



Town of Cumberland
2019-2023 Parks System Master Plan



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TOWN OF CUMBERLAND TOWN COUNCIL

Anna Pea (President)	Town Council District 3
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01

introduction



Cumberland
Arts
Goes to Market

CUMBERLAND - A PINE TOWN

Historical Overview

Cumberland was founded in 1785 as a pine town, a settlement established to support the lumber industry. The town's early development was centered around the waterfront, where ships were loaded with lumber for export. The town's name is derived from the Cumberland River in Tennessee, which was a major source of lumber for the region.

Historical Buildings

Several historical buildings in Cumberland are listed below, including the Old Town Hall, the Old Jail, and the Old Court House. These buildings are significant landmarks and are listed on the National Register of Historic Places.

Historical Photos

A collection of historical photographs showing the town's development over time, from its early days as a pine town to its current status as a vibrant community.

Historical Sites

A list of historical sites in Cumberland, including the Old Town Hall, the Old Jail, and the Old Court House. These sites are open to the public and offer a glimpse into the town's rich history.

1.1. a brief history of Cumberland

1.1.1. A Brief History of Cumberland

The Town of Cumberland was established on July 7, 1831 along the historic National Road corridor (present day East Washington Street). At the time, it was the western terminus of the National Road, and therefore, was named after Cumberland, Maryland, the eastern terminus. The first official post office was established in 1842 and by 1884 the town had 400 residents. With its adjacency to transportation, Cumberland's growth in the 20th Century benefited from the concurrent growth of the Interurban that ran along the south side of Washington Street (Town of Cumberland, 2017).

By 1951, the Town had been incorporated and its first town board was elected that same year. Infrastructure improvements, including public water and sanitary sewer, were constructed around the early 1960s (Town of Cumberland, 2017).

The Town is unique from a geographic perspective in that its boundary lies within two counties, Marion and Hancock. Originally entirely within Marion County, the first subdivision with Hancock County was annexed in 1968. Subsequently, most of the recent growth for the Town has occurred in Hancock County due to Unigov legislation adopted in 1970 that deters further expansion of the Town's boundaries into Marion (Town of Cumberland, 2017).



TOWN HALL
Cumberland
1831

WALK WITH CPD
THURSDAY NIGHTS
at 7pm
We start at the corner of the
Pleasant Street
behind Morgan
After the walk
PLEASE JOIN US at
Henry's
22 S. Franklin Street
Cumberland, MD
410-326-1111

1.2 summary of the department

1.2.1. Departmental Overview

In Cumberland, the Department of Public Works (Department hereafter) is responsible for operating and maintaining the Town's four (4) parks sites and growing trail network. Prior to consolidation under the umbrella of Public Works, the Department of Streets and Parks was responsible for the management and development of park and trail facilities. Currently, there is not a joint use agreement between nearby schools and the parks. Common responsibilities of the Department include:

- Inspect, maintain, and repair Town-owned recreational equipment and facilities,
- Develop budgets and work plans for Town parks and trails,
- Manage the maintenance and landscaping of Town park and recreation facilities, greenspaces, and trails,
- Empty trash receptacles and remove litter from parks,
- Improve ADA accessibility by repairing and updating existing infrastructure,
- Maintain safety by removing any and all hazards from park and recreation facilities,
- Remove all graffiti within 3 days of being reported.

At the time of this study, Ben Lipps was the Director of Public Works and the primary contact for park-related matters. Housed within the Town Hall complex (11501 E. Washington St. Cumberland, IN 46229), the Department can be reached by phone at (317) 894-6214.

1.2.2. Mission Statement

At the time of the study, the parks and recreation-specific mission statement for the Department and the Parks Advisory Council was:

"The Town of Cumberland Parks Advisory Council and Department aim to maintain, improve, and enhance its natural resources, parks, trails and recreational opportunities for all generations."

This mission statement will be evaluated and updated as necessary during the Visioning phase of this master planning process to ensure it reflects the current vision and direction of the Department.

The primary goals and objectives of the Department and the Parks Advisory Council (PAC) include:

1. Increase the level of service for all Town parks and trails.
2. Promote and build a healthier community.
3. Create new recreational opportunities for the community.
4. Create positive recreation opportunities and welcoming parks that prevent crime.
5. Improve park and trail design standards so that all facilities are welcoming and safe.
6. Encourage local volunteerism.
7. Strengthen community image and sense of place.

1.2.3. Staffing

At the time of this study, the Department employed four (4) full-time employees who split their time between the management of both streets and parks. The Department also employs two (2) seasonal and/or part-time employees.

1.2.4. Budget Overview

Over the last six (6) years, the Department’s budget for spending on parks and recreation has fluctuated significantly, ranging from a high of \$392,900 in 2016 to a low of \$275,000 in 2018. In that time, the Department has spent an average of \$338,000 annually on parks and recreation, representing an average of \$61 per capita, per year.

The adopted budget for 2018 - \$275,000 or \$48.48 per capita - represents the lowest level of funding of any year analyzed. It noted to the Project Team that the Department’s recent budget reduction was as a result of a necessary but unforeseen infrastructure improvement. The Department anticipates spending to increase in FY2019 and beyond.

Town of Cumberland Parks and Recreation Budgets - FY2013-FY2018												
BUDGET CATEGORY	FY2013		FY2014		FY2015		FY2016		FY2017		FY2018	
Personal Services	\$182,639	46.7%	\$215,906	57.6%	\$79,801	27.1%	\$137,073	34.9%	\$142,964	47.7%	\$162,631	59.1%
Supplies	\$22,000	5.6%	\$7,700	2.1%	\$3,550	1.2%	\$4,000	1.0%	\$4,000	1.3%	\$4,000	1.5%
Other Services & Charges	\$176,400	45.1%	\$151,394	40.4%	\$211,649	71.7%	\$151,827	38.6%	\$152,560	50.9%	\$86,369	31.4%
Capital Outlays	\$10,000	2.6%	\$0	0.0%	\$0	0.0%	\$100,000	25.5%	\$0	0.0%	\$22,000	8.0%
Budget Total	\$391,039		\$375,000		\$295,000		\$392,900		\$299,524		\$275,000	
Spending per Capita*	\$72.62		\$68.91		\$53.63		\$70.17		\$53.14		\$48.48	
Percent Change over Prior FY	n/a		-5.1%		-22.2%		30.9%		-24.3%		-8.8%	

* Population estimates through 2016 were obtained from the United States Census Bureau - American Fact Finder. Population estimates for years 2017 and 2018 are projected based on an anticipated 0.66% annual growth.

Figure 1.1: Budget history for the Town of Cumberland Parks and Recreation from FY2013-FY2018

1.2.5. Parks Advisory Council

The Department and Town Council regularly receive recommendations and advice from the Parks Advisory Council (PAC) on facility improvements, maintenance, and programming of the Town’s parks. Members of the PAC are appointed on an annual basis by the Town Council, with terms expiring on December 31st of any given year. Below is a list of the 2018 Town of Cumberland Park Advisory Council members:

Name	Address	Phone	Email	Term
Angela Waggoner				2018
Larry Woodruff				2018
Becky Weir				2018
Cynthia Malone				2018
Joni Curtis				2018
Shandy Dearth				2018
Brenda Gaston				2018

Figure 1.2: Town of Cumberland 2018-2019 Park Advisory Council (2018)

1.2.6. Key Milestones for 2014-2017

2014 Milestones

- Removed unrepairable lighting from National Road Park.
- Removed unsafe jungle gym National Road Park.
- Completed Section 2 of the Pennsy Trail.

2015 Milestones

- Improved Lions Park by adding new barbeque grills near the shelter area.

2016 Milestones

- Resurfaced and updated the tennis court at Lions Park using a HCCF grant.
- Installed a time capsule within Honors Park.
- The swings within all parks were replaced.

2017 Milestones

- Removed baseball/softball diamond at Lions Park due to underuse and safety concerns.
- Removed the unsafe metal playground slides from both Lions Park and National Road Park.
- Removed the unsafe merry-go-round at Honors Park
- Started construction on the Buck Creek Trail.
- New trash receptacles were added at National Road Park and Lions Park.
- Began the Town's first 5-Year Park Master Plan planning process.



Figure 1.3: Pennsy Trail adjacent to Honors Park (2017).



Figure 1.4: Resurfaced tennis courts at Lions Park (2017).



Figure 1.5: Updated swings at Honors Park (2017).



DOG PARK

GE

G

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1.3. purpose of the plan

1.3.1. What is a Parks System Plan?

A parks and recreation system master plan is a guiding document that seeks to evaluate, analyze, and strategically plan the long-term development of the Town's parks and recreation system to ensure that it is meeting the identified goals and objectives of the Town, and is providing equitable, sufficient, and efficient services to its residents.

The result of this planning process is a living document which serves as the most consolidated and authoritative source for information related to the Town's parks and recreation system.

1.3.2. Why Plan?

The development of a parks system master plan is one of the most important and impactful planning processes a community can undertake because the benefits it yields have the ability to transcend many of the municipality's existing physical and operation systems, and have a tangible impact on many residents' daily lives.

In the modern era, parks must be thought of as more than just "fields and facilities;" they are far too important to be in such a small box. The Town's parks system serves as the "gatekeeper" for its community image and overall quality of life. This role is critically important today, more than ever, as people are choosing where to live and work based on quality of life provided by a community, rather than on what jobs and/or industries may be located within that community. To remain competitive in securing both jobs and residents (both current and future), the Town must embrace the role of quality of life – and parks – in community-wide economic development.

As John Crompton notes in his book "Community Benefits and Repositioning; The Keys to Park and Recreation's Future Viability," a well-planned and designed parks and recreation system also has the ability to increase a community's economic, environmental, and social sustainability (Crompton, 2007): something few traditional plans achieve. To put further pressure on the system, parks and recreation departments nationwide are now finding themselves on the frontlines of the battle to improve community health by combatting obesity, promoting healthy lifestyles, and increasing connectivity. What was in the past often relegated to the management of "fields and facilities," the objectives of modern parks systems now also encompass social justice, multi-faceted sustainability, and community-wide economic development to name only a few.

The Town of Cumberland is projected to continue growing modestly in the coming years, and without proper planning, will struggle to provide its increasing population with the same parks and recreation level of service it is currently providing its existing residents. If the level of service drops, so will quality of life. To be competitive as a high-quality place to live, work, and play, the Town must to provide a sufficient and equitably distributed supply of high-quality parks and recreation facilities, programs, and services.

This plan – when coupled with appropriate action on behalf of the Town and its residents – will help move the Town of Cumberland closer to being one of the most desirable small towns in Indiana.

1.3.3. More Than Just Parks!

It is important to note that while this is a “parks and recreation” master plan, it takes into account the many systems – both physical and operational – which form the framework of the Town’s public realm; the interstitial network of public and quasi-public spaces which link together the various neighborhoods and districts of the community. Examples of these systems include parks and public spaces, natural lands, transportation systems, bikeways/trails, and civic and cultural destinations.

The thoughtful planning and design of the public realm is of significant importance because of its influence on overall quality-of-life and user experience. Every resident and visitor to the Town will interact with the public realm multiple times on any given day; it will be the first thing people experience upon arrival, and the last impression on departure.

A well-designed and implemented public realm system, complete with networks of streetscapes, parks, trails, public places, and natural areas, serves as the framework for the various types of development and land uses found in the Town, thus helping to ensure a similar experience and quality of life across its entirety. Although the Town may not have full control over how each and every parcel is developed, they do have significant control over the public realm, making it one of the Town’s most important assets.

1.3.4. Relationship to Other Planning Efforts

The Cumberland Parks System Master Plan is just one of several planning processes which seek to guide the overall developmental trajectory of the Town of Cumberland, however, it is intended to serve as the single most authoritative source for information specific to Cumberland’s parks, recreation, and open space system.

In addition to making its own observations and recommendations, this plan seeks to identify, vet, and prioritize relevant parks and recreation-specific recommendations found across existing city planning processes and products. Examples of relevant plans and planning processes where coordination and or research was anticipated by the Project Team include:

- Cumberland Thoroughfare Plan Update
- Cumberland Comprehensive Plan
- Cumberland Land-Use Plan
- Town of Cumberland Access Management Plan: Mt. Comfort Road and U.S. 40
- Cumberland Connections 2025
- Cumberland Code of Ordinances
- Pennsy Trail and Carrol Road Corridor Reuse Plan

In addition, this planning effort is acknowledging and seeking to further the aligned objectives found within relevant regional planning processes developed key community partners, including the City of Indianapolis, Hancock County, and the State of Indiana.

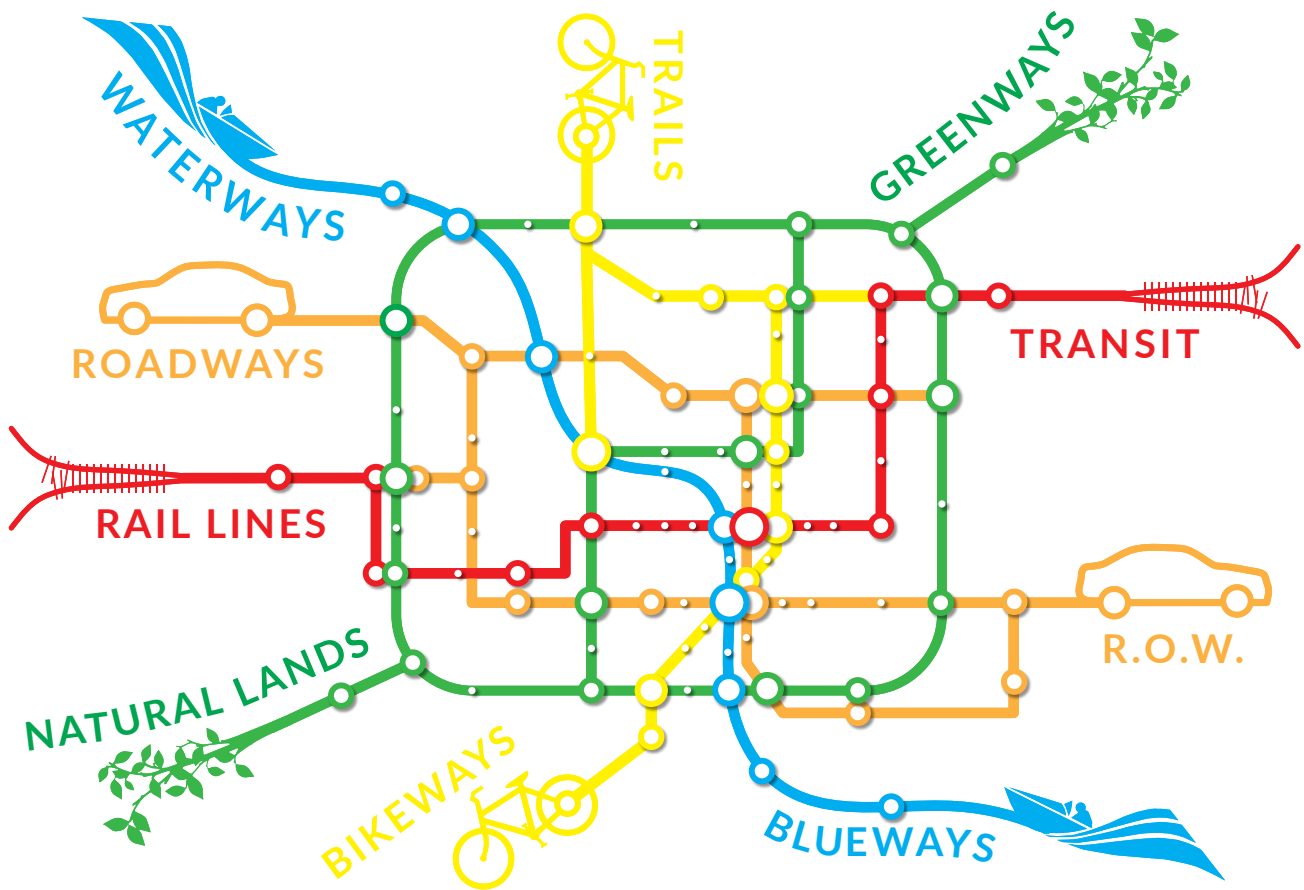


Figure 1.6: Public realm methodology diagram.



PENNSY TRAIL

Cumberland

2010

INDIANA USA

1.4. planning process + methodology

1.4.1. There is no Silver Bullet!

There is no “one size fits all” approach to parks system planning because no two communities are the same. Each community must select an approach and methodology which will best achieve their desired end result.

The approach utilized to develop this master plan was both collaborative and linear in nature, beginning with discovery and visioning at the macro-level, which informed the site and program-specific recommendations at the micro-level. The Project Team worked intentionally and diligently throughout the planning process to build consensus amongst the project stakeholders by incorporating multiple engagement points in each key phase of the project.

This plan is anchored in detailed analysis, hands-on Client interaction, meaningful public involvement, and broad community support. The recommendations are both visionary and actionable, each supported by a realistic implementation strategy. Following are summarized descriptions of each of the five core phases of the planning process.

1. Discover: Goals and Outcomes

The Master Planning process begins with a “Discovery” effort, during which the Project Team met with the representatives from the Town and key project stakeholders in a collaborative setting to better understand the project’s guiding goals and objectives, and to establish metrics against which success could be gauged. In addition, a Steering Committee composed of diverse but allied Town residents and stakeholders was assembled and tasked with helping oversee the planning process.

2. Evaluate: Existing Conditions Analysis

The Existing Conditions Analysis process represents the comprehensive inventory, evaluation, and analysis of the Town’s existing parks and recreation system. During this phase of the process, the Project Team visited and evaluated each of the Town’s existing parks, documenting the quantity, location, and condition of individual facilities. Private recreation facilities were also inventoried and analyzed to the greatest degree possible. In addition, a better understanding of resident lifestyles was obtained through the completion of a community profile (demographics), and trends analysis. This data was then assimilated in a uniform project base map that was utilized throughout the life of the project.

3. Engage + Analyze: Mixed-Methods Needs Assessment

The Needs Assessment process utilized a variety of triangulated analysis techniques - qualitative, quantitative, and anecdotal - to understand the needs and priorities of the Town’s residents and the physical system as a whole. Examples of these techniques included a review of programs and events, level of service (LOS) analysis, and an online community survey.

During the Needs Assessment Process, the Project Team engaged both the Town staff and the community at-large by using a variety of public involvement techniques such as collaborative workshops; public presentations; stakeholder interviews, public surveys; and a dynamic web-based project portal.

Having a detailed and accurate understanding of both needs and priorities will help to ensure that every dollar spent towards implementing the Master Plan Vision provides the most benefit possible for the Town’s residents, and serves as the decision-making framework for the Vision to follow.

4. Envision: Master Plan Vision

Once community needs and priorities were understood, the Project Team spent an equal amount of effort developing creative, innovative, and sustainable solutions which respond to them. The foundation of this “visioning” effort was established in a participatory, workshop setting in Cumberland. The input gained from the Visioning Workshop informed the multiple initiatives and recommendations found in the Master Plan Vision, including those associated with existing parks/programs, new parks/programs, natural lands, trails, and quality of life.

5. Implement: Action Plan

A master plan is only as realistic as its implementation strategy! After a Master Plan Vision was established, the Project Team took the time to understand the costs and challenges associated with its long-term implementation. As is the case with the majority of communities, the cumulative cost of the Vision exceeded the resources available at time of the planning process. Anticipating this, the Project Team worked to establish a phased and prioritized action plan that will allow for short-term progress towards long-range goals and identified alternative funding approaches to help further facilitate implementation.

1.4.2. From the Perspective of “Place”

Unfortunately, when it comes to the public realm, not all “spaces” – or parks for that matter - end up becoming true “places” that have the ability to increase a community’s quality of life, health, and economic development. To attempt to buck this trend, this planning process was approached with a placemaking-based methodology. According to the Project for Public Spaces (PPS), “placemaking” is more than just better planning;

“Placemaking is a collaborative process by which we can shape our public realm in order to maximize shared value. More than just promoting better urban design, Placemaking facilitates creative patterns of use, paying particular attention to the physical, cultural, and social identities that define a place and support its ongoing evolution.”

With community-based participation at its center, an effective Placemaking process capitalizes on a local community’s assets, inspiration, and potential, and it results in the creation of quality public spaces that

contribute to people’s health, happiness, and well-being. A great public space cannot be measured by its physical attributes alone; it must also serve people as a vital community resource in which function always trumps form. When people of all ages, abilities, and socio-economic backgrounds can not only access and enjoy a place, but also play a key role in its identity, creation, and maintenance, that is when we see genuine Placemaking in action” – (Project for Public Spaces, 2016).

A placemaking approach that is grounded in collaborative stakeholder involvement produces solutions that involve and integrate all components of a community, from the built environment to the numerous interstitial spaces of the “public realm” where residents spend a large portion of their daily lives. If the Town of Cumberland wishes to become one of the most livable “people places” in the region, then it’s planning and design processes must be people-led with placemaking at their core. Absent of community support and participation, even good planning and design do not guarantee that a “space” will become a true “place.”



Figure 1.7: Planning process diagram.

02

existing conditions
analysis



2.1. planning area overview

2.1.1. Planning Area Overview

The Town of Cumberland resides in both Marion and Hancock County, Indiana. The municipal boundary is approximately 2.85 square miles, with approximately 75% of its landmass within Hancock County. The Town directly abuts the City of Indianapolis to the west and unincorporated areas of Hancock County to the east. Due to the Unigov legislation adopted by Indianapolis/ Marion County in 1970, any future expansion of the town must occur within Hancock County (Town of Cumberland, 2017).

The geographic planning area for this master plan is defined by the Town's municipal boundary and is represented in the Figure 2.1. Due to its proximity to the City of Indianapolis and surrounding unincorporated areas of Hancock county, the Department acknowledges that citizens outside of the municipal limits likely also utilize their facilities and programs.

2.1.2. Natural Features and Landscape

Topography

Most of Cumberland is located on fairly level terrain, without any dramatic changes in topography. This is beneficial when evaluating potential sites for new recreational facilities like baseball or soccer fields. Conversely, the corridor surrounding the Buck Creek floodplain has upwards of fifteen (15) feet in elevation change. Though not preferred for traditional recreation development, floodplain locations are often suitable for trail development and preservation of natural areas; something the Town is currently embracing through the construction of the Buck Creek Trail.

Soils

The dominant soil types for Cumberland consist of Crosby silt loam and Brookston silty clay loam, which when combined, account for approximately 75% of total soil makeup. Brookston soils are classified as being poorly drained soils with a low water table depth (0-12 inches) and are susceptible to frequent ponding, making them less than ideal for athletic field uses. Crosby soil types are slightly more favorable, classified as somewhat poorly drained soils with a depth to water table ranging from 6 to 24 inches and are not as susceptible to ponding.

Additional soil types found in Cumberland range from various silty loam and silty clay loam profiles. Sloan silty clay loam and Shoals silt loam are both found along the banks of Buck Creek and are classified as poorly drained soils that experience frequent flooding (USDA Natural Resource Conservation Service, 2017). When evaluating future locations for recreational facilities and parks, soil suitability for recreation activities should be part of the assessment. Development on sites that drain poorly and are susceptible to ponding should be discouraged unless appropriate management strategies are established for those sites which anticipate the additional maintenance and/or challenges associated with that soil type.

Land Cover

The majority of the land in Cumberland is developed, with most of the undeveloped remaining as agricultural fields. The remaining woodlands areas are primarily confined to along the banks of waterways.

Water Resources

The primary water resource within Cumberland is Buck Creek, which runs north-south through the Town and is part of a tributary that eventually connects to Sugar Creek and Flatrock River. Recreational activities along

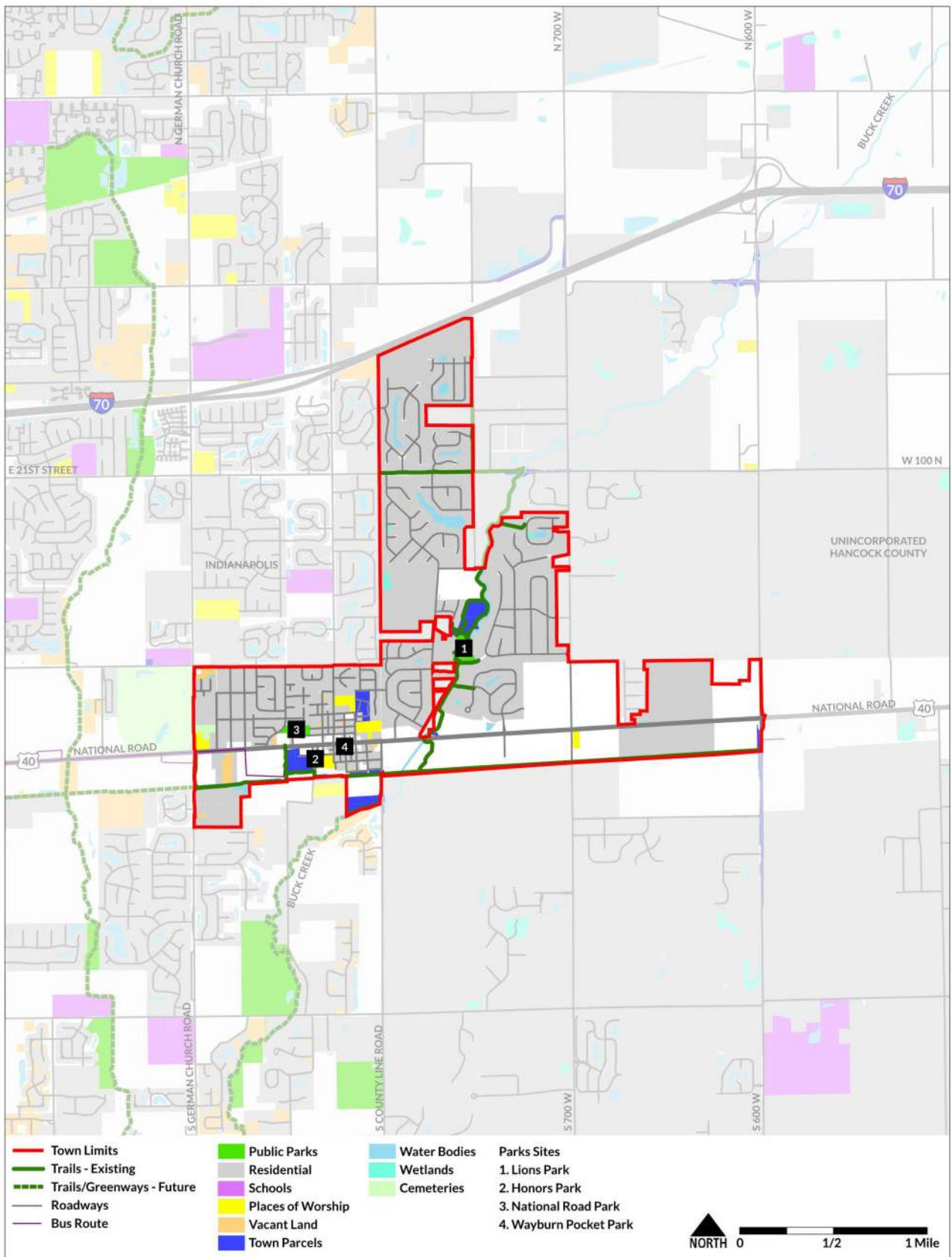


Figure 2.1: Project base map illustrating the “planning area” and the location of existing park and recreation facilities.

the creek include the recently constructed Buck Creek Trail, which follows the creek corridor and eventually connects into the Pennsy Trail (Town of Cumberland, 2010). The floodplain for Buck Creek extends beyond both sides of the creek to a significant degree in many areas, encompassing most of Lions Park. Additional water resources in Cumberland include private lakes within some of the existing neighborhood subdivisions, which may offer their residents access to water-based activities like canoeing, kayaking, and/or fishing.

Man-made, Historical, and Cultural Assets Transportation Infrastructure

Cumberland is adjacent to several major roadways and has access to multiple modes of transportation. The Historic National Road (State Road 40/East Washington Street) is a major east-west thoroughfare in Cumberland and serves as the Town's "Main Street." Though outside of the Town's boundary, access onto Interstate 70 and Interstate 465 is available approximately 4-5 miles to the west. The existing roadway network enables Cumberland residents to travel to downtown Indianapolis within approximately 20-30 minutes, and allows them generally good regional, vehicular connectivity.

At the time of the study, Cumberland had access to several public transportation options, including several IndyGo bus routes (buses #8, #10, and #87). There are bus stops at the Meijer in Cumberland (adjacent to Town Hall) and the existing routes provide transportation to key destinations within Indianapolis including downtown and the Indianapolis International Airport. Bus #8 frequencies occur in intervals of 15 minutes or less, while buses #10 and #87 are between 16 to 30-minute intervals (IndyGo, 2017). The Blue Line, a proposed 24-mile electric bus rapid transit route that is part of Indy Connect's Central Indiana Transit Plan, will eventually connect the Town of Cumberland to downtown Indianapolis and the airport with a frequency of stops every 10 minutes (Indy Connect, 2016). The Town should proactively plan for this major infrastructural asset, which will help to increase the overall desirability of Cumberland as a sister community of Indianapolis.

The Town has made efforts to improve connectivity to its park system via its trail network. National Road Park, Honors Park, and Wayburn Pocket Park are all under a half-mile walking distance to the bus stop at the Meijer and only lack a few segments of sidewalk or trail to complete the connections. Lions Park can be accessed by bike via the Buck Creek Trail which connects to the Pennsy Trail.

Industries and Employers

Most industries within Cumberland are located along or south of National Road. Those along National Road are composed primarily of restaurants, shopping centers, small businesses, and auto-related services. The largest employers located within Cumberland include:

- Meijer
- Harland Sprague
- Schrieber Lumber
- Masco
- Hutchison Signs
- Tucker
- Town of Cumberland
- U.S. Post Office

(Town of Cumberland, 2017)

Additionally, Cumberland is positioned between two (2) large employment nodes in Indianapolis and Greenfield which provide numerous job opportunities for a town of Cumberland's size. While the list of large employers that exist within Marion County is extensive, below is a list of some of the largest employers in nearby Hancock County, all of which are based in Greenfield.

- Keihin Ipt Mfg Llc
- Executive Management Svc Inc
- Hancock Regional Hospital
- Indiana Automotive Fasteners
- Walmart Supercenter
- Elanco Animal Health
- University Loft Co
- Novelty Inc.
- Drug Treatment Helpline
- Covance Laboratories

(Indiana Department of Workforce Development, 2017)

2.1.3. Cultural + Historical

Much of Cumberland's history and cultural identity is tied to its location along the historic National Road. While the town has benefited from and grown around its adjacency to the road, it has recently taken strategic measures to preserve and celebrate it. Already designated on the National Register of Historic Places, the Town worked with the City of Indianapolis at the local level to establish a historic conservation district around the National Road within Marion County (City of Indianapolis, 2017). The Town has also adopted an overlay district to help guide development along the historic corridor and has made recent investments into enhancing the streetscape. (Town of Cumberland, 2017).

In addition to embracing its National Road heritage, the community hosts several annual events including Cumberland Weihnachtsmarkt, Cumberland Arts Goes to Market, National Night Out, and a weekly farmer's markets (Town of Cumberland, 2017). Many of the Town's events occur at or near Honors Park and Wayburn Pocket Park and serve as consistent programmatic activities that engage those parks during the events. That said, the Town could benefit from a designated location within one of their parks to become the events hub for all future events.



Figure 2.2: Mural along backside of Dollar Tree building facing National Road Park. Image Credit: Town of Cumberland

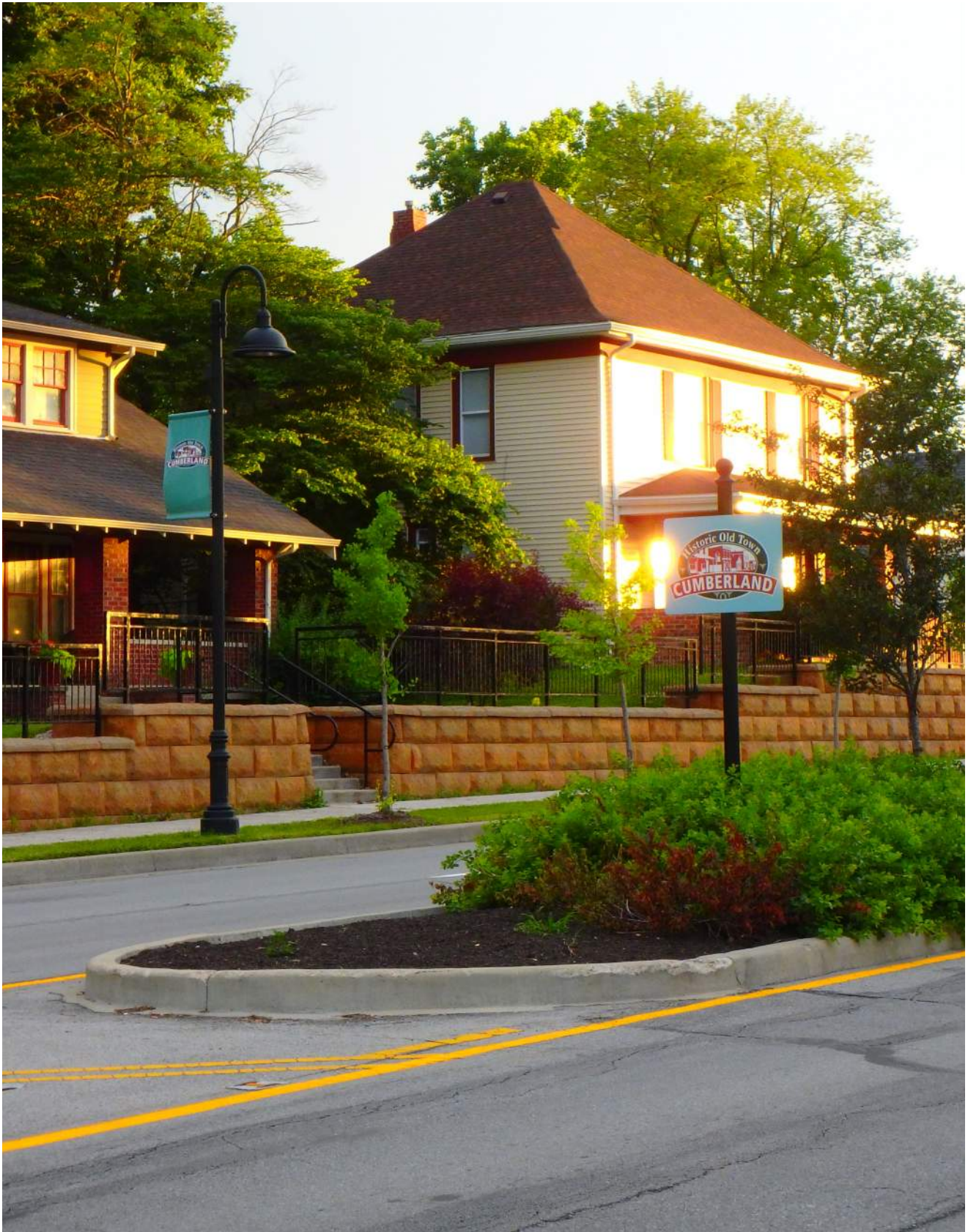


Figure 2.3: Washington Street in Cumberland looking west. Image Credit: Town of Cumberland.



2.2. community profile

2.2.1. Methodology

This demographic and lifestyle analysis was undertaken to better understand the unique characteristics of Cumberland's existing population, projected trends, and how the town's demographic makeup compares to that of Central Indiana and the State as a whole.

While the demographic analysis is quantitative in nature and lacks psychographic information, it does provide a comprehensive snapshot of who lives in the community based on the latest data available to the Project Team. The data utilized for this analysis was collected from Esri Community Analyst, the U.S. Census, and from the Town of Cumberland. Unless noted otherwise, data represents information gathered in 2017.

2.2.2. Population

In 2016 the Town of Cumberland had an estimated population of 5,439, which increased from 5,294 in 2010. The Town's population is projected to continue to increase by approximately 0.66% annually from 2016-2021, although at a lower rate than both Marion County (0.79%) and Hancock County (1.12%). If this projection holds true, Cumberland will have an estimated population of 5,622 by 2021 (U.S. Census Bureau via Community Analyst, 2017). This potential growth, although modest, could correlate to an increase in demand for recreational amenities in the Town. If population projections hold true and no additional park acreage is developed, the level of service (LOS) for parks and recreation in Cumberland will decrease.

Population Distribution

Cumberland's age distribution is balanced between the different age groups with none accounting for more than 14.3% of the total population. This distribution is

comparable to both Marion County and Hancock County (U.S. Census Bureau via Community Analyst, 2017).

When evaluating age distribution over time, the percentage of Cumberland's population between ages 55-85+ has grown between 2010 to 2016 (25.2% of total population to 28.1%) and is projected to continue to increase by 2021 (28.1% to 31.5%). Furthermore, the percentage of the population between the ages of 0-24 and 25-54 are decreasing. If these projections are realized, the percentage of the total population over the age of 55 will increase from one quarter to one third in the near future. Consequently, the median age of Cumberland also increased from 37.8 in 2010 to 38.9 in 2016 and is projected to increase to 40 by 2021. These trends are comparable to Hancock County as a whole, however, the County's average age is higher than Cumberland's and is projected to continue to increase to 40.9 in 2021 (U.S. Census Bureau via Community Analyst, 2017).

This data could suggest that as the Town and County's population continues to age, it will be important to provide recreational uses and facilities that meet the needs of an older population that is aging in place. Conversely, providing recreational uses and facilities targeted at the demographic groups that are decreasing could be part of a greater strategic effort to attract those groups to Cumberland.

2.2.3. Race + Ethnicity

Approximately three-quarters of the population of Cumberland identified as white alone (74.6%). The next highest ethnicity was black alone at 18.4% with no other race accounting for more than 5% of the total population. Cumberland's ethnic diversity falls between the two counties in which it resides. Hancock County has a much

higher percentage of white alone (94.3%) while Marion County has a lower percentage of white alone (60.2%). Looking at trends over time, Cumberland and both of its counties are projected to slowly become more diverse. As Cumberland becomes a more diverse community, it should plan for recreational facilities and programs that meet the needs of those growing ethnicities.

2.2.4. Income

The average and median household incomes of Cumberland (\$64,110 and \$51,821 respectively) fall between Marion (\$60,973 and \$43,816) and Hancock County (\$79,363 and \$62,751). Per capita income for Cumberland (\$23,953), however, is lower than both Marion County (\$24,719) and Hancock County (\$29,823) (U.S. Census Bureau via Community Analyst, 2017).

The Office of the Assistant Secretary for Planning and Evaluation (ASPE) notes that the 2016 poverty line for a 3-person household is \$18,850. (ASPE, 2016) This would imply that approximately 15% of Cumberland's population was under the poverty line in 2016. (U.S. Census Bureau via Community Analyst, 2017) This places Cumberland slightly higher than the national average of 12.3% as stated by the Center for Poverty Research at University of California, Davis. (Center of Poverty Research, 2018)

Despite a higher level of poverty, Cumberland residents have a slightly lower unemployment rate of 4.1% than the national average of 4.6-5% for 2016. (U.S. Census Bureau via Community Analyst, 2017) (NCSL, 2019)

2.2.5. Education

Approximately 90% of the Town's population over the age of 25 have at least a high school graduate degree, while one-third of the population has at least a bachelor's degree. These trends fall between Hancock County (95% with at least a high school graduate degree) and Marion County (85%).

2.2.6. Housing

Cumberland's median home value (\$150,808) is roughly the half way point between Marion County (\$128,385) and Hancock County (\$176,904). The average home value, however, for Cumberland (\$160,274) is lower than both Marion County (\$163,519) and Hancock

County (\$205,151) (U.S. Census Bureau via Community Analyst, 2017).

The number of owner occupied-housing versus rental for Cumberland is 69.2% owner to 30.8% rental which falls between Marion (56.5% owner to 43.5% rental) and Hancock (79.4% owner to 20.6% rental) (U.S. Census Bureau via Community Analyst, 2017).

2.2.7. Lifestyle Profiles

Methodology

Lifestyle assessments differ from traditional, strictly census-based, demographic assessments by looking at both demographic and socioeconomic datasets. The result is a more fine-grained analysis which provides insight into diverse population groups.

For the purposes of this analysis, the Project Team utilized Esri's Tapestry Segmentation to help identify the lifestyle choices and behaviors of the various populations. Esri's Tapestry Segmentation is a sophisticated market segmentation system that identifies consumer markets, matching consumer traits with geographic areas and populations. These segmentations are classified into 67 unique market segments, each of which can be grouped into 14 overarching LifeMode Groups, or into 6 urbanization groups.

Each market segment identifies a particular population's demographic profile and socioeconomic characteristics. The Tapestry Segmentation makes use of several cluster analysis methods and data from multiple respectable sources including Census 2010, The American Community Survey, Esri's demographic updates, Experian's ConsumerView database, and consumer surveys (Esri, 2016).

Tapestry Segmentation:

The tapestry segments for Cumberland are listed below, in order of predominance.

1. Hardscrabble Road – 39.1%
 2. Comfortable Empty Nesters – 29.6%
 3. Midlife Constants – 13.2%
 4. Soccer Moms – 9.6%
 5. Rustbelt Traditions – 8.5%
- (Esri, 2017)

Graphic summaries – created by ESRI – of each of the top three Tapestry Segments found in Cumberland, which together represent over 80% of the Town's

population can be found in the Appendix. Additional information on all tapestry segments can be found in by visiting Eri's website at <http://www.esri.com/landing-pages/tapestry>

2.2.8. Implications

The demographics of Cumberland tend to fall somewhere between both Marion and Hancock Counties. Census statistics on race, income, housing, and education are all approximately in the middle of Marion and Hancock County, suggesting that Cumberland is a transitional area between the urban characteristics of Marion County to the predominantly rural characteristics of Hancock County.

When looking forward over the next five years, and if population projections for Cumberland hold true, an older generation will become a larger percentage of the Town's population. Coupled with an anticipated lower population growth rate than both counties, Cumberland is becoming an older community. Understanding the recreational needs and choices of this demographic could help the Town proactively plan to accommodate them over the next five years. Alternatively, the Town may also wish to provide recreational facilities that appeal to those age groups that are decreasing as a way of attracting those age groups back to Cumberland. Despite the modest projected growth, this analysis suggests that additional park land will need to be acquired and developed, as the Town grows, in order to maintain the current level of service (see Section 3.4 of this report).

Similar to the demographics, the tapestry segments tend to predominantly target two distinct groups. Comfortable Empty Nesters and Midlife Constants likely represent the older population noted above. These tapestry segments tend to desire recreational activities such as biking for physical activity and could suggest the Town's investment in their trail network would directly appeal to this demographic. Conversely, those under the Hardscrabble Road tapestry tend to seek more sport field related amenities like basketball and thus may benefit from investment of these amenities in the Town's parks. It should be noted that these tapestry segments cover a broad overview of the country and these recreational preferences should be validated at the local level within Section 3 Needs Assessment.



LifeMode Group: Middle Ground Hardscrabble Road

8G

Households: 1,489,000
Average Household Size: 2.64
Median Age: 31.7
Median Household Income: \$26,000

WHO ARE WE?

Hardscrabble Road neighborhoods are in urbanized areas within central cities, with older housing, located chiefly in the Midwest and South. This slightly smaller market is primarily a family market, married couples (with and without children) and single parents. Younger, highly diverse (with higher proportions of black, multiracial, and Hispanic populations), and less educated, they work mainly in service, manufacturing, and retail trade industries. Unemployment is high (almost twice the US rate), and median household income is half the US median. Almost 1 in 3 households have income below the poverty level. Approximately 60% of householders are renters, living primarily in single-family homes, with a higher proportion of dwellings in 2-4 unit buildings. This market is struggling to get by.



OUR NEIGHBORHOOD

- Renters: About three-fifths of households.
- Primarily family households, married couples with or without children, single parents (Index 203), and multigenerational households (Index 137).
- Primarily single-family homes (61%), with a higher proportion of dwellings in 2-4 unit buildings (Index 225).
- Older housing, built before 1960 (62%), with a higher proportion built in the 1940s (Index 211) or earlier (Index 252).
- Four-fifths of owned homes valued under \$100,000 (more than 3.5 times the US).
- Higher percentage of vacant housing units at 17% (Index 147).
- Most households with 1 or 2 vehicles (71%), but 18% have no vehicle (Index 202).

SOCIOECONOMIC TRAITS

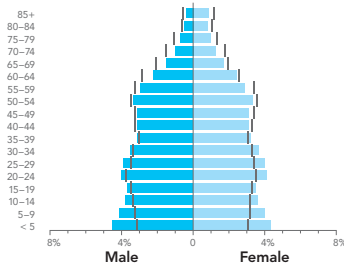
- Education completed: 38% with a high school diploma only (Index 133); 25% with some college or an associate's degree (Index 86).
- Unemployment rate is higher at 16.6%, almost twice the US rate.
- Labor force participation rate is lower at 57.4%.
- Wages and salaries are the primary source of income for 71% of households, with contributions from Supplemental Security Income for 10% (Index 242) and public assistance for 7% (Index 280).
- These cost-conscious consumers purchase sale items in bulk and buy generic over name brands.
- They tend to save money for a specific purpose.

Note: The Index represents the ratio of the segment rate to the US rate multiplied by 100. Consumer preferences are estimated from data by GfK MRI.

AGE BY SEX (Esri data)

Median Age: 31.7 US: 37.6

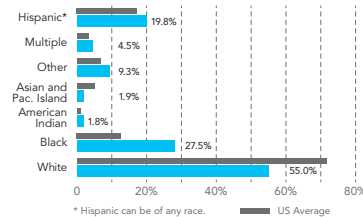
Indicates US



RACE AND ETHNICITY (Esri data)

The Diversity Index summarizes racial and ethnic diversity. The index shows the likelihood that two persons, chosen at random from the same area, belong to different race or ethnic groups. The index ranges from 0 (no diversity) to 100 (complete diversity).

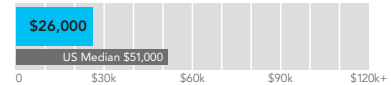
Diversity Index: 74.2 US: 62.1



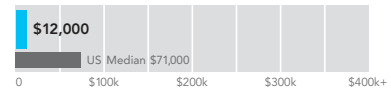
INCOME AND NET WORTH

Net worth measures total household assets (homes, vehicles, investments, etc.) less any debts, secured (e.g., mortgages) or unsecured (credit cards). Household income and net worth are estimated by Esri.

Median Household Income

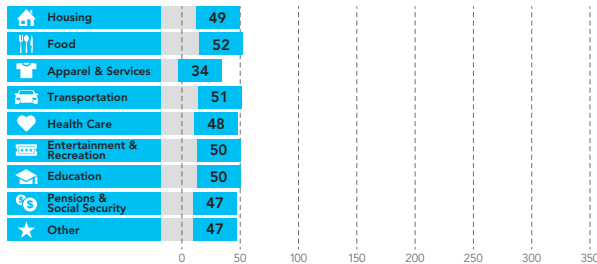


Median Net Worth



AVERAGE HOUSEHOLD BUDGET INDEX

The index compares the average amount spent in this market's household budgets for housing, food, apparel, etc., to the average amount spent by all US households. An index of 100 is average. An index of 120 shows that average spending by consumers in this market is 20 percent above the national average. Consumer expenditures estimated by Esri.



OCCUPATION BY EARNINGS

The five occupations with the highest number of workers in the market are displayed by median earnings. Data from the Census Bureau's American Community Survey.

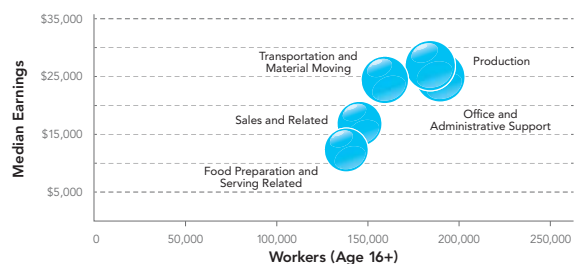


Figure 2.4: Graphic summary, created by Esri, of the lifestyle characteristics of the Hardscrabble Road segment (Esri, 2017).

MARKET PROFILE (Consumer preferences are estimated from data by GfK MRI)

- Little extra money to invest in retirement savings plans, stocks, or bonds.
- For those with young children at home, watching Disney Channel, Cartoon Network, and Nickelodeon on TV is popular; diapers, baby food, and children's clothing are priority expenditures.
- Favor shopping through an in-home sales rep, QVC, or HSN.
- Read parenting and health magazines.
- Watch programs on BET, MTV, and Game Show Network.
- Prefer to listen to gospel, R&B, rap, and hip-hop music.
- Participate in basketball, football, and volleyball.

HOUSING

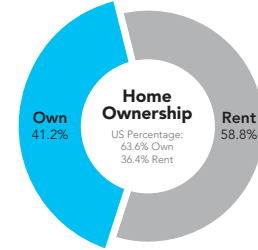
Median home value is displayed for markets that are primarily owner occupied; average rent is shown for renter-occupied markets. Tenure and home value are estimated by Esri. Housing type and average rent are from the Census Bureau's American Community Survey.



Typical Housing:
Single Family

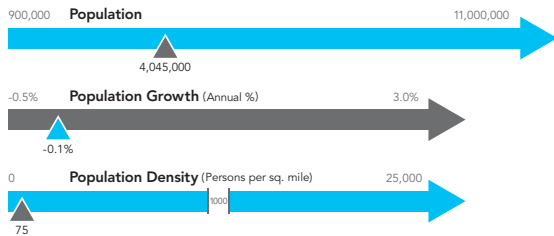
Average Rent:
\$690

US Average: \$990



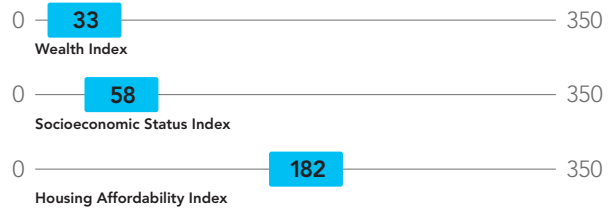
POPULATION CHARACTERISTICS

Total population, average annual population change since Census 2010, and average density (population per square mile) are displayed for the market relative to the size and change among all Tapestry markets. Data estimated by Esri.



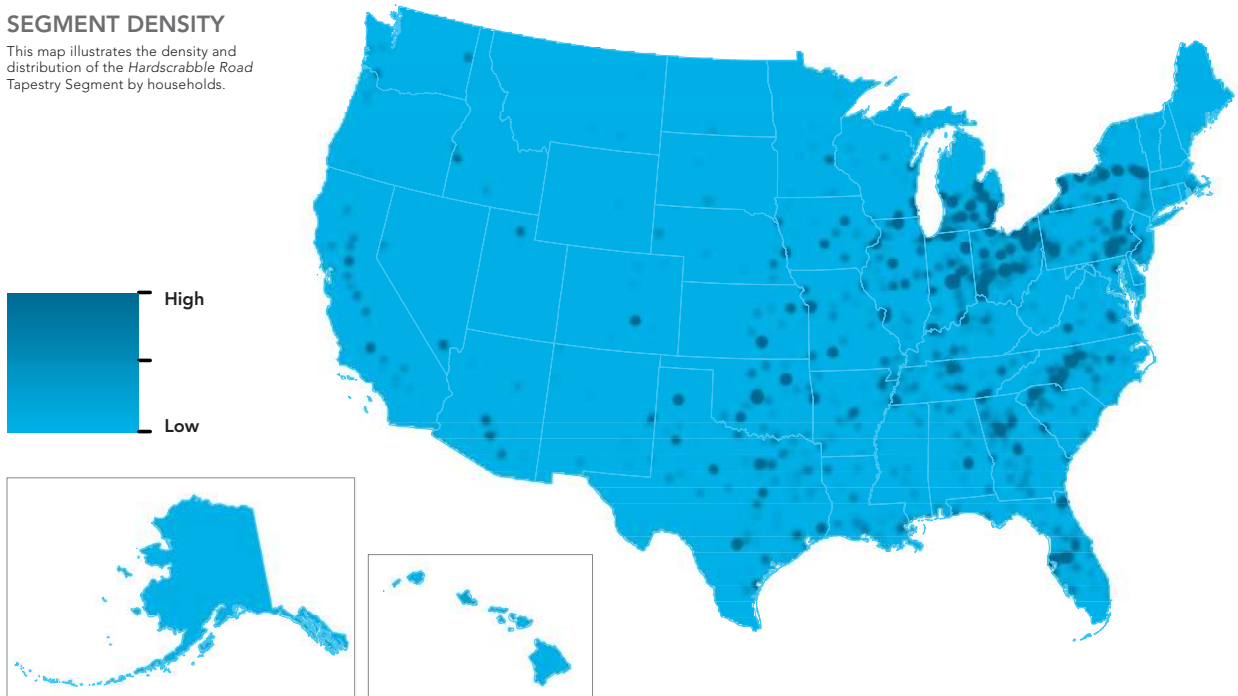
ESRI INDEXES

Esri developed three indexes to display average household wealth, socioeconomic status and housing affordability for the market relative to the US.



SEGMENT DENSITY

This map illustrates the density and distribution of the *Hardscrabble Road* Tapestry Segment by households.



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Figure 2.5: Graphic summary, created by Esri, of the lifestyle characteristics of the Hardscrabble Road segment (Esri, 2017).



LifeMode Group: GenXurban

Comfortable Empty Nesters

5A

Households: 2,973,000

Average Household Size: 2.50

Median Age: 46.8

Median Household Income: \$68,000

WHO ARE WE?

Residents in this large, growing segment are older, with more than half of all householders aged 55 or older; many still live in the suburbs where they grew up. Most are professionals working in government, health care, or manufacturing. These Baby Boomers are earning a comfortable living and benefitting from years of prudent investing and saving. Their net worth is well above average (Index 363). Many are enjoying the transition from child rearing to retirement. They value their health and financial well-being.

OUR NEIGHBORHOOD

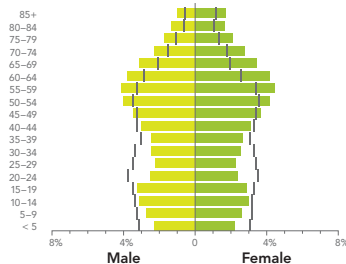
- Married couples, some with children, but most without (Index 149).
- Average household size slightly lower at 2.50.
- Found throughout the suburbs and small towns of metropolitan areas, where most residents own and live in single-family detached homes (Index 142).
- Most homes built between 1950 and 1990 (Index 129).
- Households generally have one or two vehicles.

SOCIOECONOMIC TRAITS

- Education: 34% college graduates; nearly 66% with some college education.
- Low unemployment at 7%; average labor force participation at 61%.
- Most households income from wages or salaries, but a third also draw income from investments (Index 154) and retirement (Index 166).
- *Comfortable Empty Nesters* residents physically and financially active.
- Prefer eating at home instead of dining out.
- Home maintenance a priority among these homeowners.

AGE BY SEX (Esri data)

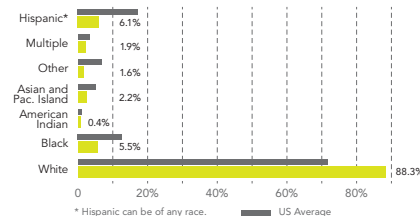
Median Age: 46.8 US: 37.6
| Indicates US



RACE AND ETHNICITY (Esri data)

The Diversity Index summarizes racial and ethnic diversity. The index shows the likelihood that two persons, chosen at random from the same area, belong to different race or ethnic groups. The index ranges from 0 (no diversity) to 100 (complete diversity).

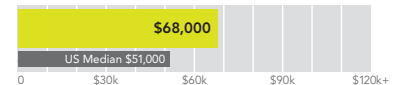
Diversity Index: 30.6 US: 62.1



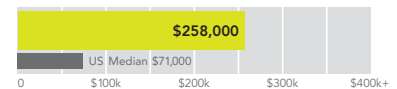
INCOME AND NET WORTH

Net worth measures total household assets (homes, vehicles, investments, etc.) less any debts, secured (e.g., mortgages) or unsecured (credit cards). Household income and net worth are estimated by Esri.

Median Household Income

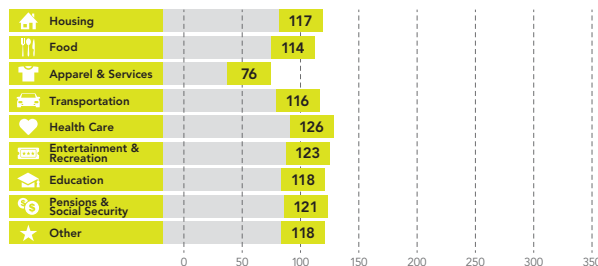


Median Net Worth



AVERAGE HOUSEHOLD BUDGET INDEX

The index compares the average amount spent in this market's household budgets for housing, food, apparel, etc., to the average amount spent by all US households. An index of 100 is average. An index of 120 shows that average spending by consumers in this market is 20 percent above the national average. Consumer expenditures are estimated by Esri.



OCCUPATION BY EARNINGS

The five occupations with the highest number of workers in the market are displayed by median earnings. Data from the Census Bureau's American Community Survey.

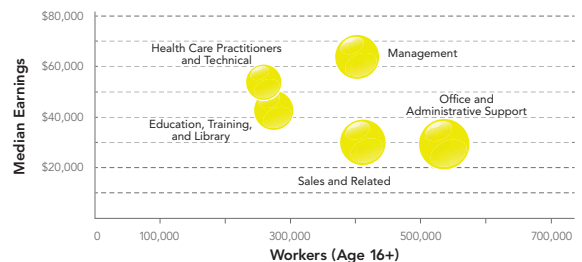


Figure 2.6: Graphic summary, created by Esri, of the lifestyle characteristics of the Comfortable Empty Nesters segment (Esri, 2017).

MARKET PROFILE (Consumer preferences are estimated from data by GfK MR)

- Residents enjoy listening to sports radio or watching sports on television.
- Physically active, they play golf, ski, ride bicycles, and work out regularly.
- Spending a lot of time online isn't a priority, so most own older home computers.
- Financial portfolio includes stocks, certificates of deposit, mutual funds, and real estate.

HOUSING

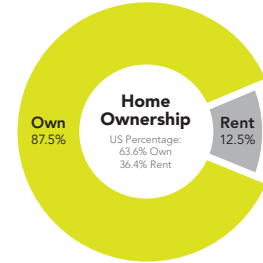
Median home value is displayed for markets that are primarily owner occupied; average rent is shown for renter-occupied markets. Tenure and home value are estimated by Esri. Housing type and average rent are from the Census Bureau's American Community Survey.



Typical Housing:
Single Family

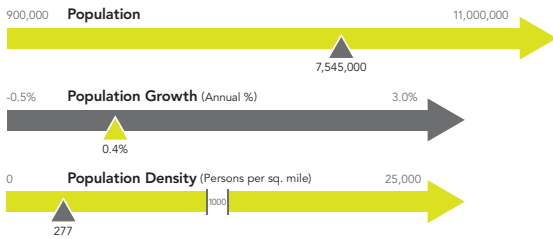
Median Value:
\$187,000

US Median: \$177,000



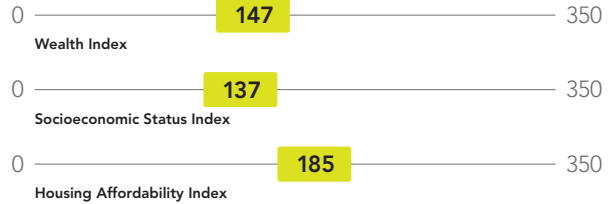
POPULATION CHARACTERISTICS

Total population, average annual population change since Census 2010, and average density (population per square mile) are displayed for the market relative to the size and change among all Tapestry markets. Data estimated by Esri.



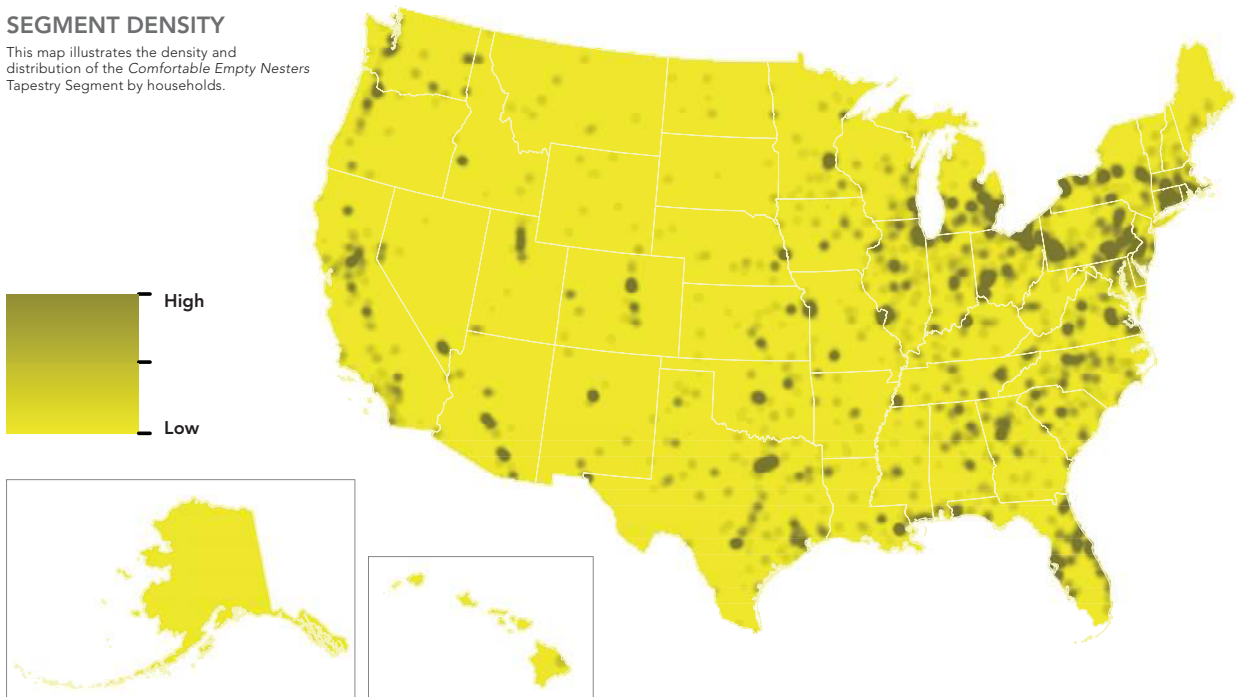
ESRI INDEXES

Esri developed three indexes to display average household wealth, socioeconomic status, and housing affordability for the market relative to US standards.



SEGMENT DENSITY

This map illustrates the density and distribution of the *Comfortable Empty Nesters* Tapestry Segment by households.



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Figure 2.7: Graphic summary, created by Esri, of the lifestyle characteristics of the Comfortable Empty Nesters segment (Esri, 2017).



LifeMode Group: GenXurban
Midlife Constants

5E

Households: 3,043,000
Average Household Size: 2.30
Median Age: 45.9
Median Household Income: \$48,000

WHO ARE WE?

Midlife Constants residents are seniors, at or approaching retirement, with below average labor force participation and above average net worth. Although located in predominantly metropolitan areas, they live outside the central cities, in smaller communities. Their lifestyle is more country than urban. They are generous, but not spendthrifts.

OUR NEIGHBORHOOD

- Older homes (most built before 1980) found in the suburban periphery of smaller metropolitan markets.
- Primarily married couples, with a growing share of singles.
- Settled neighborhoods with slow rates of change and residents that have lived in the same house for years.
- Single-family homes, less than half still mortgaged, with a median home value of \$141,000 (Index 80).

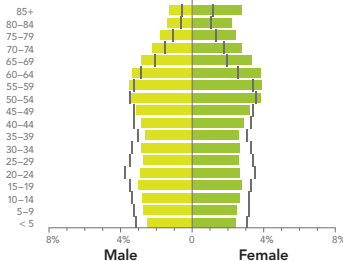
SOCIOECONOMIC TRAITS

- Education: 64% have a high school diploma or some college.
- Unemployment is lower in this market at 7.4% (Index 86), but so is the labor force participation rate (Index 89).
- Almost 42% of households are receiving Social Security (Index 150); 28% also receive retirement income (Index 160).
- Traditional, not trendy; opt for convenience and comfort, not cutting-edge. Technology has its uses, but the bells and whistles are a bother.
- Attentive to price, but not at the expense of quality, they prefer to buy American and natural products.
- Radio and newspapers are the media of choice (after television).



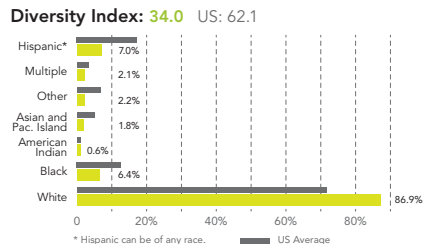
AGE BY SEX (Esri data)

Median Age: 45.9 US: 37.6
 | Indicates US



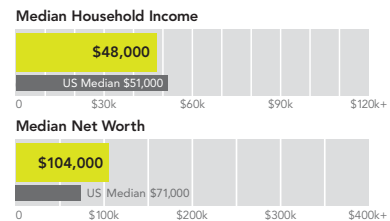
RACE AND ETHNICITY (Esri data)

The Diversity Index summarizes racial and ethnic diversity. The index shows the likelihood that two persons, chosen at random from the same area, belong to different race or ethnic groups. The index ranges from 0 (no diversity) to 100 (complete diversity).



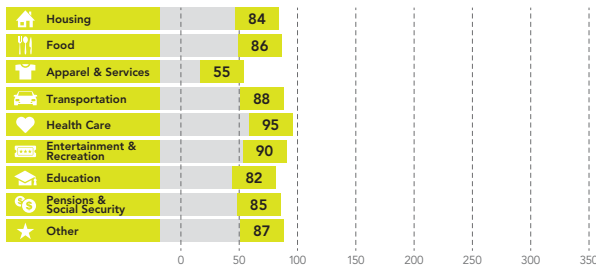
INCOME AND NET WORTH

Net worth measures total household assets (homes, vehicles, investments, etc.) less any debts, secured (e.g., mortgages) or unsecured (credit cards). Household income and net worth are estimated by Esri.



AVERAGE HOUSEHOLD BUDGET INDEX

The index compares the average amount spent in this market's household budgets for housing, food, apparel, etc., to the average amount spent by all US households. An index of 100 is average. An index of 120 shows that average spending by consumers in this market is 20 percent above the national average. Consumer expenditures are estimated by Esri.



OCCUPATION BY EARNINGS

The five occupations with the highest number of workers in the market are displayed by median earnings. Data from the Census Bureau's American Community Survey.

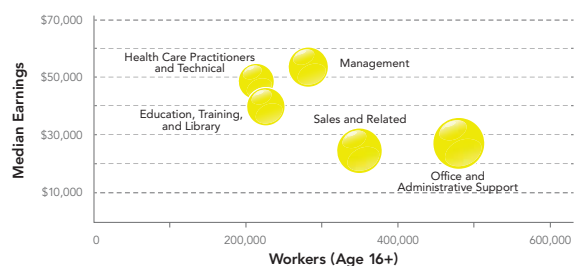


Figure 2.8: Graphic summary, created by Esri, of the lifestyle characteristics of the Midlife Constants segment (Esri, 2017).

MARKET PROFILE (Consumer preferences are estimated from data by GfK MRI)

- Prefer practical vehicles like SUVs and trucks (domestic, of course).
- Sociable, church-going residents belonging to fraternal orders, veterans' clubs and charitable organizations and do volunteer work and fund-raising.
- Contribute to arts/cultural, educational, political, and social services organizations.
- DIY homebodies that spend on home improvement and gardening.
- Media preferences: country or Christian channels.
- Leisure activities include scrapbooking, movies at home, reading, fishing, and golf.

HOUSING

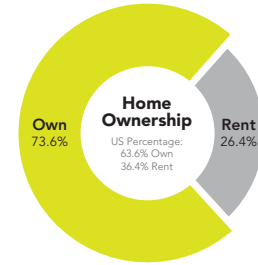
Median home value is displayed for markets that are primarily owner occupied; average rent is shown for renter-occupied markets. Tenure and home value are estimated by Esri. Housing type and average rent are from the Census Bureau's American Community Survey.



Typical Housing:
Single Family

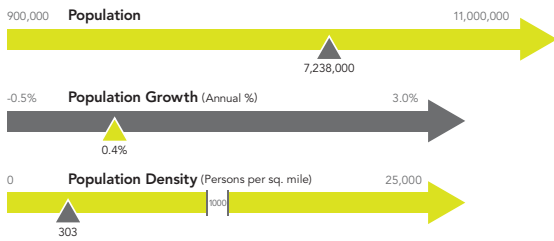
Median Value:
\$141,000

US Median: \$177,000



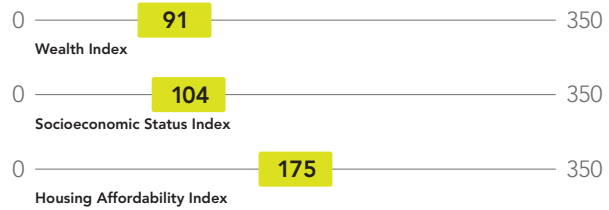
POPULATION CHARACTERISTICS

Total population, average annual population change since Census 2010, and average density (population per square mile) are displayed for the market relative to the size and change among all Tapestry markets. Data estimated by Esri.



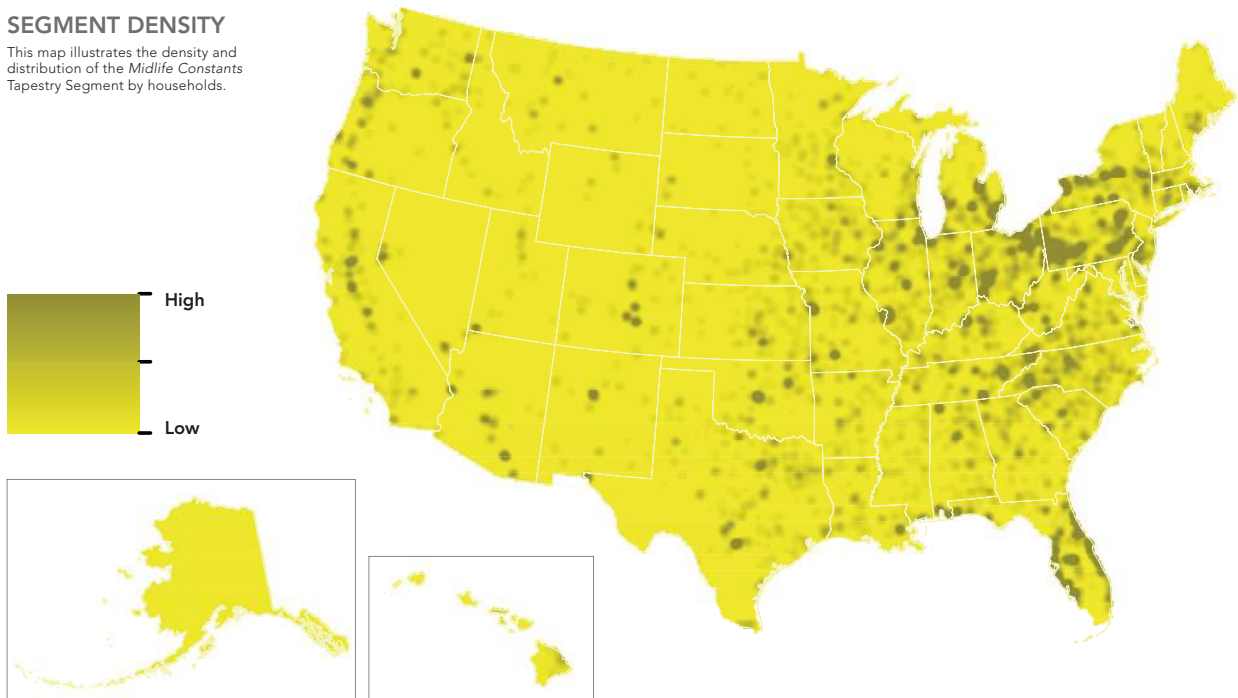
ESRI INDEXES

Esri developed three indexes to display average household wealth, socioeconomic status, and housing affordability for the market relative to US standards.



SEGMENT DENSITY

This map illustrates the density and distribution of the *Midlife Constants* Tapestry Segment by households.



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Figure 2.9: Graphic summary, created by Esri, of the lifestyle characteristics of the Midlife Constants segment (Esri, 2017).



2.3. recreation trends analysis

2.3.1. Overview + Methodology

The Project Team utilized the 2016 Sports, Fitness, and Leisure Activities Topline Participation Report produced by the Sports and Fitness Industry Association (SFIA) to help better understand national trends in parks and recreation and how those compare to the population of Cumberland.

As part of the Topline Report, SFIA conducted 32,658 online interviews with individuals over the age of six from different locations and ethnic groups nationwide. These interviews helped to determine the findings for the report, which look at activity levels and participation of a sport or fitness type in combination with age groups to determine which sport or fitness activities are more common within certain age groups (SFIA, 2016).

These trends were then reviewed in conjunction with the local market potential index (MPI) of Cumberland – a measure of how likely, based on the demographic makeup of the Town as reported by ESRI’s Sports and Leisure Market Potential Report, a resident is to participate in a certain activity – to see how they may apply at a local level. A MPI of 100 represents the national average while a number above 100 represents higher than the national average and consequently below 100 represents lower than the national average (Esri, 2016).

For this analysis, each available and applicable core recreation activity was grouped to best correlate with the 2016 SFIA Topline Report’s categories of Fitness Activities, Individual Sports, Outdoor Sports, Racquet Sports, Team Sports, Water Sports, and Winter Sports.

2.3.2. Summary of National Trends

Walking for fitness is the most popular sport or fitness activity with over 109 million users in 2015. This activity has remained popular for some time due to the generally low level of skill required and ability to partake in a wide variety of environments. According to the report, participating with a friend was a strong motivator to exercising, something that is very easy to achieve with fitness walking (SFIA, 2016). Other fitness activities were high in participation including treadmill and running/jogging at 50 and 48 million. Off road triathlons (+23.6%) and adventure racing (+20.9%) had the highest percentage of growth over the past year, while snowmobiling had the largest decrease in participants (-11.1%) over the prior year (SFIA, 2016).

Overall, participation in fitness activities, team, winter, and water sports have increased steadily over the last few years. Of those, team sports have seen the largest increase in participation, with over seven different sports growing in use by at least 4% over 2014 numbers. Individual sports saw a slight decrease overall in 2015, while outdoor and racquet sports stayed about the same. Correlations between age groups and sport or fitness type were also determined with participants born in this millennium participating in team sports more often than any other age group. Fitness activities were the most popular sport or fitness category among the remaining age groups (SFIA, 2016).

The 2016 Sports, Fitness, and Leisure Activities Topline Participation Report defines inactivity as “those participants who reported no physical activity in 2015 and an additional 18 sports/fitness activities that require minimal to no physical exertion” (SFIA, 2016). The number of people ages 6 and older who identified themselves as inactive for 2015 decreased slightly from

28.3% to 27.7% of the total population, bringing the number of “inactive” Americans to 81.6 million. The 13 to 17 age group had the biggest decrease in inactivity levels at -1.4% from 2014 while 55 to 64 age group had a slight increase in inactivity levels at +0.4% more (SFIA, 2016).

2.3.3. Fitness Activities

The most popular fitness activity is walking for fitness (109.8 million), using a treadmill (50.4 million), running/jogging (48.5 million), free hand weightlifting (42.7 million), and stretching (35.7 million). The fitness activities that had the most growth for the past year include barre (+12.0%), calisthenics (+9.8%), cardio cross trainer (+6.7%), tai chi (+6.0%), and swimming for fitness (+4.0%).

Fitness activities that had a decline the past year include running/jogging (-5.1%), walking for fitness (-2.4%), weight/resistance machines (-1.5%), free barbell weights (-0.9%), and boot-camp style training (-0.8%). Though walking for fitness and running/jogging had the largest decreases in participation for the past year, the sheer volume of participants still make these high demand activities (SFIA, 2016).

Cumberland exhibits greater than average market potential for the following fitness activities:

- Aerobics (MPI 105)

Cumberland exhibits lower than average market potential for the following fitness activities:

- Walking for exercise (MPI 99)
- Pilates (MPI 95)
- Weightlifting (MPI 91)
- Swimming (MPI 90)
- Running/jogging (MPI 78)
- Yoga (MPI 78)

2.3.4. Individual Sports

Bowling was the most popular individual sport reported in 2015 with 45.9 million participants; almost double the second highest sport, golf, at 24.1 million. Ice skating (10.4 million), archery (8.3 million), and trail running (8.1 million) round out the top five individual sports with the greatest participation.

Several individual sports, mostly centered on running, have seen a large growth in participation over the past year. Off-road triathlons had the most growth with



Figure 2.10: Cumberland Residents riding on the Penny Trail. Image Credit: Town of Cumberland

23.6% more participants than the prior year while adventure racing (+20.9%), road triathlons (+13.4%), and trail running (+8.1%) also had significant growth.

The sports that declined the most over the last year include 2x2 wheel roller skating (-3.9%), golf (-2.3%), and skateboarding (-2.2%). Three of the most popular individual sports (bowling, golf, and ice skating) saw a decrease in participation the past year, trail running had the fourth highest number of participants and was also one of the fastest growing individual sports (SFIA, 2016).

Cumberland exhibits greater than average market potential for the following individual sports:

- Archery (MPI 115)
- Ice skating (MPI 108)
- Target shooting (MPI 101)

Cumberland exhibits lower than average market potential for the following individual sports:

- Bowling (MPI 96)
- Golf (MPI 90)



Figure 2.11: Example of racquet sports.

2.3.5. Outdoor Sports

The most popular outdoor sports for 2015 were road biking (38.2 million), fresh water fishing (37.6 million), hiking (37.2 million), camping (27.7 million), and wildlife viewing (20.7 million). Shooting related outdoor sports had the most growth over the past year with four out of the top five activities including clay shooting (+15.4%), trap shooting (+13.9%), hunting with a handgun (+10.0%), and target shooting with a handgun (+9.1%). BMX biking also had significant increase in participation at +14.5%. Similar to fitness activities, most of the popular outdoor sports had a decrease in participation over the last year, including road biking (-3.6%), camping (-3.2%), wildlife viewing (-1.9%), and freshwater fishing (-0.4%), however, the total number of participants for these activities is still significantly higher than the fastest growing sports (SFIA, 2016).

Cumberland exhibits greater than average market potential for the following outdoor sports:

- Boating (MPI 113)
- Backpacking (MPI 112)
- Mountain biking (MPI 110)
- Canoeing/kayaking (MPI 103)
- Hunting with a shotgun (MPI 102)

Cumberland exhibits lower than average market potential for the following outdoor sports:

- Hunting with a rifle (MPI 99)
- Freshwater Fishing (MPI 99)
- Horseback riding (MPI 97)
- Road biking (MPI 93)
- Downhill Skiing (MPI 91)
- Saltwater fishing (MPI 90)
- Hiking (74)

2.3.6. Racquet Sports

The most popular racquet sports for 2015 include tennis (17.9 million), table tennis (16.5 million), and badminton (7.2 million). While none of these activities experienced a decrease in participation over the last year, cardio tennis (+12.6%), racquetball (+8.1%), and squash (+7.2%) had substantial growth (SFIA, 2016).

Cumberland exhibits lower than average market potential for the following racquet sports:

- Tennis (MPI 90)

2.3.7. Team Sports

The most popular team sports by total volume of participants for 2015 were basketball (23.4 million), baseball (13.7 million), outdoor soccer (12.6 million), slow-pitch softball (7.1 million), and touch football (6.4 million). The team sports that have seen the most growth from the past year are roller hockey (+9.8%), swimming on a team (+6.7%), indoor soccer (+6.2%), flag football (+5.8%), and rugby (+5.7%). Team sports that have seen the largest decrease in participation over the last year include ultimate Frisbee (-2.7% decrease), paintball (-1.7% decrease), touch football (-1.5%), and volleyball on grass (-0.6% decrease) (SFIA, 2016).

Cumberland exhibits greater than average market potential for the following outdoor sports:

- Baseball (MPI 105)
- Frisbee (MPI 104)
- Football (MPI 102)

Cumberland exhibits lower than average market potential for the following outdoor sports:

- Softball (MPI 99)
- Volleyball (MPI 91)
- Basketball (MPI 87)
- Soccer (MPI 87)

2.3.8. Water Sports

The most popular water sports in 2015 were canoeing (10.2 million), kayaking (9.4 million), snorkeling (8.8 million), and jet skiing (6.2 million). Several water sports experienced significant growth over the last year including boardsailing/windsurfing (+13.1%), stand-up paddling (+9.8%), and kayaking recreational (+7.3%), white water kayaking (+7.1%), and sea kayaking (+5.7%). One noteworthy observation is that, unlike many of the most popular sports, recreational kayaking is one of the most popular and fastest growing sports. Water-based activities that had a decrease in participation included water skiing (-1.5%), jet skiing (-1.5%), and surfing (-0.7%) (SFIA, 2016).

Cumberland exhibits higher than average market potential for the following water-based sports:

- Canoeing/kayaking (MPI 103)

Cumberland exhibits lower than average market potential for the following water-based sports:

- Freshwater fishing (MPI 99)
- Saltwater fishing (MPI 90)
- Swimming (MPI 90)



Figure 2.12: Example of team sports.

2.3.9. Winter Sports

The most popular winter sports in 2015 were downhill skiing at 9.3 million total participants, followed by sledding (8.8 million) and snowboarding (7.6 million). Many of the most popular winter sports also had significant growth over the past year including free style and downhill skiing, sledding, and snowboarding all having at least a 2.9% growth or higher. Snowmobiling, however, experienced the most drastic decline in participation, with 11.1% less than 2014. Cross-country skiing also experienced a decline of 3.4% (SFIA, 2016).

Cumberland exhibits higher than average market potential for the following winter sports:

- Ice skating (MPI 108)

Cumberland exhibits lower than average market potential for the following water-based sports:

- Downhill skiing (MPI 91)

2.3.10. Implications

Cumberland's most popular sport and fitness activity was "walking for exercise" with 1,076 participants for 2016, nearly twice as many as the second and third most popular, swimming (565 participants) and fresh water fishing (496 participants). All three of these activities had a MPI roughly at or slightly below the national average. The least participated sport and fitness activities included horseback riding (97), downhill skiing (100 participants), ice skating (107 participants), and Pilates (107 participants). Similar to the most participated activities, the MPI for these activities were comparable the national average.

Cumberland residents participated above than the national average for a third of the sport activities listed available. The sport and fitness activities with the highest MPI occurred in outdoor sports and individual sports. Archery had the highest percentage of participants compared to the national average with an MPI of 115. Boating (113 MPI), backpacking (112 MPI), and mountain biking (110 MPI) were the next three highest percentages. In contrast, activities with the lowest MPI were primarily in the fitness sports category. Activities with the lowest percentage of participation compared to the national average were hiking (74 MPI), yoga (78 MPI), and running/jogging (78 MPI).



2.4. existing parks and recreation facilities evaluation

2.4.1. Park Site Evaluation Methodology

The Project Team, along with Town of Cumberland Parks and Recreation staff, visited the Town's parks and recreation facilities on September 20, 2017. The Town's four (4) existing parks sites were evaluated using Browning Day's Site Score™ Park Site Evaluation Tool – a copy of which is provided in the Appendix – which evaluated the town's parks and facilities using the following four key categories of criteria:

Access + Linkages:

- Visibility from a distance; can one clearly see into the park from the surrounding neighborhood/roadways?
- Ease of walking/biking to the park; can someone walk directly into the park safely and easily?
- Ease of walking/biking within the park; can someone navigate the interior of the park safely and efficiently to access its major components?
- Clarity of wayfinding/signage; is there signage that identifies the park, and/or signage that provides additional information for users?
- Universal accessibility; does the site generally appear to comply with the Americans with Disabilities Act (ADA) laws for accessibility, and if not, what are the major barriers?

Comfort + Image:

- Overall attractiveness; is the park attractive at first glance?
- Feeling of safety; does the park feel safe at the time of the visit?
- Quality of maintenance; are exterior areas of the park clean, free of litter, and maintained appropriately?
- Perception of safety; is the park designed and

maintained in a way that facilitates a feeling of safety and security while in the park?

- Comfort of places to sit; are there a variety of different, comfortable places to sit?
- Evidence of design standards; is there clear evidence of quality planning and design standards in place which result in a cohesive and functional site?

Uses, Activities, + Sociability:

- Mix of uses/things to do; in accordance to PPS's Power of 10 principles, are there a variety of things to do, given the park typology?
- Activation; is the park activated by a variety of people of different age groups, ethnic backgrounds, and abilities using the park throughout the day and across the seasons?
- Distribution of activity; is there consistent activity which is evenly distributed, geographically, throughout the park site?
- Programming flexibility; how flexible is the park in accommodating multiple uses/activities and future change in trends?
- Integration of technology; is technology – such as Wi-Fi – integrated within the site in a meaningful and appropriate way?

Sustainability:

- Stormwater management; are green infrastructure systems embraced to help manage stormwater?
- Multi-modal capacity; is the park accessible and does it facilitate the use of multiple modes of transportation (bikes, transit, walking, driving, etc.)?
- Sustainable site maintenance practices; are sustainable maintenance practices/policies in place, appropriate for the scale and program of the site?

- Healthy lifestyles; does the park intentionally and clearly promote healthy lifestyles through the use of supporting facilities/programs/advertisement?

Each of the sites was scored based on the above questions using a scale of 1 to 5 where:

- 1.0 = Well Below Expectations
- 2.0 = Not Meeting Expectations
- 3.0 = Meets Expectations
- 4.0 = Exceeds Expectations
- 5.0 = Far Exceeds Expectations

Scores were assigned to each based on an evaluation of the park site compared to other sites in the Town. Although the process of scoring is based on the professional opinion of the Project Team, and is therefore inherently subjective, consensus on the results was reached through review and discussion with the Department.

The Site Score™ tool includes 20 total questions, each worth a maximum of five (5) points, resulting in a maximum aggregate score of 100 points per park. Based on the aggregate score per park, each site was rated as:

Total Score of 100-81 = Exceeding Expectations

Total Score of 80-61 = Meeting Expectations

Total Score of 60-0 = Not Meeting Expectations

The purpose of the rigorous scoring was to establish an understanding of how the park system rates in terms of quality and its ability to serve users within the Town of Cumberland specifically and to identify areas for potential improvement. It is worth noting that identifying system-wide trends, both positive and negative, is as important as the score of an individual park.

2.4.2. System-Wide Trends and Observations

General Observations

Overall, the Town's existing parks system appears "tired," with many facilities that are either outdated and/or are in need of repair. This is especially true with the Town's oldest park facilities, which include National Road Park and Lions Park. The amenities present within the park sites are varied and traditional, including a mix of play areas, sports courts, shelters, and multi-purpose greenspace.

Of the four (4) sites evaluated, Honors Park and

Wayburn Pocket Park were the highest scoring, each with a total score of 62 (Meeting Expectations). The lowest scoring park was National Road Park (50), followed closely by Lions Park (51). The Wayburn Pocket Park site was the smallest park evaluated (.07 acres), whereas Lions Park was the largest at 9.45 acres. The majority of Cumberland's developed park acreage is on the Hancock County side of the town (57%), however, 75% of the total park sites are in the Marion County portion of Cumberland.

Access and Linkages

The Town is benefiting significantly from the increased connectivity provided by the Penny Trail and the recently constructed Buck Creek Trail. These trail networks help to connect the Town's existing park sites, however, dedicated trail or pedestrian connections from the trails and trailhead locations into the surrounding neighborhoods are lacking. Pedestrian connectivity within the park sites could be improved, especially at Honors Park where no paved walkways exist. With the exception of Wayburn Park, the remaining park sites lacked dedicated pedestrian entrances from established pedestrian corridors.

In general, all facilities evaluated had ADA accessibility challenges, some of which were the result of the facility's age while others were associated with design or maintenance practices. Although most of the park sites had accessible routes within the park, few lead to any of the amenity areas, and all lacked accessible seating options. The majority of the structured play areas appeared to be inaccessible as a result of missing routes to them and/or issues with the surfacing (either mulch or sand). In the condition observed, none of the amenities within Honors Park were accessible, either because of poor design, or because an accessible route into the park space from the street was absent. As park improvements are made, increasing universal accessibility system-wide will be very important given the aging population of the Town.

Comfort and Image

The most attractive and well-maintained park site is the Wayburn Pocket Park. Although a small site with little recreational value, Wayburn is well-designed, well-maintained, and contextually sensitive. In contrast, National Road Park is the least attractive park with the greatest amount of maintenance challenges. The majority of the amenities that remain within National Road Park are in varying states of disrepair, and its location is under-embraced and difficult to access in a vehicle.

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Park Site Evaluations: September 20, 2017

		Honors Park	Wayburn Pocket Park	Lions Park	National Road Park	AVERAGE
1. Access + Linkages	(max. 25)	13	20	11	14	14.5
Visibility from a Distance	(max. 5)	4	5	2	5	4.0
Ease in Walking/Biking TO the Park	(max. 5)	3	4	4	3	3.5
Ease in Walking/Biking WITHIN the Park	(max. 5)	1	4	2	4	2.8
Clarity of Wayfinding	(max. 5)	4	5	1	1	2.8
Universal Design (ADA Accessibility)	(max. 5)	1	2	2	1	1.5
2. Comfort + Image	(max. 25)	19	22	10	8	14.8
Overall Attractiveness	(max. 5)	4	4	3	1	3.0
Perception of Safety	(max. 5)	4	5	2	2	3.3
Quality of Maintenance	(max. 5)	4	4	2	1	2.8
Comfort and Variety of Places to Sit	(max. 5)	4	4	2	2	3.0
Evidence of Design Standards	(max. 5)	3	5	1	2	2.8
3. Uses, Activities, + Sociability	(max. 25)	12	5	15	15	11.8
Mix of Uses (Power of Ten)	(max. 5)	2	1	4	3	2.5
Activation	(max. 5)	3	1	3	3	2.5
Distribution of Activity	(max. 5)	4	1	2	3	2.5
Programming Flexibility	(max. 5)	2	1	5	5	3.3
Integration of Technology	(max. 5)	1	1	1	1	1.0
4. Sustainability	(max. 25)	18	15	15	13	15.3
Stormwater Management	(max. 5)	4	4	4	3	3.8
Multimodal Capacity	(max. 5)	5	4	3	4	4.0
Sustainable Site Maintenance Practices	(max. 5)	3	3	3	1	2.5
Resource Management	(max. 5)	3	3	2	2	2.5
Healthy Lifestyles	(max. 5)	3	1	3	3	2.5
SITE SCORE™ TOTAL	(max. 100)	62	62	51	50	56.3

AVERAGE

Figure 2.13: SiteScore™ Park Site Evaluation Matrix.

Both Lions Park and National Road Park have issues with vandalism, although likely for different reasons. Lions Park appears to be well-used, and has the highest recreational value of any of the Town's park sites, however, it is secluded and visible almost exclusively from private property. The addition of the Buck Creek Trail through Lions Park will help to add surveilling users to the site, however, consideration should be given to expanding the park property westward towards Buck Creek Road. The vandalism issues at National Road Park likely have a social origin, and are compounded by the Town's continued disinvestment in the park site. Over the last five years, almost all of the recreational amenities have been removed from the park – for reasons ranging from disrepair to vandalism and abuse - and have not been replaced.

Uses, Activities, and Sociability

As previously stated, Lions Park has the greatest diversity and quantity of amenities in functional physical condition, and therefore, has the greatest recreational value of any of the existing park sites evaluated. The majority of the park amenities are collocated on the western portion of the property however, leaving the greenspace east of the creek largely passive. The size and amount of available greenspace allows Lions Park a significant degree of flexibility for programming and amenities.

Both Wayburn Pocket Park and Honors Park have limited programming flexibility due to their size. While Wayburn serves as a community gathering location, the programming of Honors Park is appealing almost exclusively to families with children. None of the parks visited exhibited an intentional integration of technology (Wi-Fi, solar, charging stations, etc.), and in the case of the shelters observed, lacked even basic electrical infrastructure.

The park sites were visited in the afternoon of a sunny fall weekday in generally pleasant weather, however, park users were only observed at National Road Park, and appeared to be passing through the space rather than utilizing it. It should be noted that these visits occurred during common “working hours” for a limited duration, and therefore are not likely a reliable indicator of actual park usage.

Sustainability

Overall, the park sites observed were neither exceptionally sustainable or unsustainable. Given their traditional design and age, the sites lacked contemporary

green infrastructure systems such as bioswales, on-site stormwater retention/detention, native plantings, and/or energy-efficient fixtures. Given the limited amount of impervious surface observed at the park sites, it's likely that there is an opportunity to retroactively integrate sustainable stormwater management infrastructure as parks are updated and improved. This is especially relevant to Lions Park, which is bisected by Buck Creek. In addition, more sustainable site-maintenance practices and polices could be implemented system-wide to reduce the amount of mowing required.

Park Site Evaluations

Following is a summary of results of each park site evaluated; copies of the completed SiteScore™ form for each site can be found in the Appendix. Recommendations and observations specific to Universal Accessibility and/or the Americans with Disabilities Act (ADA), can be found in Section 2.4.3.

Honors Park

Site Score™: 62 (Meeting Expectations)

Acreage: 1.36 ac.

Park Type: Mini-Park

Address: 11657 E Saturn St.

Amenities:

- Multi-purpose field
- Playground
- Benches/picnic tables (4)
- Grill
- Swings
- Children's basketball court
- Time capsule
- Monument

Summary:

Honors Park is a small neighborhood park located east of Town Hall, on the Marion County side of Cumberland. Situated at the corner of a low-volume intersection, the park is highly visible from the surrounding properties. Despite this great visibility, the park has insufficient pedestrian and vehicular access resulting from the lack of dedicated parking spaces and pedestrian routes into and within the park site.

The Pennsy Trail runs nearby, but lacks a connection to the park. Amenities provided include a fenced in playground, child's basketball court, swings, benches, a monument/marker with a time capsule, picnic tables for seating and a grilling station. These amenities are used often by families with younger kids and are well-maintained. The field directly west of the playground, which is not officially part of the park space, has the potential to offer additional flexible greenspace for events such as the Cumberland Arts Festival. The park lacks any lighting, which limits the times of the day or season the park can be used.

Opportunities:

- Available land for expansion
- Neighborhood setting
- Immediately adjacent to the trail network and Town Hall

Challenges:

- Lack of dedicated on-street parking and paved walking paths to and within the park.
- Programming and amenities are relevant only to families with children.



Figure 2.14: Honors Park (2017).

Wayburn Pocket Park

Site Score™: 62 (Meeting Expectations)

Acreage: .07 ac.

Park Typology: Mini Park

Address: 1 South Wayburn St.

Amenities:

- Benches (2)
- Landscaping beds
- Pedestrian lighting
- Interpretive signage

Summary:

Wayburn Pocket Park is pocket park located within the vacated right-of-way of Wayburn Street at its intersection with Washington Street. The park is highly visible from Washington Street by both vehicle and pedestrians and is easily accessible on foot. Due partly to its diminutive size, Wayburn Pocket Park contains very few amenities and has limited programming flexibility within the park proper. The park provides users with two (2) benches along either side of a concrete walk that leads to an educational signage exhibit along Washington Street. These amenities, as well as the surrounding landscape, are in good condition. The park serves as the location for Cumberland's annual Weihnachtsmarkt Festival which takes place in December.

Opportunities:

- Prominent and historic location
- Adjacent to local businesses along Main Street

Constraints:

- Small site with limited flexibility

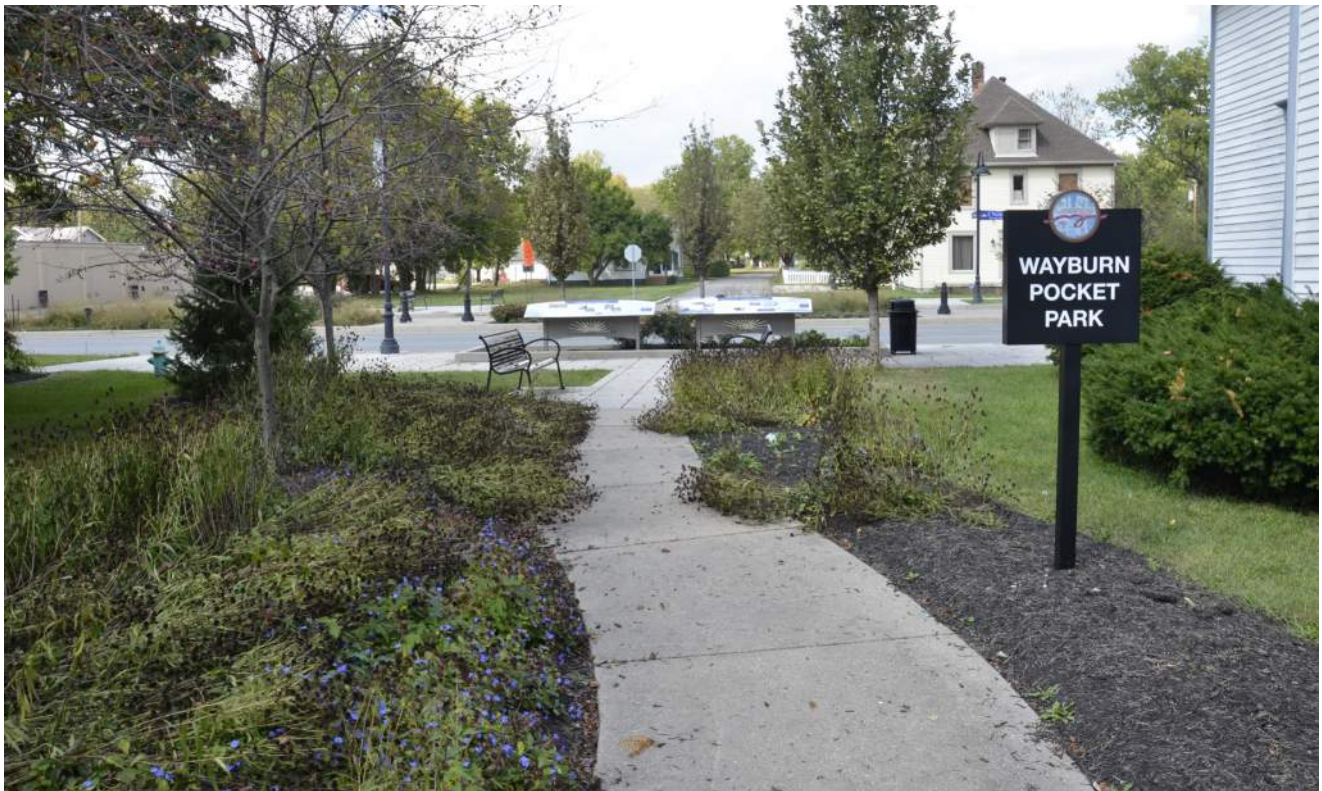


Figure 2.15: Wayburn Pocket Park (2017).

Lions Park

Site Score™: 51 (Not Meeting Expectations)

Acreage: 9.45 ac.

Park Typology: Community Park

Address: 301 Buck Creek Rd.

Amenities:

- Multi-purpose fields (2)
- Playgrounds (2)
- Picnic shelters (2)
- Benches/Picnic Tables (19)
- Grills (3)
- Drinking fountains (2)
- Basketball court
- Children's basketball court
- Sand volleyball court
- Tennis court
- Trash Receptacles (8)



Figure 2.16: Lions Park (2017).

Summary:

Lions Park, the largest of Cumberland's parks, is also the only site located within Hancock County. The park offers the greatest variety of activities of all the Town's parks, some of which (tennis and volleyball) are only provided here.

There are two separate play areas, each of which target a different age group, however, with the most recent playground installed in 2006, the amenities are starting to show some age despite being well-maintained. A singular sidewalk connects the parking lot to most of the amenities, though some, like one of the playgrounds and picnic shelters, lack a sidewalk connection. Buck Creek bisects the park into two areas with most amenities located within the portion of the park west of Buck Creek. Due to this proximity to Buck Creek, the park sits with its floodplain.

Lions Park suffers from poor visibility and limited access into the site. The adjacent properties all face away from the park and, in combination with its long narrow entrance drive from Buck Creek Road, make visibility into the park from a public street impossible. The primary access point is off Buck Creek Road which lacks both sidewalks and bike lanes, making driving to the park almost necessary. Access will be improved once the Buck Creek Trail is constructed, which will run through the park and connect the park to the neighborhoods adjacent to the creek. There is also an existing pedestrian connection from the eastern greenspace into the adjacent neighborhood near Oak Boulevard S Drive.

Opportunities:

- Ability to expand the park northward into the undeveloped natural area.
- Good flexibility and availability of greenspace.
- Ability to access and embrace Buck Creek.
- Multiple potential neighborhood connections.
- Diverse amenities.
- Available utilities and infrastructure.
- New trail will increase users and access.

Challenges:

- Floodplain land.
- Limited visibility and accessibility.
- Creek bisects the park site.

National Road Park

Site Score™: 50 (Not Meeting Expectation)

Acreage: 5.6 ac.

Park Typology: Community Park

Address: 11506 E Washington St.

Amenities:

- Multi-purpose fields (2)
- Picnic shelters (3)
- Playground area
- Benches/Picnic Tables (20)
- Lighted basketball courts (2)
- Trash Receptacles (6)
- Paved walking paths
- Mature shade trees



Figure 2.17: National Road Park (2017).

Summary:

National Road Park is located north of Washington Street across from the Town Hall. The second largest park in Cumberland, it offers two basketball courts, a playground, and three picnic shelters. Some of these amenities are damaged and/or have missing equipment. The basketball courts are heavily used and are in need resurfacing. Debris and litter were observed near the courts. Covered picnic shelters are generally in good condition, although at least one had no seating beneath it. The paved sidewalks are in generally good condition, and have recently been repaired to remove or mitigate potential trip hazards. The large central green space within the park is frequently wet from ponding stormwater.

This park suffers from frequent vandalism. Part of these challenges may be contributed to limited visibility and access into the park, which is set back from Washington Street. A series of earthen mounds and tree plantings surround the park further obscuring views into the site. Consideration should be given to acquiring additional property to expand the park site south towards Washington Street.

Vehicular access is limited to a one-way drive shared with the Town's post office parking lot which can make visiting the park potentially confusing to new visitors. No accessible features or parking spaces were observed. Additionally, the park does not have any internal lighting, limiting the time of day the park can be used.

Opportunities:

- Good flexibility and available greenspace.
- Ability to connect directly into multiple surrounding neighborhoods.
- Location is adjacent to Main Street area and Town Hall.
- Potential community partners (adjacent businesses, Post Office, apartments).
- Opportunity for green infrastructure stormwater solution.
- Opportunity to embrace the history of the Town and National Road.
- Potential opportunity for a mural along the back side of adjacent commercial properties.

Challenges:

- Existing, negative perception of the park by Town leaders and residents, resulting in a pattern of disinvestment.
- Existing issues with vandalism and crime.
- Poor site access and visibility.
- No dedicated parking.
- Poor signage and wayfinding.

2.4.3. Universal Design + Accessibility

Overview

The Town has recently undertaken efforts to improve its accessibility compliance community-wide by adopting an ADA Transition Plan. As part of the plan, the Town hired Butler, Fairman, & Seufert to audit the Town's current accessibility compliance. Though much of the infrastructure reviewed was deemed non-compliant, the Town has since adopted many accessibility standards such as 2010 Americans with Disabilities Standards for Accessible Design and 2011 Guidelines for Pedestrian Facilities in the Public Right of Way as well as committing that all new construction will be compliant. The Town has also adopted an annual sidewalk repair and curb ramp installation/reconstruction plan with designated funding that prioritizes non-compliant ramps and curbs (Town of Cumberland).

A copy of the ADA Transition Plan can be found online by visiting http://www.town.cumberland.in.us/government/departments/planning_and_development/ada_title_vi.php.

City ADA Coordinator

Within an ordinance restating the Town's policies on ADA, the Town of Cumberland officially appointed Christine Owens to serve as the as the ADA Coordinator. As ADA Coordinator, her responsibilities include implementing the Town's ADA Transition Plan, responding to ADA grievances, and verifying overall ADA compliance. She can be reached at the following address:

Christine Owens
ADA Grievance Coordinator
Town of Cumberland, Town Hall
11501 E. Washington St.
Cumberland, IN 46229
(317) 894-6203
planner@town-cumberland.com

(Town of Cumberland, 2015)

Public Notice of ADA Requirements

The Town of Cumberland provides a public notice of ADA requirements through their document Notice Under the Americans with Disabilities Act located on the Town's website. The document states that the government agencies and departments will not discriminate against anyone due to their disabilities and will provide appropriate aids and services when necessary to allow everyone to participate equally (Town of Cumberland).

A copy of the public notice can be found online by visiting: http://www.town.cumberland.in.us/government/departments/planning_and_development/ada_title_vi.php and clicking the grievance procedure link.

Grievance Procedure

Grievances can be submitted to the ADA Coordinator no later than 60 days after the potentially noncompliant incident. The ADA Coordinator or an assigned designee will then meet with the complainant within 15 days after the grievance submittal to discuss in detail the issue and offer any potential resolutions. The ADA Coordinator will then formally respond in writing within 15 days after the meeting with the official position from the Town regarding the incident and offer possible resolutions. If the complainant finds the written response inadequate, they may appeal it within 15 days of its issuance (Town of Cumberland).

A copy of the full grievance procedure and grievance form can be found online by visiting http://www.town.cumberland.in.us/government/departments/planning_and_development/ada_title_vi.php.

System-wide Accessibility Observations

All four of the Town's parks were evaluated for current accessibility conditions by the Project Team during the site evaluation process. Upon evaluation, it was apparent that most of Cumberland's parks were constructed prior to the enforcement of many accessibility standards and/or availability accessible facilities. As such, each park has multiple accessibility challenges that increase correlatively to the age of the facility. Overall, the majority of the Town's existing park and recreation amenities – items within existing parks or facilities – are inaccessible, and in some cases, accessible parking spaces and/or accessible routes into existing park sites were absent.

Park-Specific Accessibility Recommendations

The following are site-specific recommendations for each park. Given the challenges noted above in the system-wide observations, these recommendations are intent on providing organization and prioritization for improving the accessibility of each park and are anticipated to be implemented over-time as deemed appropriate and as budgets allow. These recommendations are intended to supplement – not supersede - the recommendations outlined within the Town’s existing ADA Transition Plan.

Lions Park

- Provide an accessible route to the picnic shelter closest to the parking lot and the smaller playground adjacent to the picnic shelter.
- Provide an accessible picnic/seating area under both picnic shelters.
- Ensure accessible route into each of the play areas
- Ensure that the engineered wood fiber (EWF) play surface meets the ASTM F 1292-04 standard.
- Replace the sand play surface at the larger play structure with an accessible surface.
- Restripe the ADA spot as paint is faded.
- Consider upgrading/adding accessible features to playground
- Consider upgrading/adding an accessible swing with an accessible route
- Repair potential trip hazard along sidewalk
- Ensure accessible route from each of the ADA parking spaces into the park.
- Provide an additional accessible parking space adjacent to the new Buck Creek Trail, or provide an accessible route from the existing ADA parking spaces to the future trail.
- Provide accessible route into the small picnic shelter.

National Road Park

- Provide at least one (1) accessible parking space dedicated to the park site along an accessible route that connects the parking space to the existing sidewalk system within the park.
- Provide an accessible picnic/seating area under both picnic shelters.
- Provide accessible route to swings and child basketball court.
- Repair remaining trip hazards along sidewalks.
- Ensure slope of sidewalk that connects to Dollar Tree property meets ADA standards.
- Ensure that the engineered wood fiber (EWF) play surface meets the ASTM F 1292-04 standard.
- Provide at least one (1) accessible swing at the play area.
- Provide at least one (1) accessible seating area along the primary walkway.



Figure 2.18: No accessible route to play area at Lions Park (2017).



Figure 2.19: No accessible route to picnic shelter at Lions Park (2017).



Figure 2.20: Potential trip hazard at National Road Park (2017).

Honors Park

- Provide accessible route into the park and its various amenities.
- Provide at least one (1) accessible picnic/seating area near the playground.
- Provide at least one (1) accessible picnic/seating area beneath the shelter.
- Ensure that the engineered wood fiber (EWF) play surface meets the ASTM F 1292-04 standard.
- Consider upgrading/adding accessible features to playground
- Provide at least one (1) accessible swing along an accessible route.
- Provide accessible portable restroom facility.



Figure 2.21: No accessible route to play area at Honors Park (2017).

Wayburn Pocket Park

- Consider striping an accessible parking space
- Provide at least one (1) accessible seating area that does not impede pedestrian circulation.



Figure 2.22: No accessible route into Honors Park (2017).



Figure 2.23: Consider accessible seating area at Wayburn Pocket Park (2017).

03

needs + priorities
assessment



3.1. community engagement

3.1.1. Overview

Parks are for the people, and as such, community participation was a key component of this master plan. The Project Team utilized multiple engagement techniques throughout the process to reach the greatest number of residents as possible, including those who do not use the Town's park facilities.

In addition, the Project Team created an online project engagement page for use throughout the planning process. This "project portal" served as a means to convey announcements and information to the general public and to review documents/presentations. In addition to viewing information, the general public had the ability to provide real-time feedback to the Project Team, as well as to engage in comment-based discussion and dialogue.

Following is a summary of each engagement technique and its associated implications.

3.1.2. Steering Committee

One of the most critical components of a successful planning process is an active and dedicated Project Steering Committee. The purpose of the Steering Committee is to serve as a "voice" for the community at large, and to help oversee and guide the implementation of the master plan long after the planning process is complete.

For this master plan, the Steering Committee was composed of seven (7) influential, local residents and stakeholders invited by the Town. These individuals are leaders in the community and represent elected officials, Town employees, Parks Advisory Council representatives, and active community members.

The Steering Committee participants were selected based on their involvement with the Town's parks and recreation system, as well as their community leadership and influence. These individuals are known for executing plans and "making things happen."

The many responsibilities of the Steering Committee included raising awareness of, and promoting, the planning process, helping to circulate information throughout the community, and providing community feedback and diverse perspectives to the Project Team.

The Steering Committee remained involved in the planning process throughout its duration, and was engaged by the Project Team at key points during the planning process. The Steering Committee was engaged at a Kick-Off Workshop during the early phases of the project to ensure consensus on scope, approach, and schedule. Notes from that meeting can be found in Section 6.6 of the Appendix.

The Project Steering Committee members included:

1. Anna Pea - Town Council President, District 3
2. April Fisher - Town Manager
3. Brian Gritter - Town Council, District 2
4. Christine Owens - Director of Planning and Development
5. Angela K. Waggoner - Parks Advisory Council
6. Cynthia Malone - Parks Advisory Council
7. Brenda Gaston - Parks Advisory Council

3.1.3. Stakeholder Focus Groups

On November 29th, 2017, the Project Team conducted a total of five (5) focus groups at Town Hall in Cumberland. The focus groups were held at 1:00pm, 2:00pm, 4:00pm, 4:30pm, and 6:00pm. Individual project stakeholders were selected by the Town to be interviewed by the

Project Team and were given a list of “talking points” to guide the discussion. The intent of these meetings was to solicit broad-based input on the existing conditions of the Town and to learn, from a resident’s point of view, what is working and what isn’t. Participants were asked to be open and honest, encouraged to focus on the “big picture,” and to not let any current constraints facing the Town - fiscal or otherwise - limit their vision for the future.

In total, 14 people from eight (8) different boards and/or organizations participated in these focus groups including representatives from the Parks Advisory Council, Town Council, and multiple Town Departments/Boards including:

1. Planning and Development
2. Parks and Streets
3. Public Works
4. Clerk-Treasurer
5. Special Projects
6. Plan Commission

A copy of the sign in sheet and full minutes from each of these focus groups can be found in Section 6.6 of the Appendix. Following is a summary of the input received for each of the core discussion topics.

Review of Scope and Schedule

At the beginning of each interview or focus group, the Project Team provided participants with a high-level overview of the master planning process, scope, and schedule to ensure that everyone had an appropriate framework for the discussion which followed, and more importantly, to identify and answer any questions they may have had about the process. Participants were also asked if there were any additional meetings, workshops, presentations or other outreach efforts that the Project Team should consider.

The majority of questions raised were associated with the workshop process and overall project schedule. Overall, participants had a good understanding of the planning process, and no significant concerns were identified.

Needs

Participants were asked to identify what they believed, based on their unique perspectives and experiences, to be high-priority parks and recreation needs in Cumberland. Participants responded with a diverse array of potential needs which ranged from small maintenance

issues to large-scale capital improvements. Interestingly, the three (3) most common themes accounted for almost 64% of all needs identified;

1. Improve existing parks and facilities (39.6%)
2. New park facilities (14.8%)
3. Increased security and safety (9.4%)

Following are summarized common themes for parks and recreation needs in Cumberland, as identified by the participants of the stakeholder interviews and focus groups. The number in parenthesis next to the identified theme corresponds to the approximate number of comments for that theme across all interviews and focus groups. The need to improve existing parks and facilities being the most commonly mentioned need by a significant margin.

1. Improve existing parks and facilities (59)
2. New park facilities (22)
3. Increased security and safety (14)
4. New/additional programs and events (10)
5. Increased walkability and connectivity (8)
6. Improved signage/wayfinding (7)
6. Improved system-wide maintenance (7)
7. Leverage park system for Town identity and economic development (6)
8. Acquire land for additional parks and facilities (5)
9. Increased use of technology (3)
10. Better embrace existing environmental assets (2)
10. Need better advertisement of programs/events (2)
10. Increase universal accessibility (2)
10. Use parks to promote a healthy/active lifestyle (2)

The most commonly mentioned needs for specific new facilities included:

1. Dog park (6)
2. Event and performance venue (5)
3. Indoor community center (5)
4. Central recreation hub (3)
5. Multi-use parks and facilities
6. Adult/Millennial entertainment/events/destination
7. Need attractions and destinations

Approximately 41% of the improvements to existing parks and facilities mentioned were system-wide or not site-specific, with the balance distributed between National Road Park (27%), Lions Park (20%), and Honors Park (12%). The most commonly referenced new amenity needs included:

1. Splashpads (7)
2. Restrooms (5)
3. Power at shelter sites (2)
4. Community gardens (2)
5. Playground equipment (2)

Priorities

After discussing a diverse array of needs, participants were asked to identify their highest priorities regarding future investment in parks and recreation in Cumberland. The highest priority identified by participants was the need to improve the existing parks and facilities that the Town already has developed. Many of the existing facilities are in desperate need of repair and updating which limits both their usage and relevancy.

The second most important priority was the need to provide additional, contemporary and relevant amenities system-wide. It was noted several times that the amenities provided needed to reflect not just the existing demographics and lifestyles of the Town, but also those projected into the future and those which the Town wishes to attract.

The third highest priority focused on the need to think proactively about the Town’s projected future growth and acquire land for future park spaces within those areas.

Following are summarized common themes for parks and recreation investment priorities in Cumberland, as identified by the participants of the stakeholder interviews and focus groups. The number in parenthesis next to the identified priority corresponds to the approximate number of comments for that priority theme across all interviews and focus groups.

1. Improve existing parks and facilities (8)
2. Provide new, relevant amenities (6)
3. Develop new park spaces (3)
3. Increase safety and security of existing parks (3)
4. Improve signage and wayfinding (2)
4. New parks and facilities (2)
5. Expand programs and events offerings
5. Improved system-wide maintenance
5. Increase ADA accessibility
5. Increase community-wide connectivity

Benchmarking

To facilitate future benchmarking, participants were asked to identify cities and/or communities which they felt had positive attributes worth studying further.

Desirable attributes were not limited to parks and recreation alone, including also quality of life, well-connected trail networks, embraced natural lands, and suburban locations. No boundaries were given with regard to the size, location, or density of the communities; participants were free to respond based on their own unique experiences.

Participants responded with a broad list of potential benchmark communities which included both large and small cities spread from Indianapolis to Los Angeles. Approximately 87% of the benchmarked communities identified were in Indiana, and 57% were in the greater Indianapolis metro area.

The reasons communities were selected by participants varied, however, community size, context, and well-developed trail networks were commonly referenced factors.

Following is a list of the communities suggested by the interview participants. The number in parenthesis at the end of each community name indicates the number of unique times that community was suggested.

- Fishers, Ind. (4)
- Greenfield, Ind. (4)
- Plainfield, Ind. (3)
- Avon, Ind.
- Carmel, Ind.
- Zionsville, Ind.
- Fountain Square, (Indianapolis), Ind.
- Meridian Hills (Holliday Park), Indianapolis, Ind.
- Irvington, (Indianapolis), Ind.
- Ft Wayne, Ind.
- McCordsville, Ind.
- New Palestine, Ind.
- San Diego, Cal.
- Los Angeles, Cal.
- Minneapolis, Min.

Funding/Implementation

Understanding a community’s opinions associated with various funding and implementation strategies upfront is critically important, as this information should help inform the framework for the overall master plan Vision. As such, participants were asked what types of funding sources they would support, anticipating that this plan would result in “millions of dollars’ worth” of needed improvements. A list of common funding sources was provided to help facilitate discussion.

In general, participants supported the idea that the Department should utilize a diverse variety of funding sources, both traditional and non-traditional, to supplement the currently depleted Parks budget. Participants indicated that the majority of the funding for parks currently comes from traditional sources such as the general fund, property taxes, and Riverboat funds (for trails only).

The most commonly referenced potential funding sources were the use of increased general fund spending on parks and recreation, selective user fees for specialized facilities and programs, grant-based funds, and the development of a park impact fee structure. The latter of these mechanisms will need to be implemented in the future, once the Town's parks and recreation level of service is increased enough to justify it. In addition, participants were largely supportive of utilizing alternative funding sources, such as TIF funds and public-private partnerships, to supplement the Department's traditional sources.

Given the Town's limited history with bonding, there wasn't firm consensus among the group on whether a park system-specific municipal bond would be a viable funding option, however, the group wanted to explore the idea further. Questions that arose included the bonding capacity of the Town, the need to clarify exactly what the bond would be used for, and what the bond-related fees would cost. In addition, the participants indicated that some of the Town's capacity may be eroded by a potential sewer main bond that is intent on funding infrastructure improvements north to Mount Comfort.

The least popular funding mechanisms, ones which participants indicated would likely not be supported by the public, included increasing taxes and special assessments. The participants also noted that the Town was hiring a new financial advisor in the near future, who should be consulted during the implementation process, if possible.

Metrics of Success

Participants were also asked to identify what they believed were core metrics of success of this planning process. Participants indicated that they needed a realistic and implementable plan that balances improvements needed now with a greater, long-range vision. Key outcomes of the process that were identified included developing a vision for National Road Park, identifying realistic funding sources, and providing

recommendations on how to increase the usage of the Town's park system.

3.1.4. Public Input Workshop

In addition to the Stakeholder Interviews and Focus Groups, the Project Team also conducted a general public input workshop on the evening of March 29th, 2018 from 6:00 – 8:00 pm. The workshop was held at the Town Hall and was attended by 22 residents from Cumberland.

Meeting Format

This workshop was open to the general public; a key difference between this workshop and the stakeholder interviews, which were by invitation. The result was a free-flowing discussion between the Cumberland residents and the Project Team.

The workshop was conducted in an open-house setting, where participants were given a brief overview of the planning process and were provided with an agenda that outlined five (5) different participation exercises. In total, 22 participants from the community attended the workshops. Following is a summary of the input received during the workshops; a copy of the agenda, sign-in sheets and full meeting minutes can be found in Section 6.6 of the Appendix.

Exercise #1 – Town-wide Needs

"We have placed a chart on the wall listing a variety of different types of parks and recreation programs and facilities; some offered by the Town, others not. Please place a dot besides those programs/facilities that you believe are important but for which the need is not being met adequately in the Town of Cumberland."



Figure 3.1: Public Input Workshop (2018).

Following are the key needs for both facilities and programs as indicated by the workshop participants. The number in parenthesis following the program/facility indicates the number of times that program/facility was identified.

Facility Needs:

1. Dog parks (12)
2. Bicycle/walking/multi-purpose trails (10)
3. Community gardens (9)
4. Pickleball courts (7)
5. Other facilities: Community/Rec Center (6)
6. Outdoor amphitheaters (6)
7. Spray/splash pads (6)
8. Small neighborhood parks (5)
9. Art galleries (3)
10. Disc golf courses (3)
11. Multi-purpose fields/greenspaces (3)
12. Nature center and trails (2)
13. Outdoor swimming pools water parks (2)
14. Playgrounds (2)
15. Basketball courts (1)
16. Farmer’s Markets (1)
17. Fishing piers (1)
18. Golf course (1)
19. Large community parks (1)
20. Outdoor sand volleyball courts (1)
21. Performing arts center (1)
22. Softball baseball diamonds (1)
23. Tennis courts

Program Needs:

1. Community gardening (8)
2. Programs for pets and owners (6)
3. Community special events (5)
4. Adult fitness classes (3)
5. Nature programs (3)
6. Adult art, dance, theater (2)
7. Programs for people with special needs (2)
8. Senior adult programs (2)
9. After school programs (1)
10. Birthday parties (1)
11. Enrichment classes (1)
12. Fishing and boating programs (1)
13. Volunteer opportunities (1)

Exercise #2 – Vision for the Future!

“Before you is a blank canvas, literally! Please use the pens and Post-It notes provided and write your “vision” for the future of parks and recreation in the Town of Cumberland. What kind of programs/events will there be? What do you want to be able to do or



Figure 3.2: Public Input Workshop (2018).

see? How is the community different, and what is the Parks Department’s role in the community? Use your imagination!”

When participants were asked about their vision for the future of parks and recreation in Cumberland, several key trends emerged. Following is a summary of those trends, which have been aggregated into various categories, as well as the direct comments submitted by the participants.

Recreation Facilities:

- A multi-use facility for all to use.
- Provide ample green space.
- Splash pad for children and adults.
- Offer activity year-round.
- Need for activities.
- Bike rental on trails/in town.
- Offer a multi-use facility and well-maintained parks.
- Activities and green space for all.

Programs and Events:

- Events and programs run by community members.
- Boys and Girls Club.
- Provide events to draw out and aid in community involvement and entertainment.
- Have fun events and bring neighbors together.

Operations/Management/Maintenance:

- Better communication on what is available.
- Be a safe, attractive, peaceful area for community and individual use.
- Be maintained to the envy of other communities.
- Be safe, clean, and well-maintained!
- Need safe parks/lighting.
- Clean and updated parks.
- Include bike cops on trails.

Other:

- Please don't take any more of my property to expand your trails.
- I don't think it will be used. It's all wishful thinking.



Figure 3.3: Public Input Workshop (2018).

- Be emotionally and physically healthier for all.
- Be an attractive asset to draw people to want to live in the area.
- Bring groups together.

Exercise #3 – Chat with the Director

“This is your chance to have a short, one-on-one chat with the Town’s parks and streets Superintendent, Mr. Ben Lipps. Participants should feel free to provide open feedback to Mr. Lipps, and to ask him any park-related questions they wish. Representatives from the Project Team will be on hand to take down notes which may result from these informal conversations, some of which may require follow-up at a later date.”

During the open house portion of the workshop, participants were free to approach Mr. Lipps with any questions they may have that pertained to parks and recreation in Cumberland. In addition to gathering data to help inform this high-level planning process, this exercise also sought to provide an opportunity for participants to voice opinions and/or ask questions with regard to more detailed operations, management, and maintenance tasks associated with the Department. Following is a summary of the comments received:

- “This meeting is too comprehensive at this time. The plan is too early; we need to improve what we have.”
- “We need to improve lines of communication between the town and residents.”
- “Don’t take anymore of my property to expand on your trails.”
- “There is bad drainage along spots of Buck Creek Trail.”
- “How can I get more involved in the community? I would love to see a community center and be able to teach classes. I would like to see what classes people want.”
- “Where is the Buck Creek Trail?”
- “We need better ways to advertise information; the town app is underutilized.”
- “Are there programs I’m missing out/ unaware of?”
- “Good communication with residents is needed.”
- “I like the Pennsy Trail.”
- “We need Pickleball courts; we can use the tennis courts at Lions Park.”
- “We need to improve the maintenance and safety of what we have.”
- “We need to clean up the tall grass near Lions Park.”
- “Was the baseball field near Lions Park removed?”

Exercise #4 – Priority Spending

“We have placed numbered buckets on the table representing key areas of potential spending priorities, and “\$100” in coins for each participant (each coin = \$10). Please distribute your coins among the buckets based on how you believe parks and recreation spending should be prioritized.”

This question sought to understand how workshop participants would prioritize spending with regard to parks and recreation in Cumberland. The participants were given the option of distributing their coins across six (6) different buckets, each representing a budget/investment category. A total of 210 coins were distributed, representing a total possible amount of \$2,100 (at \$10/coin). The total for each of the buckets was calculated as a ratio of investment out of a total of \$100 utilizing the following formula:

$$(a * 100) / b = c$$

Where:

a = Total number of coins in individual bucket

b = Total number of coins distributed across all buckets

c = Average of individual bucket out of a possible \$100

Following is a summary of how participants allocated their funds, as well as any comments which were provided.

1. Improvements to EXISTING parks, trails, and facilities (\$42.86/\$100)
2. Development of NEW walking and biking trails (\$18.57/\$100)
3. Construction of a NEW multi-use community center (\$18.57/\$100)
4. Acquisition of NEW park land and open space (\$9.05/\$100)
5. Other? (\$8.57/\$100)
 - a. Please stop spending money on this. Spend on your infrastructure. (10)
 - b. Pickleball Courts (8)
6. Construction of NEW sports fields (\$2.38/\$100)

Exercise #5 – Barriers to Participation

“What keeps you from visiting/using the Town’s parks and recreation facilities more often? Perception of safety? Awareness of what is available and happening? Schedule? Lack of the right amenities or programs? Please place a dot/sticker next to each barrier; if you don’t see one, please write it in one of the spaces provided on the poster, and then place your dot. You may use as many dots as necessary, however, please only place one dot per barrier, per person.”

Following are the barriers to usage of parks and recreation facilities and programs in Cumberland, as indicated by the workshop participants. Comments are listed below each barrier.

1. I don’t feel safe in some parks/facilities (15)
 - a. Most feel safe, one in particular is not good. (1)
2. Events/programs/amenities I want aren’t offered (14)
3. I don’t know what’s being offered or what there is to do (13)
4. I use facilities/programs in other cities (8)
5. Not enough parking (8)
6. Parks/facilities are not well maintained (7)
7. Access to greenspace is too limited (6)
8. Wayfinding; I don’t know where to go (5)
9. Other (3)
 - a. Need effective communication with all residents (1)
 - b. Not sure how to get involved in offering more programs (1)
 - c. I don’t need these (1)
10. I have trouble getting there by walking/biking (1)



Figure 3.4: Public Input Workshop (2018).



3.2. public opinion survey

3.2.1. Survey Methodology

In an effort to reach a broad cross-section of the general public, an online public opinion survey was conducted. This survey was intended primarily for Town of Cumberland residents. The 27 question survey took approximately 10-15 minutes to complete and participants remained anonymous. The survey was available to the public from February 8th, 2018 to April 27, 2018.

The online survey was administered by Browning Day through the use of the online platform developed by SurveyMonkey®. Because the survey was elective (in that anyone could choose to take the survey), the results are not statistically-valid, however, do provide insight into the opinions of a much larger and diverse population when compared to the other engagement techniques utilized.

The survey was advertised to the general public for several weeks prior to its launch and was made available by the Town. A common concern associated with online surveys is that some residents may not have sufficient access to the internet needed to be capable of accessing and completing an online survey. To address this, paper copies of the identical survey instrument were provided to the Department, and were available upon request by the Town. At the end of the survey period, paper copies were collected and manually entered online by the Project Team to ensure consistent analysis of the results.

There was a total of 229 unique respondents to the survey, all collected from the online survey web link. A copy of the survey instrument, as well as the survey response data are provided in Section 6.6 of the Appendix. Following is a summary of the input received from the public opinion survey process.

3.2.2. Park + Facilities

Condition

Most respondents rated the physical condition of the Cumberland Parks and Recreation facilities as either “fair” (38.43%) or good (36.68%). Additionally, 10.92% of the respondents rated the physical condition as poor or they do not use/visit any of the facilities and only 3.06% of the respondents rated the parks as “excellent”. The results of this physical condition rating may have a correlation to common barriers noted below by the respondents for the quality of maintenance of facilities and amenities.

Usage

Pennsy Trail was the overwhelmingly most visited park or facility by the respondents, with over 60% visiting at least once within the past year and approximately 30% indicating they had visited the trail at least 10 times or more within the past year. Other popular parks and facilities include Lions Park (44.10% visited once within the past year) and Buck Creek Trail (31.44%).

The least visited parks and facilities within the past year included Wayburn Pocket Park (89.96% had not visited the park within the past year) and National Road Park (81.22%) though most of the parks or facilities had low attendance among the respondents. Only the Pennsy Trail and Lions Park had a higher percentage of respondents who indicated they had visited the park as opposed to not visiting. Additionally, 12.66% of the respondents stated they do not use/visit any of the Town’s park facilities.

Most Visited Parks

Below is a comprehensive list of the park and facilities that respondents stated they had visited at least once within the prior 12 months. Additional comments/

feedback can be found in Section 6.6 of the Appendix.

1. Pennsy Trail (60.50%)
2. Lions Park (44.10%)
3. Buck Creek Trail (31.44%)
4. Honors Park (15.72%)
5. 21st Street Trail (14.85%)
6. I do not use/visit ANY Town of Cumberland Park facilities (12.66%)
7. National Road Park (11.79%)
8. Wayburn Pocket Park (6.99%)

Use of Alternative Service Providers

Roughly two-thirds of the respondents indicated that they participate in alternative sources for recreation, those not offered by Cumberland, with the most popular being churches/places of worship (39.30%), public schools (34.93%), and private recreation/fitness centers (31.00%). Additionally, several surrounding neighboring parks and facilities were commonly noted by the respondents including Paul Ruster's Park in Indianapolis and Southeastway Park in New Palestine.

The overwhelmingly most popular activity participated in at these alternative service providers is swimming and/or swimming lessons. Interestingly, this may correlate with swimming being identified as one of the most common amenity needs as listed below under Amenity Needs. Below is an inclusive list of the alternative service providers respondents have visited. Additional comments/feedback can be found in Section 6.6 of the Appendix.

1. Churches/places of worship (39.30%)
2. Public schools (34.93%)
3. I/we do not use "private" facilities or providers for recreation purposes. (33.19%)
4. Private recreation/fitness centers (YMCA, LA Fitness, etc.) (31.00%)
5. Youth sports associations/travel sports (18.78%)
6. Homeowners associations/apartment complexes (14.85%)
7. Private dance/gymnastics studios (8.73%)
8. Private golf clubs (8.30%)
9. Private schools (4.8%)
10. Boys & Girls Club (2.62%)

Barriers to Usage of Parks and Facilities

Over 80% of all respondents indicated there was at least one barrier preventing them from using Cumberland's parks and facilities. A common barrier noted by almost two-thirds of the respondents was uncertainty of

what activities are being offered or the locations of the facilities. Other noteworthy barriers included poor quality of amenities/facilities not well maintained (38.42%) and safety (31%). Below is a complete list of barriers noted by the respondents. Additional comments/feedback can be found in Section 6.6 of the Appendix.

1. I do not know what is being offered (37.55%)
2. I don't feel safe (31%)
3. I do not know locations of the facilities or what they have to offer (27.51%)
4. The quality of amenities is poor (21.83%)
5. Nothing prevents me from using the Town's parks and recreation facilities more often. (18.78%)
6. Facilities are not well maintained (16.59%)
7. Access to parks and green space is limited; there aren't enough (12.23%)
8. I/we use facilities in other cities/communities (11.35%)
9. Facility I want/need is not offered (9.61%)
10. Other (please specify) (9.61%)
11. Lack of parking at park facilities (7.42%)
12. No bicycle/walking/multipurpose trails (6.11%)
13. Too far from residence (3.49%)
14. Parks are too crowded (1.31%)
15. Operating hours are not convenient (0.87%)
16. Fees are too high (0.44%)
17. Poor customer service by staff (0.44%)

Respondents were asked to identify how safe they felt within each of the Town's parks and facilities. All trail networks as well as Honors Park were listed as the perceived safest with a rating between 2.20-2.29 out of 5, which equates to feeling between somewhat safe to neither safe or unsafe. National Road Park ranked as the perceived least safe park with a rating of 3.5 out of 5, which equates to feeling between neither safe or unsafe to somewhat unsafe. It is worth noting the low percentage of respondents that feel "very safe" at each park could represent a system-wide barrier for residents which likely correlates with safety indicated as a common barrier by the respondents.

3.2.3. Amenities

Amenity Usage

Approximately 90% of the respondents had indicated they had participated in or used one of the Town's amenities – things within parks and/or facilities – within the last 12 months. Among the most popular amenities were events held by the Town (63.32%) and walking/

biking trails (59.83%). Below is a full list of commonly used amenities. Additional comments/feedback can be found in Section 6.6 of the Appendix.

1. Events: Farmer’s Market/Cumberland Arts Goes to Market/Weihnachtsmarkt (63.32%)
2. Walking and biking trails (59.83%)
3. Playgrounds (30.57%)
4. Natural areas (17.03%)
5. Open play areas and greenspace (16.59%)
6. Picnic shelters (11.35%)
7. I/we have not used any Town of Cumberland Parks Facilities in the last 12 months (9.17%)
8. Basketball courts (6.99%)
9. Tennis courts (3.93%)
10. Other (please specify) (3.49%)
11. Volleyball courts (0.44%)

Amenity Needs

Respondents were asked whether they had a need for several types of recreational amenities and to indicate how well that need is currently being met. The following list represents the greatest percentage of respondents who indicated they had a need for an amenity that was at least partially unmet (75% or less unmet). Additional comments/feedback can be found in Section 6.6 of the Appendix.

1. Public restrooms (80.78%)
2. Indoor Pools/water parks (67.98%)
3. Outdoor pools/water parks (66.99%)
4. Farmer’s markets (64.54%)
5. Large community park (64.04%)
6. Picnic shelters (63.55%)
7. Nature trails (62.56%)
8. Small neighborhood park within walking distance (61.57%)
9. Splash pads (61.08%)
10. Indoor recreation and events centers (60.6%)
11. Outdoor amphitheaters (58.13%)
12. Nature centers (57.64%)
13. Bicycle/walking/multipurpose trails (57.64%)
14. Playgrounds (53.70%)
15. Community gardens (52.71%)
16. Fishing piers (49.26%)
17. Art galleries (46.31%)
18. Dog parks (42.85%)
19. Kayak and canoe launches (41.88%)
20. Outdoor jogging track (37.44%)
21. Disc golf courses (35.46%)
22. Outdoor sand volleyball courts (30.55%)
23. Basketball courts (29.06%)

24. Golf course (27.10%)
25. Tennis courts (27.10%)
26. Baseball and softball diamonds (25.62%)
27. Skate parks (22.66%)
28. Pickleball courts (19.70%)
29. Soccer fields (15.77%)
30. Multi-purpose fields/greenspace (15.77%)

Below is a list of the top five amenities that had the highest percentage of respondents indicating they had a need for this facility that was 25% or less unmet.

1. Public restrooms (67.48%)
2. Indoor pools/water parks (63.05%)
2. Outdoor pools/water parks (63.05%)
4. Splash pads (56.65%)
5. Indoor recreation and events centers (50.74%)
5. Outdoor amphitheaters (50.74%)

The highest priority facility and amenity needs are those which are needed by the greatest amount of residents (those which have the highest percentage of total need indicated), which also have a high level of unmet need. To help classify high priority needs for facilities and amenities, each facility/amenity was assigned a score. These scores were obtained by adding the total number of respondents who indicated they had an unmet need for that facility/amenity (A) with the total number of respondents who indicated their need for that facility/amenity was met by 25% or less (B), and then subtracting from that subtotal the number of respondents who reported that they did not have a need for that facility/amenity at all (C).

$$\text{Priority Need Score} = (A+B)-C$$

Utilizing the above methodology, the top 10 highest priority facility and amenity needs reported by respondents (in order of priority) include:

1. Public restrooms 269
2. Outdoor pools/water parks 204
3. Indoor pools/water parks 200
4. Splash pads 163
5. Large community park 156
6. Small neighborhood park within walking distance 153
7. Indoor recreation and events centers 149
8. Outdoor amphitheaters 138
9. Nature trails 137
10. Farmer’s markets 134

3.2.4. Programs

Usage

Respondents were asked to rate the Town’s existing events on a scale of 1 (very poor) to 5 (excellent). All five events listed had an aggregate score between a 3.49-3.90, which places them between “good” and “neither good nor poor”. While Cumberland Arts Goes to Market had the highest aggregate score, Cumberland Farmer’s Market had the least amount of respondents who had not participated in the event as well as had the highest percentage who rated the event as “good” or excellent”.

Program Needs

Respondents were asked to indicate whether they had a need for several types of recreational programs. The following list represents the greatest percentage of respondents who indicated they had a need for a program. Additional comments/feedback can be found in Section 6.6 of the Appendix.

1. Community special events (festivals, gatherings, celebrations, etc.) (46.46%)
2. Adult fitness classes (29.26%)
3. Adult art, music, dance, or theater (21.72%)
4. Community gardening (19.19%)
5. Adult fitness programs (18.69%)
6. Nature programs/environmental education (18.18%)
7. Enrichment classes (sewing, cooking, etc.) (14.65%)
8. Youth athletic programs/sports leagues (soccer, football, basketball, etc.) (14.14%)
9. Volunteer opportunities (14.14%)
10. Youth art, music, dance, or theater classes (14.14%)
11. Programs/events for pets and owners (11.11%)
12. Fishing and boating programs (9.60%)
13. Swim lessons (8.59%)
14. Wellness/health screenings (8.08%)
15. Birthday parties (7.58%)
16. After school programs (7.07%)
17. History programs (6.58%)
18. Other (please specify) (5.56%)
19. Adult athletic programs/sports leagues (soccer, football, basketball, etc.) (5.05%)

3.2.5. Community Priorities

High Priority Actions

Respondents were asked to indicate their level of support for various “actions” that could be taken by the Town of Cumberland to improve the parks and recreation system. Respondents were provided with a list of potential actions (as well as the opportunity to

suggest ones which were not included) and asked to indicate their level of support for each action. According to the respondents, upgrading or improving existing parks and trails received the highest percentage of support. Following is a list of the most supported potential actions – ranked by their combined percentage of “very supportive” or “somewhat supportive” ratings – that could be taken by the Department, according to respondents. Additional comments/feedback can be found in Section 6.6 of the Appendix.

1. Upgrade/improve EXISTING parks (89.59%)
2. Upgrade/improve EXISTING walking/biking trails (87.56%)
3. Acquire more open space for PASSIVE activities (trails, picnicking, etc.) (80.92%)
4. Develop/build NEW walking/biking trails (73.06%)
5. Develop/build NEW indoor community center/civic center (69.94%)
6. Acquire more open space for PROGRAMMED activities (soccer, baseball, etc.) (61.90%)
7. Develop/build NEW dog park (58.63%)
8. Develop/build NEW special events rental facilities (58.20%)
9. Develop/build athletic fields/courts (53.19%)

Additionally, development of new special events facilities and athletic courts/fields had the lowest percentage of support according to the respondents. Below is a list of the least supported potential actions – those indicated as “not supportive”.

1. Develop/build NEW special events rental facilities (23.56%)
2. Develop/build athletic fields/courts (17.02%)
3. Develop/build NEW dog park (16.93%)
4. Acquire more open space for PROGRAMMED activities (soccer, baseball, etc.) (14.81%)
5. Develop/build NEW walking/biking trails (13.99%)
6. Develop/build NEW indoor community center/civic center (11.92%)
7. Acquire more open space for PASSIVE activities (trails, picnicking, etc.) (9.79%)
8. Upgrade/improve EXISTING parks (4.69%)
9. Upgrade/improve EXISTING walking/biking trails (4.15%)

Investment Priorities

Respondents were asked to rank a series of five (5) investment priorities for improving parks and recreation facilities in Cumberland. Improvement and maintenance of the Town’s existing parks and trails was listed as the

highest priority of investment with a score of 4.02 out of 5 while construction of new sports fields was listed as the lowest priority for investment with a score of 2.11 out of 5. Following is a complete list of the respondents' priorities for investment, ranked from highest to lowest, based on the weighted average ranking. Additional comments/feedback can be found in Section 6.6 of the Appendix.

1. Improvements/maintenance of existing parks, trails and recreation facilities. 4.02
2. Construction of a new multi-use community center 3.09
3. Development of additional walking and biking trails 3.06
4. Acquisition of new park land and open space 2.79
5. Construction of new sports fields (softball, soccer, baseball, etc.) 2.11

Bond Referendum

Respondents were asked if a bond referendum was held to specifically fund much needed improvements to – or expansion of- the Town's parks, recreation, and trails system, how likely they would be in support of it. Roughly 70% of the respondents indicated they would or might vote in favor of it while roughly 10% indicated they would vote against or might vote against it. The following is the results of the respondent's preference for a bond referendum. Additional comments/feedback can be found in Section 6.6 of the Appendix.

Will vote in favor 42.56%
Might vote in favor 28.72%
Not sure 16.92%
Will vote against 9.74%
Might vote against 2.05%

3.2.6. Communication

Respondents were asked to indicate all the ways they learn about Town of Cumberland programs and activities. The Town's Facebook page was the most popular form learning about the town's programs with 63% of the respondents. Friends and neighbors (51.58%) and the Town's website (33.68%) were among the most common methods. Additionally, many respondents noted that the NextDoor app is how they learn about the Town's programs and activities. As awareness of existing facilities and amenities was noted as a common barrier, understanding the most popular methods of communicating information to residents will be useful in reducing that barrier.

3.2.7. Lifestyles + Demographics

Respondents were asked a series of demographic and lifestyle questions to better correlate the demographic make-up of the respondents with that of the Town as a whole. As this is not a statistically-valid survey, the respondents tended to vary slightly from the greater Cumberland demographic make-up. Survey respondents appeared to have a higher average level of income and represent a higher ratio of women to men as well as a higher ratio of White/Caucasian.

Respondents were also asked to provide their primary residence. Slightly over 50% indicated their primary residence was Cumberland while an additional 25% indicated it was Indianapolis. The balance of the respondents indicated they lived in either Greenfield or one of the other surrounding communities.

3.2.8. Observations

After the results from the public opinion survey had been calculated and analyzed, several core observations were made which should help inform the overall needs priorities of the respondents:

- Many of the parks and/or facilities had a low attendance by the survey respondents. This low attendance suggests a focus on the common barriers the respondents noted that prevent them from using the park facilities. Several common barriers observed include:
 1. Two-thirds of the respondents indicated they are unaware of the facilities and/or what is being offered. Additionally, several individual comments throughout the survey noted they were unaware of many of the facilities listed within the survey.
 2. Almost 40% of the respondents indicated that maintenance and quality of the existing amenities and facilities was a barrier. This correlates to 75% of the respondents rating the physical condition of the parks and facilities as "good" or "fair" while only 3% rated it as "excellent".
 3. Almost a third of the respondents indicated that safety was a barrier for them. Additionally, respondents ranked most of the parks as somewhat safe to neutral, which suggests the safety barrier is system-wide constraint instead of concentrated entirely within one park or facility.

- Trails, specifically the Pennsy Trail, are the most popular and valued amenity. Trails were indicated by the respondents as the most used amenity after hosted events, and the Pennsy Trail was the most visited park or facility over the past 12 months. Trails also represented the highest percentage of respondents indicating their need was being met.
- Special events, such as the Farmer's Market, Cumberland Arts Goes to Market, or Weihnachtsmarkt, are the most participated activity by the respondents and festivals, gatherings, and celebrations were identified as the highest program need.
- Swimming pools and/or swimming lessons represented the most common activity respondents participated in by an alternative service provider. Swimming pools and splash pads were also one of the top identified unmet amenity needs by the respondents. Future planning should take into consideration the current amenities these alternative services are providing and how they can complement any new amenities that aim to address those unmet needs.
- Respondents were most supportive of upgrading/improving existing parks and trails, and improvements/maintenance of existing parks, trails, and recreation facilities were prioritized over construction of new facilities and fields.

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3.3. A3™ level of service analysis

3.3.1. Ensuring Equity

The Indiana State Comprehensive Outdoor Recreation Plan (SCORP) defines a parks or open space Level of Service (LOS) analysis as “a process of strategic planning which takes into account the unique aspects of individual communities and measures demand for recreation opportunities, current park and recreation resources, and the needs and preferences of community residents” (INDNR, 2015).

The purpose of the LOS analysis found herein is to attempt to identify gaps in access or equity with regard to parks and open space facilities or amenities. The reasoning behind a LOS analysis is that parks are for the people – all people – and that all people should have “equal opportunity” to benefit from them (Mertes, 1996). In his book “The Excellent City Parks System; What Makes it Great and How to Get There”, author Peter Harnik stresses the importance of equity by stating that an “excellent city park system is accessible to everyone regardless of residence, physical abilities, or financial resources. Parks should be easily reachable from every neighborhood, usable by the handicapped and challenged, and available to low-income residents” (Harnik, 2003).

3.3.2. LOS Methodology

There are multiple ways to measure LOS from a parks and open space perspective; each of which is necessary but not sufficient alone. Embracing the concept of “triangulation,” LOS must be evaluated from multiple vantage points as there are no concrete standards or guidelines that apply universally to all communities. Additionally, there is no one LOS evaluation technique that can account for every variable contributing to accessibility and equity. In the end, it is up to each

individual community to decide what role they want their parks to play, and what standards are required to achieve or maintain that standard.

All too often, communities rely solely on acreage-based analysis (a ratio of acres per 1,000 population) because it is the most widely referenced and is also the easiest to calculate. Evaluating acreage LOS alone however, does not paint the full picture with regard to equity because it does not take into account quality, amenities present (or lacking), or geographic location.

To provide a more comprehensive view of LOS, this section of this master plan will evaluate LOS for both amenities (presence of facilities), and access (geographic distribution of resources), in addition to the traditional LOS for acreage

Amenity LOS is important because not all parks provide users with the same facilities; just because a park is classified as a “regional park” does not necessarily mean it will have a pool. Therefore, knowing only park acreage or classification does not provide an accurate understanding of facility inventory compared against the existing population’s demand for those facilities. Similarly, evaluating access LOS is equally important. If a community has over 100 acres of parkland per 1,000 residents – an exceptionally high LOS – but 95% of those acres are located on one side of the community, is that equitable? Understanding the geographic distribution of facilities and resources is key to understanding equity, or lack thereof.

Following is a summary of the findings from each of the three (3) LOS techniques.

3.3.3. Acreage LOS

Acreage LOS evaluates the total amount of park acreage a community has when compared with its population – both existing and projected – expressed in acres per 1,000 residents. As previously stated, this technique is often one of the most widely utilized due to its ease of calculation. It is generally regarded that the higher the acreage LOS, the higher the quality of life enjoyed by the community's residents.

At the time of this planning process, no established benchmark for Acreage LOS (acres/1,000 residents) existed for Cumberland. The 2016-2020 Indiana Statewide Comprehensive Outdoor Recreation Plan makes recommendations of 20 acres of park land per 1,000 residents at the local level (County, Township, City, or Town).

Currently, Cumberland has approximately 17.11 acres of public parkland servicing roughly 5,439 residents, which yields an Acreage LOS of 3.1 acres per 1,000 residents. For comparison purposes, Marion County was providing an Acreage LOS of 12.5 while Hancock County was providing 7.7 (Indiana Department of Natural Resources Division of Outdoor Recreation, 2015). When evaluating surrounding communities, Indianapolis is providing an Acreage LOS of approximately 13.2 and Greenfield (one of the identified benchmark communities) is providing 19.8 acres per 1,000 residents (Indy Parks, 2016) (United States Census, 2017) (Anderson, 2017).

Utilizing population projections from data obtained from the U.S Census Bureau, Cumberland's population is expected to grow at 0.66% annually. If these projections hold true and the number of acres of park land remain the same, Cumberland's Acreage LOS will begin to slowly decrease from 3.1 acres per 1,000 residents to 2.9 acres/1,000 residents by 2030. If the Town wishes to maintain their current Acreage LOS of 3.1, they will need to increase their park acreage by 1 acre by 2030.

Though these findings would suggest that Cumberland will have sufficient acreage to relatively maintain their current Acreage LOS for at least the next five (5) years, consideration should be given to increase the Acreage LOS benchmark for the Town. When compared to surrounding communities, the Town is providing a much lower Acreage LOS. For demonstration purposes, if the Town wished to increase their Acreage LOS to match Hancock County (7.7 acres per 1,000 residents), the Town would need to acquire an additional twenty-five (25) acres of park land by 2030.

Additionally, increasing park acreage aligns with objectives identified for two goals within the Town's 2031 Comprehensive Plan:

- Goal 5 Objective 1: "Maintain and enhance the Town's quality of life through historic and cultural preservation, development of family friendly events, and the expansion of the parks and trails system."
- Goal 10 Objective 5: "The Town shall actively purchase park land to expand the Town's network of parks, trails, and other greenways."

2017 Level of Service Analysis (LOS) Acreage			
Estimated 2016 Population ^a		5,439	
2017 LOS for Cumberland (acres/1,000 residents)		3.1	
Acres Needed to Maintain 2017 Population LOS		16.86	
	Acres	Actual Acres/1000	Surplus/Deficiency
Community and Neighborhood Park Acreage	17.11	3.1	0
2021 Level of Service Analysis (LOS) Acreage			
Estimated 2021 Population ^b		5,622	
2017 LOS for Cumberland (acres/1,000 residents)		3.1	
Acres Needed to Maintain 2016 Population LOS		17.43	
	Acres	Actual Acres/1000	Surplus/Deficiency
Community and Neighborhood Park Acreage	17.11	3.0	0
2030 Level of Service Analysis (LOS) Acreage			
Estimated 2030 Population ^b		5,960	
2017 LOS for Cumberland (acres/1,000 residents)		3.1	
Acres Needed to Maintain 2016 Population LOS		18.48	
	Acres	Actual Acres/1000	Surplus/Deficiency
Community and Neighborhood Park Acreage	17.11	2.9	-1

^a U.S. Census Bureau via ESRI Community Analyst

^b Based on a projected 0.66% annual population increase

Figure 3.5: Acreage LOS chart.

3.3.4. Amenities LOS

Amenity LOS (often also referred to as “Facilities LOS”) evaluates equal opportunity through the availability of recreation facilities (e.g. basketball courts) within a community when compared with its population (Barth, 2009). In the 1990’s, the National Recreation and Parks Association (NRPA) published standards indicating the maximum population served by a recreation facility (e.g. one baseball field serves 10,000 population). These standards were intended to serve as a flexible benchmark, however, were blindly adopted by many communities and have been largely abandoned as a reliable technique.

Now, a more community-specific approach is often taken when evaluating Amenity LOS, with communities determining their own standards based on the vision of their residents, current programming trends, and operational capacity. At the time of this planning process, neither the Town, Marion or Hancock County, or the Indiana SCORP provide specific guidelines on Amenity LOS.

In lieu of a local benchmark or requirement, this Amenity LOS analysis utilized the median population per facility data as reported in the 2016 NRPA Field Report (National Recreation and Park Association, 2016). This analysis also incorporated the same population projections used in the Acreage LOS analysis. It should also be noted that this is by no means a comprehensive list of facilities, however, the facilities selected were the most applicable to the Town based on the data available in the 2016 NRPA Field Report.

When evaluating the Amenity LOS of Cumberland, most facility types meet or exceed the quantity recommended per the 2016 NRPA Field Report for a community of Cumberland’s size. Basketball courts, playgrounds, and multi-purpose fields all show a surplus of at least two (2) facilities. Inversely, baseball, soccer, and softball fields have a deficiency of one (1) facility each. Evaluating Amenity LOS with similar population projections as Acreage LOS suggests that even as the Town’s population increases the surplus/deficiency of facilities will stay the same to 2030.

Based purely on this Amenity LOS analysis, the data would suggest that Cumberland should focus on providing the following additional facilities (the number in parenthesis indicates the quantity needed):

- Baseball field (1)
- Soccer field (1)
- Softball field (1)

In addition, the Town may wish to further evaluate the need and demand for the following facility types:

- Community centers
- Community gardens
- Dog parks
- Football fields
- Gymnastics centers
- Ice rinks
- Nature centers
- Recreation centers
- Swimming pools
- Tennis courts

Facilities LOS: Cumberland			Surplus / Deficiency		
POPULATION SERVED per facility ^c	ACTIVITY	Existing # of Facilities	2016 ^a	2021 ^b	2030 ^b
	<i>Population Estimate</i>		5,436	5,622	5,960
6,599	Baseball Field	0	-1	-1	-1
7,000	Basketball Courts	3	2	2	2
30,000	Community Centers	0	0	0	0
32,376	Community Gardens	0	0	0	0
43,183	Dog Park	0	0	0	0
25,523	Football	0	0	0	0
26,418	Gymnastics Center	0	0	0	0
28,500	Ice Rink	0	0	0	0
8,060	Multipurpose Fields	4	3	3	3
114,620	Nature Centers	0	0	0	0
3,560	Playground	4	2	2	2
26,650	Recreation Centers	0	0	0	0
6,671	Soccer Fields	0	-1	-1	-1
9,687	Softball Field	0	-1	-1	-1
34,686	Swimming Pool (Outdoor Only)	0	0	0	0
4,295	Tennis Court (Outdoor Only)	1	0	0	0

^a U.S. Census Bureau via ESRI Community Analyst

^b Based on a projected 0.66% annual population increase

^c Based on the "median" population per facility data, 2016 National Recreation and Parks Association Field Report, 2016

Figure 3.6: Amenities LOS chart reflecting only Town-owned amenities.

3.3.5. Access LOS

A quantitative approach to parks and recreation level of service is to evaluate LOS through the development of spatial “service area” guidelines for specific park or amenity types; this technique is referred to as access LOS. These resulting service areas are representative of the true distance, utilizing the existing transportation network, that residents must travel to access a particular type of facility.

To complete this analysis, the Town’s existing facilities were mapped in GIS, and then a service area was calculated using Esri’s Network Analyst extension. The resulting “bubble” indicates which residential areas have access to an individual park or facility-type within the given Access LOS standard. The resulting maps also indicate voids in the service areas, helping to indicate where new facilities may need to be located within the Town.

Different types of facilities necessitate different Access LOS parameters. For example, residents would expect to have to travel further to a regional facility, such as an aquatics center, then they would to a neighborhood-scale amenity like a playground. Taking this into account, the Project Team – in consultation with the Town – developed the following categories, each with its own unique Access LOS parameters:

Neighborhood Amenities (1/2-mile service area)

- Basketball courts
- Playgrounds
- Multi-purpose fields/greenspace
- Volleyball courts
- Picnic shelters
- Trailheads

Community Amenities (2-mile service area)

- Football/soccer fields
- Baseball diamonds
- Softball diamonds
- Dog parks (off-leash)
- Community rooms
- Tennis courts

Special-Use Amenities (5-mile service area)

- Pools (indoor and outdoor)
- Indoor recreation centers
- Skate parks

Resource-based Amenities (5-mile service area)

- Nature centers

The following pages are a summary of the Access LOS findings for each of the facilities present in Cumberland at the time of study.

10-Minute Walk Campaign

The Trust for Public Land, in conjunction with the National Recreation and Park Association and the Urban Land Institute, is organizing a nationwide campaign to ensure that every person in America is within a 10-minute walk to a great park. The campaign calls for mayors across the country to commit their towns and cities to this effort. More information on the 10-minute walk campaign, including all the mayors who have joined the cause, can be found on their website at: <https://www.10minutewalk.org>. (Trust for Public Land, National Recreation and Park Association, Urban Land Institute, 2019)

The 10-minute walk campaign states that a 10-minute walk equates to, on average, a half-mile in distance. For comparable purposes, a half-mile Access LOS for each park was generated to determine approximately how many of the Town’s residents are within a half-mile, or 10-minute walk, of a park. As demonstrated in Figure 3.7, approximately one-third of the Town’s residential areas fall within the 10-minute walk area of a park.

1. Honors Park
2. National Road Park
3. Lions Park
4. Wayburn Pocket Park

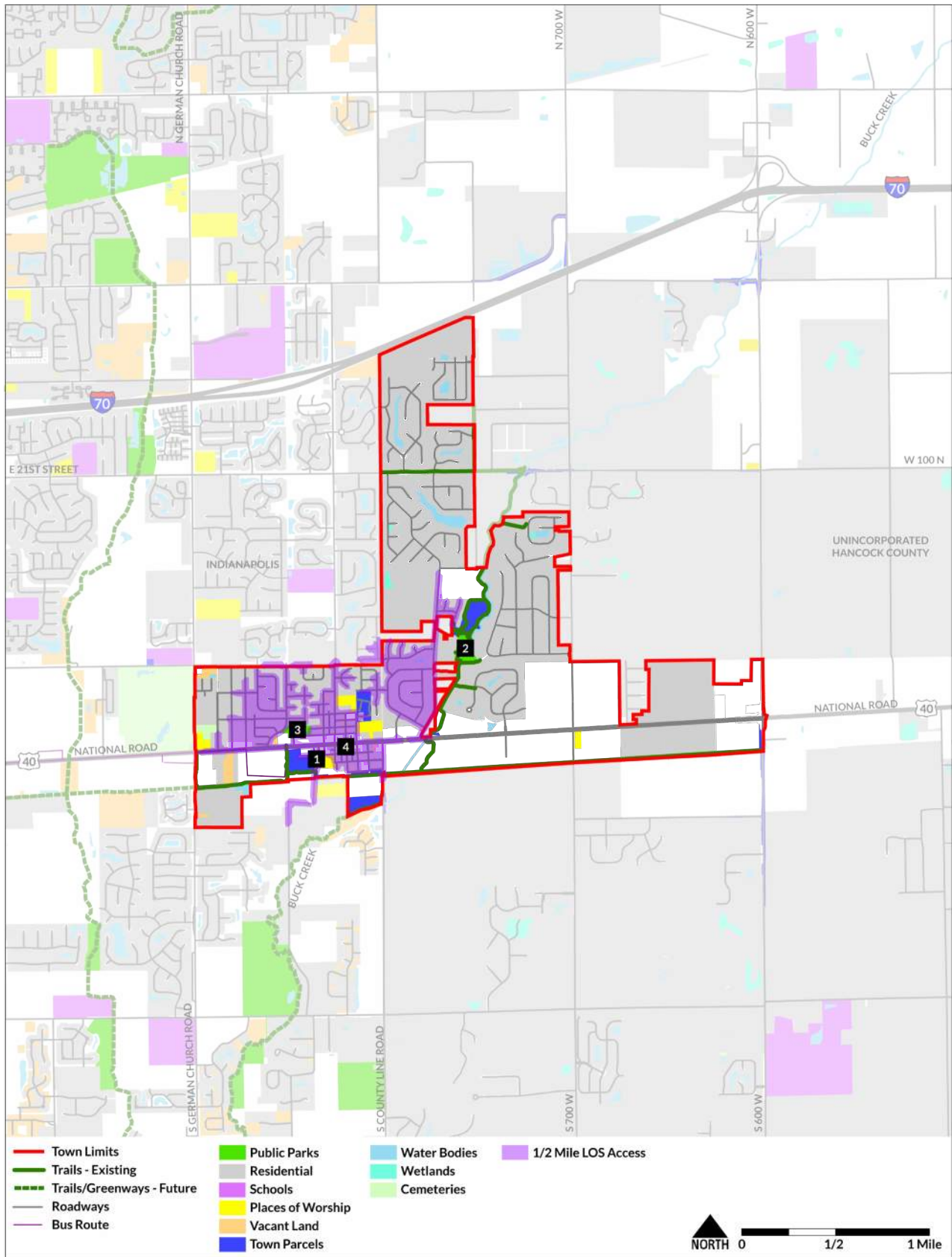


Figure 3.7: Access LOS map illustrating a 1/2 mile service area for all parks.

Basketball (1/2-mile service area)

Lions Parks and National Road Park are the two (2) park sites in Cumberland that offer basketball courts. When analyzed at a half mile service area, these two park sites provide ample access to residential areas southwest of Lions Park while neighborhoods north and east of Lions Park are outside of the service area.

1. Lions Park

2. National Road Park

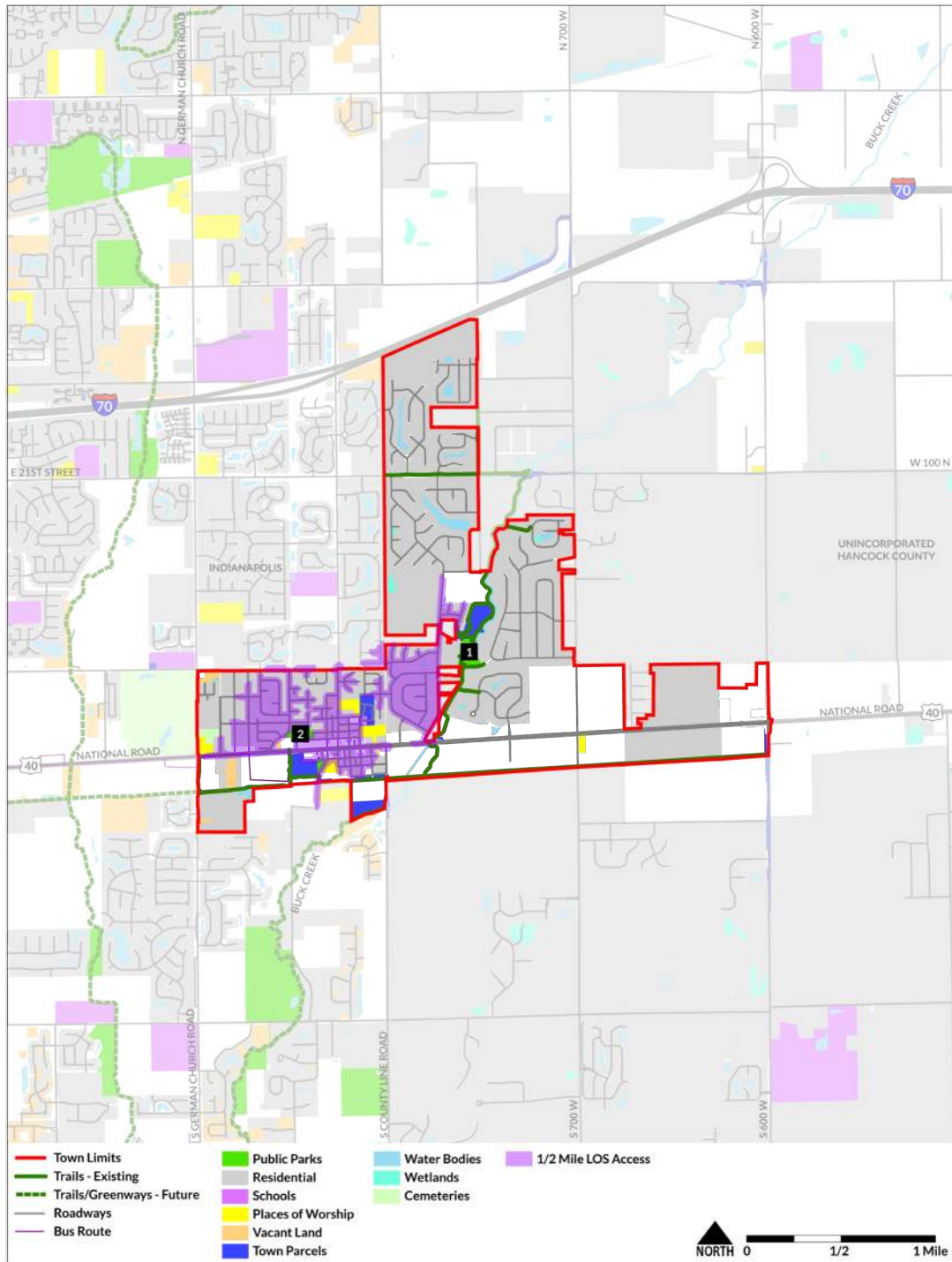


Figure 3.8: Access LOS map illustrating a 1/2 mile service area for existing basketball courts.

Playgrounds (1/2-mile service area)

There are three (3) park sites that provide playgrounds: Lions Park, National Road Park, and Honors Park. Combined, these three park sites provide sufficient access to residential areas located southwest of Lions Park. Gaps in access occur to the north and east of Lions Park.

1. Honors Park
2. Lions Park
3. National Road Park

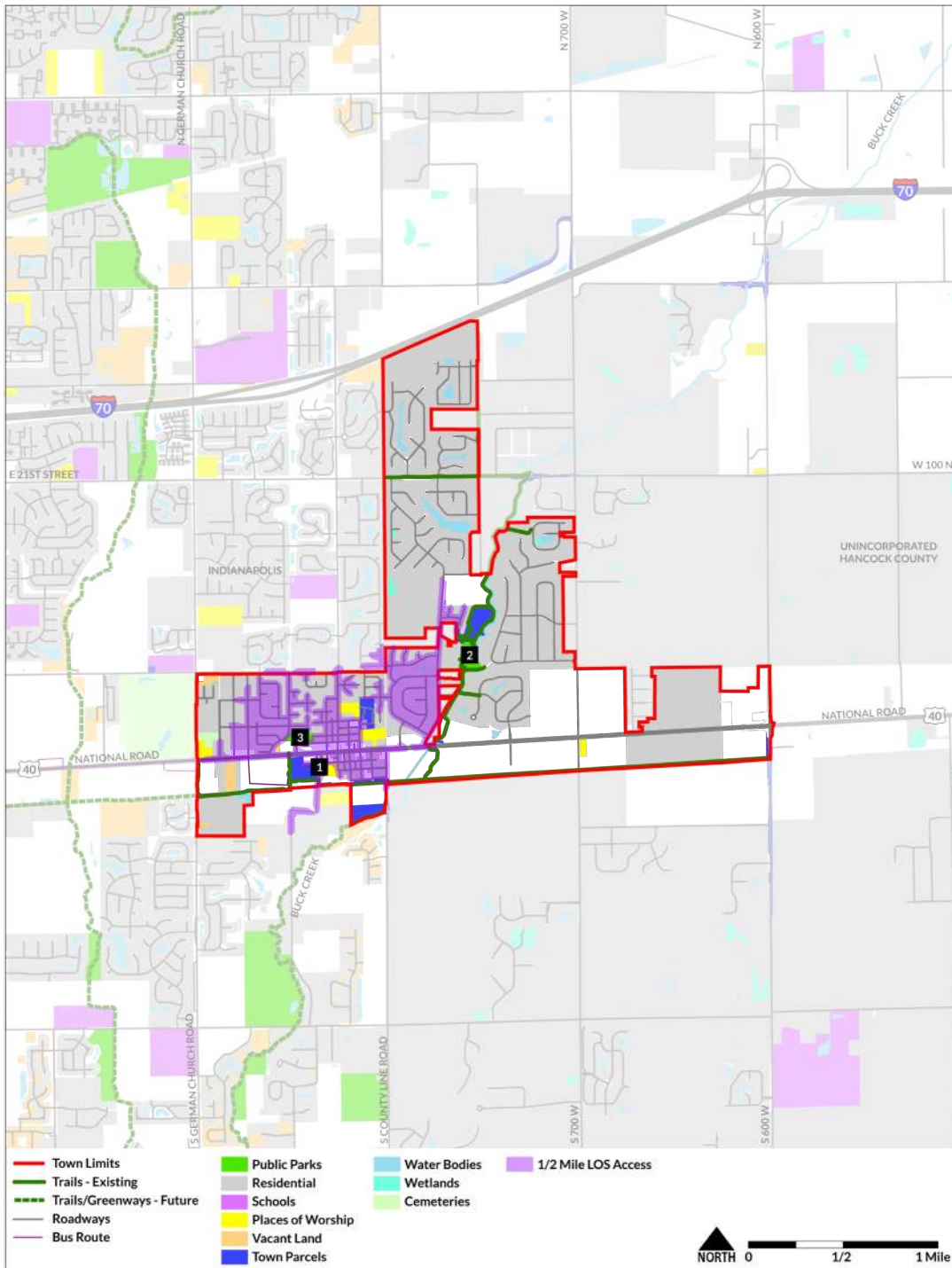


Figure 3.9: Access LOS map illustrating a 1/2 mile service area for existing playgrounds.

Multi-Purpose Fields (1/2-mile service area)

Multi-purpose greenspaces, open areas large enough to throw a football or frisbee, exist on three (3) park sites. Residential areas southwest of Lions Park are within a half-mile service area of these parks while neighborhoods primarily to the north and east fall outside of the service area.

1. Honors Park
2. Lions Park
3. National Road Park

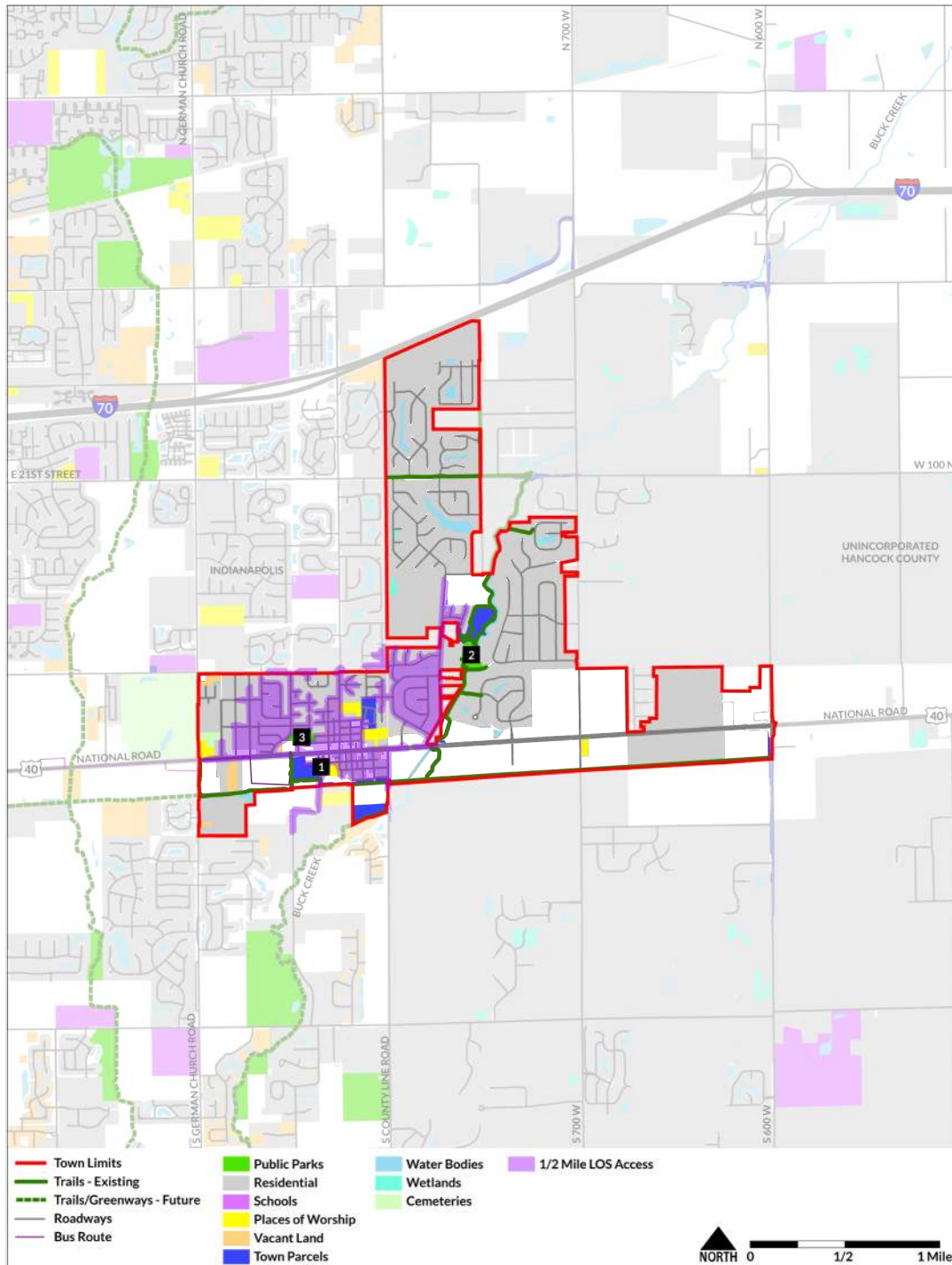


Figure 3.10: Access LOS map illustrating a 1/2 mile service area for existing multi-purpose fields.

Volleyball Courts (1/2-mile service area)

The Town's only volleyball court is located at Lions Park and provides access to the neighborhood directly southwest of Lions Park. Residential areas to the north, east, and far west are outside of the half-mile service area.

1. Lions Park

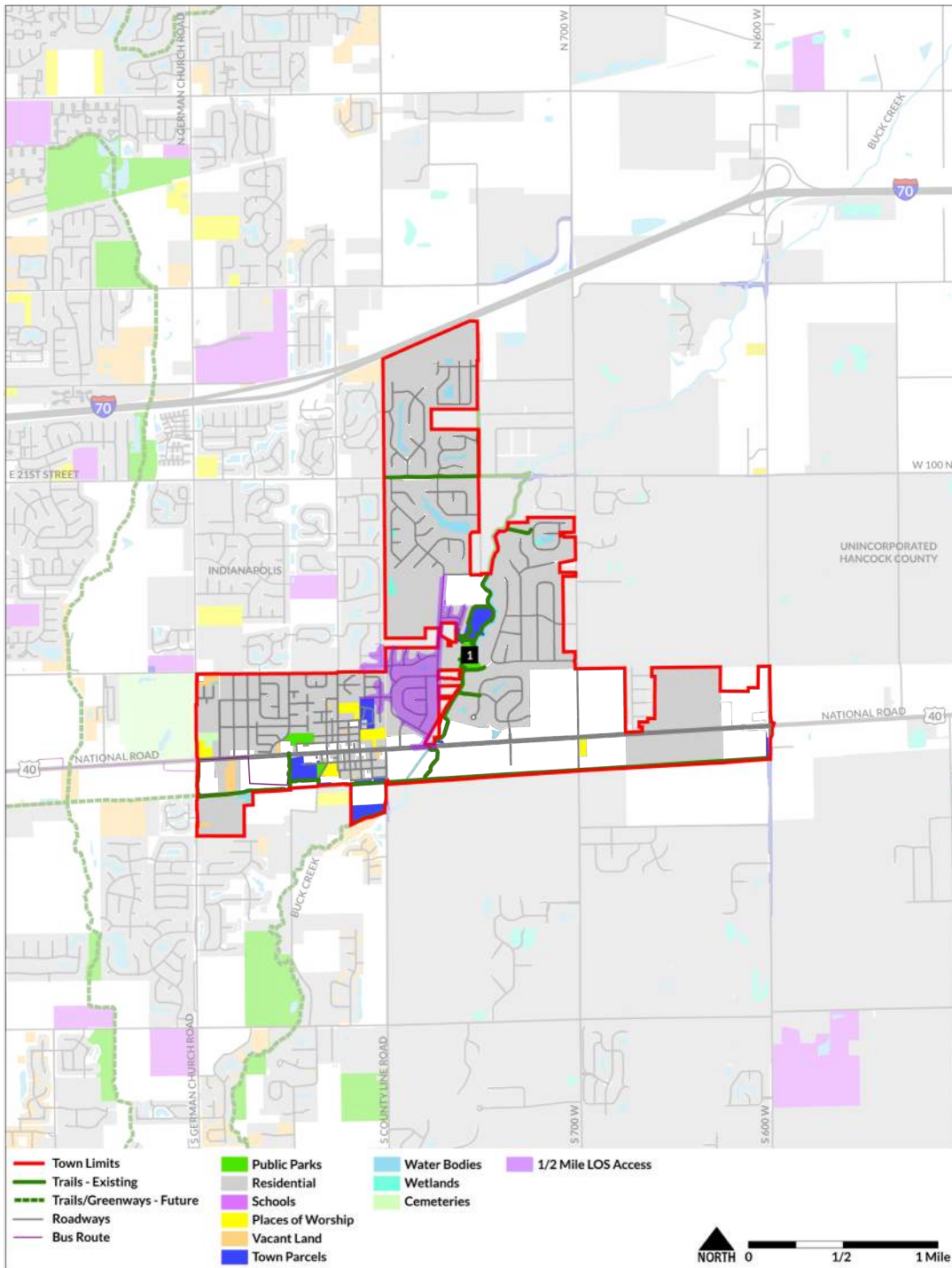


Figure 3.11: Access LOS map illustrating a 1/2 mile service area for volleyball courts.

Picnic Shelters (1/2-mile service area)

Picnic Shelters area located in Lions Park and National Road Park and combined provide access to residential areas southwest of Lions Park. Gaps in access occur to the north and east of Lions Park.

1. Lions Park
2. National Road Park

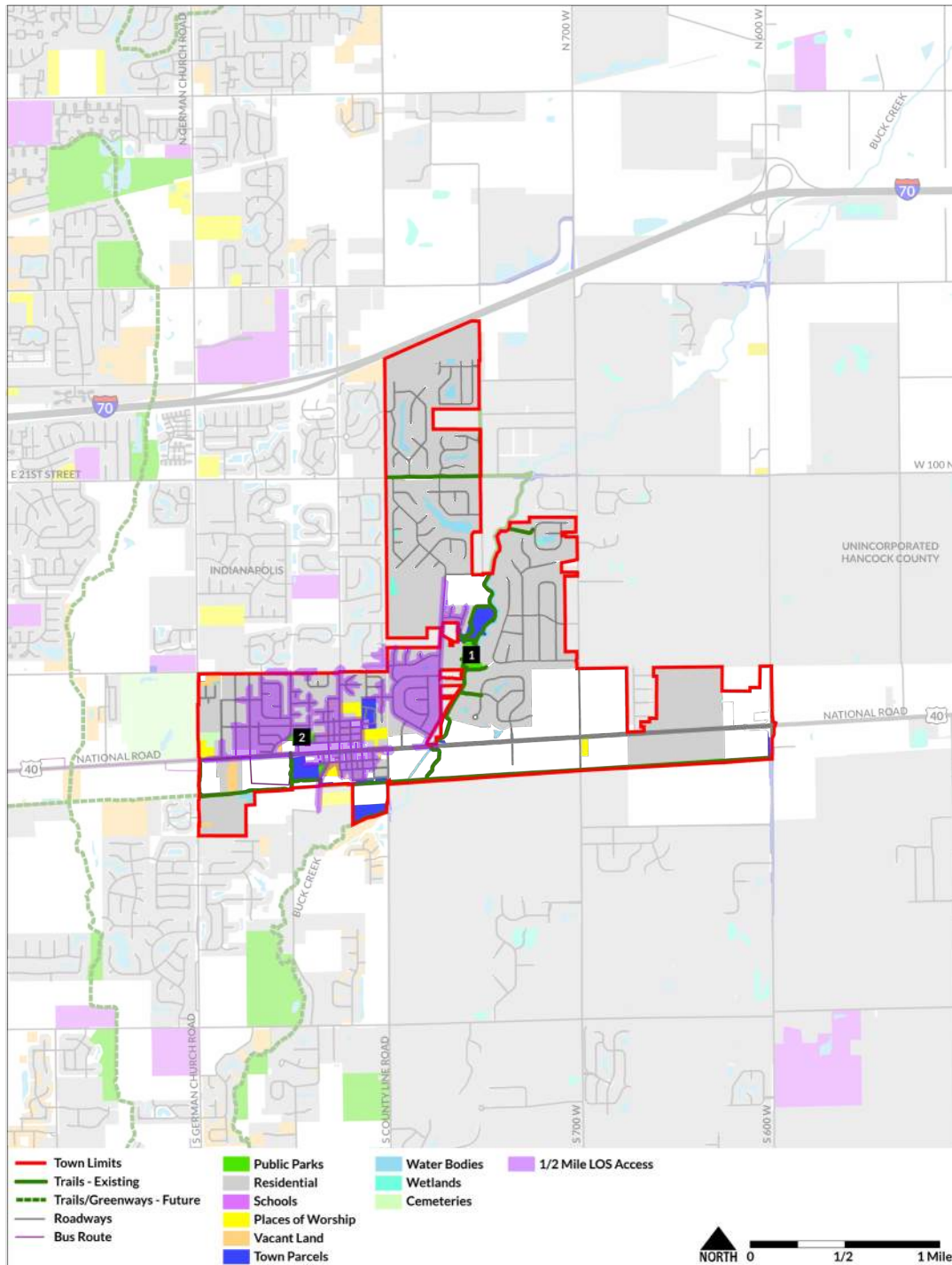


Figure 3.12: Access LOS map illustrating a 1/2 mile service area for existing picnic shelters.

Trailheads (1/2-mile service area)

For the purposes of this analysis, a trailhead is defined as any public park site which has immediate access to the existing trail network and provides public parking. Therefore, Lions Park is the only park site that provides access to a trailhead. When analyzed with a half-mile service area, only the neighborhood directly to the southwest of Lions Park has adequate access. Residential areas to the north, east, and far west of the town are outside of the half-mile service area.

1. Lions Park

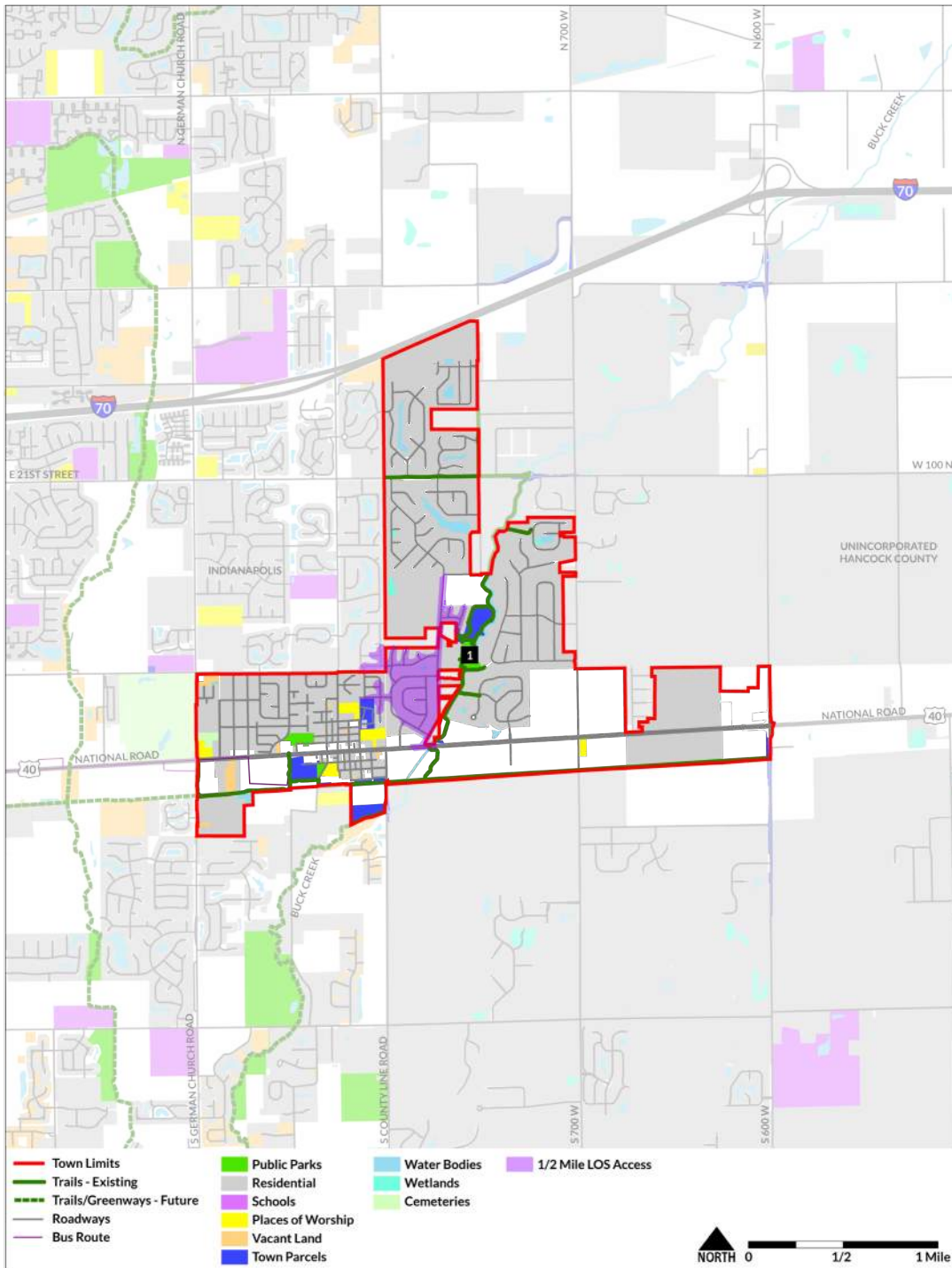


Figure 3.13: Access LOS map illustrating a 1/2 mile service area for trailheads.

Tennis Courts (2-mile service area)

Tennis Courts are located at Lions Park. When evaluated with a two-mile service area, tennis courts provide sufficient access to nearly all residential areas apart from the neighborhood directly east of Lions Park.

1. Lions Park

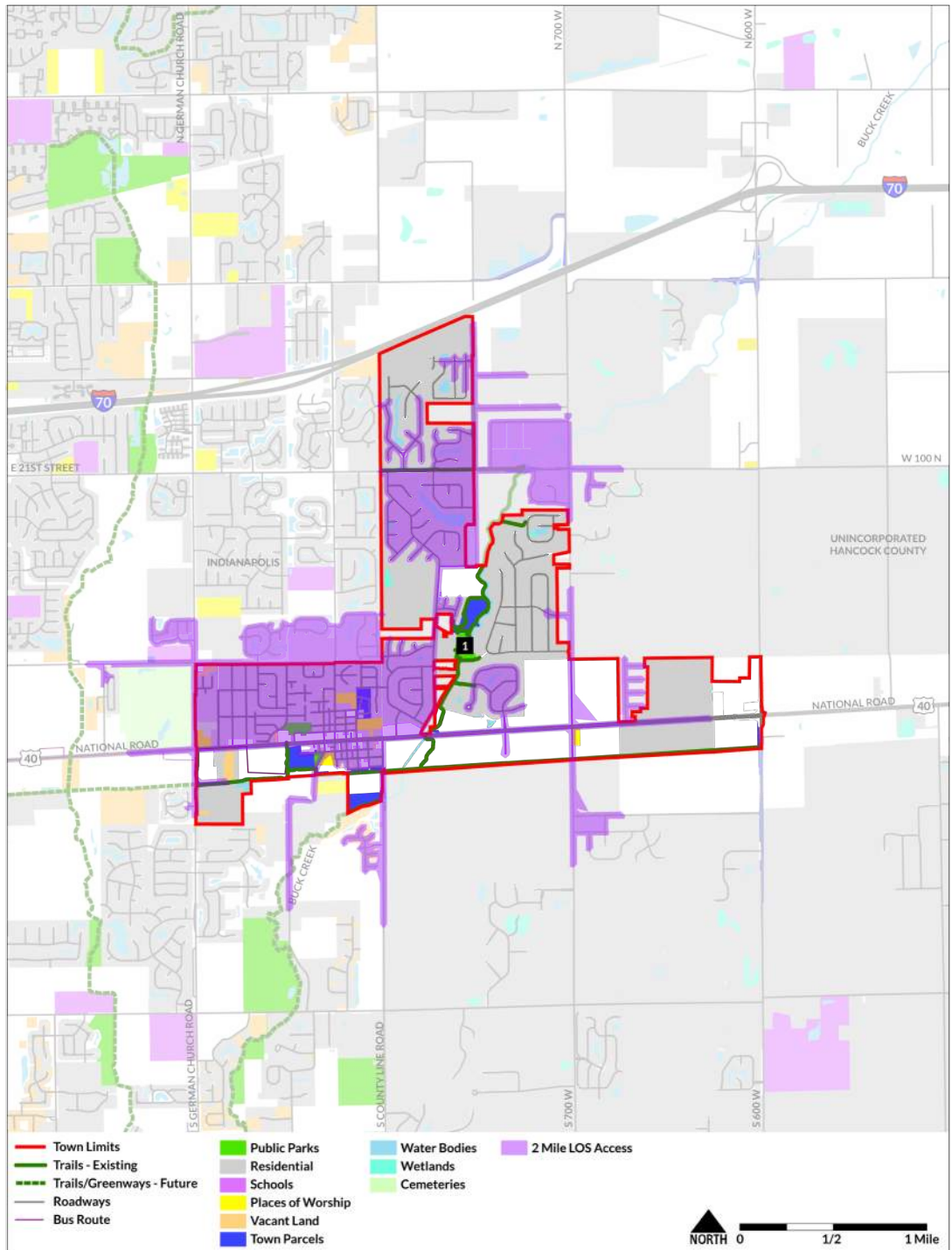


Figure 3.14: Access LOS map illustrating a 2 mile service area for existing tennis courts.

Summary

When evaluating a half-mile service area for neighborhood facilities, many residential areas fall outside of the service area for some or all facilities. When amenities are located in both Lions Park and either National Road Park or Honors Park, residential areas within the Marion County side of Cumberland have sufficient access within the service area parameter. This is the opposite for residential areas with Hancock County, which have little to no access. These gaps can be partly contributed to the nature of the Town's suburban street grid and geographic location of the parks; all parks are approximately within a mile of each other. With future growth expected to occur towards the east, most future residential areas will continue to be outside of the service areas of existing facilities.

Based on this analysis technique, the Town of Cumberland is deficient in the following facility types:

- Basketball courts
- Playgrounds
- Multi-purpose fields/greenspace
- Volleyball courts
- Picnic shelters
- Trailheads
- Football/soccer fields
- Baseball diamonds
- Softball diamonds
- Dog parks (off-leash)
- Community rooms
- Tennis courts
- Pools (indoor and outdoor)
- Indoor recreation centers
- Skate parks
- Nature centers

Note: Facility types not present in Cumberland at the time of study were not mapped, and therefore assumed to be a need based on this analysis technique, however, this conclusion will need to be vetted against the cumulative findings of the remaining techniques.



3.4. summary of needs and priorities

3.4.1. Key Findings

After the completion of the existing conditions analysis and the needs assessment processes, the key findings of the nine (9) individual analysis and engagement techniques were analyzed cumulatively. Using the process of triangulation, needs identified by the greatest number of individual analysis techniques represent the highest priorities for the Town to address within this plan.

It should be noted that other valid “needs” may exist outside of this grouping, however, based on this process are not sufficiently quantifiable at this point in time to necessitate specialized focus.

3.4.2. High-Priority Needs

Based on this planning process and methodology, the following were the high priority needs selected to be addressed with the greatest degree of detail within the Master Plan Vision (Section 4 of this report). The number following each need indicates the percentage of total analysis techniques which identified that particular need or priority.

High priority needs identified include:

- New parks and facilities (67%)
- Increased trail connectivity (44%)
- Baseball fields (33%)
- Improved existing parks/facilities (33%)
- Dog park (33%)
- Increased security/safety (33%)
- Tennis courts (33%)
- Additional programs + events (33%)

3.4.3. Intermediate-Priority Needs

In addition, a number of needs were identified as intermediate priorities. Many of these needs have some degree of overlap with the high priority needs mentioned above, and should also be considered when solutions are crafted to address the high priority needs.

Intermediate needs identified included:

- Increased ADA accessibility (22%)
- Football fields (22%)
- Event venue (22%)
- Multi-purpose facilities (22%)
- Playgrounds (22%)
- Indoor community centers (22%)
- Picnic shelters (22%)
- Restrooms in parks (22%)
- Community/special events (22%)
- Improved outreach/communication (22%)
- Pools (22%)
- Softball diamonds (22%)
- Soccer fields (22%)

04

master plan vision



4.1. visioning process

4.1.1. Purpose of a “Vision”

The vision articulated herein represents the long-range direction, goals, and aspirations of the Town of Cumberland Department of Public Works which cumulatively strive to address the key priority needs identified during this planning process. Guided by community engagement and consensus, this vision will serve as the decision-making framework for prioritizing investment in the Town’s park facilities, amenities, and programs over the next five (5) years and beyond.

4.1.2. Visioning Workshop

The foundation for this visioning effort was established in a collaborative workshop setting where the Project Team, representatives from the Town, key project stakeholders, and the general public had the opportunity to weigh in on strategies that address the high-priority needs identified in Section 3 of this Master Plan.

The Visioning Workshop was held on September 29th, 2018 at the Town Hall in Cumberland. The workshop was publicly advertised by the Town in accordance with its ordinances associated with meeting advertisement. The workshop began with an overview of the findings indicated from the Existing Conditions Analysis and Needs Assessment. These findings served as the agenda for discussion which followed in a charrette-style setting where the Project Team worked with the participants to develop solutions that address the high-priority findings. The workshop concluded with a public open house in the evening where the general public was invited to come and review the progress and provide critical input to the Project Team that would help establish the Vision for this plan.

In total, ten (10) people participated in the Visioning Workshop and its associated community open house. The agendas, sign-in sheets, and presentations from the Visioning Workshop and Open House can be found in Section 6.7 of the Appendix.

4.1.3. Vision Framework

The feedback obtained during the Visioning Workshop established a framework for the Project Team to further refine and develop, and ultimately informed a series of vision subsystems; categorical groupings of aligned recommendations and initiatives designed to meet high priority needs:

- 1. Improve Existing Parks
- 2. Future Parks
- 3. Bikeways + Trails

Each of these subsystems, and their associated recommendations, will be discussed in additional detail in the sections to follow.



Figure 4.1: Visioning Workshop (2018).



saturn

SPACE

4.2. guiding principles, goals, + objectives

4.2.1. Organizational Vision of the Town of Cumberland Parks Department

As previously noted, the Department of Public Works (Department hereafter) is responsible for operating and maintaining the Town's four (4) parks sites and growing trail network. At the visioning workshop, the question was posed: What is the desired operational structure of the current department? Does the Town want a dedicated Parks and Recreation Department?

The Town has acknowledged that additional staffing focused solely on parks will be needed in order to provide the level of quality desired by the community. Additionally, the Town is exploring the implications of having a dedicated Parks Director, which would necessitate a separate department whose focus is solely on parks and recreation.

The challenge and key driver identified by the Town for establishing a separate department to manage parks and recreation facilities, programs, and events will be finances. A new department would need a financial plan that justifies its existence and sustainability and adequate budgets for both maintenance, capital improvements, and special events.

Role of Department in the Community

The role the Town envisions for a Parks and Recreation Department is to be stewards of the Town's quality of life. To achieve this vision, the future Parks and Recreation Department will need to clearly define and differentiate its responsibilities compared to those of the Public Works Department. The Town envisions that

Public Works would still handle most of the maintenance responsibilities as well as construction and maintenance of trails, which is further discussed in Section 4.5.

Any programs or events will likely necessitate collaboration with the Town's Special Projects Coordinator (currently responsible for all events hosted by the Town).

Metrics

During the visioning workshop, participants were asked to identify some key, town-wide "metrics" that the Department could – or should – affect. Key metrics identified by the participants can be grouped into two distinct categories: quality of life and economic sustainability.

Participants indicated that one of the most important roles of the parks system in Cumberland is its ability to build community by facilitating personal connections between residents and the Town government's staff, amenities, and events. In addition, the Town's parks system should work proactively to improve equity, universal accessibility, and safety town-wide, while also serving as a conduit for education and enriching experiences for residents of all ages.

Participants also expressed the importance of community health as it relates to overall quality of life. Currently, the Town partners with Hancock Health to promote healthy lifestyles through its parks, programs, and communications. Participants identified the extension of their bikeways and trails system as a key metric correlated with overall community health, as it provides a readily accessible means of both

transportation and recreation available to residents of all ages.

Participants voiced the desire that the Department be both economically and environmentally sustainable. Parks and trails should serve as catalysts for economic development within the community and the properties adjacent to the Town's parks and trails should experience increased property values and encourage investment/re-investment around them.

It will also be important for the Department to understand its own capacities and limitations prior to committing to a project. Maintenance budgets must be developed for any new capital improvements during the planning and design process, not as a reactionary afterthought.

4.2.2. Organizational Vision for the Town of Cumberland Parks Advisory Council

Currently, the Town of Cumberland and its Public Works Department receives recommendations and advice related to park improvements, maintenance, and programs/events from its Parks Advisory Council (PAC). Each member of the PAC is appointed by the Town Council (more information on the current PAC can be found in Section 1.2).

The organizational structure of the PAC was reviewed during the Visioning Workshop and it was concluded that the Town should explore converting the PAC to a traditional Parks Board. While a Parks Board would operate in a very similar manner to the PAC, its members are prohibited from being a municipal executive or a member of the municipal fiscal body. This change will increase the transparency of the guidance provided to the Town by minimizing potential conflicts of interest by Board members. In addition, converting to a Parks Board structure may increase community engagement and participation by encouraging residents passionate about their park system to volunteer for the board.

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**HONORS
PARK**

4.3. improve existing parks

4.3.1. System-wide Challenges

Feedback from the community workshop and public opinion survey rated improving the existing parks - through the repair/upgrading of existing amenities and the addition of new ones - as one of the communities' highest priorities. A common sentiment expressed by participants was that the Town needs to improve and maintain what they have right now before building anything new.

In general, all four (4) existing Town-owned park properties share several common challenges:

- Poor visibility into/out of the park site
- Lack of internal and external wayfinding
- Challenges with vandalism and abuse
- Limited parking
- Barriers to universal accessibility

As part of this planning process, concept plan sketches were developed for each of the four (4) existing parks that strive to address the site-specific challenges identified while simultaneously helping to meet the community's priority parks and recreation needs. It's likely that given the amount of funding available, these plans will need to be implemented incrementally over time. As such, all plans proposed are composed of both short-term and longer-term initiatives.



Figure 4.2: Honors Park along Saturn Street (2017).

4.3.2. National Road Park

Areas of Focus/Challenges

One of the most significant challenges faced by National Road Park is the poor visibility and access into the park. Currently, the park is accessible by vehicle from a one-way road spurring from the parking lot of the Town's post office. A row of commercial parcels separates the park property from US-40 to the south. In addition, the park site has a combination of landscape screening and mounding that obstructs views into the park from the surrounding streets. This, combined with the lack of lighting within the park, has fostered a concern for safety and has allowed for regular instances of vandalism. Additionally, limited parking and lack of signage/wayfinding from highly visible areas such as Washington Street further hinder the accessibility and visibility to the park. All these elements combined make visiting the park challenging and difficult.

Poor drainage also limits the usability of the park site. Currently, the central open space acts as detention area during rain events, however, it does not drain properly and is often left muddy or wet, thus limiting the usability of the space for recreation and/or events.



Figure 4.4: Existing entrance into National Road Park (2017).

Short-term Strategies

Improve Safety by Improving Access - There are some short-term strategies the Town could implement to improve access into the park. One of the potential strategies is converting the existing roadway into the park from a one-way into a two-way. This would provide access directly off Washington Street instead of requiring park users to drive through the Post Office in order to enter the park. It is assumed, pending further traffic study, that both entrances/exits would need to be right-in/right-out. Additional parking spaces could be added along the northern side of the existing drive facing into the park to make it more convenient for users to visit.



Figure 4.3: Existing basketball courts at National Road Park (2017).



Figure 4.5: Existing one-way exit from National Road Park (2017).



Figure 4.6: Diagram of existing circulation at National Road Park.

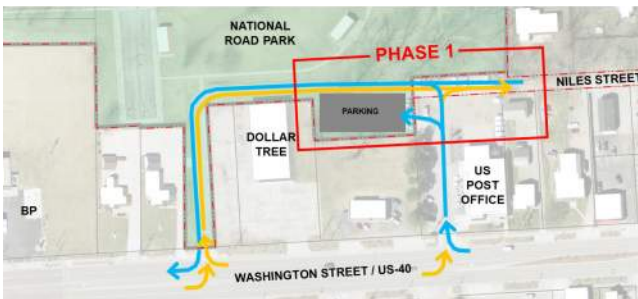


Figure 4.7: Diagram of potential circulation at National Road Park.

Improve Basketball Courts – The existing basketball courts appear to be the one amenity still actively utilized at National Road Park, however, they are in poor condition. Resurfacing the courts and providing lighting around them will help to maintain this activation while also minimizing the potential for vandalism. Any improvements to the physical amenities within National Road Park are secondary to first addressing site security through improved visibility and access.

Long-term Strategies

Reworked Road Network - Ultimately, in order to improve visibility and access to the park, infrastructure improvements will need to be made that provide connecting, two-way roadways through the park site. Several potential two-way roadway alignments were identified, the first of which connects Niles Street to the east to Woodlark Drive to the west at its intersection with Knollridge Lane. Colmar Street to the north would then be extended southward to intersect with the Niles Street extension and ultimately, US-40. In addition, as adjacent parcels redevelop over time, additional two-way north-south roadways should be created to increase north-south connectivity to the park site.

Redevelopment Catalyst - The Niles Street extension that runs through the park site should include a high-quality streetscape, complete with street and pedestrian lighting, wide sidewalks, on-street parking (either 90-degree or parallel), signage, and site furnishings (benches, waste receptacles, bike racks, etc.). In addition to improving the accessibility and visibility of the park site, this pedestrian-friendly street may encourage any

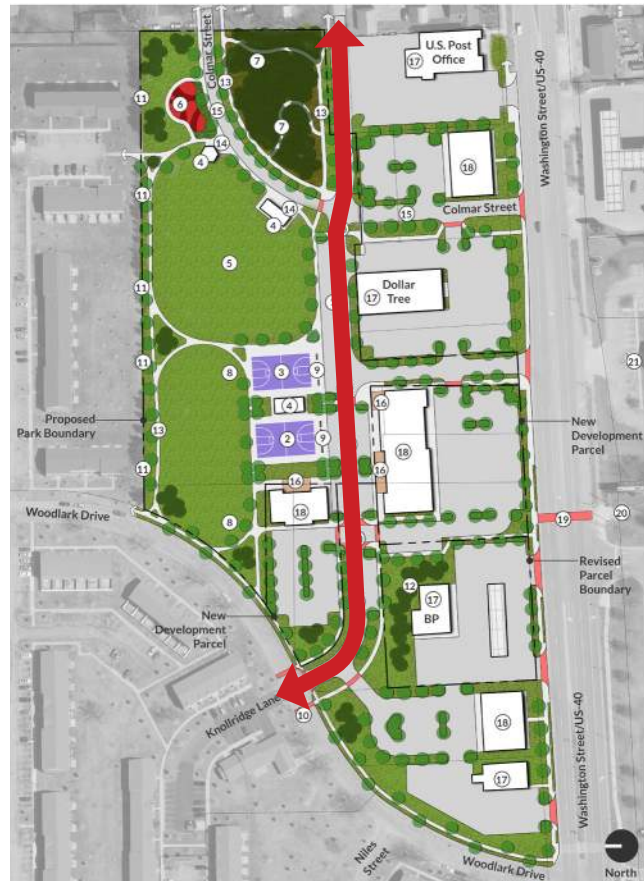


Figure 4.8: Diagram illustrating reworked road network at National Road Park

redevelopment of the adjacent commercial parcels to the south to embrace – or front – the park site rather than solely US-40.

Any redevelopment of the adjacent commercial parcels should strategically not turn its back on either US-40 or the park site, but rather have two “front faces” that address both. Furthermore, any future commercial uses should strategically help activate the park. Examples include restaurants that have outdoor seating that faces towards the park or retail stores that walk out onto the park.

NOTE: The concept plan for National Road Park, as articulated herein, will require land acquisition on behalf of the Town and significant coordination with adjacent land owners to subdivide some existing parcels and/or obtain easements for the required infrastructure. As such, this concept is intent on illustrating the cumulative potential of the greater National Road Park area and will need to be vetted and developed further through additional study and engagement with the surrounding land owners.

Improved Drainage - In addition to the roadway improvements, drainage in the park should be reworked to be more functional and provide better use of the primary open space. Any drainage improvements made to the greenspaces should take into account the drainage and utility systems required for the proposed roadway extensions. In addition to the large infiltration areas (open greenspace), the Town should consider the inclusion of additional, green infrastructure such as bioswales (rain gardens), and/or porous pavement as components of any streetscape design.

National Road Park Concept Plan Components

Key park improvements or components at National Road Park include:

1. Niles Street extension w/ on-street parking
2. One (1) resurfaced basketball court
3. One (1) new basketball court
4. Existing shelter
5. Flexible greenspace with improved drainage
6. New, accessible playground
7. Reforested natural area w/ walking paths and/or nature play components
8. Removed earthen mounds
9. Additional, fixed seating near basketball courts
10. Crosswalks (typ.)
11. Opened views into the park site
12. Screening backside of existing commercial properties
13. Sidewalk extensions
14. Flexible plaza space
15. New, two-way roadway
16. Outdoor seating/activation facing park
17. Existing commercial building
18. Potential future commercial redevelopment site (to embrace park site)
19. US-40/Washington Street crosswalk
20. Pennsy Trail (existing)
21. Town Hall



Figure 4.9: Example of potential redevelopment to front and activate National Road Park.

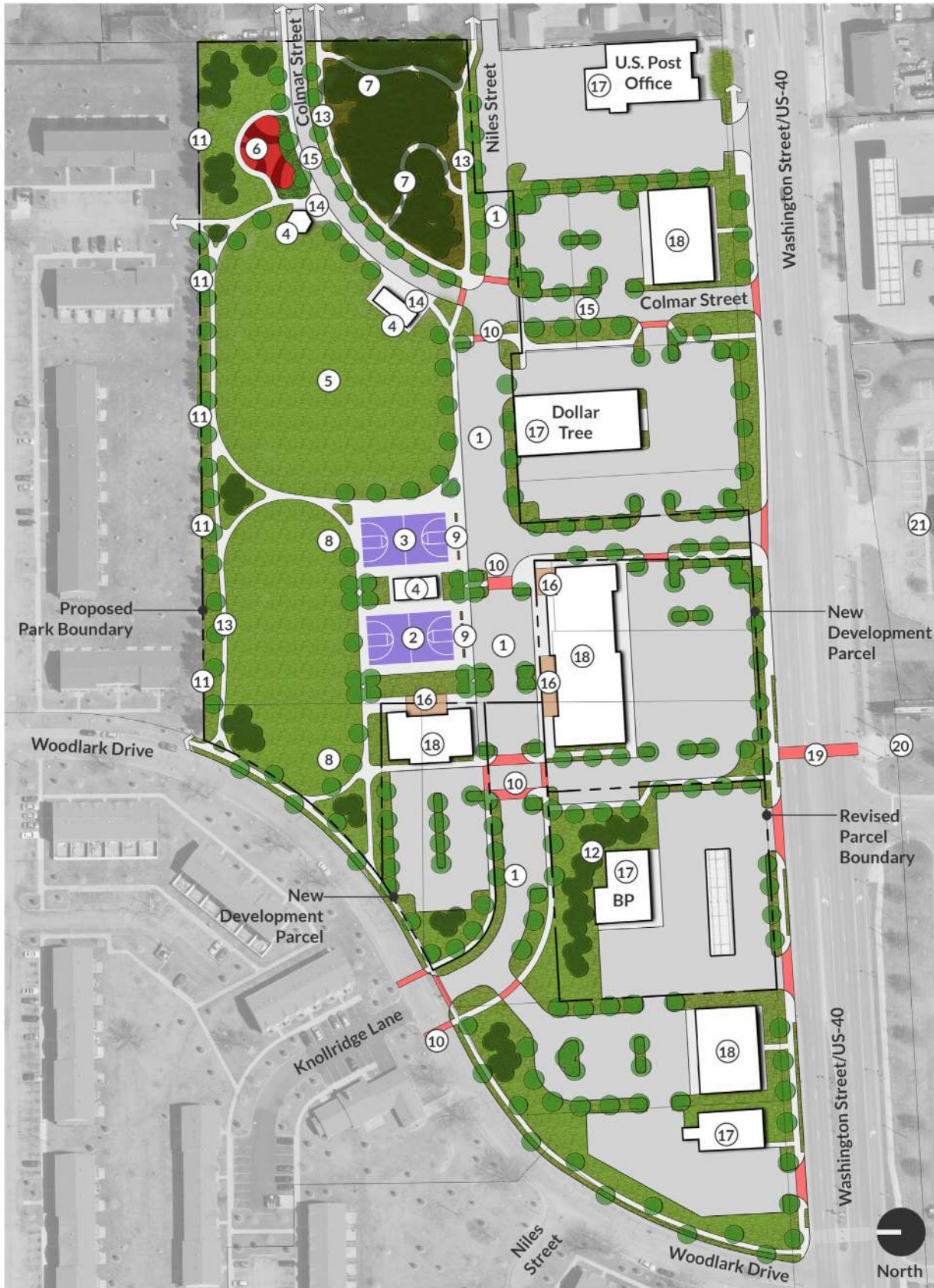


Figure 4.10: Conceptual site plan of National Road Park.

4.3.3. Lions Park

Areas of focus/challenges

The location of Lions Park creates significant access and visibility challenges for the park, resulting in regular vandalism and undesirable behavior. The existing park site is very secluded as a result of being setback from North Buck Creek Road by approximately 600 feet. In addition, the majority of the developed park site is approximately 15 to 20 feet lower in elevation than North Buck Creek Road, and within the floodplain of Buck Creek. The creek divides the park into two halves, leaving the eastern portion largely unusable for anything other than greenspace due to challenges with flooding.

Most of the remaining amenities at Lions Park are located on the western half and are aging and in need of updating. Most currently sit within the flood plain as well. Despite having some newer equipment/amenities, there is still limited ADA accessibility.

Short-term Strategies

Open Up Views into the Park - The park's best opportunities for improvement, both short and long term, coincide with the recent purchase of the residential parcel immediately west of the park along North Buck Creek Road. To improve visibility into the park short-term, the Town should strategically and thoughtfully remove some of the undesirable vegetation on the property to open views into the park.

Events Pavilion - The newly acquired 6-acre residential parcel includes a 2,500 SF, two-story house, a small detached garage, and a 40'x60' pole barn. During the planning process the Town determined that retrofitting the house for a civic use would likely be cost prohibitive, however, the pole barn could be converted into an open-air events pavilion. The events pavilion would need dedicated parking and access off North Buck Creek Road and would also include an outdoor events lawn and "biergarten-style" gathering space complete with picnic tables, overhead carnival lights, and a new, pre-fabricated restroom building (CXT or similar). The Town may wish to conduct further study to determine the feasibility of repurposing the existing house. If deemed infeasible, it should be demolished.

Relocate Play Equipment - The Town may wish to consider relocating the existing play equipment that is in good condition adjacent to the events pavilion. This benefits the park by creating a synergy between events hosted at the pavilion and relocates the play equipment outside



Figure 4.11: Flooding at Lions Park. Image Credit: Town of Cumberland



Figure 4.12: Example of open air pole barn. Image Credit:



Figure 4.13: Existing house on newly acquired residential parcel at Lions Park. Image Credit: Hancock County

of the flood-prone portion of the site. If the equipment is relocated, the Town should ensure there is an ADA accessible route leading to the equipment.

Natural Area – The Town of Cumberland Park & Recreation Board currently owns a 15.8 acre undeveloped parcel of land, immediately north of Lions Park. Buck Creek and the Buck Creek Trail corridor serve as the eastern boundary of the site, the majority of which is composed of understory vegetation with some mature trees along the banks of the creek. Approximately 80% of the parcel also lies within either the floodway or the floodplain, limiting its uses and development potential.

It is recommended that the Town embrace this space as a managed and accessible natural area by providing additional connections to Lions Park and from the Buck Creek Trail into the natural area. The Town should prioritize the removal of any non-native plant species and work to establish new, native plant ecosystems that can withstand regular flooding. In addition, the Town should look for opportunities to integrate pollinator habitat in the non-flood prone areas on the western edge of the property. A management plan for the property consistent with the ecosystems desired or proposed should also be created.

The provision of soft-surface walking/hiking trails through the site is also recommended. The Town may wish to consider the inclusion of interpretative exhibits that educate visitors on the importance of



Figure 4.15: Natural area north of Lions Park (2017).

the ecosystems present, the impacts of flood, and/or the benefits of green infrastructure. Any permanent structures or amenities should be located outside of the floodway.

Trailhead Amenities – The Town should consider using the existing southern shelter as a trailhead for the Buck Creek Trail through the provision of trail-specific amenities such as water fountains, bike racks, bike repair stations, trail map kiosks, and emergency call stations (if implemented). The Town should ensure that there are several ADA accessible parking spaces adjacent to the trailhead, and accessible routes from these spaces to the shelter and the trail.

Softball Diamond – During the planning process, the Town indicated that they had made the decision to remove the softball diamond on the eastern portion of the park largely as a result of the vandalism and undesirable



Figure 4.14: Example of biergarten style space. Image Credit:

activities occurring in the dugouts. This portion of the site is almost entirely within the floodplain, and as such, has limited potential for development/use beyond field space. The Town may wish to consider providing a new softball diamond in this area, provided that there is a community partner who would use it. The new diamond would likely be for recreation/practice purposes only, and should not include enclosed (cinderblock or similar) dugouts so as to increase visibility into the site, or a permanent outfield fence (as a result of regular flooding). Alternate uses for this portion of the property could include flexible open greenspace, or using the existing grade as a sledding hill during the winter months.

Long-term Strategies

Roadway Extension – In an effort to increase access and visibility into the park site, it is proposed that the Town extend Buckley Road south, eventually merging with the existing park entrance road. This would eliminate the existing dead end roadway and allow for regular circulation and patrolling through the most secluded portion of the site.



Figure 4.16: Diagram of roadway extension at Lions Park.

New Amenities – The addition of a new connecting roadway through the park site would allow for additional parking distributed throughout the eastern portion of the site which could serve the proposed off-leash dog park and community garden areas, as well as any events that may take place in the flexible greenspace within the floodplain (e.g. recreational play, practices, etc.).

Lions Park Concept Plan Components

Key park improvements or components at Lions Park include:

1. Off-leash dog park
2. Community gardens
3. Existing shelter
4. Buckley Road extension
5. Expanded parking area
6. ADA accessible parking
7. Trailhead location
8. Relocated playground
9. Existing tennis court
10. New shelter
11. Repurposed events pavilion
12. Events lawn
13. Biergarten space
14. Prefabricated restroom building
15. New parking lot
16. Managed natural area with soft-surface trails
17. Natural/native landscape areas
18. Passive park space
19. Flexible greenspace
20. New park entry signage
21. Possible future softball diamond and/or sledding hill



Figure 4.17: Conceptual site plan of Lions Park.

4.3.4. Honors Park

Areas of Focus/Challenges

The most significant challenge facing Honors Park is physical (and ADA) accessibility. Honors Park consists largely of various types of playground equipment (for younger children) and the Town of Cumberland time capsule marker. The park does not provide any dedicated on or off-street parking and there are no sidewalks leading to or between the various play amenities within the park. Additionally, most of the amenities, including slides, playground structures, and swings do not meet current ADA accessibility standards.

In addition to access, the small size of the developed portion of Honors Park (0.25 acres) limits the types of events, programs, and amenities that can be provided there.

Short-term Strategies

Provide Dedicated Parking - To address the challenges with parking, the Town should consider providing dedicated, on-street parking along Saturn Street and Munsie Street. Saturn Street should be prioritized as it is owned by the Town, whereas Munsie Street is owned by the City of Indianapolis. Additionally, the Town can explore the feasibility of partnering with the adjacent church to the east to create a shared parking strategy that utilizes the church's parking lot during non-peak hours. A cross-walk and accessible sidewalk should be provided from any proposed parking area into the park site.

Improve Pedestrian Access - While constructing the on-street parking, the Town should provide a sidewalk from Town Hall to the intersection of Saturn and Munsie Streets, connecting the on-street parking to Honors Park. In addition, a sidewalk should be provided from Honors Park south to its intersection with the Penny Trail.

Increase ADA Accessibility - Despite containing only play equipment, Honors Park is the least ADA accessible park in the system. To make progress towards greater ADA accessibility in the short-term, the Town should upgrade the playground and swings to meet current accessibility standards while also providing an accessible route within the park that connects to each amenity. The Town may wish to consider adding small shade structure adjacent to the playground as well.

Provide Trailhead Amenities - The Town should capitalize on Honors Park's adjacency to the Penny Trail by

making it a dedicated trailhead location through the provision of trail-specific amenities such as a small shelter, water fountains, bike racks, bike repair stations, trail map kiosks, and emergency call stations (if implemented). The Town should ensure that there are several accessible parking spaces adjacent to the trailhead, and accessible routes from these spaces to the shelter and the trail.

Long-term Strategies

Park Expansion - The long-term vision for Honors Park is to expand the park westward onto the approximately 4.4 acres undeveloped greenspace owned by the Town that is adjacent to the Streets and Parks Department facility. Primary uses of the expansion would be flexible green space that could accommodate temporary striping for soccer, football, or softball fields. The open space should also be used to host future recreational programs and special events. An additional picnic shelter should be added east of the creek.

Destination Accessible Playground - The playground should be upgraded to include additional accessible equipment and sensory-based experiences. The Town should consider converting the play surfacing from engineered wood fiber mulch to a stabilized resilient surface, such as rubber tiles or poured-in-place rubber, that is easier to maintain in an ADA accessible condition. As the playground area of the park is improved, the Town may wish to consider opening up views into that space by limiting the fencing to just be around the play equipment.

Honors Park Concept Plan Components

Key park improvements or components at Honors Park include:

1. Improved playground with accessible route
2. Flexible play lawn
3. Trailhead location
4. Honors Park sign and time capsule
5. Seating area
6. Small picnic shelter
7. On-street parking
8. New sidewalk connection
9. Crosswalks
10. Possible shared-parking area
11. Multi-purpose greenspace
12. Bioswale/rain garden
13. Landscape screening
14. Native, low-maintenance landscape plantings (wildflowers, prairie, etc.)
15. Park signage



Figure 4.18: Conceptual site plan of Honors Park.

4.3.5. Wayburn Pocket Park

Focus Areas/Challenges

Wayburn Pocket Park is unique not only in size but in that it does not face many of the same challenges as the other parks. It achieved one of the higher park evaluation scores as part of this assessment with high marks in Access + Linkage and Comfort + Image, yet scored the lowest on Uses, Activities, + Sociability and had the lowest number of visitors per the public opinion survey. Consequently, a focus for Wayburn Pocket Park is finding consistent ways to activate it.

Short-term Strategy

Increasing Usability - The short-term strategies for Wayburn concentrate on simple improvements that better define and activate the space. Relocating the landscape to the edges of the park will allow access to clearly defined flexible turf space that can be used for special events and/or informal gatherings. The addition of affordable, moveable café and/or lounge furniture along the sidewalk and/or within the park space will provide a space for the adjacent residents and/or business owners to sit and eat.

Finding Partners - Sustained activation could be achieved by partnering with the adjacent law firm (who owns the buildings on both sides of the park) or other surrounding businesses to encourage use and activity in the space, either daily or one-off events.

Cost Effective Lighting - The Town may also wish to explore the feasibility of installing overhead carnival lighting (string lighting) over the park space to encourage evening usage and increase visibility.

Long-term Strategy

As the activity level in the park becomes more constant, the long-term strategy should be to expand the hardscape along Washington Street to create a unique urban plaza. Characterized by an overhead structure with string lighting, this new pedestrian scale space provides additional location for moveable seating or programming. Located off Washington Street, the new plaza would help draw users visiting Cumberland's downtown into the park.



Figure 4.19: Photo of Wayburn Pocket Park (2017).



Figure 4.20: Example of carnival lighting and moveable seating. Image Credit:

Wayburn Pocket Park Concept Plan Components

Key park improvements or components at Wayburn Pocket Park include:

1. Concrete plaza with moveable seating and overhead lighting
2. Flexible greenspace
3. Existing sidewalk to remain
4. Improved parking area
5. Expanded entry plaza space w/ parking bollards
6. Ornamental trees (typ.)
7. Landscape planting beds
8. Existing shade tree
9. Existing interpretative exhibit



Figure 4.21: Conceptual site plan of Wayburn Pocket Park.



4.4. future parks

4.4.1. Quantifying the Need

The needs assessment identified that Cumberland should identify strategies to increase its amount of park acreage in order to increase overall level of service (LOS) and to account for any anticipated increases in population. For Cumberland to match Hancock County's current acreage LOS acreage of 7.7 acres of parkland per 1,000 residents, the Town would need to acquire an additional 25 acres of parkland by 2030 to account for anticipated population increases.

Following are several strategies identified to increase the amount of developed park acreage accessible to Cumberland residents.

4.4.2. Strategy - Target Growth Areas

Due to Indianapolis's Unigov restrictions, all future new growth in Cumberland will be in Hancock County, likely focused east towards County Road 600W. As this expansion occurs, the Town should proactively identify and secure land for park development in the targeted growth areas. Doing so will help ensure that the Town's LOS for parkland does not decrease as population increases. In addition, this strategy will also help to provide park spaces that are located close to (ideally within walking distance of) where the growth is occurring.

To help fund the acquisition and development of new park space, the Town should explore the feasibility of implementing a park impact fee.

4.4.3. Strategy - New Parks in Existing Neighborhoods

Another strategy for increasing park acreage is to develop parks within existing developed residential areas. These parks are envisioned to be smaller neighborhood-scale parks located within the fabric of built-out residential areas and would provide amenities that meet local residents' daily needs for recreation and leisure (e.g. walking paths, greenspace, playgrounds, etc.).



Figure 4.22: Welland Park with Cumberland United Methodist Church beyond (2017).

10th Street Park

During the visioning workshop, two (2) neighborhood areas, both identified in the needs assessment as being outside of the level access to most neighborhood park amenities, were selected as potential areas for new parks. The first area is near the intersection of German Church Road and 10th Street on the Town's far west side (hereafter referred to as 10th Street Park). Despite being relatively close to National Road Park, this neighborhood has poor street connectivity to it and falls outside of the ½ mile access to the park. Eastridge Elementary School, though outside of the Town's limits, is located across the intersection from the park and provides potential opportunities for partnership and programming.

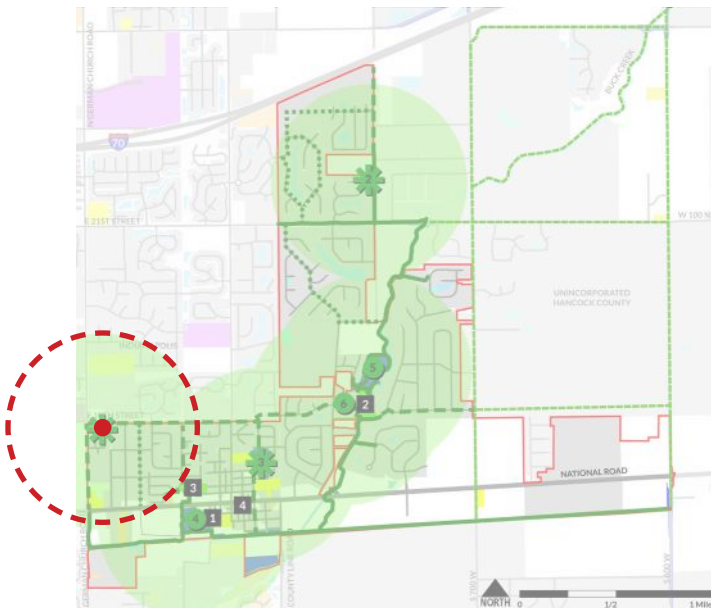


Figure 4.23: Map illustrating 10th Street Park potential location.

21st Street Park

The second site is within the neighborhoods north of 21st Street, one of the furthest locations from the Town's existing park sites. In addition to providing neighborhood-level amenities, this park should seek to connect to the 21st Street Trail which would provide users access to the Buck Creek Trail, Lions Park, and eventually the Penny Trail. The Town should evaluate the availability of undeveloped residential parcels in the Cobblefield neighborhood located at the intersection of Brownstone Court and North Buck Creek Road.



Figure 4.24: Map illustrating 21st Street Park potential location.

Welland Park

Another potential park site, informally referred to as the Welland Park parcel, is located near North Starter Street and is already owned by the Town. This 7.5-acre property is largely undeveloped, and is immediately adjacent to two (2) churches. The only amenities currently on the site are some soft-surface trails (maintained by the Town) which serve as a connector between Starter and Michigan Streets. At least one concept plan for the park was developed in 2012, however, it will need to be revisited to reflect any changes in Town needs and priorities that have taken place since then.



Figure 4.25: Map illustrating Welland Park location.

4.4.4. Strategy – Expand Existing Park Sites

A third strategy for expanding the park system is to opportunistically expand the existing park sites as adjacent parcels become available for acquisition. Doing so presents an opportunity to expand total park acreage while at the same time addressing some of the individual park challenges identified in Section 4.3.

The Town has already begun implementing this strategy at Lions Park by acquiring a strategic residential parcel west of the park. In addition, they have access to over 15 acres of natural areas immediately north of Lions Park that are owned by the Park and Recreation Board. Similarly, the expansion proposed for Honors Park utilizes land already owned by the Town.

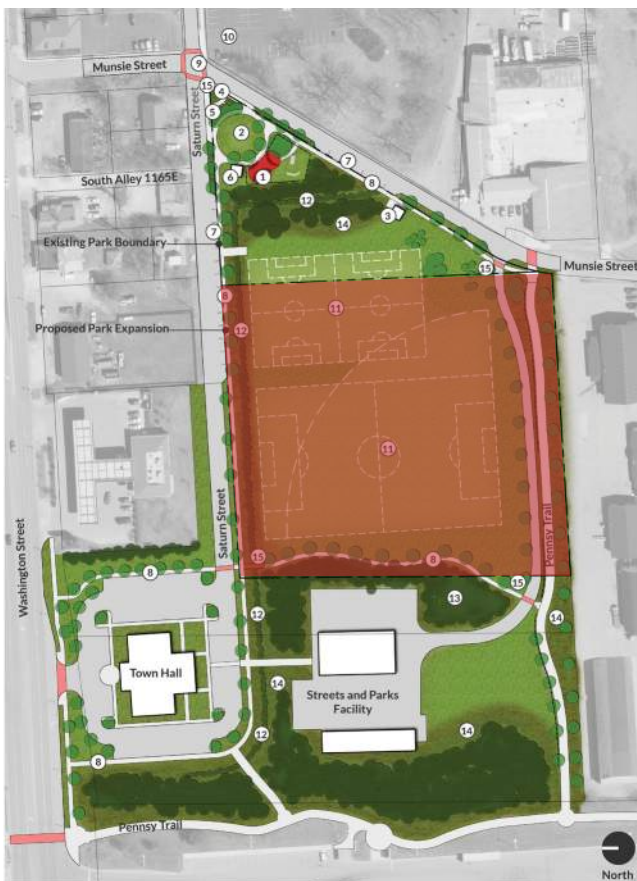


Figure 4.26: Map highlighting Honors Park expansion.



Figure 4.27: Map highlighting Lions Park natural area expansion.



Figure 4.28: Map highlighting Lions Park residential parcel expansion.

FUTURE PARKS + PARK EXPANSIONS

Future Parks

1. 10th Street Park
2. 21st Street Park
3. Welland Park

Park Expansions

4. Honors Park Expansion
5. Lions Park Natural Area Expansion
6. Lions Park Residential Parcel Expansion

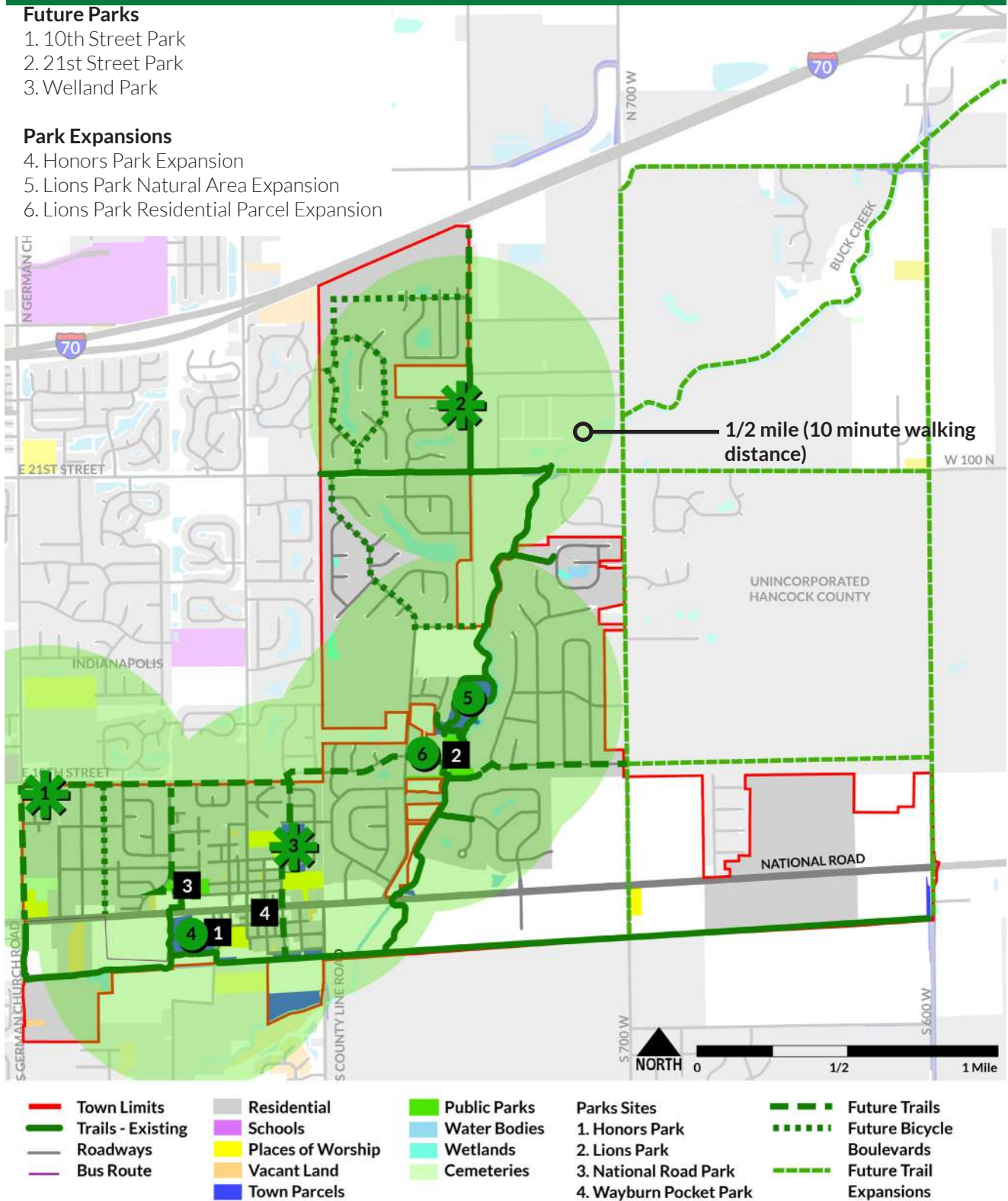


Figure 4.29: Map illustrating future parks and park expansions.

4.4.5. Vision: 30 (additional acres) by 2030

During the visioning workshop, the Town established a desire to increase their park acreage by 30 acres by the year 2030 (“30 by 2030”). Of the strategies referenced, priority should be placed on developing (or providing recreational access to) parcels of land the Town already owns or is owned by a friendly partner (such as the Cumberland Park and Recreation Board). These examples include:

Lions Park Residential Parcel Expansion	8.1 acres
Lions Park Natural Area Expansion	15.8 acres
Honors Park Expansion	4.4 acres
Welland Park Development	7.5 acres
Total New Acreage:	35.8 acres

If these additional lands are accessible to the public and activated (either with amenities and/or programs/ events) they have the potential to add 35.8 acres of new parkland, exceeding the Town’s identified vision goal of adding 30 additional acres by the year 2030.

It should be noted however that all of these parcels are located in the central and/or western portion of the Town. As the town continues to expand to the north and to the east, new park spaces will need to be identified, acquired, and developed in these as new communities are built, regardless of the total, system-wide amount of existing park acreage count.

2017 Level of Service Analysis (LOS) Acreage			
Estimated 2016 Population ^a		5,439	
Cumberland's target LOS by 2030 (acres/1,000 residents)		8.7	
Acres needed to maintain target 2030 LOS		47.32	
	Acres	Actual Acres/1000	Surplus Deficiency
Community and Neighborhood Park Acreage	17.11	3.1	-30
2023 Level of Service Analysis (LOS) Acreage			
Estimated 2023 Population ^b		5,622	
Cumberland's target LOS by 2030 (acres/1,000 residents)		8.7	
Acres needed to maintain target 2030 LOS		48.91	
	Acres	Actual Acres/1000	Surplus Deficiency
Community and Neighborhood Park Acreage	45.41	8.1	-4
2030 Level of Service Analysis (LOS) Acreage			
Estimated 2030 Population ^b		5,960	
Cumberland's target LOS by 2030 (acres/1,000 residents)		8.7	
Acres needed to maintain target 2030 LOS		51.85	
	Acres	Actual Acres/1000	Surplus Deficiency
Community and Neighborhood Park Acreage	52.91	8.9	1

^a U.S. Census Bureau via ESRI Community Analyst

^b Based on a projected 0.66% annual population increase

Figure 4.30: Level of service acreage chart illustrating Cumberland’s 30 by 2030 goal.



4.5. bikeways and trails

4.5.1. Vision

The planning process validated the long-held notion that multi-purpose trails are one of the most important and often used park amenities for Cumberland residents. Anticipating this, the Town has made trail expansion a priority in recent years by completing construction of Phases 1 and 2 of the Pennsy Trail and Phase 1 of the Buck Creek Trail.

During the visioning workshop, guiding principles were established to guide the ongoing development and maintenance of the Town's growing trail network. These goals center around three main ideas: community-wide connectivity, developing a "smart" system, and partnering for implementation.

Community-wide Connectivity

Cumberland's trail network is envisioned to be an interconnected network of nodes and destinations where every neighborhood should have access to - and every park should be linked by - the trail network. The Town established a bold vision for neighborhood connectivity to work to ensure that all residences in Cumberland are within a five-minute walk (along a sidewalk) of a trail. Currently, approximately 50% of the developed residential areas are within a five-minute walk of an existing trail. This analysis does not take into account the presence of a sidewalk within those neighborhoods, as that is data that the Project Team did not have access to at the time of the study.

A "Smart" System

The Town believes that their trail system should leverage new technologies to be as "smart" as possible. An immediate benefit to a smart trail system is increased safety. With fiber as a universal media, cameras and call-boxes can help improve safety - both actual and

perceived - along the system. Additionally, a smart trail system has opportunities for wireless access points, the support of a dedicated parks and trails app with the ability to release real-time information and updates to trail users (such as emergency notifications), digital informational kiosks, and multi-media opportunities for art and education. All these examples expand the trail system experience beyond just recreation. Potential examples of smart experiences include digital versions of the existing "Planets on the Pennsy" signs along the Pennsy Trail and creating nature-based elements along the Buck Creek Trail using lighting and sound.

Partnering for Implementation

As the Town continues to grow, it should leverage this new development to help assist with the funding and implementation of the trail network expansion into these growth areas. This public-private strategy endeavors to ensure that new development or future growth areas are already connected into the larger trail network at occupancy and not retroactively constructed afterwards. To realize this, the Town will need to work to either codify the trail development requirements or work on a case by case basis with developers during the plan approval process, with the former being more sustainable in the long-term.

Role of (Parks) Department

Based on feedback from the Town and participants of the Visioning Workshop, the future Parks Department would participate in and help guide the design and planning of the trail network, whereas the Public Works Department would be responsible for the construction and ongoing maintenance of the system. Funding to support the development and maintenance of the trails system should be included within the Public Works budget.

4.5.2. Trail Typologies + Complete Streets

In order to achieve a safe and robust trail network, a hierarchy of trail typologies should be developed that work together to create a complete trail system across a variety of contexts. Each trail type has advantages and disadvantages and should be selected based on the context of the location, available ROW/easements, and anticipated traffic volume.

Complete Streets

Workshop participants expressed the desire to pursue, wherever road development or improvements take place, the implementation of a “complete streets” policy. Complete Streets are characterized as providing a safe and functional means of transportation for everyone; walkers, bicyclists, and motorists of all ages and abilities. Creating Complete Streets means transportation agencies must change their approach to designing and constructing community roads, ensuring that the entire right of way (ROW) is safe for all types of users. A Complete Streets approach to design helps ensure that every transportation improvement project will make the street network better and safer for everyone while also making Cumberland a better place to work and live (Smart Growth America, 2019).

The design of Complete Streets varies by their context; a Complete Street in a rural area will look quite different from a Complete Street in an urbanized area, however, both should be designed to balance safety and convenience for all ROW users. Common Complete Streets components include:

- Sidewalks
- Designated bike lanes
- Separated multi-purpose trails
- Wide paved shoulders
- Public transit stops
- Frequent and safe crosswalks
- Accessible pedestrian signals and signage
- Narrow travel lanes
- Median islands at crossings

More detailed information on the planning, design, and implementation of Complete Streets can be found at www.SmartGrowthAmerica.org.

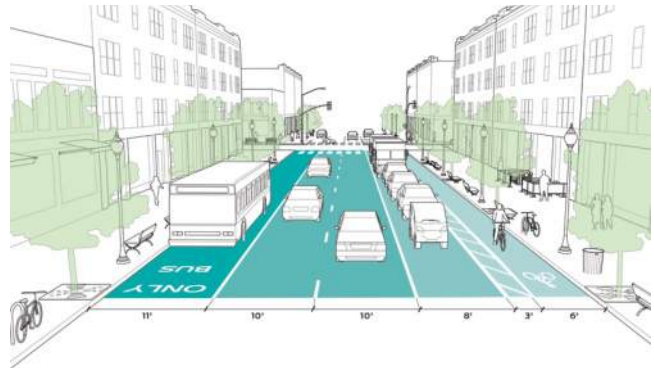


Figure 4.31: Complete Street diagram. Image Credit: NACTO

Trail Typologies

Following are the individual trail typologies identified during the visioning workshop, in order of most preferred (e.g. appeals to the largest possible user group) to the least. While not every roadway section can (or even should) include all of these typologies, together they represent a toolkit of approaches that can be implemented by the Town to help make transportation in Cumberland safer for all users.

Multi-Purpose Trails

Multi-purpose trails are designated paths for both bicyclist and pedestrians that are separated from the roadway. These types of trails tend to be a minimum of 10-12' in width and are not necessarily constrained to following the street network. While multi-purpose trails are perhaps the most ideal for the users, they can be more difficult to implement in areas where existing right-of-way is narrow and/or where land acquisition is will be required.



Figure 4.32: Penny Trail. Image Credit: Town of Cumberland

Cycle Tracks

The National Association of City Transportation Officials (NACTO) defines a cycle track as “an exclusive bike facility that combines the user experience of a separated path with the on-street infrastructure of a conventional bike lane” (NACTO, 2019). Cycle tracks are located adjacent to a vehicular travel lane and are physically protected from vehicular traffic by curbs/ medians, bollards, on-street parking, or pavement striping (of appropriate width). Cycle tracks can be either one-way or two-way, and appeal to a wider user base than traditional bike lanes because of the greater sense of security and comfort provided. Cycle tracks can often be built within existing rights-of-way or street sections; however, the physical separation and increased pavement width result in a higher construction cost when compared to a traditional bicycle lane.

Bicycle Boulevards (SHARROWS)

A bicycle boulevard is defined as a roadway where bicyclists share a drive lane with motorists. These types of “trails” work best on streets with both low-speed and low-volume traffic. They are typically designated with pavement markings and/or vertical signage directing motorists of the requirement that they share the lane with bicyclists. Because bicycle boulevards usually don’t require altering the street section (with the exception of adding signage and markings), they have a significantly lower construction cost when compared to other trail typologies (NACTO, 2019).

Bike Lanes

On streets that have high-volume vehicular traffic, a designated bike lane may be appropriate means for bicyclists to travel. Bike lanes are typically located immediately adjacent to a vehicular travel lane with bicyclists traveling in the same direction as the motorists. Although bike lanes can often be added to existing roadway sections with minimal investment, their immediate adjacency and frequent interface with vehicular traffic results in them appealing to the smallest potential user group (often only serious cyclists who would ride on the road anyway).



Figure 4.33: Example of cycle track. Image Credit:



Figure 4.34: Example of cycle track. Image Credit:



Figure 4.35: Example of bike lane. Image Credit:

4.5.3. Trailheads

A trailhead, for the purposes of this study, is defined as any publicly accessible space that provides users with access to the trail system, dedicated paved parking, and other core trail-related amenities. Regardless of the level of system-wide connectivity, a portion of users will still prefer to drive to a park or other public facility to access the trail system.

At a minimum, trailhead sites should provide users with access to basic trail-related amenities such as trail signage/wayfinding, bike racks, water fountains, pet waste stations, and paved parking.

Trailheads that are located along heavily traveled routes, remote routes, and/or those within larger parks, are good candidates for a larger variety of additional trail-specific amenities such as:

- Bicycle lockers
- Bikeshare stations
- Repair stations
- Air stations
- Vendors/Vending machines (for concessions and bicycle supplies)
- Emergency call stations
- Restrooms

Six (6) primary trailheads locations are proposed:

1. National Road Park
2. Lions Park
3. Honors Park
4. Welland Park (future)
5. 10th Street Park (future)
6. 21st Street Park (future)

In the short term, the Town should focus on adding basic trailhead amenities at its existing park sites that are identified as trailhead locations (all but Wayburn Pocket Park). Examples of these basic amenities include:

- Directional wayfinding/signage
- Pet waste stations
- Water fountains
- A small picnic shelter and table or seating area
- Bike racks
- A bicycle repair station
- Emergency call station (if implemented)



Figure 4.36: Example of a trailhead Image Credit:

Over time, as funds become available and/or larger park system improvements are made, it is recommended that trailhead locations along heavily trafficked routes, those within larger community park spaces, and/or those in more isolated locations also provide (in addition to the basic amenities listed above):

- Dedicated paved parking area
- Public art
- Access to other park amenities (playgrounds, sports courts, etc.)
- Bike rental/share stations
- Access to a public restroom facility
- WiFi hotspot

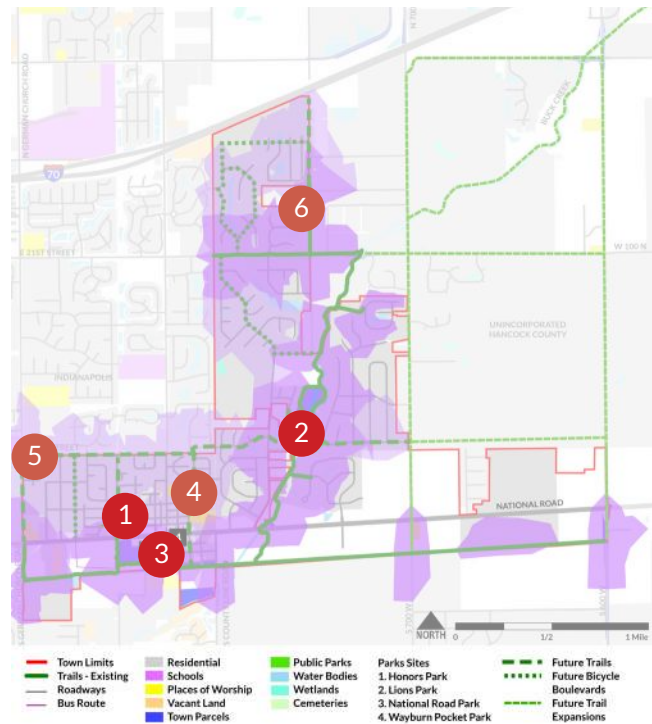


Figure 4.37 Potential locations for trailheads.



Figure 4.38: Informational signage along Penny Trail.
Image Credit: Town of Cumberland

4.5.4. 5-Year Priority Focus

Neighborhood Connectors - Over the last several years, the Town has invested significant funds and effort in developing their primary, arterial trails (Buck Creek Trail and the Penny Trail). In the near term, the Town should focus on providing local connections to the system from existing residential areas, especially those which are high in density and/or have poor roadway connectivity. The Town should focus on providing linkages between the existing communities and trail networks. To limit the amount of land acquisition required for implementation, it's likely that many of the connections within existing neighborhoods will need to be in the form of widened sidewalks and/or bicycle boulevards (provided the traffic volumes and speeds are appropriate for these typologies).

High-Priority New Trail Segments - In addition to the neighborhood connectors, several high-priority potential new trail segments were identified that warrant further investigation, including:

- A new north-south trail segment that would link the Penny Trail to Honors Park, Town Hall, and National Road Park. This segment would continue north past National Road Park eventually following the alignment of Woodlark Drive until its intersection with 10th Street.
- A new trail east-west trail segment along 10th Street/E. Harvest Glen Drive/Oak Boulevard S. which would link the proposed 10th Street Park to the west to Lions Park, the Buck Creek Trail, and the existing neighborhoods to the east.

Trails Master Plan - Although potential gaps in access and future trail routes were considered as part of this park systems planning process, they will need to be further and more thoroughly vetted as part of a town-wide trails-specific master plan. This master plan should seek to:

- Identify/confirm gaps in access based on the adopted vision standard (5-min or ¼ mile walking distance along a sidewalk),
- Identify potential trail expansion corridors and the appropriate trail sections for those corridors,
- Articulate design, construction, signage/wayfinding, and maintenance standards for the trail system (important for both the Town and any private development partners who will participate in trail funding/construction),
- Create a long-range, sustainable capital plan for trail development that coincides with anticipated roadway and/or other infrastructure improvements,
- Identify potential alternative funding sources such as grants, TIF funds, impact fees, etc. to support the ongoing development of the system.

Figure 4.41 illustrates that if the Town builds out the identified high priority trail segments and neighborhood connectors, nearly every existing resident in Cumberland at the time of this study would have access to a trail within a 5 minute – or ¼ mile – walk from their home. For comparable purposes, Figure 4.40 illustrates a 5 minute walk for the existing trail network.

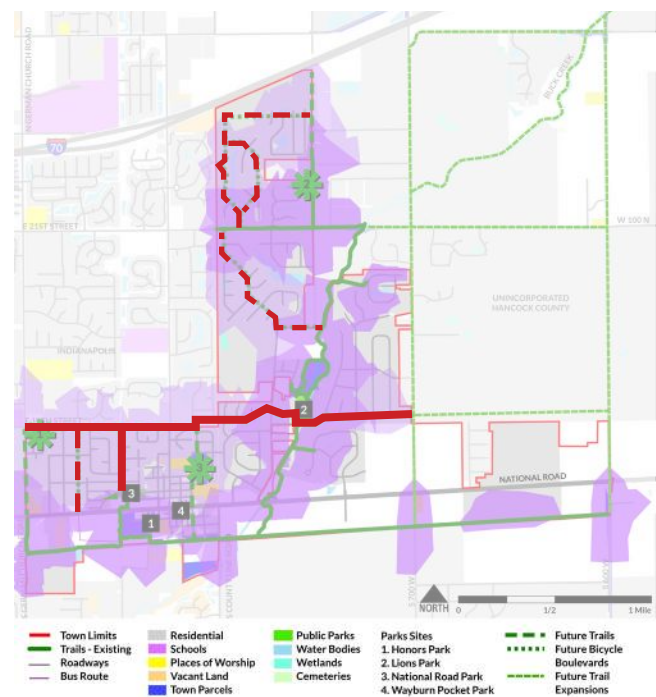


Figure 4.39 Identified high-priority new trail segments and neighborhood connectors.

EXISTING TRAIL NETWORK

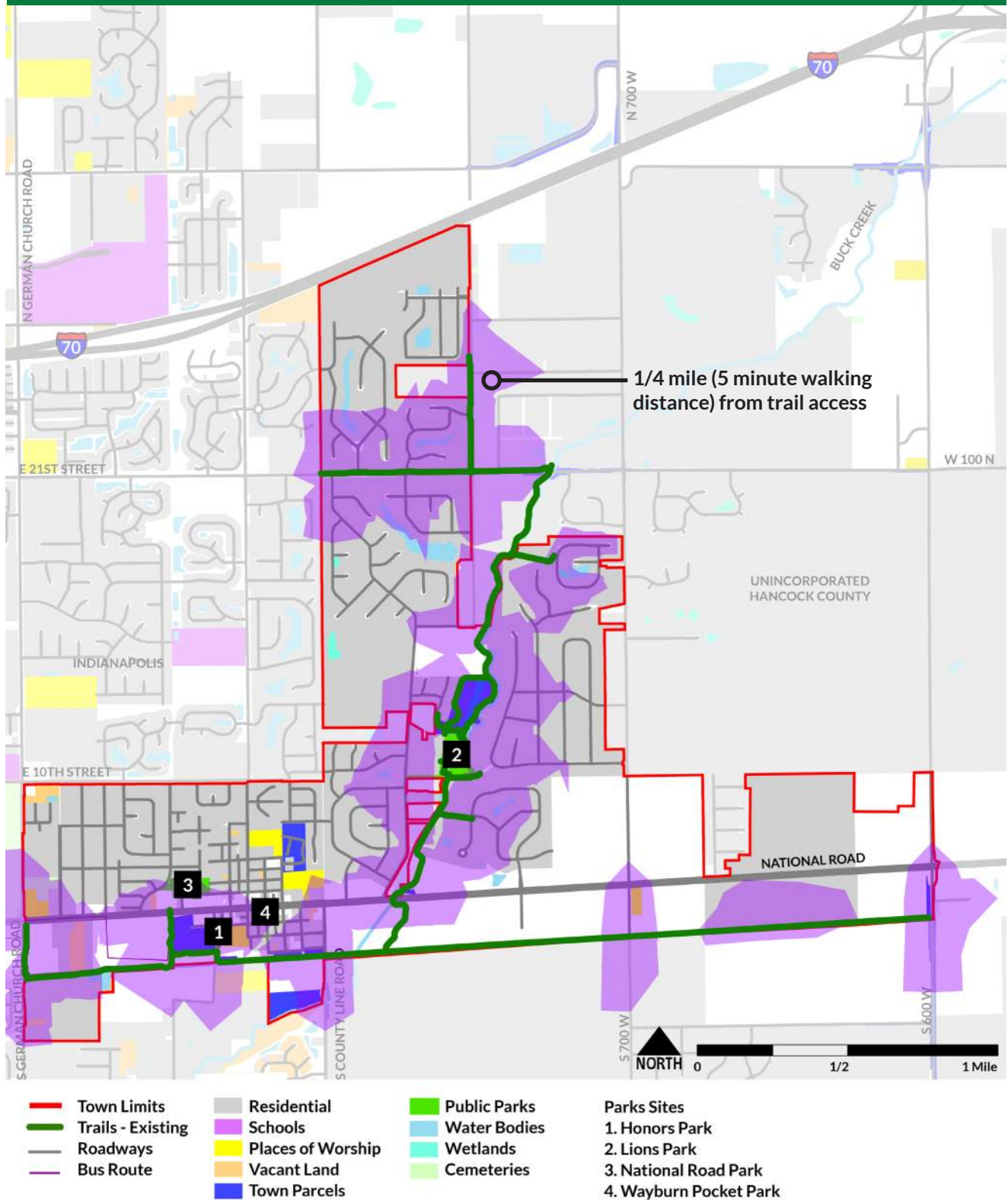


Figure 4.40: Map illustrating a 1/4 mile (approximate 5 minute walk) from existing trail network.

FUTURE + EXISTING TRAIL NETWORK

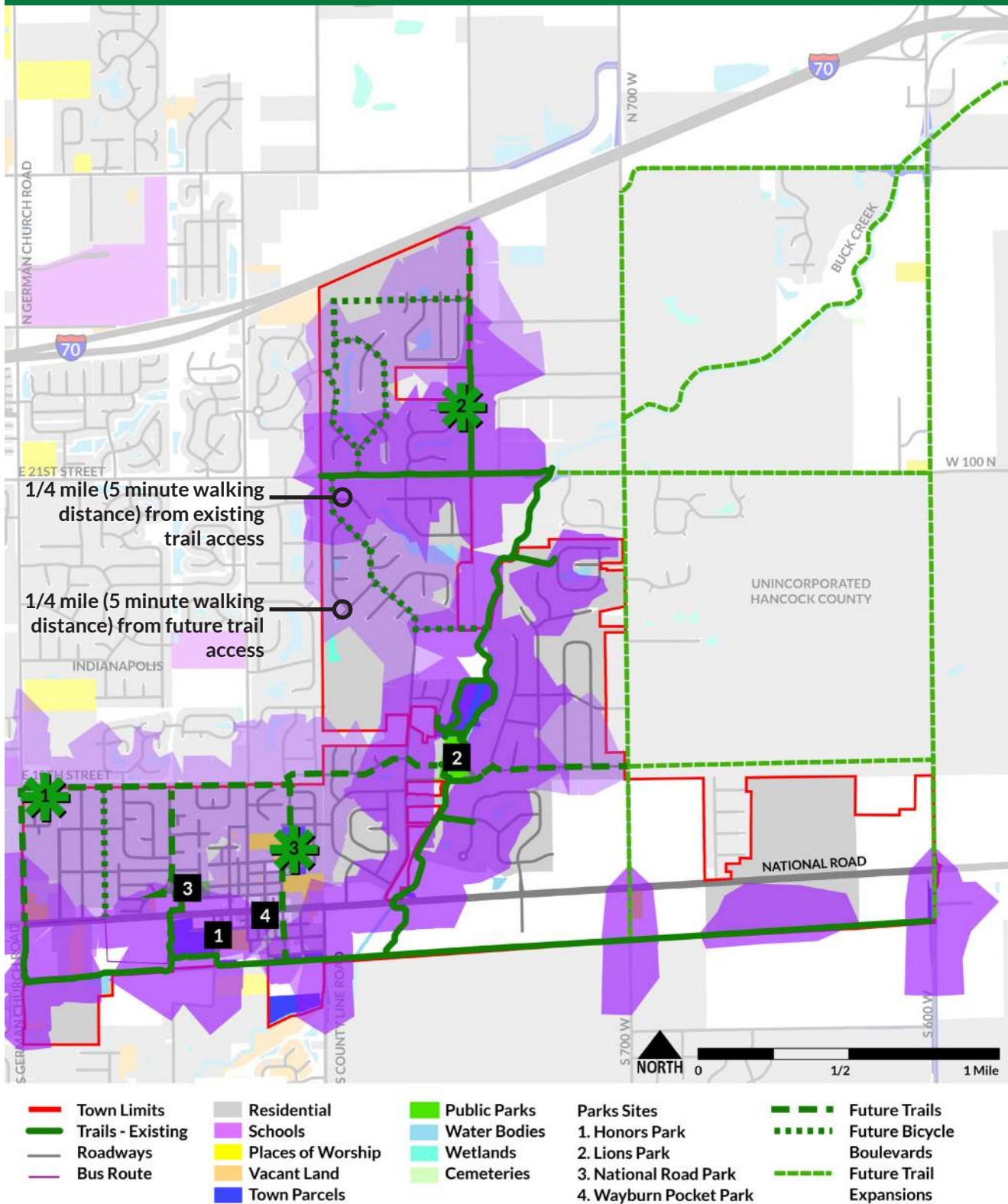


Figure 4.41: Map illustrating a 1/4 mile (approximate 5 minute walk) from existing and future trail network.



4.6. programs + events

4.6.1. Recreation Programs

At the time of this planning process, the Town of Cumberland did not offer any recreational programs. During the visioning process, the Town expressed a desire to explore the feasibility of selectively offering some recreational programs through partnerships with other entities (to be identified). In this sort of arrangement, the Town would assist in the provision of facilities and amenities that other private partners can use to offer programs. These programs would focus on recreation and social-services as opposed to competition-based programs or events. Examples of potential partners that the Town could work with include:

- Churches/places of worship
- Public schools
- Homeowners associations/apartment complexes
- Boys & Girls Club
- Private dance/gymnastics studios/recreation/fitness centers
- Existing local sports or athletic leagues

Potential Location/Hubs

Lions Park, with the recent land acquisitions, serves as an excellent location to start hosting programs. In addition to ample open space, the park offers several picnic shelters plus the two existing structures, which combined, can be used to offer programs year-round. The open greenspace west of Honors Park appears to be sufficiently level and well-drained, making it ideal for recreational play and/or practice field space. The greenspace at National Road Park is too poorly drained to rely upon for recreational programming, however, the existing basketball courts, with some minor improvements, could serve as a location for court-specific programs/events.

4.6.2. Special Events

Special events in Cumberland are the most often attended amenity per the public opinion survey. Cumberland currently holds six (6) recurring events throughout the year, which include (in order of attendance/popularity):

1. Weihnachtsmarkt (December) – Located along US-40 between Musing Street and Starter Street with Wayburn Pocket Park serving as the kids area. The Town Christmas Tree is located in the park.



Figure 4.42: Games during Weihnachtsmarkt (2015).
Image Credit: Town of Cumberland

2. Cumberland Arts Festival (August) – Located down Saturn Street and into the field west of Honors Park. This program is organized by a local church with support from the Town.

3. Brews, Blues, and BBQ (June-September) – Located in the alley at Saturn Street near Honors Park, this event occurs four to five times a year.

4. National Night Out (August) – Located at the Streets and Parks Department facility west of Honors Park, this event is organized by the Town's Police Department.

5. Honors Park Ceremony (October) – This event is located in Honors Park, though it is not offered every year.

6. Farmers Market (April-November) – Independently offered at Town Hall from the Spring through November

Family Fun Day - In the past the Town has previously held Family Fun Day and informal pop-up cook outs. Family Fun Day was a May-June event hosted in National Road Park and appealed to local, lower income families, however it was canceled in part to low attendance. Except for the Farmers Market (which is more representative of a program than a special event), there are no special events that occur in spring months. Given this, the Town may wish to consider the feasibility of restarting the annual Family Fun Day in National Road Park. Doing so would simultaneously activate the park space, raise awareness of residents for its amenities and location, and serve the local neighborhood residents.

Location/Hubs – Nearly all of the existing programs or special events are hosted at or near Town Hall and Honors Park. The Town should evaluate the feasibility of offering programs/events (either new or relocated) at Lions Park, which is envisioned to become the special events hub in Cumberland. Saturn Street Alley and the remaining parks will all become supporting event locations.

Funding - Special events represent one of the largest expenses for the Parks Department, averaging approximately \$60,000 annually. Most of the funds are drawn from the General Fund, and these costs are in addition to the approximately \$100,000 the Town spends annually on capital improvements for parks. The Town currently tries to offset costs of events through sales revenues from tickets, food/beverage, and merchandise.

Fortunately, the 2019 municipal budget will represent the first-time special events will have a designated budget. This dedicated allocation will help contribute to developing a strong event space at Lions Park in addition to continuing to fund the Town's popular events.



Figure 4.43: Cumberland's Farmers Market. Image Credit: Town of Cumberland



Figure 4.44: Family Fun Day. Image Credit: Town of Cumberland

FUTURE + EXISTING SPECIAL EVENT LOCATIONS

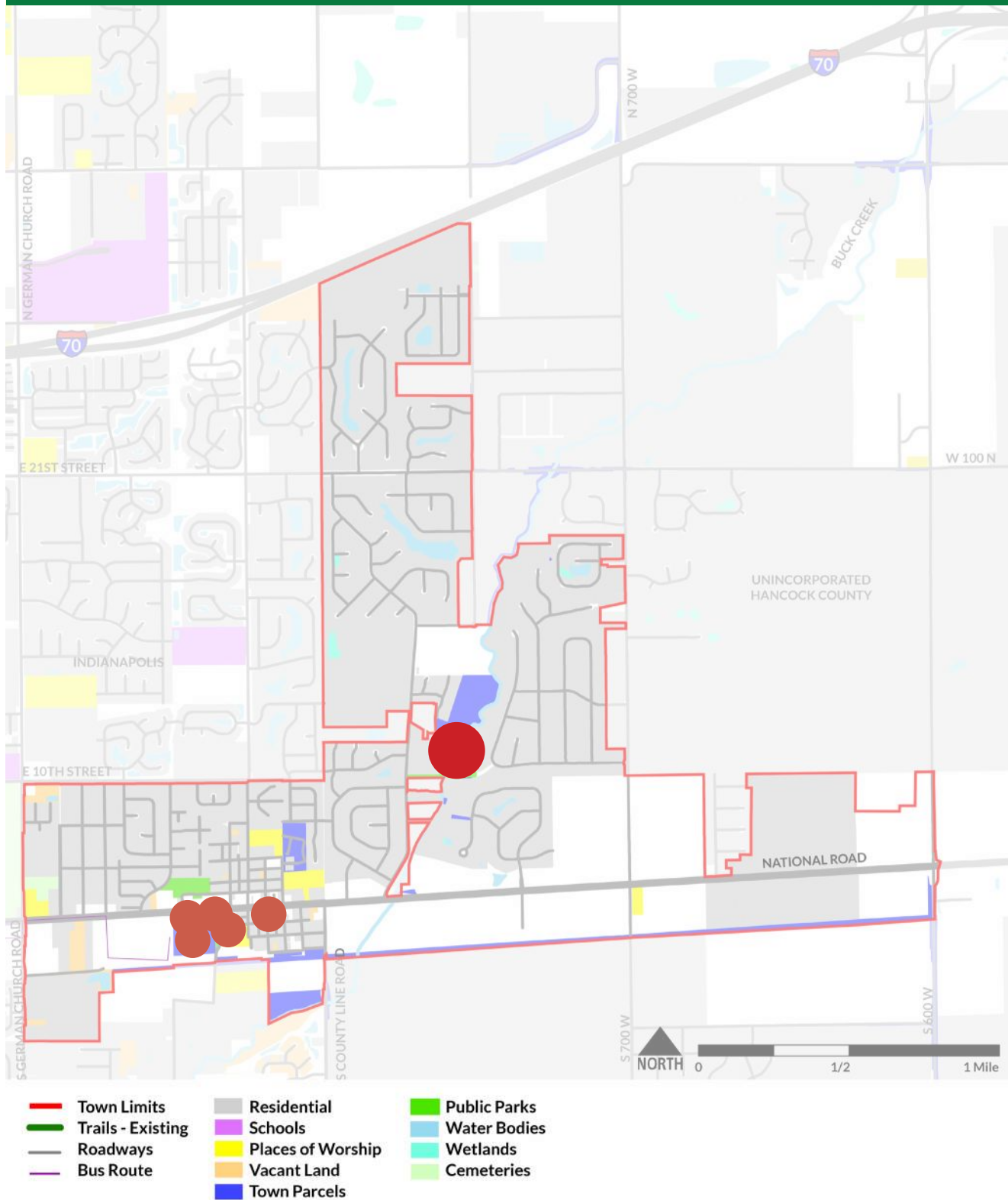


Figure 4.45: Map illustrating future and existing special event locations.

05

action plan



5.1. 2019-2023 action plan

5.1.1. Methodology

As is the case with many communities, the full cost of the long-range Vision articulated in Section 4 of the Master Plan will dramatically exceed the amount of funding currently projected to be available over for the Department in the next five (5) years (2019-2023). As such, the intent of Section 5 of this report is to help craft a 5-year action plan that seeks to meet existing, high-priority needs while at the same time moving the Town incrementally closer to realizing the long-range vision.

During the visioning process, the Town indicated that they have, on average, invested approximately \$100,000 annually in capital improvements; it is assumed that this level of spending will remain consistent over the 2019-2023 fiscal years. For the purposes of this Action Plan, the \$100,000 annual capital budget is exclusive of costs associated with the following:

- Maintenance and operations of the parks and trails system
- Events and programs
- Capital costs associated with new trail development
- Roadway/infrastructure improvements

5.1.2. Approaches to Funding

Given the scale of the vision and the level of need within the existing system, multiple funding mechanisms will be necessary to make a meaningful impact in the near term. The first of these is the traditional, “pay as you go” approach which continues to leverage the existing annual departmental budget for capital improvements. If recent trends in funding remain consistent, this funding mechanism would provide a capital capacity of approximately \$500,000 for fiscal year 2019-2023 in \$100,000 annual increments.

The pay as you go strategy will allow for incremental improvements to the existing system, however, will preclude any projects associated with major infrastructure improvements, utility improvements, and/or new park development. These types of projects, despite being of a high priority in some cases, far exceed the existing annual capital capacity of the Department and will require that the Town seek out a combination of alternative funding mechanisms such as:

- Grants
- Impact fees
- Partnerships with other Town initiatives or budgets
- Sponsorships
- Special assessments
- Parks-specific general obligation bond.

5.1.3. Pay-As-You-Go

The Department’s \$100,000 annual funding capacity for capital projects derived from their municipal budget will allow for incremental, high-priority improvements to the existing system, intent largely on improving access to, the safety of, and amenities within, existing developed park sites. These initiatives are spread across improvements to each of the Town’s four (4) existing park sites:

National Road Park - 5-Year Action Plan					
Recommendation/Initiative	Est. Budget	Target FY	Notes		
Plant native trees in woodland area	\$2,500	2019	Begin reforesting the identified woodland area by planting approximately (40) new native trees (variety of species appropriate for area, one tree per 500 SF; assumed to be 3-gal plant material).	2019	\$15,100
Install 6' sidewalk from Washington Street into park	\$12,600	2019	Install a 6' wide concrete sidewalk that connects the basketball court area to the existing sidewalk network along Washington Street to the south (approx. 280 LF).		
Extend Niles Street west; merge with existing park drive.	\$131,300	2020	Extend Niles Street approximately 350 LF to the west to merge with the existing one-way park access road. Re-sign and re-stripe existing access roadway to be two-way. Provide on-street parking along Niles Street extension to serve park space.	2020	\$131,300
Improve existing basketball courts	\$42,500	2021	Improve the existing basketball courts by filling cracks, resurfacing/stripping the courts, painting backboards, and replacing rims/nets. Fix/improve court and shelter lighting.	2021	\$56,300
New park entry signage - vehicular	\$13,800	2021	Add new park entry/monument signage at existing vehicular entrances to the park (main entrance on Washington Street and Niles Street).		
New park entry signage - trail/pedestrian	\$7,200	2022	Add new park entry signage where existing sidewalks enter the park property (4 locations)	2022	\$7,200
National Road Park 5-Year Subtotal:	\$209,900				
Honors Park - 5-Year Action Plan					
Recommendation/Initiative	Est. Budget	Target FY	Notes		
Improve safety and ADA accessibility of existing playground	\$1,800	2019	Improve the ADA accessibility of the existing main playground area by adding one (1) special-needs swing to the existing swing set, and providing the appropriate depth of EWF safety surfacing beneath the swing set.	2019	\$1,800
Provide on-street parallel parking along Saturn Street	\$27,800	2021	Add seven (7) on-street parallel parking spaces on new pavement (no curb) on the southern side of Saturn Street near the developed portion of the park. At least one (1) space should be ADA accessible. Provide an ADA accessible sidewalk from the parking spaces into the park and up to the intersection of Saturn and Munsie Streets.	2021	\$40,900
Add an ADA accessible walkway from parking into the playground area	\$5,600	2021	Add a 5' wide (min.) accessible walkway from Saturn Street on-street parking to the playground areas (approx. 150 LF)		
Add crosswalks at intersection of Saturn and Munsie Streets	\$7,500	2021	Stripe crosswalks at the intersection of Saturn and Munsie Streets		
New park entry signage - vehicular	\$6,900	2022	Add new park entry signage at the intersection of Saturn and Munsie Streets	2022	\$10,500
New park entry signage - trail/pedestrian	\$3,600	2022	Add new park entry signage where the Penny Trail enters the expanded park site on both the east and west sides.		
Build trailhead near Penny Trail	\$35,400	2023	Develop a trailhead location near where the Penny Trail enters the park site to include a small picnic shelter, water fountain, bike rack(s), bike repair station, pet waste station, (2) picnic tables, and a paved walkway linkage to the trail and/or the playground area.	2023	\$35,400
Honors Park 5-Year Subtotal:	\$88,600				
Wayburn Pocket Park - 5-Year Action Plan					
Recommendation/Initiative	Est. Budget	Target FY	Notes		
Re-organize turf and landscape areas	\$6,300	2019	Create a larger, usable greenspace in the center of the site by relocating the existing shrubs and perennials to the outer edges of the parcel. Install new sod in the greenspace and address any drainage issues that may exist. Install additional supporting shrubs, perennials, and/or groundcover to fill the perimeter beds, mulch all beds.	2019	\$6,800
Install carnival-style string lighting over greenspace	\$500	2019	String consumer-grade (Costco or similar) overhead carnival lights over the new greenspace between the two existing buildings to encourage evening event use and increased visibility.		
Purchase moveable lounge furniture for lawn area	\$2,500	2020	Provide affordable, colorful, and moveable lounge furniture (Adirondack chairs or similar) in the new lawn area and/or along the existing walkways. Allow users to move furniture as desired.	2020	\$2,500
Wayburn Pocket Park 5-Year Subtotal:	\$9,300				

Figure 5.1: Chart illustrating the 5-year action plan items associated with the pay-as-you go funding strategy.

Lions Park - 5-Year Action Plan					
Recommendation/Initiative	Est. Budget	Target FY	Notes	FY Total	
Convert pole barn to events pavilion	\$30,500	2019	Convert pole barn to events pavilion by opening up side walls, adding lighting, clearing out trees and shrubs to create an events lawn area, and building a 10-space gravel parking lot (temporary).	2019	\$65,600
Finalize land swap with adjacent residence	\$0	2019	Town to finalize land swap with adjacent residential owners and re-parcel park property accordingly.		
Add/fix site security lighting	\$35,100	2019	Fix lighting within each of the existing picnic shelters and add five (5) pole-mounted area security lights near the parking lot and shelters.		
Identify and remove invasive plant species from former residential parcel(s)	\$5,000	2020	Identify and remove invasive plant species from newly acquired residential parcels.	2020	\$5,000
Identify and remove invasive plant species from new natural area expansion	\$10,000	2022	Identify and remove invasive plant species from managed natural area expansion parcel.	2022	\$79,100
Add trailhead amenities at southern shelter	\$8,200	2022	Add trailhead amenities near the southern shelter including a water fountain, bike rack, bike repair station, pet waste station, and new picnic tables (3).		
Relocate existing play equipment	\$15,300	2022	Relocate existing playground equipment that is in good condition (and meets current safety code) to the western side of the park, adjacent to the events pavilion. Provide ADA accessible EWF safety surface and an ADA accessible walkway leading to the playground from the parking area.		
New park entry signage - trail/pedestrian	\$7,500	2022	Add new park entry signage where existing trails enter the expanded park property (4 locations)		
Dog Park - Phase 1	\$38,100	2022	Build out Phase 1 of the dog park in its final location by installing the perimeter fencing, double-gated entrance to the dog areas, and a paved walkway leading to the entrance from the existing sidewalk network.	2023	\$42,500
New park entry signage - vehicular	\$12,500	2023	Add new park entry/monument signage at existing vehicular entrances to the park (main entrance and event pavilion entrance).		
Add soft-surface trails to managed natural area (2,000 linear feet)	\$30,000	2023	Install interconnected, soft-surface (#11 stone or similar) walking trails selectively within the managed natural area.		
Lions Park 5-Year Subtotal:		\$192,200			

Figure 5.2: Chart illustrating the 5-year action plan items associated with the pay-as-you go funding strategy.

5-Year Action Plan - Distribution of Capital Funds



Figure 5.3: Charts illustrating the 5-year action plan items distributed among years and park sites.

5.1.4. Partnership Projects

Bikeways and Trails

As noted in the findings from the Needs Assessment, bikeways and trails are one of the most important recreation amenities to Cumberland residents. The Public Works Department is responsible for constructing and maintaining trails in Cumberland, however, the planning and design of those trails should include active participation from the Parks Department.

Given that the Parks Department does not play a capital role in the development of new trails, funds associated with their ongoing development is in addition to the action plan budget proposed in Section 5.1.3.

High-priority trail projects over the next five (5) years include (additional detail on each of these efforts can be found within Section 4.5):

1. Development of a Town-wide Trails Master Plan that includes design, safety, and signage standards,
2. The development of high-priority neighborhood connectors which provide disconnected residential areas with safe access to the existing trail network,
3. The design and development of the 10th Street Trail corridor,
4. Provision of trailhead amenities within existing park spaces (included within the 5-Year Action Plan budget).

Roads and Streets

A number of the identified safety and accessibility concerns associated with the existing park sites can only be solved as part of larger infrastructure improvement efforts such as the relocation of roadways or the improvement of utility infrastructure. This is especially true with both National Road Park and Lions Park where key roadway improvements are required to improve access, safety, and usability. The Parks Department should seek additional funding and operational support for these efforts from the Streets Department and/or other local transportation partners. In addition, the Town should seek to opportunistically leverage already known roadway and/or utility efforts to further the goals and objectives of this plan.

Examples of high-priority park roadway projects include:

- The extension of Niles Road westward through National Road Park, terminating at the existing intersection of Knollridge Lane and Woodlark Drive. This project should also include addressing the drainage and utilities associated with the park space to the north and seek to provide on-street parking available for park users.
- The extension of Buckley Road south through Lions Park, terminating at the existing access roadway to the park space along N. Buck Creek Road.

Plans, Studies, and Policies

The planning process also identified a need for additional plans, studies and policies to fully realize the long-range vision. Many of these items are necessary in the near-term in order to make progress on some of the high-priority improvements within this action plan. Following is a summary of the key studies, plans, or policies recommended, which are broken down into three (3) categories; plans and studies, policies, and operational recommendations.

Plans and Studies

- Develop and adopt a Trails System Master Plan (see Section 4.5)
- Undertake a Park Impact Fee (PIF) study to determine the feasibility and potential return on implementing a PIF.
- Commission a feasibility study to inform the best use of the existing residential structure on the newly acquired Lions Park parcel.
- Develop a management plan for the natural area at Lions Park.

Policies

- The Town should formally develop and adopt a Complete Streets policy aligned with the recommendations of Section 4.5.
- The Town should convert their existing Parks Advisory Council to a traditional Park Board (See Section 4.2).

Operational Recommendations

- The Town should create a separate Parks Department and hire a qualified Certified Parks and Recreation Professional (CPRP) to serve as its Director. An annual capital and operational budget should be established for this Department in accordance with the recommendations contained herein.

5.1.5. Potential Alternative Funding Sources

Smaller improvements and/or projects can more easily be implemented over time within the existing budget structure, however, the system would benefit from the use of additional, alternative funding sources that will increase the Town's capacity for both new capital projects and ongoing maintenance and repair. Following is a brief summary of potential alternative funding sources that should be explored by the Department.

Grants

There are many sources of potential funding through grants, and while considerable time is required to manage these opportunities and respond to their deadlines, the information contained within this report can be useful in submitting for these grants. As part of this planning effort, the Project Team created a list of commonly used grant sources administered by the Indiana Department of Natural Resources (IDNR).

This list is not comprehensive, as the availability of resources at both the state and federal levels are constantly changing. Additionally, there is no guarantee implied that the various Vision initiatives meet all the requirements of each individual funding source. As such, it is highly recommended that the Town employ the services a professional grant writer to assist in the important activity of monitoring and responding to potential opportunities, as the long-term implementation of the Master Plan Vision will likely require them.

State Programs

President Benjamin Harrison Conservation Trust Fund (PBHCTF)

The President Benjamin Harrison Conservation Trust Fund (PBHCTF), formerly the Indiana Heritage Trust, was established in 1992 to assist in the acquisition and protection of lands that represent outstanding natural resources and habitats, or have recreational, historical or archaeological significance. Additional information on funding requirements and amounts can be obtained by contacting the PBHCTF at (317) 233-1000 (IDNR, 2017).

Bicentennial Nature Trust (BNT)

The Bicentennial Nature Trust program was created by the State of Indiana in 2012 to celebrate Indiana's 200th anniversary in 2016. The BNT is designed to encourage local participation, so each project requires a \$1:\$1 match. To ensure availability of funds for a wide

variety of projects across the state, a cap of \$300,000 has been set for the BNT portion of an individual project, which may only be used for the acquisition of land, and not for capital improvements, stewardship, or programming. The BNT Project Committee, responsible for administering the funds, meets on a quarterly basis. The submission deadlines include February 1st, May 1st, August 1st, and November 1st of each year (IDNR, 2017).

Federal Programs

Recreational Trails Program (RTP)

The Recreational Trails Program is a matching assistance program that provides funding for the acquisition and/or development of multi-use recreational trail projects. The Indiana RTP will provide 80% matching reimbursement assistance for eligible projects. Applicants may request grant amounts ranging from a minimum of \$10,000 up to a maximum of \$200,000. Applications are available online or from the Division of Outdoor Recreation and are typically due May 1st of each calendar year (IDNR, 2017).

Land and Water Conservation Fund (LWCF)

The Land and Water Conservation Fund was passed by Congress in 1965 to assist eligible governmental units in the provision of new parks and/or expansions of existing parks through a matching assistance program that provides grants for 50% of the cost for the acquisition and/or outdoor recreation facilities. The Land and Water Conservation Fund grants are available for projects that range from \$10,000 up to a maximum of \$200,000. All applications are available online at the IDNR website, and must be post-marked by June 1st of each calendar year for consideration (IDNR, 2017).

DNR Shooting Range Program

The Department of Natural Resources Shooting Range grant program is an assistance program for the development of rifle, handgun, shotgun, and archery facilities designed to provide the citizens of Indiana with additional and safer places to fire their guns, and train hunter education students. The project sponsor (the City) must fund the upfront cost of the project and will be reimbursed for a maximum of 75% of the expenses incurred for the project per the terms of the project agreement. Applicants may request a minimum of \$10,000 and a maximum of \$100,000. At the time of the application, the project sponsor must have at least 25% of the total project cost available. The local share may include tax levies, bond issues, and/or the or the donated value of cash, labor, equipment and materials (IDNR, 2017).

Additional information on IDNR grants can be found by visiting <http://www.in.gov/dnr/outdoor/8328.htm>.

Park Impact Fees

Given the amount of future residential growth potential in the region, it is recommended that the Town implement a park impact fee (PIF) to help offset the additional burden placed on the Department by new developments and an increasing population. If new developments add additional homes and/or increase population density in currently developed areas, the demand for parks and recreation facilities within those areas will also increase.

Park impact fees are payments required by the Town of new developments to offset the cost of the additional public parks and open spaces which are necessary to support those developments. PIFs help to shift the cost of financing necessary park land acquisition and development from the general taxpaying resident to the primary beneficiaries of the new facilities (those within the new developments). Despite the common sentiment expressed by the private sector, little evidence exists to suggest that impact fees have limited new development (APA, 2017).

An adopted ordinance is required to implement a PIF. The first step of this process would be to hire a specialized consultant to assist in drafting this ordinance, and the cost policy which supports it. It is recommended that the Town begin this process in the next five (5) years, to ensure they capitalize on the greatest amount of redevelopment possible.

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5.2. plan adoption

5.2.1. Final Public Plan Presentation

The final draft version of the 2019-2023 Town of Cumberland Parks System Master Plan was presented to the general public at 6:00 PM on April 8th, 2019. The presentation was led by representatives of the Project Team, and was held at the Town Hall in Cumberland. The public meeting was publicly advertised by the Department in advance, per Town policy.

During the presentation, representatives from the Project Team highlighted the overall planning process, the summarized findings from the Existing Conditions Analysis and Needs Assessment, provided a detailed overview of the overall Master Plan Vision, and detailed the proposed five (5) year implementation and action plan. A copy of the presentation agenda, sign-in sheets, and presentation slides can be found in Section 6.8 of the Appendix.

In total, XX participants representing at least XX different organizations/groups attended the final presentation. Following the conclusion of the presentation, the Project Team remained in the room to answer any questions participants had. Participants were also provided with comment sheets (as part of the agenda) on which comments/questions could be written and provided to the Project Team.

A PDF version of the final draft presentation was also uploaded to the project website where residents review it prior to its formal adoption by the Cumberland Parks Advisory Council.

5.2.2. Park Advisory Council Resolution for Adoption

On April 10th, 2019, the Town of Cumberland Park Advisory Council voted to adopt the 2019-2023 Town of Cumberland Parks System Master Plan, as described herein. A signed copy of the resolution is included on page xxx.

06

references +
appendices



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6.1. commonly used acronyms

AC	Acre	NACTO	National Association of City Transportation Officials
ADA	American Disabilities Act	N.D.	No date
APA	American Planning Association	NRPA	National Recreation and Parks Association
ASLA	American Society of Landscape Architects	NTS	Not to scale
BCSC	Bartholomew Consolidated School Corporation	OPC	Opinion of probable cost
BNT	Bicentennial Nature Trust	PBHCTF	President Benjamin Harrison Conservation Trust Fund
CAAC	The Columbus Area Arts Council	PIF	Park impact fee
CAMPO	Columbus Area Metropolitan Planning Organization	PPS	Project for Public Spaces
CAVC	Columbus Area Visitors Center	ROW	Right of way
CPRD	Columbus Parks and Recreation Department	RTP	Recreational Trails Program
CY	Cubic yard	SC	Steering Committee
DNI	Does not include	SCORP	State Comprehensive Outdoor Recreation Plan
Esri	Environmental Services Research Institute	SF	Square foot/feet
EWF	Engineered Wood Fiber	SFIA	Sports and Fitness Industry Association
FFY	Foundation for Youth	SPI	Spending Potential Index
GIS	Geographic Information Systems	SR	State Road
I-65	Interstate 65	U.S.	United States
IDNR	Indiana Department of Natural Resources	TPL	Trust for Public Land
LF	Linear foot/feet		
LOS	Level of service		
LS	Lump sum		
LWCF	Land Water Conservation Fund		
MI	Mile		
MPI	Market Potential Index		



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6.4. appendix i: plan introduction

Note:

This section of the appendix contains supporting information utilized in the creation of, or referenced within, the Town of Cumberland 2019-2023 Parks System Master Plan document. In some print and/or digital versions of this document, the contents of Section 6.4 have been omitted due to length.

A digital copy of the Town of Cumberland 2019-2023 Parks System Master Plan document, containing the full appendices, may be obtained by contacting the Town of Cumberland Public Works Department.

Components within Section 6.4 include:

- **Department organizational chart**



6.5. appendix ii: existing conditions

Note:

This section of the appendix contains supporting information utilized in the creation of, or referenced within, the Town of Cumberland 2019-2023 Parks System Master Plan document. In some print and/or digital versions of this document, the contents of Section 6.5 have been omitted due to length.

A digital copy of the Town of Cumberland 2019-2023 Parks System Master Plan document, containing the full appendices, may be obtained by contacting the Town of Cumberland Public Works Department.

Components within Section 6.5 include:

- **Completed park site evaluation forms,**
- **ADA Transition Plan - park evaluations,**
- **Programs database (raw data).**



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6.6. appendix iii: needs assessment

Note:

This section of the appendix contains supporting information utilized in the creation of, or referenced within, the Town of Cumberland 2019-2023 Parks System Master Plan document. In some print and/or digital versions of this document, the contents of Section 6.6 have been omitted due to length.

A digital copy of the Town of Cumberland 2019-2023 Parks System Master Plan document, containing the full appendices, may be obtained by contacting the Town of Cumberland Public Works Department.

Components within Section 6.6 include:

- **Kick-Off Workshop sign-in sheet, agenda, minutes, and presentation slides,**
- **Community input meeting sign-in sheet(s), agenda, presentation slides,**
- **Stakeholder interviews/focus groups talking points sheet, sign-in sheets, and notes,**
- **Copy of the public opinion survey questionnaire and raw survey data.**



6.7. appendix iv: master plan vision

Note:

This section of the appendix contains supporting information utilized in the creation of, or referenced within, the Town of Cumberland 2019-2023 Parks System Master Plan document. In some print and/or digital versions of this document, the contents of Section 6.7 have been omitted due to length.

A digital copy of the Town of Cumberland 2019-2023 Parks System Master Plan document, containing the full appendices, may be obtained by contacting the Town of Cumberland Public Works Department.

Components within Section 6.7 include:

- **Visioning Workshop sign-in sheets, agendas, and presentation slides,**
- **Opinion of probable cost database: full, long-range vision.**



6.8. appendix v: implementation

Note:

This section of the appendix contains supporting information utilized in the creation of, or referenced within, the Town of Cumberland 2019-2023 Parks System Master Plan document. In some print and/or digital versions of this document, the contents of Section 6.8 have been omitted due to length.

A digital copy of the Town of Cumberland 2019-2023 Parks System Master Plan document, containing the full appendices, may be obtained by contacting the Town of Cumberland Public Works Department.

Components within Section 6.8 include:

- **Implementation Workshop agenda, sign-in sheets,**
- **Final Draft public presentation agenda, sign-in sheets, and presentation slides.**

