annually. Overall, the inflated costs for projects identified in the CIP total over \$17.2 million (\$10.7 million in 2025 dollars). The proposed project list focuses primarily on improving existing facilities through timely repairs, replacements, and upgrades to ensure an ongoing, healthy, and safe recreation system for Dayton.

**Figure 23. 20-Year Capital Project Expenditures (2025 dollars)**





Dayton Parks 20- Year Capital Improvement Plan

Inflation factor of 6% added to outgoing years to address rising rates and construction costs (rounded to \$1000).

Project Name	Description	Project Type	2025 Cost	Opinion	2025-26	2027-28	2029-30	2031-32	2033-34	2035-44	Totals
PARK IMPROVEMENTS											
Alderman Park	Paved loop pathway, shade trees, ADA entry access (for the off-leash area)	D	\$100,000				\$134,000				\$134,000
	Shelter & portable restrooms with enclosure (outside the off-leash area)	D	\$75,000				\$100,000				\$100,000
Andrew Smith Park	Basketball court upgrades & picnic shelter/gazebo	D	\$250,000			\$298,000					\$298,000
Courthouse Square	Upgrades - electric, clock, irrigation, etc.	R	\$175,000		\$186,000						\$186,000
Dayton Landing	Playground shade structure	D	\$200,000			\$238,000					\$238,000
	Design & Permitting - improvements	P	\$80,000				\$107,000				\$107,000
	Parking, Lighting, Shelter	D	\$250,000					\$376,000			\$376,000
Legion Field	Paved pathway connections	D	\$75,000				\$100,000				\$100,000
	Master plan for park redesign	P	\$80,000				\$107,000				\$107,000
	Sports courts, restroom, playground, splash pad, etc.	D	\$4,500,000						\$7,603,000		\$7,603,000
Yamhill River Ped Bridge	Improved paved ADA access pathway	D	\$50,000		\$53,000						\$53,000
Elementary School Fields	Youth soccer fields - shared project	R	\$60,000					\$90,000			\$90,000
Systemwide Enhancements	Wayfinding & signage (design & install park identification signs)	D	\$45,000		\$48,000						\$48,000
	Add accessible routes, ADA-compliant benches & tables	D	\$35,000		\$37,000		\$47,000		\$59,000	\$84,000	\$227,000
Total Park Improvements			\$5,975,000		\$324,000	\$536,000	\$595,000	\$466,000	\$7,662,000	\$84,000	\$9,667,000
PARK ACQUISITIONS (* Acquisition target areas are estimations and will require due diligence & negotiation with current landowners)											
Dayton Landing	Acquisition in Gap Area A (1.5-2 acres)	A	\$550,000		\$583,000						\$583,000
Neighborhood Park	Acquisition in Gap Area B (1-1.5 acres)	A	\$400,000				\$535,000				\$535,000
	Acquisition in Gap Area C (1-1.5 acres)	A	\$400,000			\$476,000		\$601,000			\$1,077,000
	Acquisition in Gap Area D (1-1.5 acres)	A	\$400,000					\$676,000			\$676,000
Total Park Acquisitions			\$1,750,000		\$583,000	\$476,000	\$535,000	\$601,000	\$676,000	\$0	\$2,871,000
TRAILS											
Palmer Creek Trail Extension (to Dayton Landing)	Acquisitions/easements for trail alignment (~1/2-mile)	A	\$200,000			\$238,000					\$238,000
	Trailhead construction	D	\$60,000				\$80,000				\$80,000
	Trail design, engineering, permitting & construction for extensions	D	\$1,500,000					\$2,255,000			\$2,255,000
UGB Open Space Buffer Trail	Acquisitions/easements & development for trail alignment (~3/4-mile)	A/D	\$750,000					\$1,267,000			\$1,267,000
Trail System Acquisitions/Easements	Acquisitions or easements to support conceptual trail alignments	A	\$300,000				\$150,000	\$150,000	\$150,000		\$450,000
Trail System Management	Surfacing & structure repairs or rehabilitations	R	\$200,000				\$50,000	\$50,000	\$80,000	\$250,000	\$430,000
Total Trail Projects			\$3,010,000		\$0	\$238,000	\$280,000	\$2,455,000	\$1,497,000	\$250,000	\$4,720,000
Total CIP Projects			\$10,735,000		\$907,000	\$1,250,000	\$1,410,000	\$3,522,000	\$9,835,000	\$334,000	\$17,258,000

- Acquisition A
- Planning/Permitting P
- Renovation/Repair R
- Development/Expansion D

NOTES:  
This list identifies planning-level cost estimates and does not assume the value of volunteer or other non-City contributions.  
Detailed engineering, design and/or costing may be necessary for projects noted.  
This list is not an official budget and is intended as a guiding document for City staff in the preparation of departmental budgets.

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# Appendix A:

## Community Survey Summary



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**To:** Dave Rucklos, Dayton Economic Development & Tourism Director  
**From:** Steve Duh, Conservation Technix, Inc.  
**Date:** April 10, 2025  
**Re:** **Dayton Parks & Recreation Master Plan**  
Community Survey Summary Results

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Conservation Technix is pleased to present the results of a survey of the general population of the City of Dayton that assesses residents' recreational needs and priorities.

## KEY FINDINGS

Dayton residents strongly value their parks and recreation facilities.

Nearly all respondents (96%) think parks and recreation are important or essential to quality of life in Dayton. Very few, about 4%, feel they are useful, but not necessary, or not important at all.

Residents visit Dayton parks frequently to participate in a range of activities.

Residents of Dayton frequently use the city's parks and recreation facilities, with more nearly four in ten visiting at least once a week, if not every day. The most common reasons for park visits included attending a community event or walking or running. Dayton's community events are quite popular, especially Dayton Friday Nights. Nearly all residents who responded to the survey said they had attended at least one event in the past year.

While residents prioritize maintaining existing parks and facilities, they are generally supportive of improving the City's park and recreation system as well.

Residents are generally satisfied with the parks and recreation system overall and with the condition of each of the City's parks. Residents showed strong support for expanding, improving, and maintaining walking and nature trails, especially the Palmer Creek Trail. They would also like to see the City maintain and improve the boat ramp at Dayton Landing and add river access elsewhere along the Yamhill River. Residents would also welcome improvements to the City's parks such as additional picnic areas, playgrounds, sports courts, and community gardens.

## SURVEY METHODOLOGY

In close collaboration with City of Dayton staff, Conservation Technix developed the 18-question survey that was estimated to take less than ten minutes to complete.

The survey was mailed to all 896 households within the city limits of Dayton from a utility customer mailing list provided by the City on January 31, 2025, and reminder postcards were mailed to all households on February 12, 2025. An additional reminder was included in the March utility bill mailer to city residents. The survey was accessible from the City website also. The survey was closed on March 24, 2025, and the full dataset was compiled and reviewed. Overall, 160 surveys were completed and returned (18.4% response rate, 7.5% margin of error).

This report includes findings on general community opinions. Since the survey was open to the general public and respondents were not selected through statistical sampling methods, the results are not necessarily representative of all City residents. Survey responses significantly underrepresent residents under 35 years of age and over-represent residents over the age of 35. See Figure 1 below for age demographics for the survey respondents, as well as comparative percentages for Dayton's population.

Figure 1. Age demographics of survey respondents

Age group	Survey Respondents	Dayton	
		All	Over 20
Under 20	1%	29%	--
20 to 34	9%	19%	27%
35 to 44	16%	10%	13%
45 to 54	19%	11%	15%
55 to 64	21%	16%	23%
65 to 74	18%	9%	13%
75 and older	18%	6%	9%
Total	100%	100%	100%

This report includes findings of community opinions based on the survey responses. Each section also notes differences between different demographic groups, where applicable. However, the limited number of responses prevents determining whether any differences between age groups and household makeup are statistically significant. Percentages in the report may not add up to 100% due to rounding.

## DETAILED FINDINGS

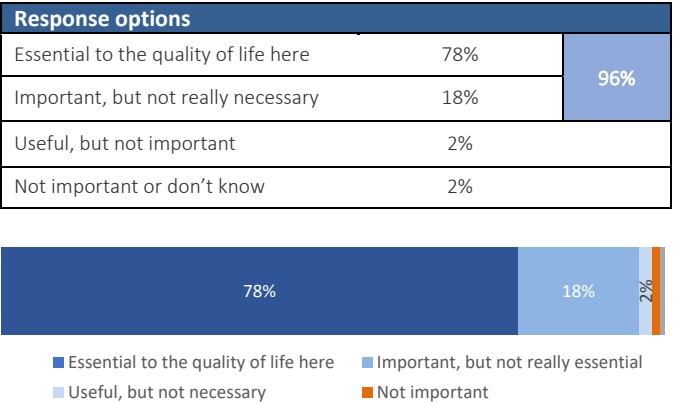
### Usage and satisfaction of parks and recreation facilities

#### How much do residents value parks and recreation?

Virtually all respondents (96%) feel that local parks and recreation opportunities are important or essential to the quality of life in Dayton. Seventy-eight percent of respondents overall feel that they are essential; while an additional 18% believe that they are important to quality of life, but not essential, see Figure 2. Only about 2-3% of respondents believe parks are useful, but not important, or not important.

Residents of all ages value parks and recreation similarly – there were minimal differences based on age, area of residence, and household makeup.

**Figure 2.** When you think about what contributes to quality of life in Dayton, would you say city parks and recreation opportunities are...

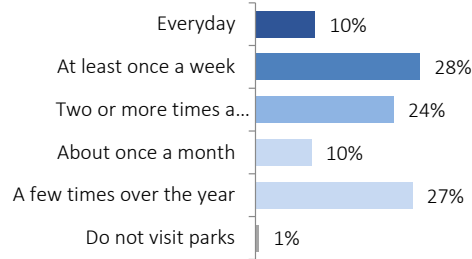


#### How often do residents use City parks and recreation facilities?

Respondents were asked how often they visit a City park or open space in a typical year. Approximately 38% visit at least once a week, if not every day, see Figure 3. Another 34% visit one to three times per month, while about 27% visit a few times per year. Very few respondents (1%) do not visit a park at all.

Survey respondents showed a high use of parks regardless of age and location of residence. Respondents with one or no children at home were more likely to visit every day, while those with two or more children were more likely to visit at least once per week.

**Figure 3.** In a typical year, how often do you visit or use City of Dayton parks or open spaces?





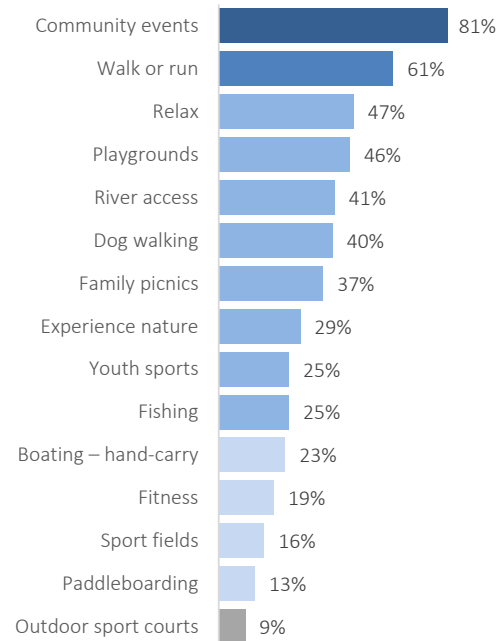
### Why do residents visit Dayton’s parks and recreation facilities?

Respondents visit local parks and recreation facilities for a variety of reasons, but the most frequently cited reason is to attend a community event (81% have visited for this reason) or to walk or run (61%). Nearly half of residents have visited to relax (47%), use a playground (44%), access the river (41%), or walk a dog (40%). Between 20% and 40% have visited for a family gathering or picnic (37%), to experience nature or view wildlife (29%), or for youth sports (25%), fishing (25%), or boating (23%). Fewer than one in five respondents chose fitness, sports fields, paddleboarding, or sports courts, as a primary reason why they visit local parks.

Respondents under the age of 54 were more likely than older residents to visit for playgrounds, youth sports and sports fields, and standup paddleboarding. However, many activities, including running and walking, fitness or exercise, relaxation, dog walking, and community events are similarly popular across all age groups.

Respondents with children in their home were generally more likely to visit parks for playgrounds, youth programs, and water activities, compared to respondents without children in the home. Residents who live northeast of 7<sup>th</sup> Street were more likely than those to the southwest to visit for outdoor sports courts, boating, and standup paddleboarding.

**Figure 4.** What are the main reasons your household visits Dayton’s parks and recreation facilities?



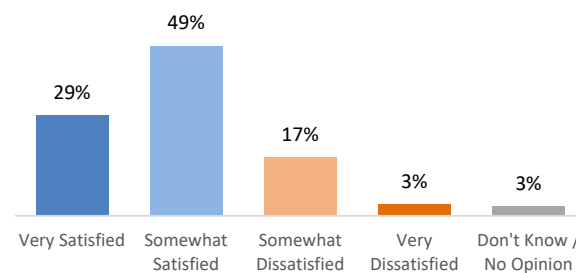
### Satisfaction with existing recreation and parks

#### Are residents satisfied with Dayton’s recreation, parks, and open spaces?

Most residents are somewhat to very satisfied with Dayton’s parks and open spaces (77%). However, one in five survey respondents are either somewhat (17%) or very dissatisfied (3%) in the city’s park and recreation system, see Figure 5.

There were no consistent differences in satisfaction between residents of various ages, between those with versus those without children at home, or between residents living in various areas of the city.

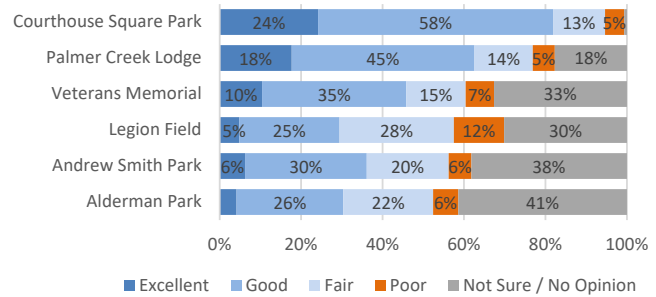
**Figure 5.** Rate your household’s satisfaction with City of Dayton’s parks or open spaces.



### How would residents rate the condition of parks they have visited?

Survey respondents who have an opinion generally rate the condition of Dayton's individual parks as fair, good, or excellent, as shown in Figure 6. Large majorities of respondents rate the condition of Courthouse Square Park (95%) and Palmer Creek Lodge (77%) as fair, good, or excellent. Fewer respondents expressed an opinion about the condition about other city parks. Looking just at those who rated each park, approximately 17% were dissatisfied with the condition of Legion Field and Off-Leash Dog Park and 10% were dissatisfied with the condition of Alderman, Andrew Smith, Veterans Memorial Parks.

**Figure 6.** How would you rate the condition of each of the following parks or facilities?



Respondents who live northeast of 7<sup>th</sup> Street were significantly more likely than those living to the southwest to rate the condition of Palmer Creek Lodge as 'excellent'. There were no consistent differences in how residents of various ages or household makeup rated the condition of the City's parks.

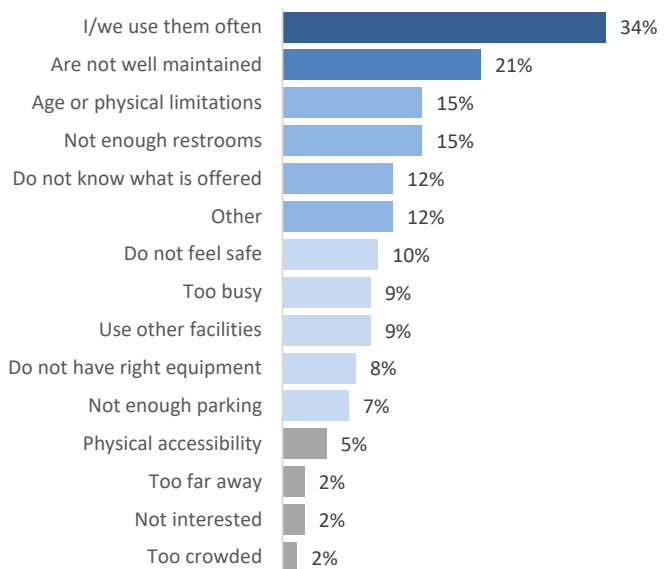
### Why don't residents visit more often?

When asked why they do not visit Dayton's parks and open spaces more often, over one-third responded that they do visit often. The largest percentages of respondents do not visit more because they feel parks are not well maintained (21%), because there are not enough restrooms (15%), don't know what is offered (12%), or do not feel safe (10%), or see Figure 7.

Smaller percentages of respondents noted that parks do not have the right equipment (8%), have insufficient parking (7%), have accessibility barriers (5%), are too far away (2%), or are too crowded (2%), preventing them from visiting local parks more often.

Some residents face age or physical limitations (15%), are too busy (9%), use parks or facilities provided by other cities or organizations (9%), or are generally not interested (2%), suggesting that further improvements may not increase their use of parks.

**Figure 7.** Check ALL the reasons why your household does not use does not use Dayton's parks or open spaces more often.



In addition, 15 respondents wrote in responses citing desires for additional play equipment, trails, recreational programming, and boat launch improvements and as well as concerns about off-leash dogs as reasons why they do not visit more frequently.

### Does the number of existing park and recreation amenities meet residents' needs?

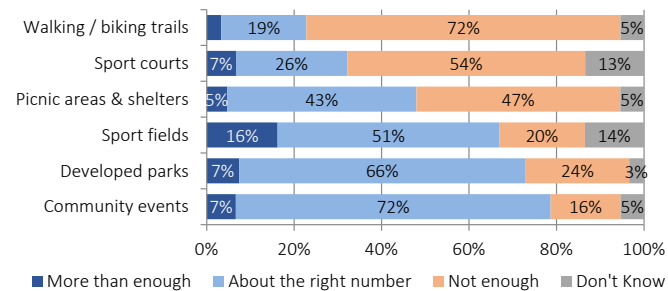
Residents were generally split on whether they feel the City provides enough park, trails, and recreation facilities.

About two-thirds of survey respondents would like to see more walking and biking trails (72%), while 54% would like the City to provide more sports courts for basketball, tennis, pickleball, etc. Just under half (47%) would like to see more picnic areas and shelters, see Figure 8.

Smaller percentages of respondents think that the City does not provide enough developed parks with playgrounds (24%), sports fields (20%), and community events (16%).

Residents with children in their home (especially those with one or two children) were generally more likely than those without to believe there are not enough of the listed amenities. There were no consistent differences between respondents based on age or location.

**Figure 8.** When it comes to meeting your household's needs for park and recreation facilities, how would you rate the availability of each of the following?



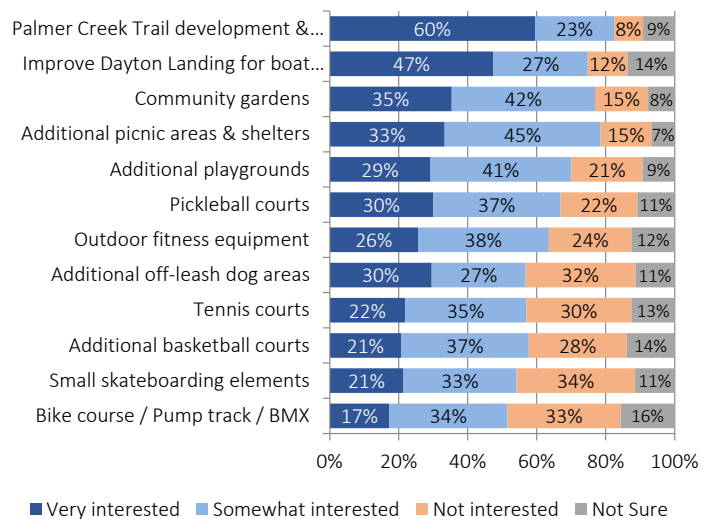
### Investment Priorities

#### What park and recreation amenities would residents support adding in Dayton?

The survey asked residents about their support for a variety of potential additions to the park system. More than half of residents were either very interested or somewhat interested in all listed amenities.

As shown in Figure 9, large majorities of respondents were either very or somewhat interested in developing and extending the Palmer Creek Trail (83%), adding picnic areas and shelters (78%), community gardens (77%), improving Dayton Landing for trailered and hand carry boat launching (74%), and additional playgrounds (70%).

**Figure 9.** The following list includes additional amenities that the City of Dayton could consider adding to the park system. Please





Between half and two-thirds of respondents were also interested in pickleball courts (67%), outdoor fitness equipment (64%), basketball courts (58%), off-leash dog areas (57%), tennis courts (57%), small skateboarding elements (54%), and a bike course, pump track, or BMX features (51%).

There were no consistent differences between respondents based on age, children in the home, or location.

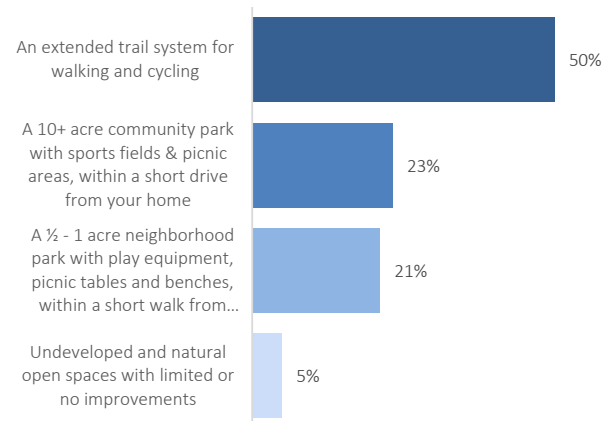
#### What park and recreation investments would residents prioritize?

The survey asked residents which of four general park investments would best meet their needs. Half of respondents chose an extended trail system for walking and cycling, while approximately 20-25% chose either a large community park or a smaller neighborhood park. Few (5%) of residents chose undeveloped and natural open spaces with limited or no improvements. Respondents from households with children were more likely to prioritize developing a large community park compared to those without.

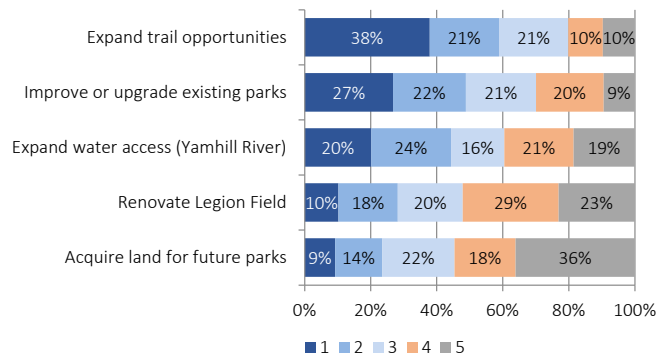
Respondents were also asked to rank a list of potential park system improvements. They identified expanding trail opportunities as their top priority, followed by improving and upgrading existing parks, see Figure 11. Expanding access to the Yamhill River for water-based recreation was the third highest ranked priority, followed by renovating Legion Field to support additional recreational use. Acquiring land for future parks was ranked as the lowest average priority by respondents.

Respondents who live northeast of 7<sup>th</sup> Street were significantly more likely than those to the southwest to rate “expanding access to the Yamhill River” as their top priority.

**Figure 10.** Which ONE of the following best meets your needs?



**Figure 11.** For the following list, indicate how you would rank the priority for each (1st priority is highest and 5th priority is lowest).



#### Do residents have specific improvements they would like to see?

Respondents were asked to describe one thing that they would like to see the City of Dayton do to improve parks, trails, and/or programming. While respondents provided 110 specific comments and ideas, a few themes emerged:

- **River Access:** There is strong interest in improving and maintaining the boat ramp and river access at Dayton Landing and along the Yamhill River. Suggestions include fixing the boat launch,

adding restrooms, improving safety, ADA accessibility, and enhancing the overall area for fishing, boating, and walking.

- **Trails:** Many respondents voiced their support for expanding, improving, and maintaining walking and nature trails, especially the Palmer Creek Trail. Respondents would like to see more trail signage, bike lanes, and connectivity via the trail and larger active transportation system to nearby towns and natural features like the river.
- **Parking:** Respondents want more and better-maintained parking, especially near recreational areas like the high school baseball field and boat ramp. Some are concerned that people parking illegally affecting safety and accessibility.
- **Sports and Recreation Facilities:** Many respondents requested that the City develop new, or improve existing, recreation facilities in the community such as basketball courts, pickleball and tennis courts, splashpads, skate parks, tennis courts. Residents also want sports facilities to be accessible after school hours.
- **Playgrounds:** Multiple respondents requested improvements to playgrounds, including additional equipment and covered areas.
- **Programming and Events:** The community values existing events like Dayton Friday Nights and some respondents would like to see more programming such as exercise classes, music in the park, and activities for kids and teens.

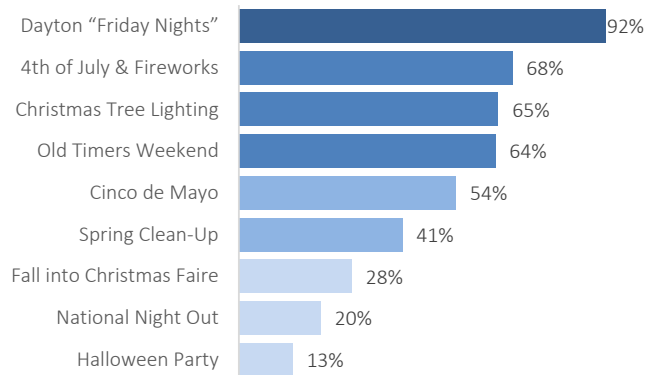
The full list of write-in comments is provided in Appendix 2.

## Community events

### What community events do residents attend?

Dayton's community events are quite popular. Impressively, nearly all survey respondents (92%) stated that they attended a Dayton Friday Nights event in the past year, see Figure 12. More than half had also attended the City's 4th of July event (68%), Christmas Tree Lighting (65%), Old Timers Weekend (64%), or Cinco de Mayo (54%). About four in ten respondents attended the Spring Clean-Up event, while smaller numbers attended the Fall into Christmas Faire (28%), National Night Out (20%), and Halloween Party (13%).

**Figure 12.** Please check all the community events you and members of your household have participated in over the past 12 months.



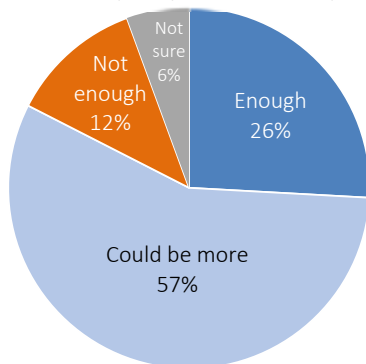
Respondents who have children in the home were more likely to state that they had attended the 4<sup>th</sup> of July, National Night Out, Halloween Party, and Christmas Tree Lighting than those without children.

### Would residents like to see more or different community events in Dayton?

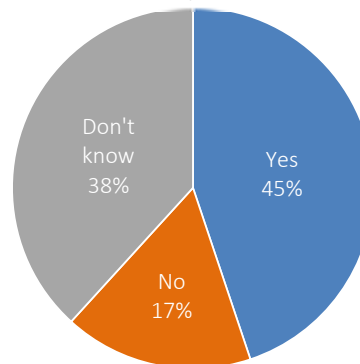
Survey respondents were asked two different questions to better understand their interest in seeing more, or different, community events in Dayton. In one question, twelve percent of respondents stated that the City of Dayton does not provide enough community events. However, over half of respondents (57%) are satisfied with the number of events but feel the City could add more, see Figure 13. Just over one in four respondents believe the City already holds enough community events. In the other question, 45% of respondents stated that they would like to see more, or different, events offered, see Figure 14. A smaller number (17%) did not, while the remainder stated they did not know.

There were no consistent differences in opinion based on where respondents live, their age, or whether they have children in the home.

**Figure 13.** How do you feel about the amount or frequency of events in Dayton?



**Figure 14.** Are you interested in seeing more or different community events offered?



### What types of community events would residents like to see in Dayton?

In an open-ended question, survey respondents were asked what types of community events they would like to see in Dayton. Forty-six residents wrote in their ideas, which included a variety of art, music, or theater events (mentioned by 7 respondents); additional seasonal or cultural festivals (7); park, trail, or community clean-up events (7); farmer's market (5); running or walking events (3); and movies in the park (2). Additionally, seven respondents stated that they would like the City to focus on or improve existing events rather than expanding offerings. The full list of open-ended responses can be found in Appendix 2.



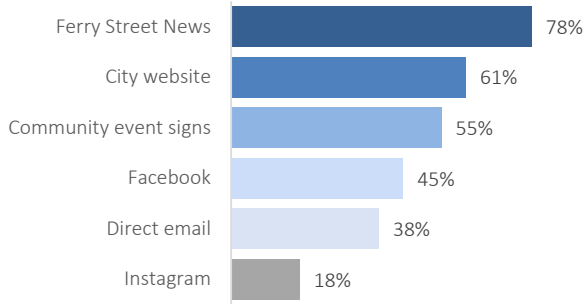
Communication preferences

How do residents want to hear about Dayton’s parks, programs, and events?

A majority of residents prefer to learn about City parks, amenities, and special events through the Ferry Street News, the City’s newspaper (78%), the City website (61%), or community event signs (55%), see Figure 15. These methods were popular across all age groups.

Digital sources were popular with many respondents as well. Approximately 45% of respondents prefer to learn about Dayton’s parks from Facebook, 38% prefer email, and 18% prefer Instagram.

**Figure 15.** Please check ALL the ways you would prefer to learn about Dayton’s parks, amenities, and events.



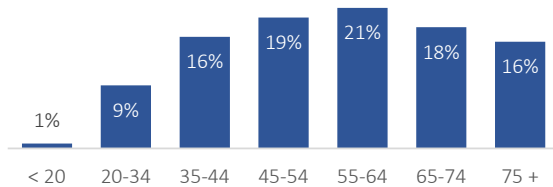
Residents with children at home were more likely to prefer communication through Facebook and Instagram than those without children at home. There were no significant differences in communication preferences between residents living in different areas of the city.

## Demographics

### Age groups

Just over one third of survey respondents were over 65 years of age (34%), see Figure 16. Another 40% of respondents were between 45 and 64 years of age. Approximately one quarter of respondents were 44 years old or younger.

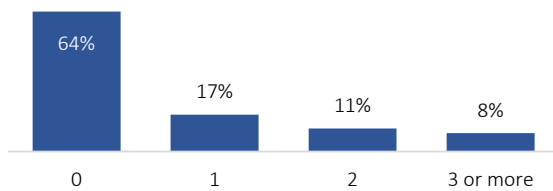
**Figure 16.** Age of survey respondents



### Number of children in household

The majority (64%) of respondents to the survey live in households with no children under 18, while about forty percent live in a household with either one (17%), two (11%), or three or more (8%) children, see Figure 17.

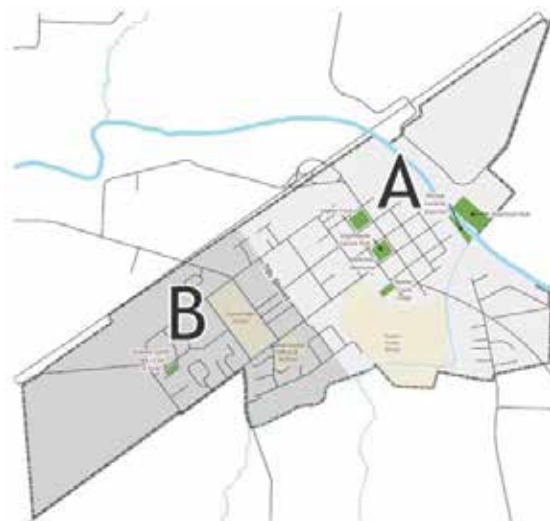
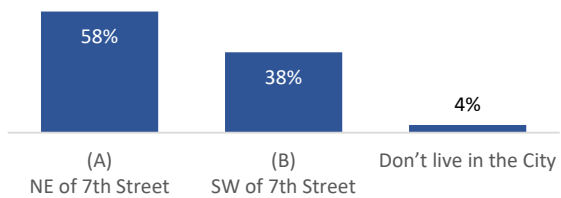
**Figure 17.** Number of children in respondent's household



### Location of residence

Nearly all survey respondents live within the City of Dayton. About 58% of respondents live to northeast of 7<sup>th</sup> Street (map area A) while 38% live to the southwest of 7<sup>th</sup> Street (map area B). Only 4% of respondents live outside of Dayton's city limits.

**Figure 18.** Where respondents live



## ATTACHMENT 1. SURVEY INSTRUMENT



### Community Survey on Parks and Recreation

**Dear Dayton Resident:**

The City of Dayton has started a community-led process to update its citywide Parks and Recreation Master Plan. We need your help to determine how to prioritize projects and what we should focus on to keep our parks and activities thriving into the future. As an initial step, the City is conducting this short survey to assess the community's recreation needs. We ask that you consider your needs for the future as you evaluate recreation amenities. Your opinions are important to the City.

Use the QR code to take this survey online at <https://www.surveymonkey.com/r/DaytonParks>



**1. When you think about what contributes to the quality of life in Dayton, would you say that city parks and recreation opportunities are...**

- ☐ Essential to the quality of life here
- ☐ Important, but not really essential
- ☐ Useful, but not necessary
- ☐ Not Important
- ☐ Don't know

**2. In a typical year, how often did you visit or use City of Dayton parks or open space?**

- ☐ Everyday
- ☐ At least once a week
- ☐ Two or more times a month
- ☐ About once a month
- ☐ A few times over the year
- ☐ Do not visit facilities / parks / open spaces
- ☐ Don't know

**3. When it comes to meeting your households parks or recreation facilities needs, how would you rate the availability of each of the following? ( Check only one box in each row )**

	More than Enough	About the Right Amount	Not Enough	Don't Know
Developed parks with playgrounds	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Walking / biking trails	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Picnic areas & shelters	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Sport fields (soccer, baseball, softball, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Sport courts (basketball, tennis, pickleball, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Community events (Easter Egg Hunt, Cinco de Mayo, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**4. Rate your household's satisfaction with the City of Dayton's parks or open space.**

- ☐ Very Satisfied
- ☐ Somewhat Satisfied
- ☐ Somewhat Dissatisfied
- ☐ Very Dissatisfied
- ☐ Don't Know



Save a stamp! Use the QR code and take this survey online:

<https://www.surveymonkey.com/r/DaytonParks>

Or send it back in the enclosed Return-Reply envelope provided. Thanks for participating!



5. How would you rate the condition of each of the following parks or facilities?

	Excellent	Good	Fair	Poor	Not Sure / No Opinion
Alderman Park / Off-leash dog park	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Andrew Smith Park (11th St Park)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Courthouse Square Park	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Legion Field	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Palmer Creek Lodge	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Veterans Memorial	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

6. What are the main reasons your household visits Dayton parks or recreation facilities? (Check all that apply)

- |   |   |
|---|---|
| <input type="checkbox"/> Fitness                        | <input type="checkbox"/> Outdoor sport courts                     |
| <input type="checkbox"/> Playgrounds                    | <input type="checkbox"/> Wildlife viewing / Experience nature     |
| <input type="checkbox"/> Walking or running             | <input type="checkbox"/> River access                             |
| <input type="checkbox"/> Dog walking or dog park        | <input type="checkbox"/> Boating – hand-carry (canoe/kayak)       |
| <input type="checkbox"/> Family gatherings / picnicking | <input type="checkbox"/> Standup Paddleboarding                   |
| <input type="checkbox"/> Community events / concerts    | <input type="checkbox"/> Fishing                                  |
| <input type="checkbox"/> Youth sport activities         | <input type="checkbox"/> Relaxation                               |
| <input type="checkbox"/> Sport fields                   | <input type="checkbox"/> N/A – I didn't use any Dayton facilities |
|   | <input type="checkbox"/> Other: _____                             |

7. Please CHECK ALL the reasons why your household does not use Dayton's parks or open spaces more often. (Check all that apply)

- |   |   |
|---|---|
| <input type="checkbox"/> N/A - Does not apply; I/we use them often  | <input type="checkbox"/> Do not feel safe in park or open space   |
| <input type="checkbox"/> Age or physical limitations                | <input type="checkbox"/> Not enough parking   |
| <input type="checkbox"/> Are not well maintained                    | <input type="checkbox"/> Not enough restrooms   |
| <input type="checkbox"/> Barriers related to physical accessibility | <input type="checkbox"/> Too busy to go to parks or open spaces   |
| <input type="checkbox"/> Too far away / Lack transportation         | <input type="checkbox"/> Too crowded  |
| <input type="checkbox"/> Do not know what is offered                | <input type="checkbox"/> Not interested in park or recreation activities                                  |
| <input type="checkbox"/> Do not have the right equipment            | <input type="checkbox"/> Use facilities and parks provided by another city, organization, or private club |
| <input type="checkbox"/> Do not feel safe in park or open space     | <input type="checkbox"/> Other: _____   |

8. Which ONE of the following best fits your needs? (Check one)

- ☐ A smaller, ½ - 1 acre neighborhood park with basic amenities such as play equipment, picnic tables and benches, within a short walk from your home
- ☐ A larger, 10+ acre community park suitable for wide use including sports fields, picnic areas and pathways, within a short drive from your home
- ☐ An extended trail system for walking and cycling
- ☐ Undeveloped and natural open spaces with limited or no improvements



## Community Survey on Park & Recreation

9. The following list includes park amenities that the City of Dayton could consider adding to the park system. Please indicate your level of support for each.

	Very Supportive	Somewhat Supportive	Not Supportive	Not Sure
Additional picnic areas & shelters for group gatherings	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Additional playgrounds	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Palmer Creek Trail development & extension	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Community gardens	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Outdoor fitness equipment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Bike skills course / Pump track / BMX	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Small skateboarding elements (ramps, bumps, rails)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Additional off-leash dog areas (dog parks)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Additional basketball courts	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Tennis courts	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Pickleball courts	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Improve Dayton Landing for trailered & hand-carry boat launches	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

10. For following list, rank the priority for each (1<sup>st</sup> is highest and 5<sup>th</sup> is lowest). Use each ranking only once.

	Select each priority <b>ONLY ONCE</b> . Highest priority → Lowest priority					Don't know / No opinion
	1st	2nd	3rd	4th	5th	
Renovate Legion Field to support additional recreation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Acquiring additional land for future parks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Expanding trail opportunities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Expanding water access to the Yamhill River	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Improvements or upgrades to existing parks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

11. From the following list, please **CHECK ALL** the Dayton community events you and members of your household have participated in over the past 12 months.

- |  |  |
|--|--|
| <input type="checkbox"/> Spring Clean-Up         | <input type="checkbox"/> Dayton "Friday Nights"    |
| <input type="checkbox"/> Cinco de Mayo           | <input type="checkbox"/> Halloween Party           |
| <input type="checkbox"/> 4th of July & Fireworks | <input type="checkbox"/> Fall into Christmas Faire |
| <input type="checkbox"/> National Night Out      | <input type="checkbox"/> Christmas Tree Lighting   |
| <input type="checkbox"/> Old Timers Weekend      |  |

12. Are you interested in seeing more or different community events offered? If so, what are your ideas?

- ☐ Yes ☐ No ☐ Don't know

13. How do you feel about the amount or frequency of events in Dayton?

- ☐ There are enough events ☐ There are not enough events  
☐ Satisfied with amount of events, but could add more ☐ Not sure / No opinion

14. Please check ALL the ways you would prefer to learn about Dayton's parks, amenities and events. (check all that apply).

- ☐ City website ☐ Direct email  
☐ Ferry Street News (city newsletter) ☐ Community event signs  
☐ Facebook ☐ None of these  
☐ Instagram ☐ Other: \_\_\_\_\_

15. If you wanted the City of Dayton to do just one thing to improve park, trail, and/or recreation options, what would it be?

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The following questions help us understand whether we have gathered responses from a broad segment of the community. It's important that you provide a response to each question.

16. How many children under age 18 live in your household?

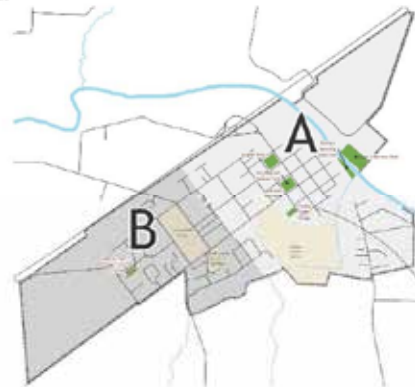
- ☐ 0 ☐ 2  
☐ 1 ☐ 3 or more

17. What is your age?

- ☐ Younger than 20 ☐ 55 to 64  
☐ 20 to 34 ☐ 65 and 74  
☐ 35 to 44 ☐ 75 and older  
☐ 45 to 54

18. Using the map, in which section of Dayton do you live?

- ☐ ( A ) - Northeast of 7th Street  
☐ ( B ) - Southwest of 7th Street  
☐ Don't live within City of Dayton



**Thank you for taking the time to complete this survey!**

Your input will help guide the development of the 2025 Dayton Parks and Recreation Master Plan.

**Save a stamp! Take this survey online with the QR code or at:**

<https://www.surveymonkey.com/r/DaytonParks>

Learn more about Dayton parks, trails and events and stay informed about the Parks and Recreation Master Plan process at [www.daytoninregion.gov](http://www.daytoninregion.gov)



The City of Dayton is using the services of a consultant team who specializes in park and recreation planning.

Please return your completed survey in the enclosed Return-Reply Envelope addressed to:

Conservation Technix Inc., PO Box 12736, Portland, OR 97212

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## ATTACHMENT 2. OPEN-ENDED RESPONSES

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Question 6. What are the main reasons your household visits Dayton parks or recreation facilities? (open-ended other responses)

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- Easter egg hunt at the playground
- Motorized Boats

---

Question 7. Check ALL the reasons why your household does not use Dayton's parks or open spaces more often. (open-ended responses)

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- A lawn is not a park
- Don't know where parks are / how to reserve if needed - also main park is so open to anyone driving by.
- Drug addicts hanging out at the courthouse park and doing their drugs in the bathrooms
- I am 72 years old living downtown area. I don't frequent parks outside the downtown area, so aren't familiar.
- Job, aches, life
- Lack of facilities, example: jogging track, tennis court, too little play equipment, no fountain/water to play in
- Love the summer Friday nights
- No parks & recreation classes/sports programs provided for teens and adults. No walking trail's and zero transportation
- No where to sit by the river
- Not enough play equipment for toddlers
- Now that pedestrian bridge is open, that's not a barrier anymore.
- Our children are now grown and have moved
- The boat launch area is in very very poor condition and can be very busy.
- The boat ramp is getting harder to use! It's such a nice popular spot I know a ton of petiole that come use Dayton to get out on the water and I think doing a small upgrade would benefit this town a ton!
- Too many dogs
- We use them with our Grandchildren.



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Question 13. If you are interested in seeing more or different community events offered, what you're your ideas? (open-ended responses)

---

- 5K
- 5k, farmers markets, scavenger hunts involving middle school/ high school kids.
- A community garden project would support a 'Saturday mornings in the garden work party' type event on a recurring basis spring through fall. Imagine a community garden children's section where kids can walk through and interact with, pick flowers and veggies to munch as they go. Gardeners replant through the season for continued availability of pickable goodies. If you needed some kind of perimeter fence, what about summer art installations along the fence? Art classes in the park for children! Are there USDA grant projects maybe for community gardens?
- A mix of Posada - going to different churches + ghost walk history and telling ghost stories. Community Christmas party.
- Art in the Park
- Bi weekly or monthly Farmers market with live music
- Bunco Night and single group events 21+ over
- City Beautification; Wine; Cars; Motorcycle Shows
- Clean up and monitor nature trail by elementary school
- Clothing swap at the Community Center / They already do appliance and furniture swap
- Craft classes
- Disc Golf course
- Dog show, pet show, baby show, etc.
- Elementary program to clean up Ferry Street of garbage 1x/month to teach pride in community and waste management early!
- Fall festival, winter festival with music
- Family In Nights
- Farmer market. More family friendly community events year round. More diverse concerts/events (to appeal to many different demographics, not just old timers), local sports tournaments (3 on 3 basketball, etc.)
- Farmer's Market, Community Events at Palmer Lodge
- Farmers market, or street market. Opening it up to vendors and people in the county. Dining in the park - when we have more restaurants, there could be evenings in the summer where the restaurants could serve fixed meals, with tables and lights set up.
- Festival de primavera
- Fishing event for kids
- Food trucks on the weekends and evening especially in good weather with more picnic areas around the center of town
- FYI - we LOVED the 7/4 fireworks this past year!
- Garden Club at DGS
- I don't have any specific ideas, but I do believe the more community events and spaces make a community stronger.
- I just want to see the current events continue

- Lectures, concerts
- Less firework related events. It scares animals and vets with PTSD.
- Marathon
- Mix it up!
- More community gatherings not centered around a Holiday
- More cultural events, Lunar new year, Black History Month
- More events for youth.
- More involvement. The parades are laughable they are so small. Friday nights are just a drunk fest.
- More music events in the park
- More music opportunities in the park. Nature trail cleanup.
- Movies in the Park. A Dayton bike ride.
- Need to improve on the ones you have
- Parades for the kids
- PRIDE just Because we are a small town doesn't mean we can't be inclusive!
- Start the "friday night" festivities earlier in the year, and go a little later
- Theater and the arts in the Courthouse Square and Palmer House
- Thriller - Michael Jackson Dance Thru Town
- What we have is great. Maybe revisit this question in a couple years.
- Winter lights, Movies in the Park
- You won't listen to us you will do what you want why try

---

Question 16. If you wanted the City of Dayton to do just one thing to improve park, trail, and/or recreation options, what would it be? (open-ended responses)

---

- Accessible access for fishing.
- ADA access to the river
- Add a pickleball court (multiple courts)
- Add a skate park. I myself would prefer walking trails but a skate park would be very popular with our community.
- Add art, possibly sculpture. The art on the side of the building across the street from the park gives me a smile everytime I see it
- Add basic city facilities to exercise like tennis/pickle ball courts, jogging/walking track, etc. And/or consider making the high school track and gym accessible to all local residence after school hours and weekends. Same for the elementary school playground and "covered" play areas after school hours and weekends.
- Add more sidewalks for walking
- Add more walking paths
- Add pickleball courts
- Add some exercise classes at Palmer Creek Lodge
- Add trails to existing parks
- Another nice park with restrooms, dog park, walking trails, picnicking, and gathering areas

- Better access to the river
- Better maintenance and amenities for the dog park.
- Better parking
- Boat ramp, clean it up.
- Clean up access to the Yamhill River
- Clean up and improve the boat launch area. It's a thing so many communities lack, and could be developed into a really neat space, but it's dirty and seems uncared for.
- Clean up and monitor nature trail by elementary school and expand it to the Yamhill River.
- Create bike lanes to get to other areas. And create fun pathways for walking/cycling i.e. to Lafayette i.e. to Evergreen Airport.
- Create more parking down at HS Varsity baseball field
- Definitely the boat ramp! We are so lucky to have free water access in our town, and our family uses it year round! We still will enjoy and love using it by It is a little rundown!
- deport illegals
- Develop Legion Field to keep our youth in sports
- Develop Palmer Creek Trail
- Don't know
- Enlist Dayton Christian Church to help. We are ready to be involved and on your team.
- Ensure that current levels of recreational opportunities are well maintained and that community events have enough volunteer participation before adding anything new.
- Exercise classes, such as Pilates, weight training, or Zumba, or exercise classes with weights.
- Expand walking trail to the river
- Expanding and renovating Palmer Creek Trail could become a community volunteer event, which could be one of the easier/more cost effective of the projects to start with. Our household would help!
- Fix boat ramp
- Fix the boat ramps. It's public record that former Mayors have had their own interest in mind and denied grants because of a bathroom. It's also public record paperwork wasn't filled out in a timely matter, and we missed another opportunity for a grant to improve the boat ramp. Less money spent on things that are in the interest of the city council (water fountain and now bandstand) and more things that are going to improve ALL of Dayton's citizens quality of life. This isn't Carlton nor does anyone care to turn it into Carlton.
- Fix the hiking trail on Palmer Creek.
- Fix up the nature trail to it's old glory.
- Growing up I enjoyed fishing and using the dock at the Dayton landing. Friends and I would put boats in and go out the Yamhill to the Willamette for fishing and the last decade the ramp is in bad disrepair and its dangerous and at your own risk to try and put a decent boat in down there without risking damage to your trailer. I took my kids down there a lot growing up just walking, fishing, and looking for crawdads. Now my kids don't want my grandkids down there as its not taken care of, there is no longer a dock, and it's just plain dangerous anymore. My family would absolutely use it again if it was brought back into repair and maintenance. I thought there was a

grant to fix this for several years now and the city was going to put in bathrooms. What happened to those funds and this plan? The next page only asks for who lives in the house. My wife takes care of our six grandkids that may not live at our house per se but are there a majority of the daytime when we use the recreational parks, trails, waterway and dog parks provided.

- Hiking and trails
- How about we put money into our wells? Let's do something about our water restrictions.
- I would love more trail options and marked trails. I didn't grow up here, so I don't always know where they are.
- Improve and add basketball court
- Improve and add more access to river
- Improve and expand boat launch area, better ramp, better parking!
- Improve Dayton Landing - safety, lighting, parking, grade signing, and enforcement
- Improve Dayton Landing (I know it is currently a County Park)
- Improve existing parks including trails
- Improve restrooms and provide more restrooms in parks (not porta potties)
- Improve river access
- Improve the access to the river!
- Improve the courthouse square playground, by adding more equipment and cover the equipment.
- Improve trail options
- Keep the bathrooms a little cleaner
- Keep them up - clean and safe - but having a nice walking or biking trail would be amazing.
- Keep up the quality of the Friday nights - good bands, good food, horse-drawn carriage rides, lots of vintage cars, good ice cream.
- Leave Courthouse Square Park alone - use it, yes, but don't try and put other things there; in fact you could get rid of the basketball court and add more green space that way.
- Look into working with county and providing direct access to the Willamette.
- Love to see a water park for small children
- Maintain the trail we already have behind the grade school and add to it :)
- Make access for wheelchairs in parks, trails, or motorized scooters
- Make it more attractive! Clean up the town!
- Make sure there is safe pedestrian access from our homes to the parks/schools - crosswalks/sidewalks!
- Make town and trails more walking and bike friendly
- More bathrooms
- More maintenance. Btw, thanks to city staff for doing a great job in 2024.
- More music in park during the summer. Play events for kids get together. Another area for community garden.
- More paved walking trails
- More picnic areas for families
- More picnic tables
- More playground equipment!



- More trails and places to swim
- More trails for walking/running.
- More trees around the playground for shade in the summer. The equipment is hot to the touch and children can't get on.
- More walking trails
- More walking trails (and things for kids to do)
- More walking trails! Let us see the beauty of our town, especially the wine tasting tourists that pass by.
- More Yamhill river access
- Moving here in 2020 - haven't really got around to see everything. Where would I find it instead of stopping by City Hall or knowing someone?
- Nature trails
- Nature walking trails, I don't care if its shared with bikes and dogs.
- No improvements are needed but if I had to choose one then more playground space for kids (swings, slides, monkey bars)
- Offer more walking/biking trails
- Offer recreational after school and during summer classes for teens. Even classes for adults residents would be great.
- Open a gym and inside basketball courts, swimming pool
- Open and improve the Palmer Creek Trail
- Organize a community work day or days to help extend and work on the Palmer Creek Trail.
- Palmer creek trail work
- Pickleball
- Please don't cut down any more trees in City Park.
- Please improve accessibility for wheelchairs and other mobility devices at Dayton Friday Nights, including access to areas off the concrete.
- Please remove the rock wall and close off the dangerous gap at the top of the play structure! If a kid falls, they will definitely be hurt or killed. Also the rails on the play structure stairs need more closure to them.
- Provide a covered play area for children
- Provide incentive for groups to use city facilities - car clubs, wine tasting event, kayak race to Willamette River - We need more businesses. Large sign on Hwy 18 Welcome to Dayton "Historic Town"
- Purchase land to expand
- Redo area down by boat ramp
- Restrooms at boat ramp
- Safer areas of staying
- Safer walk ways
- Sidewalks!
- Splash pad!

- Start at the river, that's what put Dayton on the map originally. There are millions passing us by each day. I think they will come! Thanks for the questionnaire!
- Start real substantial collaboration w/ school district via MOU or contract to cooperatively develop and maintain the walking trail.
- Stop the illegal parking on 3rd & Church. People are parking vehicles on sidewalk, and this creates not only an obstruction for handicap pedestrians but creates a visual impairment when looking South when pulling out from church onto 221.
- The boat ramp & fishing area need to be maintained better!
- trails for walking
- Try to include the Spanish speaking in more activities - plan events to include them.
- Turn the water back on at the dog park .. PLZZZZZ
- Update boat launch
- Update the boat launch area
- Use common sense something I don't see in our city gov.
- Walking trails
- Walking trails

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# Appendix B:

## Event Tabling Summary



## MEETING NOTES

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PROJECT NUMBER: #24-156PLN      ISSUE DATE: May 5, 2025  
PROJECT NAME: Dayton Parks & Recreation Master Plan

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RECORDED BY: Steve Duh  
TO: FILE  
PRESENT: Members of the public  
City staff  
Project team members from Conservation Technix

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**SUBJECT: Parks Master Plan: Cinco de Mayo Event Tabling Notes (May 4<sup>th</sup>)**

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The City of Dayton sponsored a Cinco de Mayo celebration on Sunday, May 4, 2025 from noon to 5:00 p.m. at Courthouse Square, which included information booths and displays from several organizations. This event was used as a way to inform people about the citywide Parks and Recreation Plan project and gather community feedback for potential park system enhancements. The project team prepared dual-language informational displays, which included project overview, parks and outdoor recreation enhancements, recreational trail alignments, and potential park project and investment ideas.

Attendees were encouraged to talk to project team members and record their comments. City staff and project team staff engaged with event attendees to identify general needs and interests for parks and recreation in Dayton. Approximately 45 people reviewed the tabling materials and provided comments.

### PUBLIC COMMENTS

The following represents a summary of the comments received during the community event.

#### Existing Park Upgrades

- Add kayak launch at Dayton Landing
- Splash pad at Courthouse Square
- More shade trees at playground at Courthouse Square
- Add paved walking loop for Palmer Creek Trail around the school
- Improve the basketball court and remove the chain link fencing at Andrew Smith Park

#### Recreational Trails

- Consider trail access from across the bridge (HWY 221)
- Correct the UGB line in the southeast corner of Dayton

#### Legion Field Concept Graphic (dot exercise)

- 16 - Outdoor splash pad
- 7 - Playground
- 7 - Pickleball courts

**Parks Master Plan: Cinco de Mayo Event Tabling Notes (May 4th)**

Dayton Parks & Recreation Master Plan

Project Number #24-156PLN

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- 6 - Skate spot
- 4 - Picnic shelter

**Dayton Landing Concept Graphic** (dot exercise)

- 8 - Palmer Creek trail extension
- 6 - Improved boat ramp
- 3 - Seating areas
- 2 - Boat trailer parking
- 1 - Picnic shelters

**Investment Priorities** (dot exercise)


- 14 - Outdoor splash pad
- 8 - Renovate Legion Field
- 6 - Improve & expand Palmer Creek Trail
- 5 - Improve Dayton Landing river access
- 5 - Additional in-city walking trails
- 2 - Additional picnic shelters
- 1 - Dog park amenities
- 1 - Renovate existing basketball courts
- Others
  - Community pool (x3)
  - Bigger covered are (shelter) at Courthouse Square
  - Add a covered area (shelter) at Legion Field

**Other Comments**

- Splash pad
- Boat ramp
- Trails (x2)
- Green infrastructure
- Please focus on better parks!!! Bigger, modernized parks, like McMinnville's wooden horse (City Park or Wortman?) park
- Establish and promote a memorial and giving policy and program

### EXPLORING INVESTMENT IDEAS / EXPLORANDO IDEAS DE INVERSIÓN

#### UPGRADING EXISTING PARKS / MODERNIZACIÓN DE PARQUES EXISTENTES



Potential Project Recommendations	Posibles recomendaciones de proyectos
<b>POTENTIAL PROJECTS</b>	<b>Proyectos potenciales</b>
1. Dayton Landing: Purchase property parcel, purchase from the County, improve and develop as water accessible with boat launch, RiverCreek Trail extension, parking	1. Dayton Landing: Comprar parcela de terreno, comprarla de la Condado y mejorarla y desarrollarla como zona accesible al agua con rampa para embarcaciones, extensión del sendero RiverCreek, estacionamiento
2. Lagoon Park: Redevelop with splash pad, picnic shelter, skatepark & sport courts (if sport fields are added, also add a playground)	2. Lago Park: Redesarrollar con área de juegos acuáticos, área para picnic, parque de patinaje y canchales deportivos (si se agregan campos deportivos, también agregar un área de recreación para niños)
3. Andrew Smith Park: Upgrade with picnic shelter, splash pad, new basketball court, backboards	3. Parque Andrew Smith: Mejorar con área de juegos acuáticos, área para picnic, parque de patinaje y canchales deportivos (si se agregan campos deportivos, también agregar un área de recreación para niños)
4. Andrew Smith Park: Upgrade with paved loop path, picnic shelter, backboards	4. Parque Andrew Smith: Mejorar con sendero circular pavimentado, parque de patinaje, canchales deportivos
5. Courthouse Square: Renovate playground, upgrade lighting, upgrade irrigation system	5. Courthouse Square: Renovar la zona de juegos infantiles, mejorar el sistema de iluminación
6. Future Park & Linear Park: Develop with specific locations TBD. UGR design	6. Desarrollo de parques futuros y parques lineales: ubicaciones por definir. Diseñar UGR

WHAT OTHER PARK PROJECTS SHOULD THE CITY CONSIDER IN THE NEXT 10 YEARS? / ¿QUÉ OTROS PROYECTOS DE PARQUES DEBERÍA CONSIDERAR LA CIUDAD EN LOS PRÓXIMOS 10 AÑOS?

### EXPLORING INVESTMENT IDEAS / EXPLORANDO IDEAS DE INVERSIÓN

#### RECREATIONAL TRAILS / SENDEROS RECREATIVOS



**MULTI-USE, PAVED TRAILS**

**SOFT-SURFACED TRAILS**

**COMMUNITY RIDES**

**SAFE CROSSINGS**

**Safe & Accessible Recreational Trails / Senderos recreativos seguros y accesibles**

What trail improvements or connections would encourage you to walk or bike more frequently?

What destinations would be better served by safe bicycle and pedestrian trails?

Where are the missing links?

¿Qué mejoras o conexiones en los senderos lo animarían a caminar o andar en bicicleta con más frecuencia?

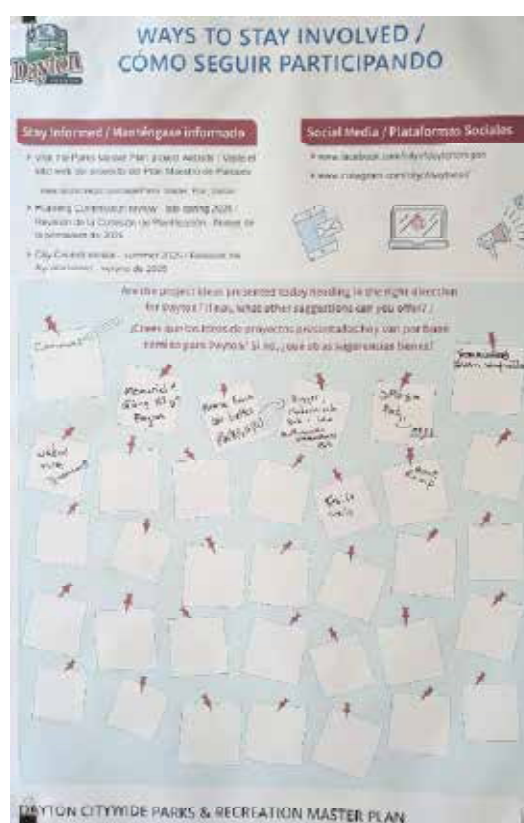
¿Qué destinos se beneficiarían más con senderos seguros para bicicletas y peatones?

¿Dónde están los tramos faltantes?

Use the map and write your comments / Marca el mapa y escribe otros comentarios.

DAYTON CITYWIDE PARKS & RECREATION MASTER PLAN

## Page 4





**Parks Master Plan: Cinco de Mayo Event Tabling Notes (May 4th)**

Dayton Parks & Recreation Master Plan

Project Number #24-156PLN

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Every effort has been made to accurately record this meeting. If any errors or omissions are noted, please provide written response within five days of receipt.

*-- End of Notes --*

cc: Dave Rucklos, Tourism and Economic Development Director  
File

# Appendix C:

## Stakeholder Summaries

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PROJECT NUMBER: #24-156PLN      ISSUE DATE: May 30, 2025  
PROJECT NAME: Dayton Parks & Recreation Master Plan

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NOTES BY: Steve Duh  
TO: FILE  
PRESENT: Sheryl Walsh  
Chris Teichroew  
Annette Frank  
Chas Van Genderen  
Savannah Schmaltz  
Wendy Stec  
Judy Gerrard  
Maria Alcaraz-Reyes  
Dave Mackin  
Jeremy Caudle, City Manager  
Dave Rucklos, Tourism and Economic Development Director  
Don Cutler, Public Works  
Steve Duh, Conservation Technix

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**SUBJECT:      Parks Master Plan: Stakeholder Group Discussion (May 21<sup>st</sup>)**

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### PURPOSE

To discuss current issues, opportunities and needs for City park, trail and recreation amenities in Dayton. The discussion occurred on May 21, 2025, in person at the Palmer Creek Community Center.

### DISCUSSION

The discussion began with a brief introduction and an overview of the City's Parks and Recreation Master Plan process. A set of questions were used to initiate the discussion and explore ideas about park system planning and local recreation needs.

#### General Comments

- Courthouse Square is the town's 'living room'.
- It would be good to make improvements at other parks (e.g., Legion Field) to spread the use around.
- Review the 2004 Plan and see what was on the project list that the City didn't do. Also, identify the accomplishments to tell the story of what's been done.
- The new plan should include a review of funding options and sources
- Community work groups and volunteers have made improvements. Recent clearing of the Palmer Creek Trail is a good example
- The Dayton Development Community Association could be a partner in the area around the downtown and Courthouse Square

## **Parks Master Plan: Stakeholder Group Discussion (May 21st)**

Dayton Parks & Recreation Master Plan

Project Number #24-156PLN

Page 2

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- Identify other potential partners for various projects. The local church used to do annual projects around town years ago, but none lately.
- Is there a way to capture additional funds from the community (e.g., GoFundMe)? Also, the City should track all its in-kind volunteer labor as match for grants
- The plan should also build in an annual review cycle with Council to highlight park and recreation needs and keep a focus on park improvements.

### **Improvement Ideas**

- Courthouse Square needs a shade structure at the playground
- Alderman Park: Need restroom at the off leash dog park and a covered picnic shelter. Also, there is loose gravel, which is too loose for a wheelchair. The lagoons near the dog park also attract birds, and the space is good for wildlife viewing.
- Pay attention to the barriers caused by lips or heaves along pathways or where different surfaces meet to improve accessibility
- Dayton needs soccer fields for little kids. The school doesn't have the budget to maintain and upgrade the space behind the elementary school.
- Middle school staff want to offer soccer for grades 6-8 and use the elementary fields, but they are in poor condition. The fields behind the elementary school have gophers and are not safe for play
- The Palmer Creek Trail should be extended to Alderman Park to the northeast and to the edge of the UGB to the west.
- The City should support a regional non-motorized trail that connects Dayton to Lafayette and McMinnville

### **Palmer Creek Lodge**

- Utilize the Lodge more – build in usage/operational fees
- The City may need to close the Lodge soon due to the maintenance and upkeep costs
- How can the site be better used for indoor and outdoor needs (e.g., bocce, cornhole, etc.)? It has parking and is underutilized
- Could it serve as an indoor play space (romper room) in the winter for parents with small children, as a fee for use option? Or for indoor yoga classes, exercise, arts & crafts?

### **Dayton Landing**

- Dayton should capitalize on the Yamhill River and improve Dayton Landing as a launch site.
- Use the river as a water trail. Kayakers, paddlers and sport fishermen would use the river access.
- With the future hotel, there is a need for nearby activities, and an improved river access can be a draw; add sidewalks from the Courthouse Square to the river.
- It also opens opportunities for small businesses and concessionaires for equipment rentals, coffee, etc. Highlight Dayton Landing's history.

### **Other Project Ideas or Needs for the Next 10 Years**

- Provide donated food from the community gardens
- Acquire Dayton Landing and control of Ferry Street
- Have a thriving community center for classes, exhibits, plays and concerts



**Parks Master Plan: Stakeholder Group Discussion (May 21st)**

Dayton Parks & Recreation Master Plan

Project Number #24-156PLN

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- Visualize and communicate the ideas in the new plan
  - Build momentum, have a way to engage the community, have ways to say what's happening and what funding provides.
- Maintenance staff needs – sustainable maintenance and operations
- Prioritize the project list and sequence, steady and incremental improvements

Every effort has been made to accurately summarize this meeting. If any errors or omissions are noted, please provide written response within five days of receipt.

-- *End of Notes* --

cc: Dave Rucklos, Tourism and Economic Development Director  
File

# Appendix D:

## Recreation Trends

The following summaries from recognized park and recreation resources provide background on national, state and local park and recreation trends. Examining current recreation trends may inform potential park and recreation improvements and opportunities to enhance programs and services.

## 2024 NRPA Agency Performance Review

In the 2024 National Recreation and Parks Association (NRPA) Agency Performance Review and its accompanying Park Metrics share comprehensive park and recreation-related data collected and analyzed to inform park and recreation professionals and key stakeholders about the state of the industry. The 2024 NRPA Agency Performance Review presents data from nearly 1,000 unique park and recreation agencies across the United States as reported from 2021 to 2023. These resources provide guidance to inform decisions and demonstrate the full breadth of service offerings and responsibilities of park and recreation agencies throughout the United States. This data can offer a perspective for Dayton, Oregon parks and recreation to compare their service provision to other agencies across the country. However, every park & rec agency has its own unique characteristics, combination of responsibilities and community composition. This comparison of nationwide data with the City of Dayton can provide guiding insights rather than target benchmarks. The agency performance report indicated recent trends in staffing and volunteers for park and recreation agencies show that numbers of authorized full-time positions has steadily rebounded since 2011.

### Key Findings & Characteristics

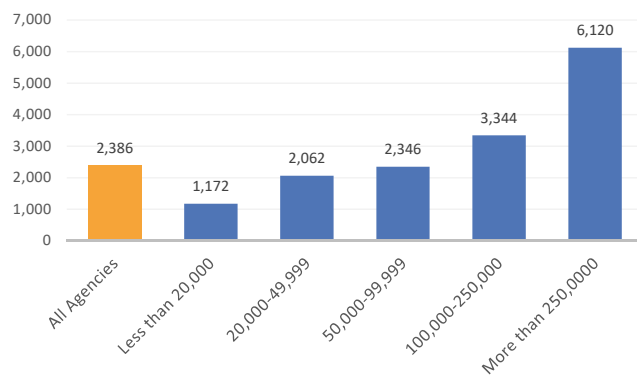
Park facilities and operations vary greatly across the nation. The typical agency participating in the NRPA park metric survey serves a jurisdiction of approximately 45,000 people, but population size varies widely across all responding jurisdictions. The typical park and recreation agency has jurisdiction over 22 parks comprising over 571 acres. When including non-park sites (such as city halls and roadway medians), the median management scale for park agencies increases to 30 sites encompassing 676 acres. Park facilities also have a range of service levels in terms of acres of parkland per population and residents per park. These metrics are categorized by the agency's population size.

### Park Facilities

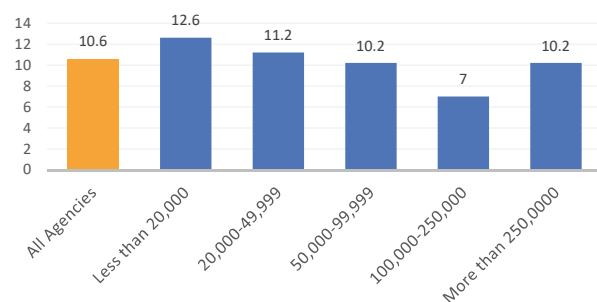
The typical park and recreation agency has:

- One park for every 2,386 residents
- 83% of agencies offer summer camp
- 10.6 acres of park land for every 1,000 residents in its jurisdiction
- \$99.47 operating expenditures per capita
- 8.9 full-time equivalent employees per 10,000 residents
- 93% of agencies have playgrounds
- An average of 16 miles of trails across all agencies

**Figure D1. Median Residents per Park Based On Population Size**



**Figure D2. Acres of Parkland per 1,000 Residents based on Population Size**



A large majority of park and recreation agencies provide playgrounds (93%) as their most common facility in their portfolio of outdoor assets. Eighty-five percent have diamond fields (baseball, softball), 84 percent have standalone basketball courts and 83 percent have rectangular fields (soccer, field hockey, lacrosse). Other common facilities include tennis courts (72%) and dog parks (68%).

The breakdown of the most common types of outdoor facilities includes:

- One playground/play structure for every 3,750 residents
- One diamond field for every 4,063 residents
- One basketball court for every 8,000 residents
- One rectangular field for every 5,000 residents
- One tennis court for every 6,003 residents
- One dog park for every 46,917 residents

Most agencies (three in five) offer community and/or recreation centers. Recreation centers (63%) are provided more often than community centers (59%). Senior centers (41%), performance amphitheaters (37%) and nature centers (33%) are also common.

Currently, 40 percent of agencies report providing Pickleball courts in their inventory. National trends indicate Pickleball as the fastest growing sport so it is expected that this percentage will rapidly change in the future.

The typical park and recreation agency that manages or maintains trails for walking, hiking, running and/or biking has 15 miles of trails. Agencies serving more than 250,000 residents have a median of 89 miles of trails under their care.

Park and recreation agencies often take on responsibilities beyond their core functions of operating parks and providing recreational programs. Other responsibilities may include tourist attractions, golf courses, outdoor amphitheaters, indoor swim facilities, farmer's markets, indoor sports complexes, campgrounds, performing arts centers, stadiums/arenas/racetracks, fairgrounds and/or marinas.



## Programming

At least eight in ten agencies provide themed special events (89% of agencies), social recreation events (88%), team sports (86%), youth summer camps (83%), fitness enhancement classes (82%), and health and wellness education (80%).

## Staffing

Park and recreation employees are responsible for operations and maintenance, programming and administration. The typical park and recreation agency has:

- 57.6 full-time equivalent staff (FTEs) on payroll
- 8.9 FTEs on staff for every 10,000 residents in its jurisdiction

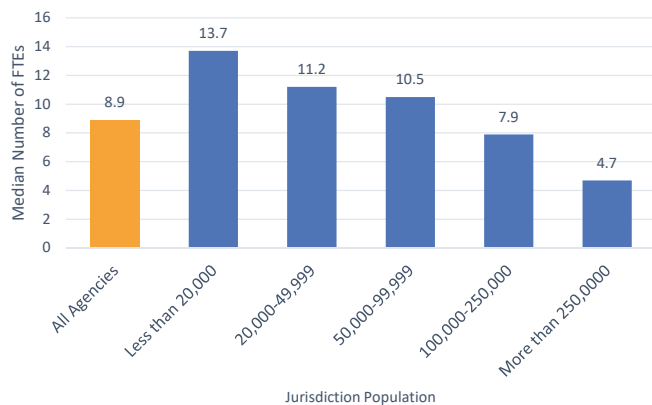
Median FTE counts also positively correlate with the number of acres maintained, the number of parks maintained, operating expenditures, and the population served. For example, agencies that serve populations between 20,000 and 49,999 residents employ an average of 34.2 FTE, while agencies that serve 50,000 to 99,999 people employ an average of 70.3 FTE.

**Figure D3. Park and Recreation Agency Staffing: Full-Time Equivalents (By Jurisdiction Population)**



Another way of comparing agency staffing across different park and recreation agencies examines number of staff per 10,000 residents. These comparative numbers hold fairly steady across population sizes with the median for all agencies at 8.9 FTEs.

**Figure D4. Park and Recreation Agency FTEs Per 10,000 Residents**



## Capital and Operating Expenses

For capital expenses, the typical park agency:

- Dedicates about 56% to renovation projects and 30% to new development projects.
- Plans to spend about \$8 million on capital expenditures over the next five years.
- For operations, the typical park agency spends:
  - \$6.45 million per year on total operating expenses
  - \$8,260 on annual operating expenses per acre of park and non-park sites managed by the agency
  - \$99.47 on annual operating expenses per capita
  - \$110,912 in annual operating expenditures per employee
- 54% of the annual operating budget on personnel costs, 38% on operating expenses, and 6% on capital expenses not included in the agency's capital improvement plan (CIP)
- 39% of its operating budget on park management and maintenance, 35% on recreation, 17% on administration and 9% on other activities

## Agency Funding

The typical park and recreation agency:

- Derives 62% of their operating expenditures from general fund tax support, 21% from generated revenues, 8% from dedicated taxes or levies, 3% from other dedicated taxes, 2% from grants, and the remaining 3% from sponsorships, private donations and other sources
- Generates \$22.58 in revenue annually for each resident in the jurisdiction

# 2024 State of the Industry Report

Recreation Management magazine's 2024 Report on the State of the Managed Recreation Industry summarizes the opinions and information provided by a wide range of professionals with the majority of respondents in leadership positions working in the recreation, sports, and fitness industry. While the respondents came from a wide range of sports-related entities, 42.5% were from park and recreation providers. The vast majority of respondents from parks—98.5%—were with public or governmental organizations. Park respondents manage the most facilities, with an average of 9.4, down from 13.3 in 2023, but in line with 2022, when park respondents averaged nine facilities.

## Partnerships

The 2024 report indicated that most (85.4%) recreation, sports, and fitness facility owners form partnerships with other organizations as a means of expanding their reach, offering additional programming opportunities or as a way to share resources and increase funding. Local schools are shown as the most common partner (59.9%) for all facility types. Youth-serving organizations (Ys, JCC, Boys & Girls Clubs) and park and recreation organizations were the most likely to report that they had partnered with outside organizations, at 96.1% and 92.9% respectively.

## Facilities and Improvements

A majority of park respondents (74.6%) said they had plans for construction, on par with 2022. More than half (54%) of park respondents were planning renovations to their facilities, and 36.9% of park respondents were planning to new construction with 31.5% planning additions. The top 10 planned features for all facility types include:

- Splash play areas (26.5% of respondents with plans to add features are planning to add splash play)
- Fitness trails and outdoor fitness equipment (21.1%)
- Park restroom structures (19%)
- Park shelters (17.8%)

- Playgrounds (17.6%)
- Walking and hiking trails (17.3%)
- Synthetic turf sports fields (17.3%)
- Dog parks (16.4%)
- Outdoor sports courts (14.3%)
- Community gardens (13.6%)

## Programming

Nearly all respondents (95.2%) offer programming of some kind. The top 10 most commonly offered programs include: holiday events and other special events (provided by 78% of respondents); group exercise programs (65%); fitness programs (62%); educational programs (62%); day camps and summer camps (60%); youth sports teams (57%); arts and crafts programs (55%); mind-body balance programs such as yoga and tai chi (54%); programs for active older adults (53%); swimming programs such as learn-to-swim or swim teams (47%) and sports tournaments and races (46%).

2024 saw a great deal of growth in a large number of program types. The programs that saw an increase of at least five percentage points include: arts and crafts (up 11.9 percentage points); group exercise programs (up 11.5); festivals and concerts (up 10); active older adult programs (up 9.7); holiday events and other special events (up 9.2).

Parks respondents were more likely than others to offer sports tournaments and races, sport training such as golf instruction or tennis lessons, and festivals and concerts.

The ten most commonly planned program additions in 2024 were:

1. Environmental education programs (26.4%, up from 22.2% in 2023)
2. Educational programs (24.1%, down slightly from 24.8%)
3. Holiday events and other special events (23.8%, up from 18.1%)
4. Fitness programs (22.5%, up from 20.3%)
5. Mind-body balance programs (22.2%, down from 23.3%)
6. Adult sports teams (22.2%, up from 19.9%)
7. Teen programming (22.2%, down from 23.3%)
8. Programs for active older adults (22.2%, up from 19%)
9. Group exercise programs (20.6%, down from 22%)
10. Special needs programs (19.6%, up from 18.8%)

## General Challenges

Over the past three years, staffing troubles has dominated the list of top industry challenges. Filling positions with qualified staff creates a challenge for recreation providers to meet the demanding needs of their members or visitors. In 2024, 56% of respondents identified staffing as their top challenge, while equipment and facility maintenance was the next most common concern with 53% calling it a top issue.

# 2024 Outdoor Participation Report

According to 2024 Outdoor Participation Trends Report, published by the Outdoor Foundation in Boulder, Colorado, the outdoor recreation participant base grew 4.1% in 2023 to a record 175.8 million Americans (57.3%) ages 6 and older. The number of outdoor participants has grown as new and more casual participants began hiking, biking, camping, running and fishing. Key Insights include the following:

## Growth

The recreational participant base is growing. New and young outdoor participants are driving growth and increased diversity in the outdoor recreation participant base. While the number of participants increased the average number of outings per participant fell 11.4% from 70.5 outings per participant in 2022 to 62.5 outings per participant in 2023. The declining frequency of participation offers a cautionary warning that the loss of committed participants may result in declining retail sales of outdoor products.

## Diversity

The participant base became more ethnically and racially diverse in 2023 but not by much. The number and percentage of Hispanic and Black people in the core participants has increased but the slower rate of increase compared to growth in the overall participant base indicates a lack of engagement in the more diverse participant base. Diversity brings new participants, new ideas, and new ways of engaging outdoors, more support for outdoor and environmental policies, and more dollars into the outdoor recreation market.

## Women as Trailblazers

More than half of American women are participating on outdoor recreation for the first time ever. Female participation reached 51.9% in 2023, up from 50% in 2022. American males reached a higher level in their participation rate with a new record of 62.9% in 2023.

## Seniors

Americans aged 55 to 64 showed increased participation of 49.7% in 2023, up from 41.2% in 2019. The participation rate for Americans aged 65 and older grew 11.5% between 2022 and 2023. Those participants aged 65 and older reached a 39.5% rate for 2023.

## Inclusion

Members of the LGBTQ+ community make up 11.3% of the outdoor participant base (19.9M) and continue to be the most active adult cohort in outdoor recreation with total participation rates above 60%.

The report suggests that efforts to build core participation in a more diverse market will be key to growing outdoor participation in depth as well as breadth.



# 2025 Sports, Fitness & Leisure Activities Topline Participation Report

Prepared by a partnership of the Sports and Fitness Industry Association (SFIA) and the Physical Activity Council (PAC), this nationwide study represents 18,000 individual interviews conducted in 2024 that summarize levels of activity and identifies key trends in sports, fitness, and recreation in the US. The 2025 report provides a high degree of statistical accuracy using strict quotas for gender, age, income, region, and ethnicity. The study looked at more than 124 different team and individual sports and outdoor activities. The overall aim of the survey is to establish levels of activity and identify key trends in sports, fitness, and recreation participation.

In 2024, activity levels among Americans reached a historic high, with 80% of Americans aged 6+ being classified as active.

Compared to 2023, participation has grown with both CORE and Casual activity. Activity in the U.S. continues to increase for the seventh consecutive year. This CORE participation (seriously committed athletes) made up 41.2% of participants with Casual participants hitting 58.8% of all participants in 2024. This widening gap points to an evolving trend in how Americans approach their engagement with activities.

Pickleball is still the fastest growing sport in America with 45.8% growth year-over-year and an extraordinary 331% over three years. Other activities also experienced notable growth with Yoga, snowboarding, and wrestling recording year-over-year increases of 9.9%, 9.3% and 8.6% respectively, reflecting a diverse set of interests among participants.

Figure D5. 2023 Total Actives (U.S. population, ages 6+)

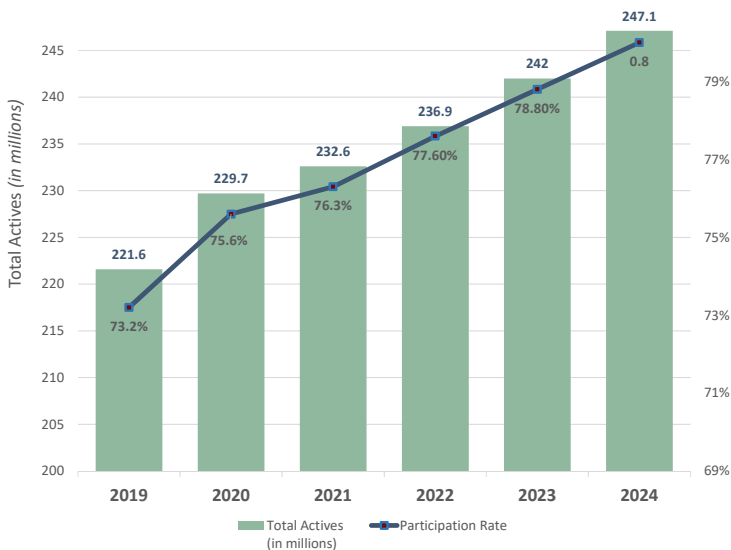
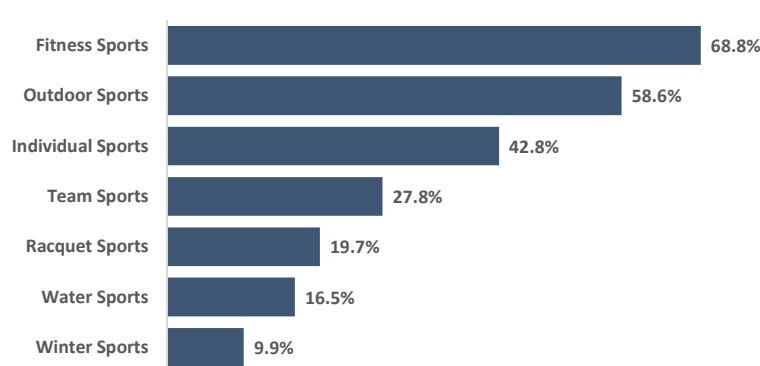


Figure D6. 2023 Total Participation Rate by Activity Category (U.S. population, ages 6+)



Health club-based activities (Treadmill, Stair-Climbing Machine, Stationary Cycling, and Rowing Machine) all had good participation increases from 2022. Class-based fitness activities (Barre, Pilates, Aquatic Exercise, Boot Camp Style Training, Dance, and Yoga) all had good gains in participation from 2022 to 2023. Trail Running and Hiking (Day) both continued to grow their sport's participation. Trail Running grew 12.3% from 2022 to 2023 while Hiking (Day) grew 3.1% from 2022. Golf (on-or-off course) continues its momentum, increasing participation by 3.9% from 2022. This was driven by an 18.8% increase in off course golf, though on course golf showed a modest increase of 9.6%

## Oregon State Comprehensive Outdoor Recreation Plan

The Draft 2025-2029 Statewide Comprehensive Outdoor Recreation Plan (SCORP), entitled “Balance and Engagement: Sustaining the Benefits for all Oregonians”, constitutes Oregon’s basic five-year plan for outdoor recreation. As of June 2024, the draft was still under review and accepting public comment. With the completion of the 2025-2029 plan, the state maintains eligibility to participate in the Land and Water Conservation Fund up through December 2029.

The draft SCORP addresses three important priorities facing outdoor recreation providers in the coming years, including:

1. The importance and benefits of recreation to Oregonians and the local economy.
2. Balancing conservation with outdoor recreation.
3. Engaging with underserved communities in outdoor recreation efforts.

As part of developing the SCORP, the Oregon Parks and Recreation Department (OPRD) conducted a statewide survey of Oregon residents regarding their 2022 outdoor recreation participation in Oregon, as well as their opinions about park and recreation management.

The resident survey measured the top ten outdoor recreation activities for Oregon residents that occur within their community. Walking rated the most participation whether on local streets and sidewalks or along paved paths or natural trails.

**Figure D7. Top Ten Activities for Oregon Resident in their Community**

Activiy	Percent
Walking on streets or sidewalks	79.1%
Walking on paved paths or natural trails	71.8%
Nature immersion	52.6%
Attending outdoor concerts/events	40.6%
Visiting historical sites/parks	40.5%
Picnicking	40.4%
Nature observation	37.4%
Taking children/grandchildren to a playground	34.2%
Visiting nature centers	34.2%
Pedaling bicycles on streets or sidewalks	30.9%

The resident survey also gathered input on where respondents liked to experience outdoor recreation. Local parks were the most frequently visited by 83% of respondents.

**Figure D8. Types of Outdoor Recreation Areas Used**

Outdoor Recreation Area	Percent
Local/city park	83%
State park, forest, or game land	71%
County park	48%
National park, forest & recreation area	49%

Further survey questions explored where residents felt future investments were needed in their community outdoor recreation areas. Their highest two priorities covered clean and well-maintained facilities and provision of restrooms.

**Figure D9. Priorities for Future Investments in their Community**

Recreation Priority	Mean*
Clean & well-maintained facilities	4.16
Restrooms	4.06
Free recreation opportunities	3.99
Parks & recreation areas	3.78
Directional/info signs for trails	3.71
Nature & wildlife viewing areas	3.64

*\*Means for 5-point Likert Scale (1="lowest priority need" to 5="highest priority need")*

This data can help local park and recreation providers better understand public opinions and the preferences of outdoor recreation participants.

In addition to the resident survey, land managers and public recreation providers in Oregon were also surveyed regarding their needs, challenges and priorities for recreation management in their jurisdiction. The most challenging management issues for local outdoor recreation providers (within urban growth boundaries) were identified.

**Figure D10. Local Providers: Top 5 Challenges**

Management Issues
Reducing illegal activities
Creating new park and recreation facilities
Maintaining existing local parks and facilities
Addressing ADA and other accessibility issues
Providing safe walking and biking routes to parks and trails

The results illustrate that providers face large challenges when increasing opportunities and access to outdoor recreation through resident-supported actions like creating new park and recreation facilities and providing safe walking and biking routes to parks and trails. These larger challenges require more significant investments and longer term planning.

The SCORP report also offers management recommendations to outdoor recreation providers to help protect natural resources and visitor experiences, triggered partly due to issues created by crowding.

- Promote outdoor practices and principles to minimize visitor impacts.
- Utilize web presence to provide information about crowding and encourage visitors to explore less-busy locations.
- Implement timed-entry systems, reservation requirements, and permit requirements to manage crowding.
- Adapt current infrastructure to address crowding and natural resource impacts.

Another series of studies measured the benefits of outdoor recreation on public land systems through healthy lifestyles, lower health care costs and overall quality of life. The research findings were included

in the 2025-2029 SCORP. Physical health benefits are demonstrated in the SCORP chapter titled, “Health Benefits Estimates for Oregonians from their Outdoor Recreation Participation in Oregon,” showing how energy expenditure from physical activity related to outdoor recreation participation may lead to \$2.965 billion in cost of illness savings for these chronic illnesses.

Research also included the total net economic value for recreation participation in Oregon from their participation in 76 outdoor recreation activities in 2022 for a total of 1.27 billion user occasions. The total net economic value for a recreation activity is the value per activity day times the number of activity days. Filtering the top ten contributors for outdoor recreation activities and their associated economic value reveals walking and enjoying nature as the top generators followed by bicycling, running/jogging, field sports, and playground and dog park users.

**Figure D11. User Occasions, Activity Days, and Total Net Economic Value**

Top Ten: SCORP Activity in your Community	RUVD* Activity	Total Annual Activity Days	Value/Activity Day (2023 USD)	Total Net Economic Value (2023 USD)
Walking on streets or sidewalks	Walking	357,558,563	\$21.83	\$7,804,896,510
Nature immersion	Wildlife viewing	59,056,930	\$67.36	\$3,978,126,928
Nature observation	Wildlife viewing	54,981,854	\$67.36	\$3,703,626,212
Pedaling bicycles on streets or sidewalks	Leisure biking	42,666,036	\$67.19	\$2,866,672,617
Pedaling bikes on paved or natural trails (incl. mtn bikes)	Mtn biking	22,888,395	\$115.68	\$2,647,691,141
Jogging or running on streets or sidewalks	Jogging/running	28,791,816	\$67.69	\$1,948,961,000
Field sports (soccer, softball, baseball, football, disc golf, etc)	Jogging/running	17,130,797	\$67.69	\$1,159,609,218
Jogging or running on on paved paths or natural trails	Jogging/running	19,867,529	\$67.69	\$1,344,862,692
Taking children/grandchildren to a playground	Walking	48,003,644	\$21.83	\$1,047,838,067
Going to dog parks or off-leash areas	Walking	45,415,364	\$21.83	\$991,340,308

The total net economic value for recreation participation in Oregon by Oregonians is estimated to be \$57.1 billion (2023 USD) annually based on 2022 use levels. Total consumer spending on outdoor recreation in 2022 supported 198,000 full and part-time jobs in Oregon, associated with \$8.4 billion in wages and other compensation.

## Americans Engagement with Parks Survey

This annual study from the National Park and Recreation Association (NRPA) probes Americans’ usage of parks, the key reasons that drive their use, and the greatest challenges preventing greater usage. Each year, the study examines the importance of public parks in Americans’ lives, including how parks compare to other services and offerings of local governments. The survey of 1,000 American adults looks at frequency and drivers of parks/recreation facilities visits and the barriers to that prevent greater enjoyment. Survey respondents also indicate the importance of park and recreation plays in their decisions at the voting booth and their level of support for greater funding. Key findings include:

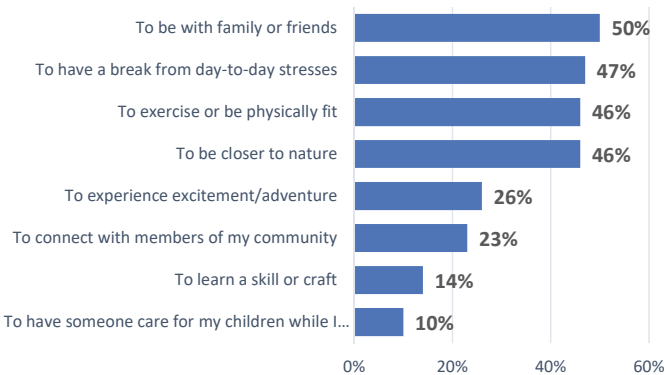
- Eighty-four percent of U.S. adults seek high-quality parks and recreation when choosing a place to live.
- Nearly 3 in 4 U.S. residents have at least one local park, playground, open space or recreation center within walking distance of their homes.
- Nine in ten people agree that parks and recreation in an important service provided by the local government.
- Nearly 3 in 4 adults agree that equity should be an extremely or very important goal for their local park and recreation agency.

People who live near parks and recreation facilities are more likely to be park and recreation users. Individuals living near at least one park are much more likely to arrive at that park by an “active” means (e.g., walking, biking, running), with walking being the most common method of transport. Conversely, 80 percent of U.S. adults who do not live within a walkable distance to parks or recreation opportunities travel to those amenities by car. The typical adult in the United States visits their local parks or recreation facilities every other month. Four main reasons for visiting local parks and recreation facilities stand out: being with family



and friends, exercising and being physically fit, taking a break from day-to-day stresses, and being closer to nature. Park and recreation agencies can customize their offerings to the specific needs, wants and desires of their community members by knowing their motivation for visiting parks.

Figure D12. NRPA Park Engagement: Key Reasons for Park Visits



According to the Americans Engagement with Parks report,

“Parks and recreation’s success results from its vast offerings of parks, trail networks and other recreation facilities that deliver critical programs for every segment of a community. Each person’s relationship with parks and recreation is unique. Some people flock to their local park to stay physically fit, meet with friends and family, or reconnect with nature. Others depend on their local park and recreation agency for indispensable services that improve their lives.

But there remains much work to do. One-hundred million people do not live within a walkable distance of at least one park or recreation facility. Further, many survey respondents indicate they have felt unwelcome at a park or recreation facility or say the infrastructure and programming are not inclusive. Parks and recreation is for everyone — regardless of age, income, race, ethnicity, ability, gender identity or sexual orientation. Professionals, advocates and political leaders have the opportunity to narrow any accessibility or inclusivity gaps through greater community engagement and addressing inequitable funding and infrastructure investments that have deprived millions of people of access to parks and recreation.”

## Outdoor Recreation Economy

In November 2023, the U.S. Bureau of Economic Analysis (BEA) released its annual report on the economic impact of the outdoor recreation industry at national and state levels. The gross economic output for the outdoor recreation economy was \$1.1 trillion in 2022, accounting for 2.2% of the gross domestic product that year.

The GDP contribution from outdoor recreation economic activity increased by 4.8% from 2021 to 2022. People finding employment in the outdoor recreation industry increased by 7.4% from 2021 to 2022. Outdoor recreation remains a significant sector of the U.S. economy. A wide range of activities—from hiking, boating, and hunting to golf and tennis—result in outdoor recreation jobs in a wide variety of industries.

## Oregon Outdoor Recreation Industry

The research group Headwaters Economics, in collaboration with the State Outdoor Recreation Business Alliance, published a report in 2023 on the state of the outdoor recreation economy nationally. In the State of Oregon, the outdoor recreation industry employed approximately 72,737 people in 2022 with a total compensation level of \$3,760,711. The total recreation value contributed \$7,502,130 to Oregon’s economy. The report emphasizes that investments in outdoor recreation directly result in visitor spending that supports jobs, businesses, and industries across the country.

## Oregon Trails Plan (2026–2035)

The Oregon Trails Plan comes as a summary report from the 2025-2029 SCORP that measures the latest data on trail usage in Oregon, the economic and health benefits of trails, management issues, and funding priorities. The report provides data on motorized and non-motorized trail activities and water trail (non-motorized) activities. Oregon has an extensive network of federal, state, and local non-motorized trails, including state designated scenic and recreational trails. Scenic trails showcase Oregon's outstanding natural features including rivers, mountains, waterfalls, and the Pacific Ocean. Regional trails connect recreation sites, schools, and communities to provide recreation and active transportation routes. Oregon has over 50 designated motorized riding areas that provide a high level of trail maintenance, signs, maps, and staging areas.

A water trail is a designated route along a lake, river, reservoir, or bay specifically designed for people using small, primarily non-motorized watercraft. Designated National Water Trails in Oregon are the Tualatin River Water Trail and Willamette River Water Trail. The Willamette River Water Trail and Deschutes River Water Trail were identified as Oregon Signature Trails. Water trail facilities are supported by local agencies along many other water bodies across the state.

### Trail Use

- Oregon residents participated in nearly 275 million trail activities in 2022. Walking on local paved paths and natural trails is the second most frequent outdoor activity in Oregon after walking on streets and sidewalks, with over 149 million use occasions. Walking on local trails accounts for over half (54%) of all trail use in Oregon by residents. Walking/hiking on non-local paved paths or natural trails is the number one outdoor recreation activity that Oregon residents travel outside their community to participate in.
- Motorized trail activities such as riding ATVs and snowmobiling make up 3.5% of trail use.
- Non-motorized water paddle sports are one of the fastest growing forms of recreation and amongst the top three activities Oregonians started doing during the COVID-19 pandemic. Water trail activities such as canoeing, kayaking, rafting, and sailing accounted for just under 3% of trail use by Oregon residents.
- A major change that has occurred on Oregon's trail network since the 2016 Trails Plan is the rapid increase in availability and adoption of electric bicycles ("e-bikes")<sup>5</sup> and electric micromobility devices ("e-micromobility"). The majority (53%) of reported e-bike and e-micromobility use occurred on streets and sidewalks, nearly 9 million use occasions. Thirty-one percent of e-bike and e-micromobility use (over 5 million use occasions) occurred on local trails.
- "Walking on streets or sidewalks" and "Walking on local trails" are the most common outdoor activities for all Oregon resident demographic groups to participate in within their communities. Oregon's trail network supports outdoor recreation, access to nature, and physical activity; all of which are associated with positive impacts on physical and mental health.

The 2025-29 Oregon SCORP estimated the net economic value of outdoor recreation in Oregon by residents to be \$57.1 billion based on 2022 use levels. One quarter (25%) of the total economic value of outdoor recreation in Oregon comes from trail activities, with an annual estimated economic value of \$14.5 billion.

## Inclusion & Universal Access

Across the country, local municipalities and park and recreation providers with older public infrastructure have been upgrading their facilities to comply with the outdoor recreation guidelines for universal access and the Americans with Disabilities Act (ADA). The removal of existing architectural barriers in park facilities has been ongoing and should continue until renovations, upgrades and newer construction provide barrier-free access to all users. Access and inclusion in public parks extends beyond the physical amenities and incorporates considerations of language, technology, wayfinding, program equity and equitable geographic distribution of facilities.

Park and recreation agencies are in a unique position to champion efforts that advance diversity, equity and inclusion (DEI). By assuring representation of diverse life experiences and voices, park and recreation

professionals will better reflect the communities their agencies serve. Inequity is the ultimate challenge facing the nation, and parks and recreation can make a profound difference.

## Parks for Climate Resiliency

Numerous studies have been documenting the contributions of parks and public lands to better climate resiliency. Parks, open space and natural lands can cool urban heat islands, buffer flood impacts, improve water quality and improve air quality. Urban tree canopy in parks can remove air pollution and sequester carbon. Parks and greenways along storm-affected coastlines are being created to help buffer impacts of anticipated flooding due to sea level rise, storm surges, and increased precipitation. Climate resilience strategies involving parks can focus on resilient shoreline development, green stormwater infrastructure and increased tree groves.

As the climate changes, outdoor recreation opportunities and availability can become more inconsistent. Wildfires, flooding, reduced snowpack and other environmental impacts from climate changes can directly and indirectly affect visitor-use patterns. Recreation planners and managers play a role in climate resiliency by protecting vulnerable resources that can impact outdoor recreation opportunities.

## Special Report on Paddlesports & Safety

In 2019, the Outdoor Foundation produced a report focused on paddlesports data based on a participation survey (over 20,000 online interviews with a nationwide sample of individuals and households). In 2018, 22.9 million Americans (approximately 7.4% of the population) participated in paddle sports. This represents an increase of more than 4 million participants since the study began in 2010. Over the last five years, there continues to be an increase in paddlesports popularity among outdoor enthusiasts, with significant portions of the nationwide growth occurring in the Pacific region.

Recreational kayaking continues to grow in popularity but may be driving some of the decline in canoeing. The popularity of stand-up paddling has soared, increasing by 1.5 million participants over the past five years, though it does not have nearly as high a participation rate as either recreational kayaking or canoeing.

One in eight paddlers have been participating in the sport for 21 years or more. However, many participants – between 30%-60%, depending on the discipline – tried a paddlesport for the first time in 2018. Such high levels of first-time participation may produce longer term growth in paddling, assuming participants continue to enjoy the sport.

Among adult paddlers, most participate for excitement and adventure, for exercise, or to be close to nature. Kayakers, rafters, canoers and stand-up paddlers often enjoy, or would be willing to try, other paddlesports. Many also enjoy similar outdoor “crossover” activities such as hiking, camping, walking, and nature viewing.

# Appendix E:

## Implementation Tools & Tactics



## LOCAL FUNDING OPTIONS

### General Obligation Bond

These are voter-approved bonds with the authority to levy an assessment on real and personal property. The money can only be used for capital construction and improvements, but not for maintenance. This property tax is levied for a specified period of time (usually 15-20 years). Passage requires a simple majority in November and May elections, unless during a special election, in which case a double majority (a majority of registered voters must vote and a majority of those voting must approve the measure) is required. Cities in Oregon have a legal debt limit on general obligation (GO) debt equal to 3% of their real market value.

### Park Utility Fee

A park utility fee provides dedicated funds to help offset the cost of park maintenance and could free up general fund dollars for other capital project uses. Most city residents pay water and sewer utility fees. Park utility fees apply the same concepts to city parks, and a fee is assessed to all businesses and households. The monthly fee would be paid upon connection to the water and sewer system. Dayton does not assess a park utility fee.

### System Development Charges

Dayton currently assesses a parks system development charge (SDC). SDCs are charged for new residential development to help finance the demand for park facilities created by the new growth.

### Urban Renewal District

The purpose of urban renewal is to improve specific areas of a city that are poorly developed or underdeveloped, called blighted areas in Oregon Revised Statutes (ORS) 457.010. These areas can have deteriorated buildings, changing uses, streets and utilities in poor condition, a complete lack of streets and utilities altogether, or other obstacles to development. Urban renewal allows for the use of tax increment financing, a funding source that is unique to urban renewal, to fund its projects. In general, urban renewal projects can include construction or improvement of streets, utilities, and other public facilities; assistance for rehabilitation or redevelopment of property; acquisition and re-sale of property (site assembly) from willing sellers; and improvements to public spaces including parks and open spaces.

### Fuel Tax

Oregon gas taxes are collected as a fixed amount per gallon of gasoline purchased. The Oregon Highway Trust Fund collects fuel taxes, and a portion is paid to cities annually on a per-capita basis. By statute, revenues can be used for any road-related purpose, which may include sidewalk repairs, ADA upgrades, bike routes and other transportation-oriented park and trail enhancements.

## FEDERAL / STATE GRANTS & CONSERVATION PROGRAMS

### Rivers, Trails and Conservation Assistance Program – National Park Service

The Rivers, Trails and Conservation Assistance Program, also known as the Rivers & Trails Program or RTCA, is a community resource administered by the National Park Service and federal government agencies, so they can conserve rivers, preserve open space and develop trails and greenways. The RTCA assists communities and public land managers in developing or restoring parks, conservation areas, rivers, and wildlife habitats, as well as creating outdoor recreation opportunities and programs that engage future generations in the outdoors.

### Urban and Community Forestry Grants – Oregon Department of Forestry

The Oregon Department of Forestry provides a range of grants and incentives for private landowners and municipalities. Program areas range from community forestry to weed control to conservation and resiliency efforts.

### North American Wetlands Conservation Act Grants Program – US Fish & Wildlife Service

The North American Wetlands Conservation Act of 1989 provides matching grants to organizations and individuals who have developed partnerships to carry out wetland conservation projects in the United States, Canada, and Mexico for the benefit of wetlands-associated migratory birds and other wildlife. Both are Two competitive grants programs exist (Standard and a Small Grants Program) and require that grant requests be matched by partner contributions at no less than a 1-to-1 ratio. Funds from U.S. Federal sources may contribute towards a project, but are not eligible as match.

The Standard Grants Program supports projects in Canada, the United States, and Mexico that involve long-term protection, restoration, and/or enhancement of wetlands and associated uplands habitats. In Mexico, partners may also conduct projects involving technical training, environmental education and outreach, organizational infrastructure development, and sustainable-use studies.

The Small Grants Program operates only in the United States; it supports the same type of projects and adheres to the same selection criteria and administrative guidelines as the U.S. Standard Grants Program. However, project activities are usually smaller in scope and involve fewer project dollars. Grant requests may not exceed \$75,000, and funding priority is given to grantees or partners new to the Act's Grants Program.

### Local Government Grant – Oregon Parks and Recreation

Local government agencies who are obligated by state law to provide public recreation facilities are eligible for OPR's Local Government Grants, and these are limited to public outdoor park and recreation areas and facilities. Eligible projects involve land acquisition, development and major rehabilitation projects that are consistent with the outdoor recreation goals and objectives contained in the Statewide Comprehensive Outdoor Recreation Plan.

### Land and Water Conservation Fund (LWCF) Grant – Oregon Parks and Recreation

LWCF grants are available through OPR to either acquire land for public outdoor recreation or to develop basic outdoor recreation facilities. Projects must be consistent with the outdoor recreation goals and objectives stated in the Statewide Comprehensive Outdoor Recreation Plan and elements of local comprehensive land use plans and park master plans. A 50% match is required from all successful applicants of non-federal funds, in-kind services and/or materials.

### Recreational Trails Program Grant – Oregon Parks and Recreation

Recreational Trails Grants are national grants administered by OPRD for recreational trail-related projects, such as hiking, running, bicycling, off-road motorcycling, and all-terrain vehicle riding. Yearly grants are

awarded based on available federal funding. RTP funding is primarily for recreational trail projects, rather than utilitarian transportation-based projects. Funding is divided into 30% motorized trail use, 30% non-motorized trail use and 40% diverse trail use. A 20% minimum project match is required.

### **Oregon Heritage Grants – Oregon Parks and Recreation**

Oregon Heritage offers a variety of grant programs for heritage projects from historic building preservation to oral history projects and more. Grant programs focus on specific foci, including façade renovation, main street revitalization, Veterans’ and War Memorials, the preservation of historic resources, among others.

### **Bicycle & Pedestrian Program Grants – Oregon Department of Transportation**

The Pedestrian and Bicycle Grant Program is a competitive grant program that provides resources to Oregon cities, counties and ODOT regional and district offices for design and construction of pedestrian and bicycle facilities. Proposed facilities must be within public rights-of-way. Grants are awarded by the Oregon Bicycle and Pedestrian Advisory Committee. Project types include sidewalk infill, ADA upgrades, street crossings, intersection improvements, minor widening for bike lanes.

### **Oregon Watershed Enhancement Board Grant**

The Oregon Watershed Enhancement Board focuses on projects that approach natural resources management from a whole-watershed perspective. OWEB encourages projects that foster interagency cooperation, include other sources of funding, provide for local stakeholder involvement, include youth and volunteers and promote learning about watershed concepts. There are five general categories of projects eligible for OWEB funding: watershed management (restoration and acquisition), resource monitoring and assessment, watershed education and outreach, and technical assistance.

### **Arts Grants – Oregon Arts Commission**

The Oregon Arts Commission funds arts programs and individual artistic innovation throughout Oregon. Grant programs serve as investments in our state’s culture. They are supported by contributions from the State of Oregon, the Oregon Cultural Trust, and the National Endowment for the Arts.

## **OTHER METHODS & FUNDING SOURCES**

### **Private Grants, Donations & Gifts**

Many trusts and private foundations provide funding for park, recreation and open space projects. Grants from these sources are typically allocated through a competitive application process and vary dramatically in size based on the financial resources and funding criteria of the organization. Philanthropic giving is another source of project funding. Efforts in this area may involve cash gifts and include donations through other mechanisms such as wills or insurance policies. Community fund raising efforts can also support park, recreation or open space facilities and projects.

#### **Meyer Memorial Trust**

The Meyer Memorial Trust seeks opportunities to make program-related investments in Oregon and Clark County, WA. General Purpose Grants support projects related to arts and humanities, education, health, social welfare, and a variety of other activities. Proposals may be submitted at any time under this program, and there is no limitation on the size or duration of these grants.

### **Business Sponsorships/Donations**

Business sponsorships for programs may be available throughout the year. In-kind contributions are often received, including food, door prizes and equipment/material.

## Interagency Agreements

State law provides for interagency cooperative efforts between units of government. Joint acquisition, development and/or use of park and open space facilities may be provided between parks, school districts, other municipalities and utility providers.

## ACQUISITION TOOLS & METHODS

### DIRECT PURCHASE METHODS

#### Market Value Purchase

Through a written purchase and sale agreement, the city purchases land at the present market value based on an independent appraisal. Timing, payment of real estate taxes and other contingencies are negotiable.

#### Partial Value Purchase (or Bargain Sale)

In a bargain sale, the landowner agrees to sell for less than the property's fair market value. A landowner's decision to proceed with a bargain sale is unique and personal; landowners with a strong sense of civic pride, long community history or concerns about capital gains are possible candidates for this approach. In addition to cash proceeds upon closing, the landowner may be entitled to a charitable income tax deduction based on the difference between the land's fair market value and its sale price.

#### Life Estates & Bequests

In the event a landowner wishes to remain on the property for a long period of time or until death, several variations on a sale agreement exist. In a life estate agreement, the landowner may continue to live on the land by donating a remainder interest and retaining a "reserved life estate." Specifically, the landowner donates or sells the property to the city, but reserves the right for the seller or any other named person to continue to live on and use the property. When the owner or other specified person dies or releases his/her life interest, full title and control over the property will be transferred to the city. By donating a remainder interest, the landowner may be eligible for a tax deduction when the gift is made. In a bequest, the landowner designates in a will or trust document that the property is to be transferred to the city upon death. While a life estate offers the city some degree of title control during the life of the landowner, a bequest does not. Unless the intent to bequest is disclosed to and known by the city in advance, no guarantees exist with regard to the condition of the property upon transfer or to any liabilities that may exist.

#### Option to Purchase Agreement

This is a binding contract between a landowner and the city that would only apply according to the conditions of the option and limits the seller's power to revoke an offer. Once in place and signed, the option agreement may be triggered at a future, specified date or upon the completion of designated conditions. Option agreements can be made for any time duration and can include all of the language pertinent to closing a property sale.

#### Right of First Refusal

In this agreement, the landowner grants the city the first chance to purchase the property once the landowner wishes to sell. The agreement does not establish the sale price for the property, and the landowner is free to refuse to sell it for the price offered by the city. This is the weakest form of agreement between an owner and a prospective buyer.

#### Conservation Easements

Through a conservation easement, a landowner voluntarily agrees to sell or donate certain rights associated with his or her property – often the right to subdivide or develop – and a private organization or public agency agrees to hold the right to enforce the landowner's promise not to exercise those rights. In



essence, the rights are forfeited and no longer exist. This is a legal agreement between the landowner and the city (or private organization) that permanently limits uses of the land in order to conserve a portion of the property for public use or protection. Typically, this approach is used to provide trail corridors where only a small portion of the land is needed or for the strategic protection of natural resources and habitat. The landowner still owns the property, but the use of the land is restricted. Conservation easements may result in an income tax deduction and reduced property taxes and estate taxes. The preservation and protection of habitat or resources lands may best be coordinated with the local land trust or conservancy, since that organization will likely have staff resources, a systematic planning approach and access to non-governmental funds to facilitate aggressive or large scale transactions.

## LANDOWNER INCENTIVE MEASURES

### Density Bonuses

Density bonuses are a planning tool used to encourage a variety of public land use objectives, usually in urban areas. They offer the incentive of being able to develop at densities beyond current regulations in one area, in return for concessions in another. Density bonuses are applied to a single parcel or development. An example is allowing developers of multi-family units to build at higher densities if they provide a certain number of low-income units or public open space. For density bonuses to work, market forces must support densities at a higher level than current regulations.

### Transfer of Development Rights

The transfer of development rights (TDR) is an incentive-based planning tool that allows land owners to trade the right to develop property to its fullest extent in one area for the right to develop beyond existing regulations in another area. Local governments may establish the specific areas in which development may be limited or restricted and the areas in which development beyond regulation may be allowed. Usually, but not always, the “sending” and “receiving” property are under common ownership. Some programs allow for different ownership, which, in effect, establishes a market for development rights to be bought and sold.

### IRC 1031 Exchange

If the landowner owns business or investment property, an IRC Section 1031 Exchange can facilitate the exchange of like-kind property solely for business or investment purposes. No capital gain or loss is recognized under Internal Revenue Code Section 1031 (see [www.irc.gov](http://www.irc.gov) for more details).

## OTHER LAND PROTECTION OPTIONS

### Land Trusts & Conservancies

Land trusts are private non-profit organizations that acquire and protect special open spaces and are traditionally not associated with any government agency. The Columbia Land Trust is the local land trust serving the Dayton area. Other national organizations with local representation include The Nature Conservancy, Trust for Public Land and the Wetlands Conservancy.

# Appendix F:

## Summary of City Plans

Past community plans and other relevant documents were reviewed for policy direction and goals as they pertain to the provision and planning for parks, trails and recreation opportunities in Dayton. The development of each involved public input and adoption by their respective responsible legislative body.

## City of Dayton Parks and Recreation Master Plan 2004

The City's first Parks and Recreation Master Plan was completed in 2004 when the population was approximately 2,230 residents. City-owned parks included Courthouse Square, Alderman Park (undeveloped), 11th Street Park and Legion Field. A Parks Advisory Committee (PAC), comprised of representatives from the City Council, School District, Chamber of Commerce, local community and sports program volunteers and the City Administrator, was appointed by the City Council to guide the planning process for the parks master plan. Public outreach included community meetings, stakeholder interviews, park inventory/assessments, and regional and national recreation trends and standards. The Plan noted that the city's 1986 Comprehensive Land Use Plan cited the standard of 2.5 acres of parkland for each 1,000 residents. The Plan defined future goals for the park system as:

Goal #1 Maintain & Improve Existing Parks

Goal #2 Develop Alderman Park

Goal #3 Research and Develop a Skate Park

Goal #4 Research and Develop a Community Center

Goal #5 Develop Collaborative Efforts with Other Groups

## Urban Growth Boundary Amendment

Following the prescribed process through a set of Oregon Administrative Rules (OAR) for amending an urban growth boundary, the City conducted a land swap of UGB land in 2022 removing 176.83 acres from one area and adding 106.34 acres to a more appropriate area. The lands removed from the UGB were heavily parcelized and difficult to provide city infrastructure. The added lands were more feasible as future growth areas to help provide the required 20-year supply of land for residential and employment needs. Following the approval of the UGB land swap the City conducted a comprehensive plan map amendment to designate the added land as "residential". The report on the UGB amendment concluded that the land swap would not trigger the need for additional parkland due to the lack of change in the residential capacity and minimal impact on the population. The report also cited the 2004 Parks Master Plan as not specifying the need for additional parkland. The area to be added to the UGB is located in proximity to Dayton High School, Dayton Elementary School and 11th Street Park (aka Andrew Smith Park).

## City of Dayton Planning Atlas and Comprehensive Plan 2008 (revised in 2022)

The Planning Atlas provided the land area, physical setting, population, land use, public and private facilities transportation and existing development in the City of Dayton. The Comprehensive Plan established the goals and policies for the City's future. In Chapter 3, Natural, Scenic and Historic Resources, the Plan recognizes that recreational opportunities such as bicycling and pedestrian paths could be integrated into the natural areas along the Yamhill River and Palmer Creek. The Yamhill River from Dayton to the Willamette River is cited as an important angling area for warm-water game fish. The Dayton Landing boat launch provides critical access. Winter steelhead, a threatened species, also use the Yamhill River making riparian corridors important for protection of the river ecology. The plan notes that the Oregon State Historic Preservation Office lists a number of historic sites and structures in the city that should be preserved. The plan identified 19 acres of park and recreational facilities located within the City's Public Zone with approximately 8.5 acres under city or county ownership. The plan cited the 2004 Parks Master Plan and its conclusion that existing park land acreage was sufficient and there were adequate park and recreational opportunities. Exploring the feasibility of a skateboard park community center was mentioned. The City's Development Code require d residential development to dedicate park land or pay a fee in lieu of to a park fund and system development charges could help purchase new land.

## Dayton Economic Development Questionnaire Results

The Economic Development Questionnaire conducted in 2023 explored attitudes for future growth and community characteristics that resonated with residents. When queried about Dayton's strengths, almost 90% of respondents identified "small town feeling" as the key character. The rural surrounding (70%) and classic town square (60%) were also important local features for residents. The top two challenging shortcomings in Dayton were the limited town retail resources and the difficulty for young people to find employment and limited recreational activities. Attitudes towards growth and change showed a majority being very to somewhat positive about growth in population, commercial activity and tourism with commercial growth as the highest preference by 70%. When identifying the type of business growth desired respondents focused on restaurants (63%), small scale grocery (54%), bank (50%) and coffee shop (49%) and retail variety (45%) as the top five business needs. The interest in future changes to downtown relative to design, building type and size seemed to be positive although some mixed perspectives were expressed regarding architectural changes. There were positive reactions to the potential for the addition of public art in and around downtown. Events were received with strong support including farmers market, holiday festivals, concerts, wine and beer festivals and plays and cultural festivities. Comments received from the questionnaire were expansive and suggested many ideas for downtown improvements with the caveat to retain "small town" atmosphere.





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## 7.1 Public Land Needs Analysis

### Task 5: Public and Semi-Public Land Needs

Public facilities such as schools, hospitals, governments, churches, parks, and other non-profit organizations will expand as *the* population increases. Such uses typically ~~locate-occur~~ on land designated for residential use. This Section analyzes such need in conformance with ORS 197.296(4)(a). Existing *public-related* uses are noted below.

#### Parks and Recreation

*The City of Dayton has adopted the updated 2025 Parks and Recreation Master Plan. This Plan serves as a blueprint for the City's park system and creates a vision for an inclusive and interconnected system of parks, recreational trails, and open spaces that promotes outdoor recreation, health, and environmental conservation as integral elements of a thriving, livable Dayton. The Parks and Recreation Master Plan will guide City elected and appointed officials, management, and staff when making decisions or taking actions regarding planning, acquiring, developing, or implementing parks, open space, or recreational amenities.*

*Additionally, this Plan provides updated system inventories, a community profile, needs analyses, and a comprehensive capital project list. It identifies parks and recreation goals and outlines a long-range plan for the Dayton park and recreation system, incorporating action items and implementation strategies over the next decade and beyond. The recommendations in this Plan are based on community input, evaluations of the existing park system, operating conditions, and fiscal considerations.*

*The 2025 Parks and Recreation Master Plan is incorporated, by reference, as a supporting document (Appendix B) to the Dayton Comprehensive Plan.*

~~*All park and recreational facilities are located within the City's Public zone. Currently, there are approximately 19 acres of land in recreational use. Approximately 8.5 acres are City or County parks and involve five major areas:*~~

- ~~▶ *The Dayton Courthouse Square Park, located between Ferry and Main and 3<sup>rd</sup> and 4<sup>th</sup> Street contains approximately 1.8 acres. The park includes picnic facilities, restrooms, playground equipment and the historic blockhouse. In addition, a new gazebo was constructed in the center of the park which is used for community concerts and other public events.*~~
- ~~▶ *A 1.8 acre softball/baseball facility (Legion Park) is located between Oak and Church, and 3<sup>rd</sup> and 4<sup>th</sup> Street.*~~
- ~~▶ *Dayton Landing, a two-acre boat ramp and park area is located at the east end of Ferry Street, adjacent to the Yamhill River.*~~
- ~~▶ *A companion park is located opposite the boat ramp (Alderman Park) and contains approximately 3.0 acres. This site is located within the County and can be accessed by a foot bridge as well as a roadway off of Highway 18. There are no improvements on this site.*~~
- ~~▶ *A small neighborhood park is located on West Church Street. The 0.5 acre park is*~~

~~undeveloped.~~

~~The School District generally allows use of its facilities for recreational needs so that there is sufficient area for open field recreation such as baseball or soccer. There is also a linear walking trail along Palmer Creek to provide additional recreational opportunities.~~

~~While additional recreational open space is available at the two schools, these areas are not always available to the public nor fulfill the community's recreational needs. This is understandable as the property is designed to serve students and not the general public.~~

~~Recreational opportunities are also available in the immediate vicinity. Yamhill County maintains Lafayette Locks Park which is located about two miles northwest of Dayton, along the Yamhill River. The park, which is also a historical site, contains picnic facilities and playground equipment. Public golf courses are located in McMinnville and Newberg. Finally, as with many Willamette Valley communities, Pacific beaches are located within a one-hour drive and provide numerous recreational opportunities.~~

~~Recreational and open space needs vary from community to community. There is no specific language regarding the preferred ratio of recreational lands and open space to the population. A common standard employed by agencies is 7.5 acres per 1,000 population however, earlier State estimates from Parks and Recreation placed this need at 2.5 acres per 1,000. This would require a range of 9.73 to 29.19 acres of recreational space to meet the projected 2028 population of 3,982. Based on recent the lands inventory, the approximate 8.5 acres is minimally sufficient land to meet these needs. Again, this is somewhat compensated by the use of School District property and the gradual collection of properties to develop a walking trail along Palmer Creek.~~

~~The City adopted a Parks and Recreation Master Plan to existing and potential park and recreational needs. On balance, the Plan determined there is adequate park and recreational opportunities to meet projected population needs. The Plan determined priority should be given to maintaining and improving existing facilities, and where fiscally feasible, construct a skateboard park and community center. Specific locations and acreage requirements for these uses were not identified. However, at this juncture, the adopted Parks Plan does not call for the acquisition of additional land for parks and recreation. Therefore, it is assumed the existing amount of park land is suitable to meet projected population needs.~~

~~Existing financing and dedication mechanisms allow the City to acquire new park land. Current Development Code language requires residential development to dedicate park land, or, contribute an equivalent amount to a park fund. System development charges are also available to purchase of new land. Finally, the City continually pursues grants, contributions, volunteer labor and similar sources to improve the existing park areas.~~

#### Other Public Needs

~~Other public land needs were considered; each item is reviewed, below:~~

- ~~► City Hall/Library The current City Hall was remodeled in the early 1990s, primarily to expand the library. There are no plans to acquire a new building at this time. The age of the current building, the recent vacating of the adjacent fire station/community hall and the potential increase in population does not appear to warrant new facilities at this time.~~

- ▶ ~~Public Facilities – The City recently completed necessary water facility improvements, including the construction of a reservoir and treatment facility on some 1.68 acres of land. The City is in the process of completing a master sanitary sewer plan. At this juncture, it appears future facility needs can be met on the existing land base. Minor facilities, such as pump stations, may be necessary and can be placed on residential zoned land. These types of facilities do not require a significant amount of acreage nor the need to designate land for this specific purpose.~~
- ▶ ~~Other – Churches and other semi-public types of uses are permitted in the residential zones. Approximately 9.25 acres of residential zoned land contained non-residential uses – primarily churches and the local cemetery. Given the potential surplus of residential land within the City there does not appear to be a need for land specifically designated for these types of uses.~~
- ▶ ~~Natural Areas – Most of the need for “greenways” will be met within floodplain and riparian areas, which are not considered to be buildable lands in this study. In addition, the City is in the process of connecting properties along Palmer Creek to develop a hiking trail. Current restrictions on development in these sensitive areas which ensure their availability.~~



**CITY OF DAYTON**  
**NOTICE OF PUBLIC HEARINGS TO CONSIDER**  
**AMENDMENTS TO THE COMPREHENSIVE PLAN**  
**CITY CASE FILE LA 2026-01**

To adopt the updated 2025 Parks and Recreation Master Plan

NOTICE IS HEREBY GIVEN that the City of Dayton will hold public hearings to consider amendments to the Dayton Comprehensive Plan to adopt the 2025 Dayton Parks and Recreation Master Plan.

Dayton Planning Commission will conduct the first public hearing on January 8, 2026, at 6:30 p.m. and will forward a recommendation of action to the City Council that will conduct the second public hearing on February 2, 2026, at 6:30 p.m. Both hearings will be held at the Dayton City Hall Annex, located at 408 Ferry Street, Dayton, OR 97114. Proposed changes are available for inspection at city offices, addressed at 416 Ferry Street, Dayton, OR 97114, or may be purchased at a reasonable cost. Electronic versions of proposed changes will also be posted on the city website 7 days before the first hearing, along with the meeting agenda.

Persons wishing to participate in the public hearings may appear in person or by representative at the dates and times listed above, or virtually (meeting agendas include a Zoom link for this purpose). The legislative amendment procedure and approval criteria are described in Section 7.3.112 of the Dayton Land Use and Development Code. Failure of an issue to be raised at the hearing, in person or in writing, or failure to provide sufficient specificity to allow the City Council to respond to the issue, precludes appeal to the Land Use Board of Appeals. For more information, please contact Rocio Vargas City Recorder at [rvargas@daytonoregon.gov](mailto:rvargas@daytonoregon.gov) or 503-864-2221.