

CITY OF

# Roseburg

COMPREHENSIVE PARKS MASTER PLAN

ADOPTED  
APRIL 2008



# ACKNOWLEDGEMENTS

## **ROSEBURG CITY COUNCIL**

Larry Rich, Mayor

Mel Cheney, Ward One

Verna Ward, Ward One

Steve Tuchscherer, Ward Two

Tom Ryan, Ward Two

Rick Coen, Ward Three

Chris Spens, Ward Three

Stacey Crowe, Ward Four

Susie Osborn, Ward Four

## **ROSEBURG PARKS COMMISSION**

Stacey Crowe, Chair

Kyle Bailey

Ron Beach

Jeff Bright

Scott Gilley

Leila Heislein

Steve Kaser

Larry Oatney

Dick Swartzlender

## **COMMUNITY ADVISORY COMMITTEE**

Kyle Bailey, Parks Commission Representative

Gardner Chappell, Douglas County Museum of Natural History

Lance Colley, Roseburg School District

Stacey Crowe, Roseburg City Council Representative

Jim Dowd, Douglas County Parks

Jean Krutz, Roseburg Visitor Center

Gary Leif, Roseburg Area Chamber of Commerce

Robert Milton, Central Douglas County YMCA

Kermit Reich, Veterans Administration

Merrill Taggart, Umpqua Bank

Diana Wales, Umpqua Valley Audubon

Richard Weckerle, Central Douglas County YMCA

## **CITY STAFF**

Eric Swanson, City Manager  
Nikki Messenger, Director, Public Works Department  
Fred Alley, Director, Community Development Department  
Barbara Taylor, Park and Recreation Program Manager  
Ron Edwards, Park and Golf Superintendent  
Dick Dolgonas, Community Planner  
Lisa Lanza, Parks and Recreation Program Coordinator  
Clay Baumgartner, Director (past), Public Works Department

## **CONSULTANT TEAM**



MIG, Inc.  
199 E 5th Avenue, Suite 33  
Eugene, Oregon 97401

815 SW 2nd Avenue, Suite 200  
Portland, Oregon 97204

Sally McIntyre, Principal  
Ryan Mottau, Project Manager  
Nell Donaldson  
Heather Kaplinger  
Cindy Mendoza  
Rainbow Colder  
Katy Wolf

# TABLE OF CONTENTS

## CHAPTER 1. INTRODUCTION

Planning Area .....	1
Community Profile.....	2
Park System .....	6
Planning Process .....	9
Public Involvement .....	11
Report Organization .....	13

## CHAPTER 2. PLAN DIRECTIONS

Existing Parks and Facilities .....	15
Greenways and Natural Areas .....	16
Park Partnerships .....	17
Local Park Access .....	18

## CHAPTER 3. PLANNING FRAMEWORK

Park and Recreation Vision: Roseburg in 2030 .....	21
Goals.....	21
Objectives .....	22

## CHAPTER 4. RECOMMENDATIONS

Capital Projects .....	25
Non-Capital Projects .....	53

## CHAPTER 5. PLAN IMPLEMENTATION

Prioritization Criteria.....	55
Priority I Projects .....	57
Financing Plan .....	61

## CHAPTER 6. MAINTENANCE RECOMMENDATIONS

Tiered Levels of Maintenance.....	69
Applying Tiered Maintenance.....	71
Maintenance Funding.....	74

## MAPS

Map 1: Existing Parks and Facilities .....	7
Map 2: Proposed Park System.....	29
Map 3: Proposed Park System in North I-5 Corridor .....	31

**APPENDICES:**

Appendix A. Park & Recreation Inventory

Appendix B. Public Involvement Findings

Appendix C. Community Needs Summary

Appendix D. Park Design Guidelines

Appendix E. Prioritized Capital Projects List

Appendix F. Potential Funding Sources

## I. INTRODUCTION

The City of Roseburg has been providing parks for its residents since the early 1930s, when it built the first three of its existing sites: Commercial Street, Thompson, and Laurelwood Parks. Through the years since these first park developments, the City has made consistent efforts to increase its inventory and keep pace with growth, adding a number of sites in the 1960s and completing its most recent development, Sunshine Park, in 2001. Today, Roseburg’s system encompasses over 300 acres of park land. The system includes 19 parks and numerous facilities, which provide a wide variety of recreation opportunities and serve residents of Roseburg and visitors from throughout the region.



This plan was developed to guide the City of Roseburg in continuing to provide quality parks and recreation facilities that meet the needs of its population over the next two decades. More than 700 community members participated in the planning process through an array of public involvement opportunities. The needs and priorities they expressed form the basis of the goals and recommendations articulated in this plan.

## PLANNING AREA

The City of Roseburg is located on the banks of the South Umpqua River in southern Oregon. Roseburg is the county seat of Douglas County and the 22nd largest city in the state. It is 120 miles from the California border and approximately 70 miles from the nearest major city of Eugene, Oregon. According to the U.S. Census Bureau, the city itself spans 9.4 square miles. It is bordered largely by suburban development, leading to rural unincorporated agricultural and timber land. The smaller community of Winchester is found to the north, Dixonville to the east, Green to the south, and Melrose to the west.

The city’s Urban Growth Boundary (UGB) defines the planning area used in this study. The UGB extends beyond the city limits, encompassing areas around the city’s fringes and to the north along the I-5 corridor. The UGB has not been significantly altered since its establishment in 1982.

## COMMUNITY PROFILE

Roseburg serves as a prime regional trading center and the only city in Douglas County with significant medical, commercial, social, and recreational services. It is home to two hospitals and regional offices for both the state and federal governments. Roseburg also supports major retailers and the two largest shopping centers in Douglas County.

## POPULATION

According to the U.S. Census Bureau, the 2000 population of the City of Roseburg was 20,017. The Roseburg North Census-Designated Place (CDP) housed an additional 5,473 residents, bringing the total for the combined area to 25,490. The combined population is essentially the total population residing within the current urban growth boundary. This represents a 6.8% increase from ten years prior, when the population of the community numbered 23,863. Roseburg’s recently completed Buildable Lands Inventory credits the urban area’s recent population growth to a combination of factors: an influx of retirees, a county-wide trend towards urbanization, and shifts away from a resource-based economy. The Buildable Lands Inventory reports that over the past two decades, the percentage of Douglas County population living in Roseburg has increased from 17.8 to 19.9%.

Douglas County population analyses predict that this trend will likely continue (Figure 1). Population projections from the Buildable Lands Inventory project an increase in growth rate for the next 20 years. This increased growth rate (2.5% annually) will produce a 2027 population projection of 49,649 for the City of Roseburg and the CDP combined. This represents a 94.8% increase from the 2000 population figure.

FIGURE 1: POPULATION PROJECTION, ROSEBURG AND NORTH ROSEBURG CENSUS DESIGNATED PLACE					
Population	1990	2000	2010	2020	2027
Roseburg and North Roseburg CDP	23,863	25,490	31,863	39,828	49,649

Roseburg’s dramatic growth projections have many implications for the future of parks and recreation in the planning area. First, as the community becomes more urban, additional park acreage

and recreation facilities, especially those that serve developing neighborhoods, will be needed.

Simultaneously, pressure to develop residential areas in some of the city's most valuable undeveloped areas, such as its ridgelines, may heighten. It can also be assumed that with growth, sites appropriate for park development will decrease in quantity and increase in cost. Opportunities to build park sites in older neighborhoods that currently lack adequate green space will likely become scarce. Therefore, proactive park and recreation planning for the City of Roseburg is critical, and is also a goal of the Roseburg Comprehensive Plan.

These population projections are consistent with the Buildable Lands Inventory and the City's comprehensive planning efforts. However, it is difficult to estimate future growth, which is dependent on many factors. Therefore, the recommendations in this plan were developed to allow incremental implementation as growth occurs.

## AGE

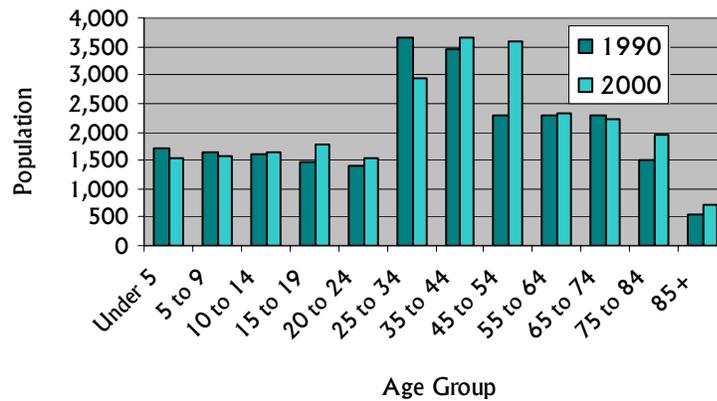
In 2000, the U.S. Census Bureau reported that the largest percentage of Roseburg city and CDP residents (14.4%) was between the ages of 35 and 44 (Figure 2). An additional 14.1% were between the ages of 45 to 54. 25.5% of Roseburg residents were under the age of 19 in 2000, reflecting the large number of families in the community.

In 2000, the median age in the City of Roseburg was 39.2; in the Roseburg North CDP, it was 43. Age trends show that, since 1990, older age groups are growing the fastest, relative to other age groups in the community. In the period from 1990 to 2000, the 45 to 54, 75 to 84 and 85+ age groups grew by 57%, 31%, and 37% respectively. This aging trend is consistent with demographics of the state and the country as a whole. It also reflects the Roseburg area's increasing popularity with retirees.

Even with a growing proportion of older Roseburg residents, the size of youth and family-age groups should ensure that participation in family-oriented activities remains high in Roseburg over the course of the planning horizon. However, the increasing proportion of aging adults will also create a need for facilities and programs directed at older residents. Roseburg is in

an ideal position to capitalize on the growing trend toward active recreation and volunteerism for older adults. Roseburg may also have an opportunity to provide recreation specifically aimed at retired residents.

**FIGURE 2: ROSEBURG CITY & CDP  
POPULATION BY AGE (1990-2000)**



### ETHNICITY & LANGUAGE

According to the U.S. Census, 93.6% of Roseburg’s population were white in 2000. An additional 3.6% were Latino and 1.2% were Native American, with the remainder being a combination of Asian American, African American, Native Hawaiian, and other ethnicities. Both the Latino and African American populations in Roseburg have shown recent growth—during the 1990s, the community’s African American and Latino populations grew by approximately 61% and 33% respectively. Even with these increases in size, both populations still constitute a minority in Roseburg.

In 2000, 2.1% of the community’s population had been born in a country outside the United States. The majority of these were from Asia, other North American countries, and Europe. That year, 4.2% of the population over the age of five spoke a language other than English in the home. Of those, 55% spoke Spanish and 22.8% spoke other Indo-European languages.

These shifts have several implications in terms of parks and recreation. First, it is likely that, as with the rest of the country,

the City of Roseburg will diversify over the course of the next decade. As this demographic change occurs, the city will need to adapt its services in order to meet the demands of a broader range of residents. This diversification may mean new programming, new staffing, new facilities, and new marketing approaches. Concerted public involvement efforts will be critical to understanding the needs of more diverse populations.

## HOUSEHOLD TYPE

According to the 2000 U.S. Census, two-thirds (62.9%) of Roseburg households were family households and 37.1% of households had no children. Almost 50% of households included married couples; 11.2% consisted of families with female householders; and 30.8% of households contained residents living alone. The average household size was 2.32 in Roseburg and 2.31 in the CDP. The percentage of married family households has decreased slightly since 1990. Meanwhile, there has been a significant increase in householders living alone (17.7%) and families led by single mothers (18.0%). This trend is generally consistent with the aging of the nation's population and the growing number of single-parent families nationwide.

The significant percentage of family households in Roseburg suggests that interest in parks and recreation should remain fairly strong over the next several decades. Again, there may be opportunities for the City to serve the large non-family household population as well, particularly single parents and older residents living alone. Programming and community facilities, such as pools and community centers, will be critical in this effort.

## EMPLOYMENT & INCOME

As in many communities in the Northwest, the City of Roseburg and Douglas County have seen a gradual shift away from the timber industry and a concomitant rise in the service industries over the past several decades. This, coupled with state land use policy and the growing number of retirement-age residents in Roseburg, has led to an increase in Roseburg's prominence as a regional employment center. Most of the jobs and businesses in Douglas County are located within the Roseburg planning area.

The 2000 median income in the City of Roseburg was \$31,250. In the Roseburg North CDP, the median income in 2000 was higher, at \$35,684. Both of these figures grew significantly in the period

from 1990, by 31.6% and 43.5% respectively. Still, the median incomes for both Roseburg and the Roseburg North CDP were well below the 2000 state median of \$40,916.

In 2000, 13.3% of area residents lived below the poverty level. In the City of Roseburg, the rate was significantly higher (15.1%), while in the CDP the rate was significantly lower (9.1%). The City's overall poverty rate was higher than the State of Oregon's (11.6%). The poverty rate decreased in the period from the prior decade, when the rate for the City of Roseburg and the CDP was 14%.

The 2000 Census reported that the largest percentage of Roseburg residents worked in management and professional occupations. Educational, health, and social services comprised the predominant industries for Roseburg employees, at 29.6% (Table 3). Roseburg's job growth appears to be concentrated in the service, professional, and technical occupations. The UGA Study Preliminary Report projects the largest future growth in retail, carpentry, and health-related professions.

The employment and income statistics for Roseburg have several implications for parks and recreation. With such a large proportion of the County's employers based in Roseburg, there may be opportunities to cultivate public-private partnerships, based on initiatives like employee health programs, adopt-a-park programs, or joint park and facility development. The city's median income also suggests that Roseburg might want to explore ways to target parks and recreation services, and their benefits, to lower-income residents.

## **PARK SYSTEM**

At the present time, the City of Roseburg owns and manages 362 acres of park land. The parks range in size from .2 to over 200 acres (Map 1). The park system includes five mini-parks, three neighborhood parks, three community parks, one regional park, four special use areas, and three natural areas/greenways. In addition, the Parks Division maintains beautification areas throughout the city. A complete inventory of park and recreation facilities is included in Appendix A

**City Limits  
Main Map**

**Inset Map**

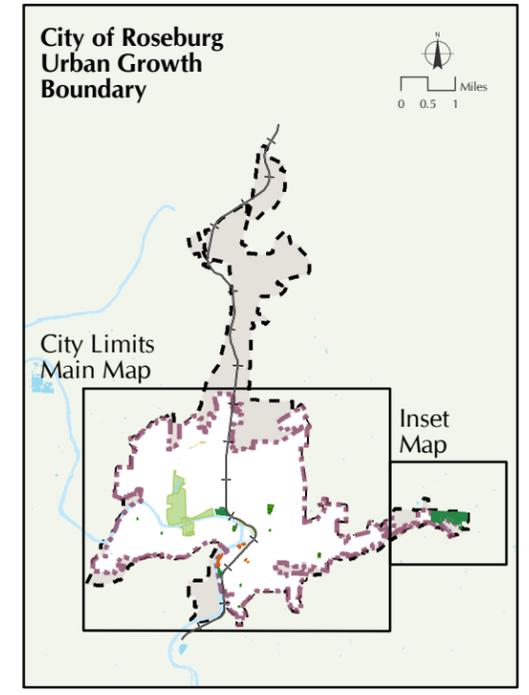
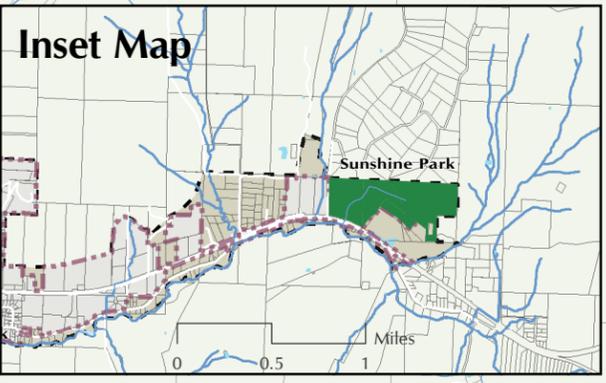
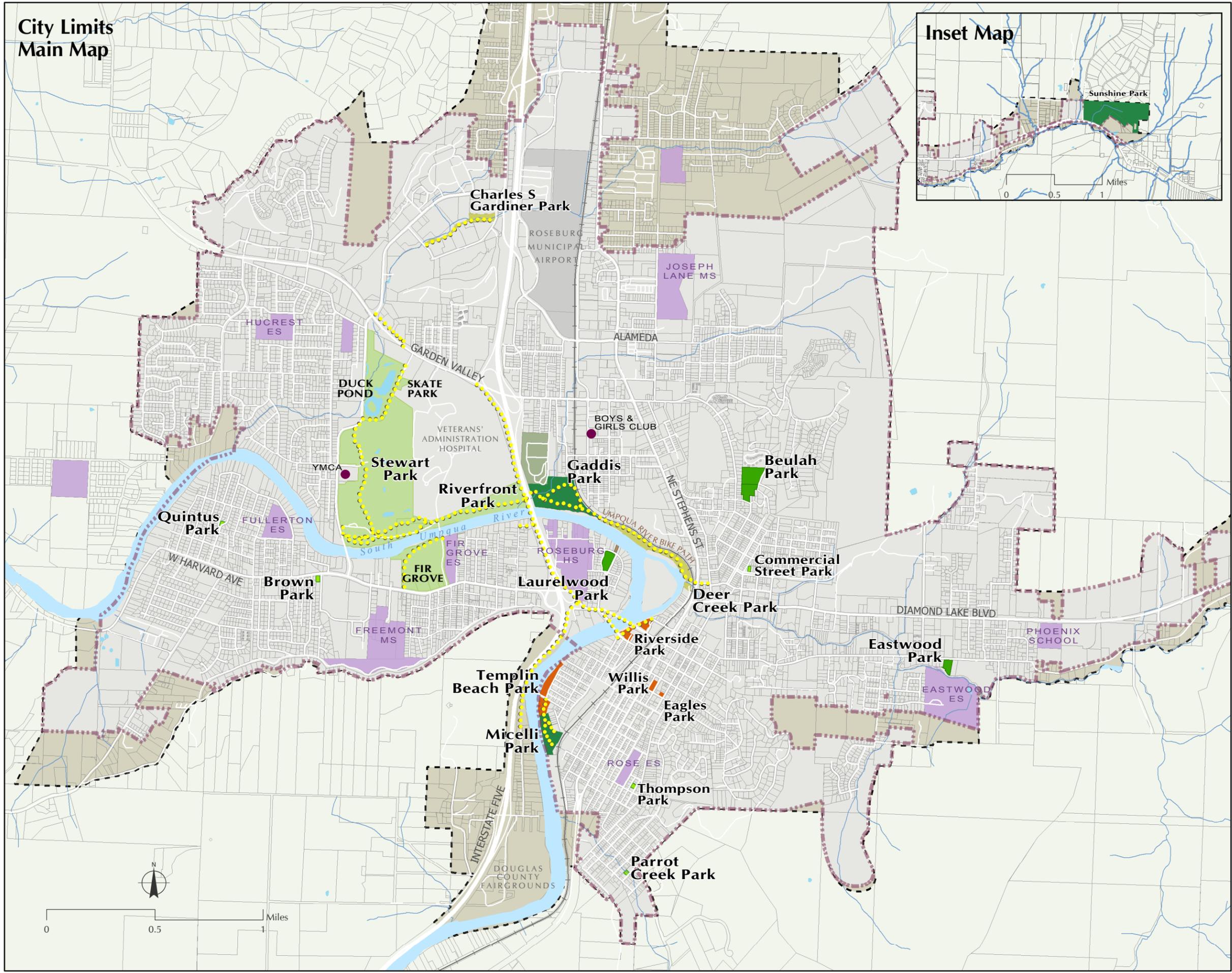


**Parks & Recreation  
Master Plan**

City of Roseburg, Oregon

**Map 1: Existing Parks  
& Facilities System**

- Regional Park
- Community Park
- Neighborhood Park
- Mini Park
- Greenway
- Special Use Areas
- Undeveloped Park
- Existing Bike/  
Pedestrian Path
- Railroad
- City Limits
- UGB
- Stream
- River
- School Property



0 0.5 1 Miles

0 0.5 1 Miles

THIS PAGE HAS INTENTIONALLY BEEN LEFT BLANK

In Roseburg, most existing parks provide service to long-established residential neighborhoods. (Gaddis Park is a notable exception due to its location in a primarily industrial area.) Many of the parks have limited access due to major barriers such as the river, the freeway, and major arterial streets. Steep terrain in several areas of the city not only shortens the distance that people are willing to travel to parks, but also limits opportunities to develop new parks in some areas, since many facilities require a large area with minimal slope.

## **RECREATION FACILITIES**

In addition to providing and maintaining park land, the City of Roseburg is also responsible for the development and maintenance of various recreation facilities within its borders. Currently, the city provides sports fields, other athletic facilities, and various park amenities. Other providers offer aquatic and indoor facilities for use by Roseburg residents.

## **RECREATION PROGRAMS**

Recreation providers in the city include the YMCA, nonprofit and church-based sports leagues, the Boys and Girls Club, Douglas County, and the Special Olympics. While the City of Roseburg does not currently provide recreation programming, it does sponsor a small but active volunteer program, mostly aimed at assisting with park maintenance.

## **PLANNING PROCESS**

The planning process for the Parks Master Plan was designed to take into account the unique historical, demographic, and physical characteristics of Roseburg, along with the recreation needs of the residents who live there. The planning process included four phases, as depicted on the next page.

### **I. RESOURCE IDENTIFICATION**

Phase I included an inventory of existing parks and recreation facilities, a park tour with planning and maintenance staff, and the mapping of resources. It also included initial meetings with the project management team, and the first meeting with the Community Advisory Committee (CAC) that was formed to provide input throughout the planning process. Phase I culminated in an Existing Conditions Summary Report. The existing parks and facility inventory can be found in Appendix A.



## II. COMMUNITY NEEDS ASSESSMENT

Phase II involved significant outreach to the community through a series of public involvement opportunities, which are summarized in the next section. Through these forums, community members identified major park and recreation needs and priorities. Key findings, along with an analysis of parks and recreation facilities, were incorporated into the Community Needs Assessment, completed in January 2008.

## III. ACTION PLAN

Based on the findings of the Community Needs Assessment, a set of recommendations was developed to help the community realize its vision for parks and recreation. These recommendations were accompanied by capital improvement and financing plans, which identified costs and funding sources for proposed park and recreation projects.

## **IV. PLAN DEVELOPMENT**

In Phase IV, all products from the planning process were compiled into the Roseburg Parks Master Plan, which was presented to and reviewed by the Project Management Team, Parks Division staff, the Community Advisory Committee, and the community. When adopted, the final document will guide parks and recreation service delivery in the planning area for the next 20 years.

## **PUBLIC INVOLVEMENT**

The planning process included multiple forums for outreach, including an advisory committee, community survey, a questionnaire, focus groups, and a public workshop. Over 700 residents participated in the planning process. The planning team incorporated this input along with technical analysis to identify the needs and make recommendations presented in this plan.

## **RECREATION SURVEY**

The City of Roseburg conducted a Community Recreation Survey between May and July of 2007 to establish priorities for future improvement of parks and recreation facilities, programs, and services within the community. The survey was administered by mail and designed to obtain statistically valid results representative of households within the Roseburg city limits. Three-hundred thirty two (332) households (including 48 youth) participated in the survey, which was conducted between June and July of 2007.

The majority of the survey was made up of questions about the importance of parks and recreation, the value residents place on facilities, programs and park land, and the types of facilities that are needed. The final portion of the survey includes a list of 50 recreation activities, selected based on Roseburg's geography and community interests, and two questions asking respondents to describe their current and preferred recreation choices. The complete survey instruments, findings, data tables, and write-in responses are available separately as the Survey and Questionnaire Summary Report.

## **QUESTIONNAIRE**

The Roseburg Park and Recreation Questionnaire was distributed on paper to interested groups and to community facilities

including the library. It could also be downloaded and printed from the city's website, or completed entirely online. There were no limits on who could participate in this questionnaire. Two-hundred sixty-one (261) area residents responded to the questionnaire. The vast majority, one hundred fifty-seven (157), indicated that they lived within the city limits.

### **FOCUS GROUPS**

Four separate focus groups were conducted in June 2007 for people in the business community, people in organized athletics, youth, and seniors. A series of questions was asked based on the interests of each group.

### **VISIONING WORKSHOP**

More than 45 community members attended a Visioning Workshop to develop a vision for the future of parks and recreation in Roseburg. The main question that was asked was, "What are the main challenges that Roseburg will face in the next 20 years?" During the workshop, participants were asked to place their ideas for new parks, trails, and facilities on individual maps of Roseburg. This exercise led to an open forum discussion about future park and recreation improvements.

### **SPORTS GROUP QUESTIONNAIRE**

The City of Roseburg distributed a short questionnaire to representatives of the organized sports groups. Representatives from ten different organized sports groups, including Roseburg High School's teams, supplied data regarding their participation patterns and needs.

### **OTHER COMMUNITY INPUT**

The planning team also incorporated input received during the City's neighborhood walks, an ongoing opportunity for residents to provide feedback on city services directly to staff.

## REPORT ORGANIZATION

This report is organized into five chapters and six appendices:

- *Chapter One: Introduction* provides a description of the planning area, details the planning process, and outlines the organization of this report.
- *Chapter Two: Plan Directions* describes the focus of the Parks Master Plan.
- *Chapter Three: Planning Framework* describes the vision for parks and recreation in Roseburg for 2030, and outlines goals and objectives that will facilitate realizing that vision.
- *Chapter Four: Recommendations* presents capital and non-capital projects that will be initiated over the next twenty years to help the City of Roseburg achieve its vision.
- *Chapter Five: Plan Implementation* describes high priority capital and noncapital project costs, and potential funding sources associated with Plan implementation.
- *Chapter Six: Maintenance Recommendations* establishes a method of assigning maintenance dollars to parks and projects maintenance and operations expenditures.

Appendices include:

- *Appendix A: Park and Recreation Facility Inventories* contains complete inventories of parks, open space, and recreation facilities within the Roseburg planning area.
- *Appendix B: Public Involvement Findings* includes summaries of all public involvement opportunities.
- *Appendix C: Community Needs Assessment* summarizes the existing level of service for parks and recreation facilities in Roseburg, along with proposed standards and guidelines.
- *Appendix D: Park Design Guidelines* provides a set of design guidelines for each park type in the Department's inventory.
- *Appendix E: Capital Projects* is a complete list of prioritized capital projects.
- *Appendix F: Potential Funding Sources* includes a description of sources for funding capital and non-capital parks and recreation projects.



## 2. PLAN DIRECTIONS

This chapter presents an overview of key recommendations in this Parks Master Plan. These recommendations reflect the findings of both the public involvement process and the Community Needs Assessment conducted as part of this plan.

The key directions of this plan are:

- *Existing Parks and Facilities:* Improvements throughout the park system will provide benefits to neighborhoods and the community, and build on the current successes of Roseburg’s park system.
- *Greenways and Natural Areas:* Taking full advantage of Roseburg’s central natural feature, the South Umpqua River, as well as the many creeks, ridgelines, hilltops, and significant habitat areas will provide recreation opportunities and preserve the environment for current and future generations.
- *Park Partnerships:* Building on existing partnerships and seeking out new ones will provide the parks and recreation facilities needed by Roseburg residents.
- *Local Park Access:* Adding new park sites and improving trail connections and street crossings will enhance recreation opportunities for people of all ages and abilities.



Each of these key directions is described below along with supporting findings.

### EXISTING PARKS AND FACILITIES

Roseburg has a variety of parks and facilities that provide local residents and regional visitors with diverse recreation opportunities. However, many of the city’s older existing sites are underused or in need of renovation. Some of the most basic amenities in these sites, such as picnic areas, playgrounds, and basketball courts, are showing signs of age and could use significant reinvestment.

This plan recommends enhancements to nearly every park in the system, ranging from minor upgrades to equipment to complete redevelopment based on a new site plan. Site master plans will ensure that improvement projects work together to create the best park possible on that site.

These improvements focus on neighborhood parks that are in need of reinvestment. Complementing these improvements is a series of key additions and modifications to the large, regionally significant parks for which Roseburg has become known.

## RELATED FINDINGS

- Roseburg residents feel that parks and recreation are very important to the quality of life in the city.
- Survey responses indicated that upgrading existing parks should be the highest priority for park expenditures.
- The Community Recreation Survey results also indicated changing needs and desires, including a shift toward opportunities to enjoy nature and the outdoors.
- Public workshop participants emphasized additional trails and playgrounds as the most needed new facilities.

## GREENWAYS AND NATURAL AREAS



Greenways along rivers and creeks have the potential to enhance the natural value of riparian corridors, protect water resources, and provide nature-based opportunities for trail use, including activities such as walking, dog walking, bicycle riding, jogging, bird watching and interpretive/educational hiking.

Roseburg residents clearly enjoy and value nature and the outdoors, especially the South Umpqua River and the city's many creeks. Participants in a majority of the public involvement activities placed a high priority on learning more about their environment, and indicated that they spend time in the outdoors enjoying and observing nature.

This plan recommends developing more direct connections to the South Umpqua River and completing a continuous river bank trail system to the fullest extent feasible. In addition, Roseburg should look to the natural features including the ridges, hilltops, and small valleys that make this a unique place, and acquire rights and property to provide public access to the natural places within the city limits. Significant habitats should be identified and preserved to comply with statewide planning goals. Through these efforts, Roseburg residents will continue to have opportunities to experience the natural environment now and in the future.

## RELATED FINDINGS

- According to the Community Survey, providing opportunities to enjoy nature and the outdoors was the most important benefit of parks and recreation identified by residents.
- Seniors who attended the senior focus groups expressed an interest in bird watching and wildlife viewing.
- Participants in the Community Visioning Workshop and those in the business community focus group expressed interest in environmental programs that would capitalize on Roseburg’s location along the South Umpqua River. They saw opportunities in expanding the existing trail system, and using trails to connect Roseburg’s parks and downtown.
- Trails were one of two top priorities identified by Visioning Workshop participants.
- Residents currently use parks and trails for exercise and to enjoy the outdoors and nature. Walking for pleasure is one of the most common outdoor activities.
- Survey comments reflected a strong need for an accessible multi-use network of trails along the river and in parks.
- A connected trail system along the river was discussed by the business community focus group.
- Public involvement results indicated that access to riverfront areas is important to residents, who noted the need for additional trails and sidewalks in waterfront corridors.
- Natural areas and greenway corridors along ridges and hilltops were suggested to provide scenic and challenging trails and pathways.

## PARK PARTNERSHIPS

Because of limited resources (both land and funding) for parks in Roseburg, active partnerships with public and private entities will be necessary to meet the park and recreation needs of the future. Roseburg’s various public schools provide park-like settings that could be enhanced to serve several neighborhoods without city parks. Recreation focused nonprofit entities, such as the YMCA, the Boys and Girls Club, and the Umpqua Valley Tennis Association, provide additional facilities in or near Roseburg parks that complement and expand recreation possibilities for residents.

This Parks Master Plan identifies the need for additional park sites to create local access to parks and to provide space to

accommodate increasing demand for sports fields and other recreation facilities. In residential areas where undeveloped land is scarce, partnerships with schools are proposed to help meet park needs, maximize tax dollars, and add value to school facilities. The development of school parks can create sites with facilities that not only meet park needs, but also meet school-time recreation needs and provide outstanding environments for learning. This plan also supports the expansion of existing partnerships with organizations such as the YMCA and the Tennis Association to provide and manage high-value and high-cost indoor facilities.

## RELATED FINDINGS

- Workshop participants and community advisory committee members were very supportive of the idea of sharing public facilities.
- Residents supported providing programs (such as after school programs) and indoor facilities (such as the new Boys and Girls Club) through Roseburg's strong network of nonprofit organizations.
- Community needs for park land, sports fields and indoor facilities identified during the planning process are beyond the ability of the City to provide.

## LOCAL PARK ACCESS

In the early established neighborhoods in Roseburg, the neighborhood park is typically within a reasonable walking distance. However, in some neighborhoods, including many of the recently developed areas, there are no convenient park facilities.

The need for park access is based on the assumption that a park should be provided within walking distance of all city residents. Typical pedestrians are willing to walk between  $\frac{1}{4}$  and  $\frac{1}{2}$  mile (5-10 minutes) to reach a park destination.

For pedestrians and cyclists, a variety of physical and natural barriers in Roseburg limit the ease of travel from one area to another. Physical barriers include major streets, railroad and Interstate 5. Natural barriers include the South Umpqua River, un-bridged areas along creeks and streams, and steep hillsides in parts of the city.



Accessibility for people with mobility challenges (ADA accessibility) was identified as an issue to address as well. Existing trails are uneven and inaccessible for wheelchairs and people using walkers, and there is a lack of resting areas with shade and water fountains. Most parks and facilities do not meet current guidelines for accessibility for people with disabilities.

## RELATED FINDINGS

- The Community Needs Assessment identified a number of neighborhoods in Roseburg that are not currently served by parks.
- The senior focus group expressed a strong need for accessible trails connecting parks to neighborhoods.
- Youth are inhibited from participating in programs and visiting parks by a lack of access.
- Trail connections, both providing safer ways to travel to and from parks and as recreation opportunities themselves, were often mentioned.
- Residents see trails as useful mostly for exercise, increasing non-motorized transportation options, recreation opportunities, and to enjoy nature.
- Survey findings show that residents feel that the city should focus its efforts on upgrading existing parks.



### 3. PLANNING FRAMEWORK

The planning framework is made up of a vision statement, goals that support the vision, and objectives for action. A vision illustrates a broad picture of success for the community as served by parks and recreation opportunities. Goals and objectives are statements describing how Roseburg will achieve its vision for parks and recreation. Goals define the broad outcomes to be produced by implementing the Parks Master Plan. Objectives set forth clear directions for providing services and for creating a visionary park system. Taken together, goals and objectives can be a means of measuring the performance in delivering recreation services.



These goals and objectives were developed based on input from staff and community members. The recommendations presented in Chapter 4 of this document include specific actions that should be implemented to achieve the goals and objectives set forth below. All goals, objectives, recommendations, and actions flow from the Roseburg vision for park and recreation services.

#### PARK AND RECREATION VISION: ROSEBURG IN 2030

*Roseburg has a diverse, interconnected parks system that maximizes recreation opportunities through partnerships, utilizing natural assets and building on the City's role as a regional recreation destination.*

#### GOALS

The Parks Master Plan's goals are designed to guide decision-making about the future of Roseburg's park system. Four goals emerged from the public input during the planning process, and establish the direction for the City of Roseburg and this Master Plan. These goals have shaped the recommended projects in this plan, and will aid in decision-making beyond this planning process. These goals include:

- *Maximize Local Resources for Parks and Recreation:* The City of Roseburg will make the most of existing community investments and the financial, staffing, and social capital resources available to maintain and enhance park and recreation opportunities.

- *Enhance Individual and Community Wellness:* Park and recreation projects should create opportunities for active and passive recreation. These activities should promote fitness and develop stronger communities as people recreate together.
- *Promote Enjoyment of Roseburg's Natural Character:* The City of Roseburg will strive to provide publicly accessible natural areas that take full advantage of its waterways, as well as the diversity of topography and habitat present in the city.
- *Provide Diverse Recreation Opportunities:* The City of Roseburg will provide a variety of parks, recreation facilities, and natural areas that engage a broad cross section of the community, including residents of all ages, abilities, and economic and cultural backgrounds. The city will strive to make all parks, facilities and natural areas geographically, physically, socially, and economically accessible to all members of the community.

## OBJECTIVES

These objectives represent a mix of short, medium and long timeframes and are grouped under the relevant goal. The objectives assist in identifying and guiding projects toward the community's vision of an ideal park system. Implementation of these objectives is addressed in Chapter 5 of this plan and will be based on available resources and community priorities.



## MAXIMIZE RESOURCES

*The City of Roseburg will make the most of existing community investments and the financial, staffing, and social capital resources available to maintain and enhance park and recreation opportunities.*

- Involve maintenance staff in the planning and design of parks and facilities to ensure that recreation needs are met in a cost-effective manner.
- Existing local parks will be upgraded to current standards.
- Before new park land is purchased, other publicly owned land (e.g., water division and fire station sites, etc.) will be examined for the potential to share space with park facilities.
- School sites will be improved, in partnership with the school district, to provide park service to underserved neighborhoods and additional recreation facilities to meet future needs.
- Well-established partnerships with other agencies, the business community, and nonprofits, such as the YMCA, will

ensure that the large facility needs of the community are met in the most efficient way possible.

- Coordinate implementation of the Parks Master Plan with the Bike and Pedestrian Plan, including funding to meet park connectivity and safety needs.

## ENHANCE WELLNESS

*Park and recreation projects should create opportunities for active and passive recreation. These activities should promote fitness and develop stronger communities as people recreate together.*

- The trail system will increase opportunities for active transportation including cycling, walking, and skating. Whenever feasible, trails will be ADA accessible to provide trail opportunities for people with disabilities.
- New trail connections, bridges, pedestrian crossings, and street and sidewalk improvements will overcome many of the obstacles created by transportation and natural barriers.
- Community and regional parks will include amenities that attract residents and visitors to use parks year round.
- Sports fields will be provided to keep pace with population growth in Roseburg. Field design will be flexible to accommodate changes in use.

## PROMOTE NATURAL CHARACTER

*The City of Roseburg will strive to provide publicly accessible natural areas that take full advantage of its waterways, as well as the diversity of topography and habitat present in the city.*

- Significant natural areas will be identified and acquired.
- Waterfront greenways will protect riparian resources and provide scenic trail corridors.
- Natural area and greenway sites will be added to the system based on natural resource value, ability to maintain natural wildlife corridors, scenic value in preserving viewsheds and crests, and ability to link to other park sites.
- Parks with natural features such as creeks and hilltops will integrate these important features into their designs.
- Trails and site amenities will be added to natural areas to provide access and enjoyment.

## PROVIDE OPPORTUNITIES

*The City of Roseburg will provide a variety of parks, recreation facilities, and natural areas that engage a broad cross section of the community, including residents of all ages, abilities, and economic and cultural backgrounds. The city will strive to make all parks, facilities and natural areas geographically, physically, socially, and economically accessible to all members of the community.*

- Additional park sites will spread the benefit of local parks to each residential area of Roseburg.
- New play equipment will provide a wide variety of play experiences both within a specific park and between parks.
- A transition plan will guide the redevelopment of parks and recreation facilities to make them more universally accessible and in compliance with the Americans with Disabilities Act (ADA).
- The Roseburg park system will be regionally known for its recreation opportunities. In addition to the high quality sports facilities and trails, natural areas and a variety of recreation facilities will make Roseburg a recreation destination for both residents and tourists.
- Major community facilities, such as community and aquatic centers, may be provided by partner agencies. Whenever feasible, these will be closely connected to park sites to increase the variety of opportunities.

## 4. RECOMMENDATIONS

This chapter includes recommendations for park, facility, and service improvements that were identified during the planning process. These capital and non-capital projects will be initiated over the next twenty years to help the City of Roseburg achieve its vision for the park and recreation system. Specific projects are presented on a park by park basis. In addition, several system-wide recommendations are presented.

### CAPITAL PROJECTS

Many renovations and other capital improvements will be needed in Roseburg’s park system over the next 10-20 years. The capital improvements recommended in this Plan are based on staff input, the observations of the consulting team, and comments provided by Roseburg residents throughout the planning process.

Recommendations in this section are organized by park type and individual park name, and not by implementation priority. Existing parks are discussed first, followed by recommendations for several proposed park sites. This Plan recommends the development of six proposed new neighborhood parks, one proposed community park and nine potential school park sites. Like existing parks, details about proposed sites will be discussed by park type.

The community’s vision for the proposed park system is illustrated in Maps 2 and 3. These maps are a conceptual rendition of the proposed park system, showing both existing park sites and proposed new ones. Proposed neighborhood parks, school parks, community parks, and open space are noted on the maps by a reference number. This number is for reference only and does not indicate priorities for developing park sites. The number appears with one of the following codes to distinguish the type of park that is proposed:

- NP (Neighborhood Park);
- SP (School Park);
- CP (Community Park); and
- OS (Open Space).



Maps 2 and 3 take into account general land-use patterns, the expertise of key city staff, and existing park plans to propose park sites in unserved or underserved areas. The proposed parks and trail connections are conceptual only and do not indicate precise locations. The actual location or alignment for each may be influenced by land availability, acquisition costs, property ownership, community preferences and facility needs when these sites are acquired and developed.

For reference, Table 1 notes the page numbers where recommendations for specific parks can be found.

**Table 1  
Capital Recommendations Locator**

<b>PARK</b>	<b>PAGE NUMBER</b>
<b>Mini Parks</b>	
Brown Park	33
Commercial Street Park	33
Parrot Creek Park	34
Quintus Park	34
Thompson Park	34
<b>Neighborhood Parks</b>	
Beulah Park	35
Eastwood Park	36
Laurelwood Park	36
Proposed Neighborhood Parks	37
<b>Community Parks</b>	
Gaddis Park	37
Joseph Micelli Park	38
Sunshine Park	38
Proposed Community Park	39
<b>Regional Park</b>	
Stewart Park	40
Duck Pond	41
Fir Grove	41
Riverfront Park	42
Skate Park	43

Table 1  
 Capital Recommendations Locator (Continued)

<b>Special Use Areas</b>	
Eagles Park	44
Riverside Park	44
Templin Beach Park	45
Willis Park	45
<b>Natural Areas &amp; Greenways</b>	
Charles S. Gardiner Park	47
Deer Creek Park	47
Umpqua River Bike Path	48
Proposed Open Space	49
<b>Proposed School Park Sites</b>	
Existing Schools	50
Future School Sites	51
<b>Trails</b>	52



**City Limits  
Main Map**

**Inset Map**

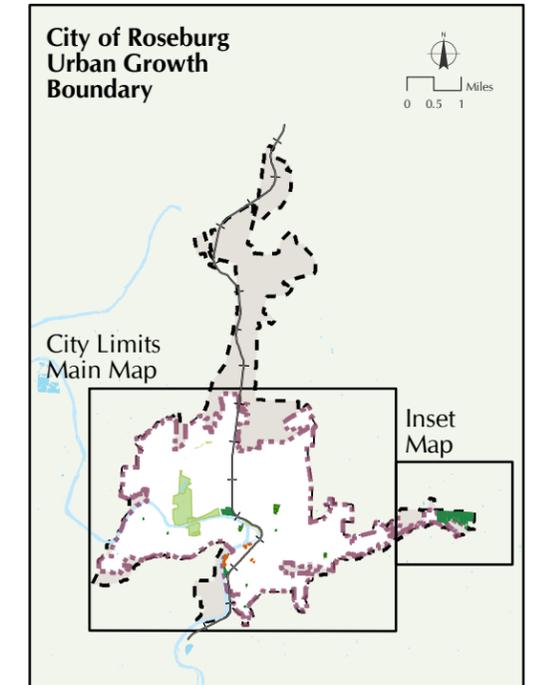
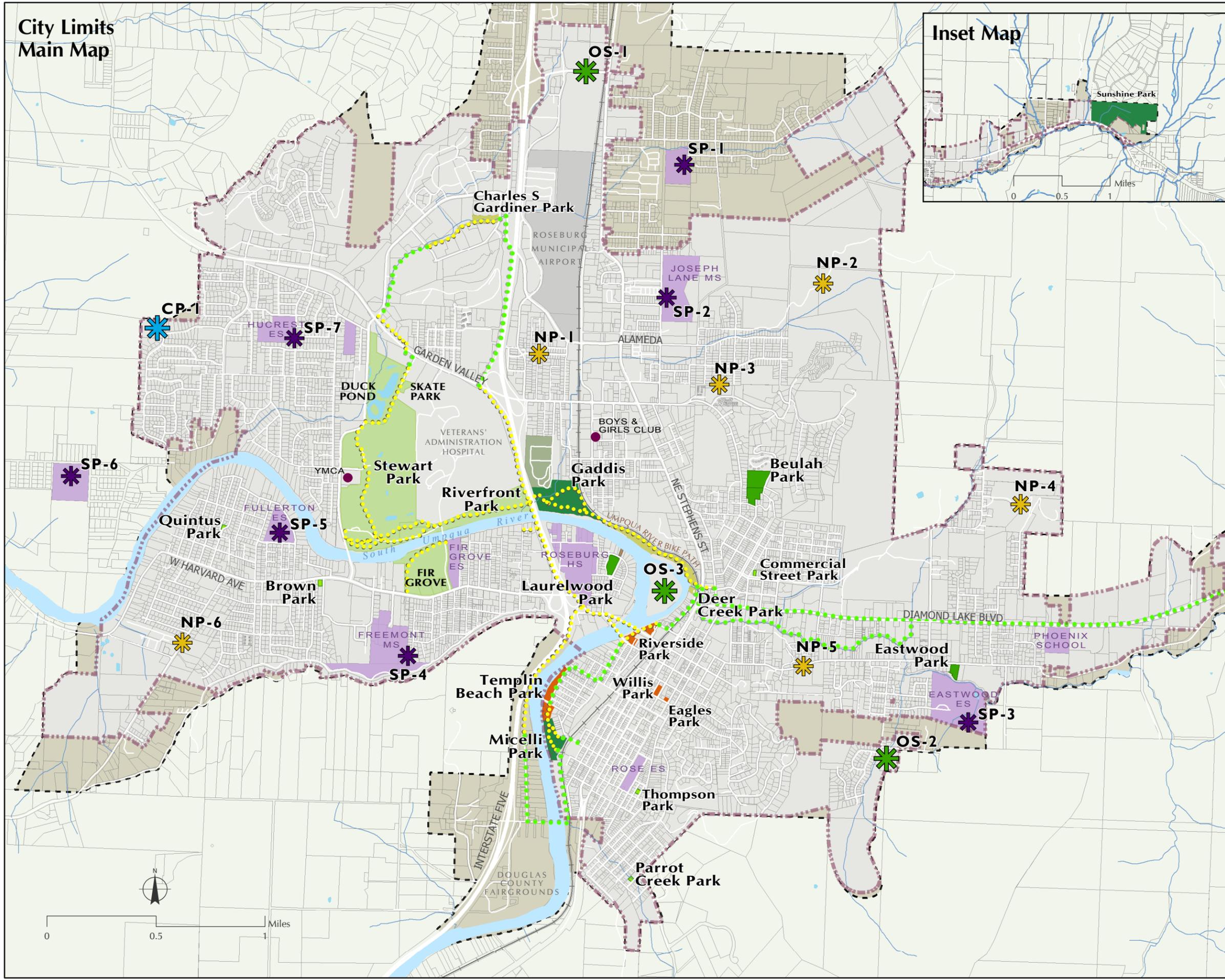


**Parks & Recreation  
Master Plan**

City of Roseburg, Oregon

**Map 2: Proposed  
Park System**

- |  |                         |  |                               |
|--|-------------------------|--|-------------------------------|
|  | Proposed Open Space     |  | Proposed School Park          |
|  | Proposed Community Park |  | Proposed Neighborhood Park    |
|  | Regional Park           |  | Existing Bike/Pedestrian Path |
|  | Community Park          |  | Proposed Bike/Pedestrian Path |
|  | Neighborhood Park       |  | Railroad                      |
|  | Mini Park               |  | City Limits                   |
|  | Greenway                |  | UGB                           |
|  | Special Use Areas       |  | Stream                        |
|  | Undeveloped Park        |  | River                         |
|  |                         |  | School Property               |



THIS PAGE HAS INTENTIONALLY BEEN LEFT BLANK

Northern Urban Growth Boundary

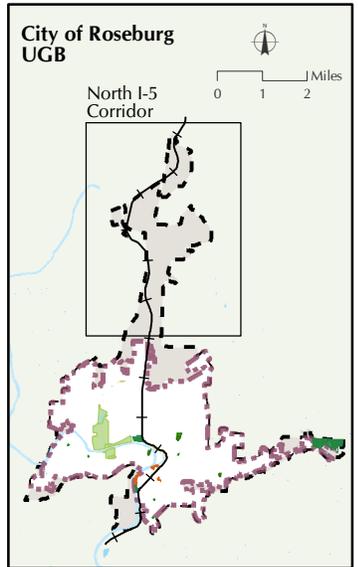
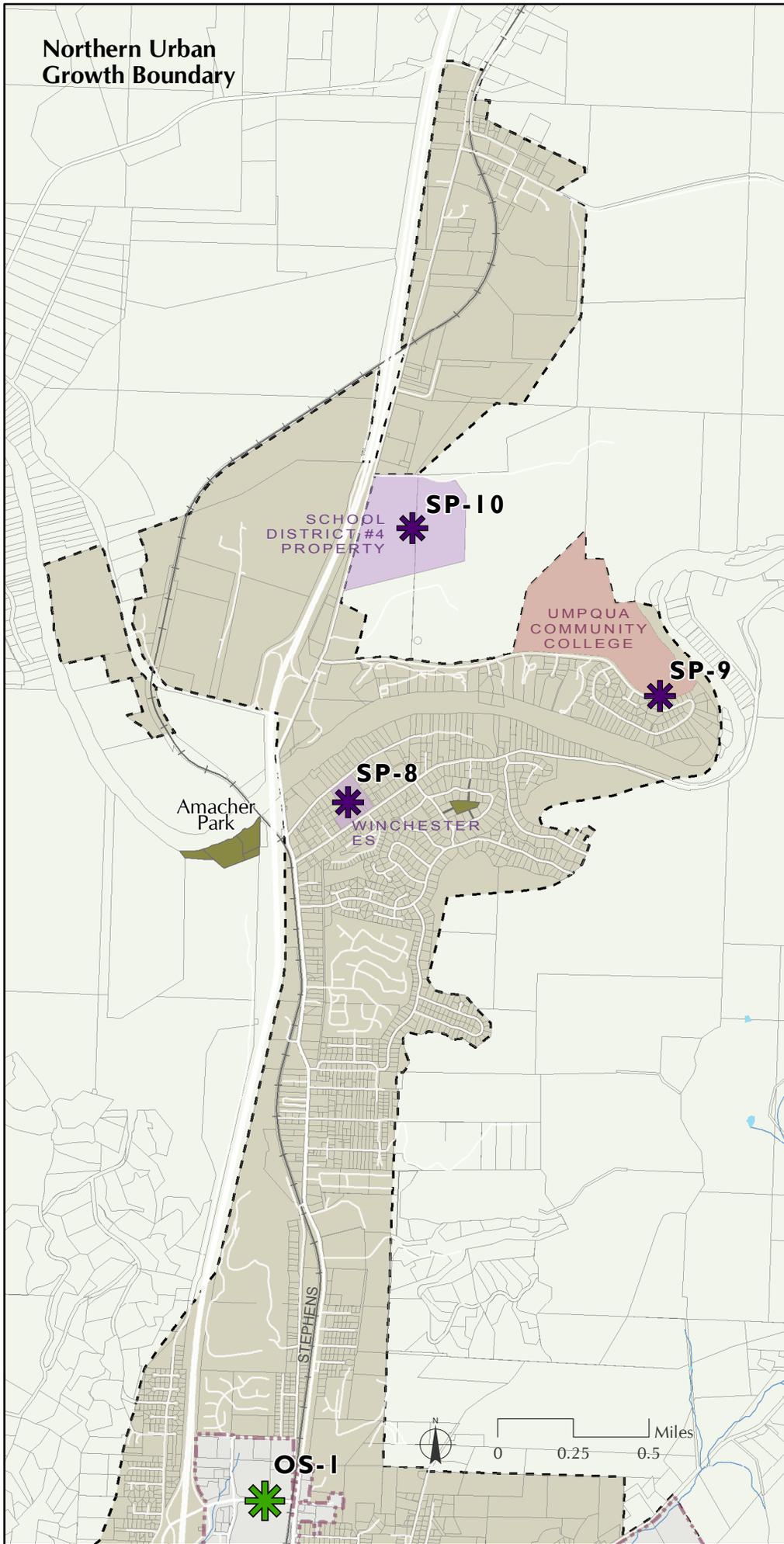


**Parks & Recreation Master Plan**

City of Roseburg, Oregon

**Map 3: Proposed Parks in North I-5 Corridor**

- Proposed Open Space
- Proposed School Park
- Regional Park
- Community Park
- Neighborhood Park
- Mini Park
- Greenway
- County Property
- Special Use Areas
- Undeveloped Park
- School Property
- College Property
- Off Street Trail
- Railroad
- City Limits
- Urban Growth Boundary (UGB)
- Stream
- River



Data Source: City of Roseburg GIS  
March 2008

THIS PAGE HAS INTENTIONALLY BEEN LEFT BLANK

## MINI PARKS

Mini parks in Roseburg are typically located on small lots up to three acres in size. These parks are designed to serve residents within a ¼-mile walking radius or in the immediately adjacent neighborhoods. Mini parks provide basic recreation amenities, like playgrounds, benches, and landscaping. This plan recommends maintaining existing mini park sites, due to the lack of available land to replace them with more fully featured neighborhood parks. No new mini parks are recommended because of their limited capacity to support recreation opportunities. However, in situations with extremely limited land, mini parks may be considered to meet basic park needs.



## BROWN PARK

Brown Park is a very small site located in west Roseburg along Harvard Avenue. This park has a popular playground and other aging recreation amenities. There is an adjacent parcel of land that could potentially be purchased to expand this park. If the park were to be expanded, special attention should be paid to improving access to the site and reorienting the play area away from Harvard Avenue.

Projects at Brown Park include:

- Upgrade the playground with equipment for multiple age groups.
- Monitor the adjacent parcel and purchase if possible.
- Improve crossing at Harvard Avenue at or near the park, paying special attention to the safety and needs of small children, who use this park most.
- Provide internal pathways, site amenities and equipment that are universally accessible, regardless of ability.

## COMMERCIAL STREET PARK

Following the prior Parks Master Plan, this small parcel in east Roseburg was converted from a tennis court to a developed mini park. Play equipment and new site amenities were provided with assistance from Project Leadership. This park has been upgraded fairly recently and does not have many current needs.

The sole project identified for Commercial Street Park is:

- Improve the landscaping at the site to minimize maintenance while keeping the attractive look of the park.



### PARROT CREEK PARK

Parrot Creek Park is the most southern park in Roseburg and the only public recreation facility on that side of the south hills. The bridge adjacent to the park has been upgraded recently. Street improvements have eroded the parks frontage, making the site difficult to identify. Many facilities on the site are aging and also in need of replacement.

This park is immediately adjacent to Parrot Creek, which is currently overgrown and inaccessible. As one of the most remote sites in the system, maintenance at this park is difficult. Future redevelopment of this site should take advantage of the creekside location and consider low maintenance surfaces and equipment.

Despite many site challenges, this park is very important to providing recreation in this neighborhood. No potential new park sites were identified to supplement or replace it. Therefore, the following projects are proposed for Parrot Creek Park:

- Develop site master plan (packaged with other design projects).
- Redevelop park site according to the site master plan.
- Provide internal pathways, site amenities and equipment that are universally accessible, regardless of ability.
- Enhance the creek bed to improve its natural functions and be an attractive, and potentially educational, feature of the park.

Alternately, if a suitable site could be identified, a new neighborhood park in this area would provide better service to the residents of this part of Roseburg.

### QUINTUS PARK

Quintus Park is located in west Roseburg near Fullerton Elementary School. Its facilities are in need of replacement. Replacement of basic facilities is recommended to meet the needs of the surrounding neighborhood.

Recommended projects for Quintus Park include:

- Upgrade the playground with equipment that is appropriate for multiple age groups.
- Replace basketball court and goal.
- Provide internal pathways, site amenities and equipment that are universally accessible, regardless of ability.

## THOMPSON PARK

Thompson Park is located south of downtown Roseburg and just east of Rose Elementary School. The site includes a basketball court and a playground that were recently renovated by Project Leadership. The basketball court currently has one goal, but the full-sized paved court occupies much of the park site.

Recommended projects for Thompson Park include:

- Replace the existing basketball court with a new half-court arc and goal. Uncovered land should be turfed to provide additional sitting/picnicking or informal play areas.
- Provide internal pathways, site amenities and equipment that are universally accessible, regardless of ability.

## NEIGHBORHOOD PARKS

Neighborhood parks are designed primarily for unsupervised, non-organized recreation. Located within walking and bicycling distance of most users, these sites are generally two to five acres in size and serve people within a ½-mile radius. Neighborhood parks provide access to basic recreation opportunities for nearby residents, enhance neighborhood identity, and preserve neighborhood open space. Neighborhood parks often include amenities such as playgrounds, turf areas, picnic tables, and benches. This plan supports neighborhood parks as the preferred basic park type in Roseburg.

## BEULAH PARK

At 6.85 acres, Beulah Park is the largest neighborhood park in Roseburg. Located northeast of town, the park is near the top of a hill with a view of downtown and much of the valley. The largest portion of the site is an undeveloped area going up the hill from a level turf area, which also has a basketball court and play equipment.

The amenities in Beulah Park are outdated and in need of replacement. The hillside views also offer a new opportunity for trails and viewpoints. The projects recommended for Beulah Park include:

- Develop a site master plan (as part of a package of design projects).
- Implement the improvements in the site master plan, which will include replacing outdated elements of the park.



- Provide internal pathways, site amenities and equipment that are universally accessible, regardless of ability.
- Create an internal trail network that takes advantage of the views from the property.
- Develop interpretive signage to enhance the experience of the trails and the park.
- Create a formal viewpoint at the top of the site.

### EASTWOOD PARK



Eastwood Park is located in the eastern-most neighborhoods of Roseburg. This small neighborhood park is attached to Eastwood Elementary School by a trail and bridge over the creek. With only one acre, the park’s small size limits the types of facilities that could be added.

The projects proposed for Eastwood Park include:

- Implement the improvements in the existing site master plan, which will include replacing outdated elements of the park.
- Add play equipment for multiple age groups.
- Enhance trail connections, providing signage.
- Improve the edge of the creek to enhance the natural processes of the creek and provide educational opportunities.
- Provide internal pathways, site amenities and equipment that are universally accessible, regardless of ability.
- Explore opportunities to develop parking for the site.

### LAURELWOOD PARK

Located between Roseburg High School and the South Umpqua River in the Laurelwood Neighborhood, Laurelwood Park has limited access. For this reason, the site only serves this neighborhood area. Residents appreciate the natural, mostly unimproved nature of the park, but several deficiencies should be addressed.

Recommended projects for Laurelwood Park include:

- Develop a site master plan.
- Develop a path to the river via the water line easement.
- Upgrade play equipment to serve multiple age groups.
- Develop an internal pathway system, including a perimeter walking trail.
- Provide internal pathways, site amenities and equipment that are universally accessible, regardless of ability.

## PROPOSED NEW NEIGHBORHOOD PARKS

In order to provide convenient neighborhood park access and to reach and maintain the standard of 0.86 acres per 1000 population, Roseburg will need six additional neighborhood parks by 2027.

Six new neighborhood parks are proposed in this plan, in addition to other park types that also provide neighborhood park amenities, such as community parks and school parks (discussed in following sections). These parks are shown on Map 2 as NP1-NP6.

Recommendations for new neighborhood parks include:

- Identify and acquire sites for six new neighborhood parks.
- Develop master plans for each site, ensuring that neighborhood residents have access to basic recreation amenities.
- Develop each site according to its master plan.

Within the Roseburg Urban Growth Boundary, in North Roseburg, no neighborhood parks exist or are proposed. Due to the terrain and limited land availability, the best opportunities for parks in this area (if it comes into the city limits) are the sites owned by other public agencies such as the schools, college and county parks. Potential school parks are discussed separately in this chapter.

County property in North Roseburg includes Amacher Park and a vacant property surrounded by houses on Thora Circle. Amacher Park is a campground and day use park that serves a different need at a more regional scale. The vacant property at Thora Circle includes three narrow access pathways and has nearly no visibility to the street. This property could provide a trail corridor but is not well suited for a neighborhood park.

## COMMUNITY PARKS

Community parks are planned to provide opportunities for both structured (active) and informal (passive) recreation. Community parks generally include facilities that attract people from the entire community, such as pools, lighted fields and recreation centers, and require support facilities, such as parking and restrooms. These parks may also include significant natural areas and trails. The minimum size of community parks is generally 15 to 20 acres.



### GADDIS PARK

Gaddis Park is Roseburg’s sports park for youth baseball and softball. The park is located in a key location on the trail network, connecting Stewart Park, Roseburg High School, and the Umpqua River Bike Path. Currently, the park is not fully utilized outside of baseball season, but it has potential to be a more comprehensive community park. Although the park is located in a light industrial area, the extensive parking at this site makes Gaddis Park a good trailhead. It could also be a regional attraction, if appropriate amenities and facilities are added.

Proposed projects for Gaddis Park include:

- Enhance trail access points, including trail and interpretive signage.
- Improve lighting and security at the site.
- Develop large covered playground (with rain and fly ball protection).
- Upgrade or enlarge the group picnic area attached to the concession building.
- Consider an off-leash dog area.
- Provide parking, internal pathways, site amenities and equipment that are universally accessible, regardless of ability.

### JOSEPH MICELLI PARK

Located south of Templin Beach Park along the South Umpqua River, Micelli Park includes a softball field with supporting facilities, such as a restroom and parking. However, this site is used infrequently due to the condition of the field and its remote location. This site serves as riverfront property and could potentially be connected to Templin Beach Park. Like Gaddis Park, this site could offer considerably more recreation opportunities if appropriate amenities and facilities are added.



Projects proposed for Micelli Park include:

- Develop a site master plan (this project is large enough to warrant its own design project).
- Develop additional recreation amenities per the final selected design. These might include play areas, picnic areas, trails and riverfront access.
- Develop a trail connecting Micelli Park and Templin Beach Park, as well as a pathway across the rail line connecting to downtown Roseburg.

- Extend the trail corridor south to a potential crossing of the South Umpqua River near the Douglas County Fairgrounds.
- Provide parking, internal pathways, site amenities and equipment that are universally accessible, regardless of ability.

### SUNSHINE PARK

Sunshine Park is the newest park in the Roseburg system, added to help relieve pressure on facilities at Stewart Park. In addition to the three softball and two baseball fields at Sunshine Park, a restored wetland area, picnic areas, and internal trails have been developed.

Approximately 40 acres of the 91-acre park site are currently developed. The remaining acreage should remain more natural, although trails, viewpoints, and picnic amenities could be added.

The biggest challenge facing this park is its location: a fairly remote site on the east edge of Roseburg. With no residential areas nearby, the park is susceptible to vandalism when not in use. Because the primary use of this park is seasonal, drawing additional users to the park will be an important strategy for maintaining the community's investment at this site.

Projects recommended for Sunshine Park include:

- Develop additional trails as part of a trail network to provide safe and non-destructive access through the natural area for walking, biking and other trail uses. Consider interpretive trails and other trail amenities to encourage trail use.
- Develop attractive amenities, such as a dog park or water playground, specifically intended to bring users to the park through more of the year.
- Consider an additional covered picnic shelter (for large groups).
- Provide parking, internal pathways, site amenities and equipment that are universally accessible, regardless of ability.

### PROPOSED COMMUNITY PARK

The community needs assessment identified a future need for two additional community parks (a total of 35 acres of additional community park land). North and west Roseburg need community park access, but acquiring land within the current city and growth limits will be difficult in both areas. In the north, no suitable site is obvious, since a community park cannot be



developed in the flight path of the airport. In the west, an additional community park site could be located beyond the current growth boundary, if the City is willing to consider this option.

As noted on Map 2, a proposed community park (CP-1) should be considered west of Hucrest Elementary, outside of the Urban Growth Boundary, to meet the recreation needs of residents in this vicinity. Since there is no existing neighborhood park in this part of town, this site will also help meet needs for basic recreation amenities for nearby neighbors. (Note: the location shown on the map is conceptual and indicates the general vicinity of the proposed park.) This acquired park should be a minimum of 15 acres or larger, since the park will be very important in meeting the community’s needs for various types of recreation facilities (as outlined in Appendix C).

Recommendations for the new community park include:

- Identify and acquire a site of sufficient acreage for a community park in west Roseburg.
- Develop a master plan for the site, ensuring that neighborhood residents have access to basic recreation amenities and that the site addresses community-wide needs for recreation facilities.
- Develop the site according to its master plan.

## REGIONAL PARKS

Regional parks are planned to provide access to unique features that appeal to residents from throughout the city and beyond. These parks can accommodate large group activities and often have infrastructure to support large sporting events, special events, and festivals. Regional parks enhance the economic vitality and identity of the region. These parks may include natural areas, specialized sport facilities, or large scale play areas.

### STEWART PARK COMPLEX

Stewart Park is a large complex of unique park facilities in central Roseburg. The site’s high quality sport fields, indoor facilities (operated by partners), duck pond, skate park, golf course, and other specialized recreation amenities provide one of the largest concentrations of recreation opportunities in the region. Stewart Park is the most popular park destination in Roseburg. It also is



home to many major well-known community events that support a sense of community and belonging for area residents.

Recommendations for the park complex are divided by area, reflecting the many different uses of this large park.

### STEWART PARK

In the main portion of Stewart Park, the City should continue implementing the Stewart Park Master Plan. Project development should continue with the following next steps:

- Expand the Tennis Center’s indoor court facility.
- Relocate the maintenance shops.
- Close Stewart Park Drive to create more useable park space.
- Redevelop and expand the main parking area off of Stewart Parkway.
- Develop a playground facility appropriate to the regional scale of the park facilities. This regional playground should include a variety play opportunities that are accessible to children with a variety of abilities. Equipment in the play area should be designed around a theme that provides a unique identity to the park. This play area could be developed in several phases.
- Consider a small watercraft launch for portable boats and floats that can be carried to and from the water. This site could be a take-out point for casual floating from Templin Beach Park to Stewart Park.



### DUCK POND

The duck pond area of Stewart Park consists of the large natural area and wetlands in the northern section of the park. This site offers a great opportunity to experience nature in the center of the city. Several projects are proposed specifically for this area of the park:

- Improve trails, including renovating footbridges, clearing trails and replacing interpretive signs as needed.
- Develop a group picnic area near the existing restroom by the parking area. A reservable shelter, large enough to handle groups of 30-50 people, would create an opportunity for the site to generate revenue for park upkeep.
- Enhance interpretive signage, and update and replace signs as needed.



## FIR GROVE PARK

Fir Grove is the section of Stewart Park between the South Umpqua River and Harvard Avenue, adjacent to Fir Grove Elementary School. This site has recently been upgraded with new soccer fields and additional parking (a joint project of the school, the County and the soccer association to serve multiple needs). Several buildings on the site house the Umpqua Actors Community Theater, an extension of Umpqua Community College and the Umpqua Valley Art Association. The lawns around the Art Center are the venue for the annual Arts Festival, providing a highly visible space for this kind of community event. An area located between the Art Center, the theater building and the college building is somewhat neglected. Although it was designed to be an accessible play area, this area has not received much use.

Projects proposed for Fir Grove Park include:

- Consider adding a group picnic area. This location is well suited for picnics and parties due to the many nearby facilities.
- Redevelop the plaza between the Art Center and community college facilities. This new plaza could include an interactive water feature that both beautifies and provides an added play feature in the park.
- Improve the lawns around the Art Center to support festivals. This could include additional utilities (electricity), additional durable surfacing, including rebuilding the concrete pathways and landing in front of the building. Improvements should also include a permanent outdoor performance facility.
- Improve existing gravel parking along the western boundary of the park.

## GOLF COURSE

The nine-hole municipal golf course at Stewart Park currently provides an opportunity for low cost golfing. The course is well used by a core group of enthusiasts. Given the possibility of providing an expanded golf facility elsewhere in the city, the operations of the Stewart Park Golf Course were analyzed. The golf opportunities provided by others were taken into account in this analysis. Based on the assessment, this plan recommends retaining the nine-hole golf course and allowing the enterprise fund to reinvest in facility improvements at this site. The City should only pursue an 18-hole course in conjunction with a property owner interested in developing housing alongside a

municipal course. If this opportunity were to arise, the City should evaluate the benefits of an 18-hole course against the affordability of the existing course, since the market is unlikely to support both facilities.

Recommendations for the golf course include:

- Retain the current course, investing enterprise fund revenue in facility upgrades as needed.

### RIVERFRONT PARK

Riverfront Park is a forested area within Stewart Park, along the South Umpqua River. The site provides a natural experience to trail users, disc golfers, and wildlife watchers. The area also provides an important link between other parts of Stewart Park, and the bridge connection south to Roseburg High School and east to Gaddis Park and on to Deer Creek Park.

This park is well used and enjoyed in its current natural state and should not be developed with features that do not complement this use. The following projects are recommended to enhance access to the park and the river:

- Widen pathways as sections of the Riverfront Park trail system are replaced. Every effort should be made to widen the pathways to a ten-foot-wide standard to reduce the potential for user conflicts.
- Add picnic tables and benches to the trails in areas where park users can stop and enjoy the natural beauty of the park.
- Improve the parking area off of Stewart Park Drive as per the Stewart Park Master Plan. A formalized parking area just west of the Veterans' Administration Hospital Entrance could serve users of Riverfront and Stewart parks.
- Consider a small watercraft launch as an access point to the river. This could be an alternate site to the project proposed at Stewart Park. Investigation of the suitability of the two areas should be the first step.
- Develop riverside viewpoint overlooking the South Umpqua, with a trail connection and signage indicating an opportunity to observe the river.



### SKATE PARK

In many ways, Roseburg's skate park is in an excellent location. The skate park is visible and has accessible services for snacks and



drinks. It is situated adjacent to the Duck Pond parking lot, close to Fred Meyer for access to refreshments, and along the trail from Stewart Park. However, there is nearly no shade at this site or place for spectators to sit and watch the athletes.

The following projects are recommended to support this skate park as an athletic facility:

- Develop seating in at least one area with clear view of most of the park. Spectator facilities for skate parks should include a low barrier to block rolling boards, along with bench or bleacher seating to accommodate as many as 60 viewers for a local event. This project should also include improvements to make the site more attractive, including landscaping.
- Add free-standing shade structures over the spectator seating and in at least one of the areas where skaters wait while using the park.

## SPECIAL USE AREAS

Special use areas are free-standing specialized use facilities, such as community centers, aquatic centers, sports complexes, boat ramps, historic areas, or skate parks. Since special use areas vary widely in function, there are no minimum size requirements, but special use areas must be large enough to accommodate the intended use. Support facilities such as parking and restrooms are often included.

### EAGLES PARK

Eagles Park is a downtown plaza with newly redeveloped seating and a restored fountain. This park should be of great interest to a downtown business association for its ability to host small events and generate excitement in the downtown area. The recent renovations have brought this park up to a high standard, which should be maintained, since the park is highly visible to residents and visitors. The sole recommendation for this park is as follows:

- Consider an interactive water feature for the central portion of this site. The feature should be zero-depth and flush to the ground so as to not interfere with potential future events held in this park. This type of feature is a strong attractor for children and also an attractive amenity whether or not it is being played in at any given time. The water feature should be placed on a timer to limit the hours of operation to daytime.



## RIVERSIDE PARK

Riverside Park is an important showpiece for the community, sitting at the gateway to downtown on the east bank of the South Umpqua River. This park includes the Roseburg Visitors Center and a segment of trail along the river bank. This park also includes extensive decorative plantings. The open lawn areas in this park serve as a lunch time and picnic destination.

An adjacent property is planned for development as a convention and meeting center by the Cow Creek/Umpqua Tribe. This project could provide additional access points to the park and the trail.



The projects proposed for Riverside Park include:

- Develop trail connections linking Riverside to Templin Beach Park and to Deer Creek Park. These are major missing links in the river trail and the recreational trail system as a whole.
- Enhance the river edge by removing invasive species and supporting the health of the large trees that are stabilizing the bank.
- Provide additional picnic tables and site amenities.
- Provide/upgrade parking, internal pathways, site amenities and equipment to be universally accessible, regardless of ability.
- Work with the Cow Creek/Umpqua Tribe to integrate the park into the conference center development, potentially designing a restaurant or other publicly available space to front on to the park and the river beyond to enhance enjoyment of this site.
- Expand landscaping areas to further beautify this gateway site.
- Consider adding a small, visually attractive, and creative play area to the park to provide a place for young visitors and nearby residents to play.
- Add interpretive signage to provide information about salmon spawning, which is clearly observable from this site.

## TEMPLIN BEACH PARK

Currently, Templin Beach Park is the only boat ramp inside the city limits and one of the only developed river access points. Other features on the site include the Happy Tails dog park and a permanent restroom facility. Templin Beach also has the potential to contain a significant portion of the trail connecting parks along



the South Umpqua River. However, this park is subject to frequent flooding.

Proposed projects for Templin Beach include:

- Improve the riverbank through bioengineering (using natural methods such as plantings rather than concrete or rip-rap) to stabilize and naturalize the riverbank, protecting the park from damage caused by flooding and erosion.
- Develop trail connections to Micelli Park and to Riverside Park to complete this segment of the Umpqua River Trail.
- Provide parking, internal pathways, site amenities and equipment that are universally accessible, regardless of ability.

### WILLIS PARK

Willis Park is a small downtown park with a gazebo that serves as a seating area and place to have an outdoor lunch for downtown workers, shoppers, and visitors. This pleasant, small park should be of special interest to downtown businesses who would be good partners for maintaining and improving this park. No capital projects are proposed for Willis Park at this time.

### FUTURE SPECIAL USE AREAS

A future need for special use areas depends upon the need for specialized facilities that cannot be accommodated at other existing or proposed sites. Within a 20-year planning horizon, no additional special use areas are needed. In the more distant future, approximately 15-20 acres of land will be needed to meet the following needs:



- Consider a site for a future community/aquatic center. The analysis of community needs in Roseburg concluded that at the end of the planning horizon (2027) two pools will be needed. If at that time the existing providers are no longer providing pools, the community should reexamine the need for a pool and a site to locate it.
- Consider a sports complex site. The intention of this plan is to meet most of the identified need for additional sports fields by intensifying use at existing parks using lighting and artificial turf, and adding fields at neighborhood and community parks. However, as population increases, an additional site may be needed for a sports complex.
- Consider a future downtown square that could serve as a gathering and event space on the north end of downtown Roseburg.

- Identify needs for other special uses, should they arise and not fit into the development of existing or new parks.

## NATURAL AREAS AND GREENWAYS

Natural areas and greenways are permanent, undeveloped green spaces which are managed for both their natural value as well as for recreational use. Natural areas and greenways can be of any size, and may include wetlands, wildlife habitats, or stream corridors. Natural areas provide opportunities for nature-based recreation, such as bird-watching and environmental education. These parks may preserve or protect environmentally sensitive areas, such as unique or endangered plant species. Greenways are often linear in nature, following the path of a natural feature, such as a river or stream.

### UMPQUA RIVER GREENWAY

Recognizing the desire from the community to accent the park system's relationship to the South Umpqua River, this plan recommends a conceptual overlay to all park and open space properties within the city limits that are adjacent to the river. Individual parks along the river will retain their own identities and particular uses, but these sites should also be considered as a whole to acknowledge their important role in maintaining the health and recreational value of the river.



Recommendations for the Umpqua River Greenway include:

- Establish policies for the maintenance of riverbank areas to preserve and enhance the natural functions of the river, including salmon habitat.
- Complete the trail system along the east bank of the river by adding missing links through multiple parks and neighborhoods. Consider riverbank stability, flooding, and resource conservation when determining the best route for these trails.
- Collaborate with Community Development Department on Comprehensive Waterfront Master Plan to address the natural, scenic, recreational and economic development values of Roseburg's waterfront.

### CHARLES GARDINER PARK

This park follows a section of Newton Creek and provides a pleasant meandering path for pedestrians and bikes. The narrow linear corridor does not allow for extensive facilities development,



but the adjacent creek offers some opportunities for interpretation. On the other side of the park, a large parcel is planned for an office/commercial development. From either end of this park, the connections to other Roseburg trails are provided on street, although the creek buffer area might offer additional opportunities for trail development.

The projects proposed for Charles Gardiner Park include:

- Explore an extension of the trail along Newton Creek, working with landowners to create a sufficient buffer.
- Connect the east side of Charles Gardiner Park to Garden Valley Boulevard along the west side of Interstate 5.
- Develop interpretive signage that provides information about the creek, adjacent wildlife habitat, and any riparian issues.
- Coordinate with adjacent property developers to create access to new buildings. Pathways from the future businesses to the park would benefit the public, the businesses, and the park by creating more use in the greenway.
- Develop additional seating, including tables, which would allow visitors to enjoy lunch or a picnic in the park.

#### DEER CREEK PARK

This currently undeveloped park site is a trailhead for the Umpqua River Greenway, providing access to the bike path and a key crossing of Stephens Street. The site is noted in the recently completed Conceptual Waterfront Plan, which also recommends improved connections from Deer Creek Park to Riverside Park along Pine Street. There is a possibility of expanding the existing site on to adjacent property to develop a significant trailhead and riverfront park.

Recommendations for Deer Creek Park include:

- Develop a site master plan that considers the unique position of this park in the Roseburg system. Based on public comments obtained during the planning process, site development should consider the following:
  - Parking, internal pathways, site amenities and equipment that are universally accessible, regardless of ability.
  - Picnic area(s).
  - Play area.
  - Improved trail connection under Stephens.
  - Trail extensions along Deer Creek.

- Monitor nearby properties for future acquisition to expand the recreation opportunities at this park site.

### UMPQUA RIVER BIKE PATH

This linear corridor is a major connection from Stewart Park to Deer Creek Park and is a significant element of the proposed Umpqua River Greenway. Along the bike path there are many opportunities to stop and interact with the river, including benches, views, and several places that visitors informally access the river by scrambling down the bank.

Recommendations for the Umpqua River Bike Path include:

- Install signage, including mile markers, interpretive signage, etc. that enhances the experience of using the trail.
- Provide additional seating and tables.
- Develop at least one accessible river viewpoint. This could be a pathway, accessible pier, or boardwalk that extends beyond the bank to provide a view of the river.
- Examine social paths (informal footpaths to the river) to determine the viability of developing pathways or boardwalks that formalize these access points and protect the bank from erosion caused by people scrambling down to the water. Close (with fencing, signage, or barriers) any social paths that have a negative impact on water quality or cause extensive riverbank erosion.
- Widen the main trail to a 10' wide standard as segments of the trail require replacement.

### PROPOSED NATURAL AREAS / GREENWAYS

To expand the natural areas in Roseburg, this plan recommends a strategic combination of targeting a few key sites and more generally acquiring open space. Three sites, identified by the public and in the system analysis, are specifically recommended for acquisition and development for passive, naturally oriented uses. These sites are listed below:

- *Elk Island (OS-3)* is a highly visible site in the South Umpqua River that provides a natural addition to the Umpqua River Greenway. Residents expressed their desire for acquisition of this site in many public involvement activities.
- *Ramp Canyon (OS-2)* was a targeted acquisition in the prior Parks Master Plan but the property transaction was never able to be worked out. This site should continue to be monitored

and, if it becomes available for sale again, acquired or protected through a land trust.

- *The Airport Open Space Site (OS-1)* has been proposed for several uses and was examined as a potential community park site in the Community Needs Assessment. However, the limitations on what can be developed in the flight path of the Roseburg Municipal Airport have ruled out many options. A restored natural area with trails and trail-related amenities is one option that should be compatible with the flight path, as long as no facilities are designed to gather large groups of people in one area.

All three sites are noted on the Proposed Park System Maps (Maps 2 and 3). The total extent of the acquisitions will depend on land availability and determination of the natural value of the property.

## SCHOOL PARK SITES



A designated school park is more than the formalization of the informal use of school playgrounds and fields as additional park land. A school park represents a true partnership or joint venture between the City and the School District (or other educational institution) to improve or provide additional amenities that benefit both the school and the community at large. School parks will often have an additional play area that allows access by community members during the school day or improved fields that are shared by community sports groups and school programs under a joint use agreement. These agreements lay out the responsibilities of the City and the School District in terms of maintenance and access.

In addition to the existing and proposed neighborhood parks, Roseburg will need to explore this type of partnership to ensure local park access in areas where additional park land is not available. On Maps 2 and 3, proposed school parks are indicated by an asterisk and a letter number designation starting with SP. The recommendations in this section will refer to the specific sites by the name of the school (if it is an existing site) or the SP number.

## EXISTING SCHOOLS

Any school with recreation facilities has potential to become a school park and increase access to the specific recreation facility.

However several of Roseburg’s school sites are in key locations for strategic investment in new or upgraded facilities.

Recommendations for existing school sites are as follows:

- *Joseph Lane Middle School (SP-2)* does not have an obvious location for an additional public play area, but improvements to the fields and play area are recommended to improve local park amenity access in this underserved area. A planned trail connection from the new residential development to the east of the school site should also be a priority for the City, not just for student use but for community members using school facilities.
- *Eastwood Elementary School (SP-3)* has a youth baseball field that could be improved for community play to help meet future needs for sports facilities. The City should also work to collaborate with this school’s natural education efforts. This site could also be an important trailhead if a portion of the Ramp Canyon area (OS-2) is purchased for open space use. The existing bridge connection from this school site to Eastwood Park should also be a priority for the City, as it provides an important connection for residents near the school. The school could potentially provide parking needed for the park site.
- *Fremont Middle School (SP-4)* has extensive open field space that is occasionally used for practice by community sports groups and could be improved into formal fields to meet current and future needs if drainage issues could be resolved. In addition, the track and football field could be made available as school program use allows. Local park amenities are not as needed in this location.
- *Fullerton Elementary School (SP-5)* is a good candidate for field improvements to meet community sports needs. In the very long term, improvements to the play area could supplement or replace the local park access at Quintus Park.
- *Hucrest Elementary School (SP-7)* is the highest priority school park project. Located in a neighborhood with no formal park access, Hucrest has potential for a small additional play area that could be available during school hours as well as improved fields to provide additional sports access.
- *Winchester Elementary School (SP-8)* is a small site in North Roseburg, within the Urban Growth Boundary, that could include play areas that serve both the school needs and the neighboring residents.



- *Umpqua Community College (SP-9)*, located in the North Roseburg area within the urban growth boundary.

### FUTURE SCHOOL SITES

The Roseburg School District owns several properties that it is holding for future school sites in key locations around the city and within the urban growth boundary. Because these sites will, in the future, have recreation amenities, the City should proactively be involved through partnerships in planning for these locations. The following projects include recommendations on the type of facilities that would be most useful for these future sites, based on the analysis of park and facilities needs conducted during this planning process:

- *SP-1* is a future school site in the developing area within the urban growth boundary north of Joseph Lane Elementary School. This site should include play areas that serve both the school needs and the neighboring residents, and potentially sports fields to help meet the needs of the community sports organizations.
- *SP-6* is immediately west of the city limits along Troost Street. This is a large site that, when developed, should include a number of sports fields to serve the school and help meet the needs of the community sports organizations. The more remote location of this site makes high-intensity field use, including lights and possibly artificial turf, more viable.
- *SP-10* is a large site outside of the current city limits and Urban Growth Boundary that, when developed, should include a number of sports fields to serve the school and help to meet the needs of the community sports organizations. The more remote location of this site makes high-intensity field use, including lights and possibly artificial turf, more viable.

### TRAILS



One of the most used and most desired recreation facilities is the trail system connecting destinations in Roseburg and providing opportunities for walking, jogging, running, bicycling, and other forms of active transportation. Many of the park project lists include important trail connections. For emphasis, the key linkages needed to support trail use by bicycling, walking, and other forms of non-motorized transportation are listed below.

- Complete the Umpqua River Greenway trail from Deer Creek Park to Micelli Park.

- Connect the Umpqua River Greenway trail to downtown Roseburg at multiple points.
- Develop a bike and pedestrian connection to Sunshine Park, potentially using Deer Creek and Diamond Lake Boulevard.
- Develop crossings of the rail line from Micelli Park to connect the neighborhood to the Umpqua River Greenway.
- Connect the trail system at the south end of Roseburg with a crossing near the fairgrounds.
- Provide safe, attractive routes to parks and schools from other important community destinations.
- Provide internal pathways in all larger parks to allow users to walk and explore both developed and natural areas in the park.

Other trail connections will include pathways to proposed parks and within future open space areas. Critical community linkages beyond recreation and access to parks should be addressed in a Bicycle and Pedestrian Master Plan.

## NON-CAPITAL PROJECTS

This section details the recommendations that address system-wide issues that are not construction (capital) projects.

### SIGNAGE

High quality signage in the park system will not only inform residents and visitors about where Roseburg’s parks are located, but also will provide identity to the parks and can inform users about the cultural, historical, and natural significance of a park. These projects consist of both a non-capital (design and research) and a capital (physical signs) component, but due to the system-wide nature of the projects, both are described in this section. The signage projects recommended in this plan include:

- Develop consistent signage and install at all city park sites to create system identity.
- Provide wayfinding signage from adjacent streets for parks not located on a major street.
- Develop interpretive signage for parks with significant historical interest or natural resources.

### PLANNING

Based on this Parks Master Plan, several site-specific and system-wide planning efforts are recommended:



- Develop new, diverse site master plans for key parks that need redesign and renovation. These plans are also noted in the related capital projects list. In some cases, packaging the smaller site design projects together can create efficiencies and result in a higher quality of park design.
- Complete a current Goal 5 Natural Resource Inventory study to identify critical natural features in Roseburg.
- Develop a Bicycle and Pedestrian Master Plan that addresses trail and pathway connections and advances walking and biking in Roseburg.
- Update the Park and Recreation Element of the Roseburg Comprehensive Plan to synchronize this plan with the overall land use planning for the city.
- Develop an ADA transition plan.
- Develop a maintenance management plan that recognizes the different levels of use by park type. This plan should also address the following:
  - Methods to reduce or streamline park maintenance at some sites. An example would be to convert unused turf areas to low maintenance landscape, focusing flower displays on specific high use areas, etc.
  - Specifics about natural area, riverbank and wetlands maintenance.
- Revisit the recommendations of this plan annually to update the projects to be addressed in the upcoming year.
- Update this Comprehensive Parks Master Plan within ten years or when community priorities change beyond what is accommodated in this plan.

## OTHER PROJECTS

This plan includes several additional projects that are very important to the long-term success of this plan. These projects are listed below:

- Develop a system-wide shared use agreement with the Roseburg School District to make the roles and responsibilities around school park access and maintenance clear. The agreement should also address how to resolve use conflicts should they arise.
- Develop a Parks Foundation to support fundraising and public relations efforts for parks and recreation in Roseburg.
- Continue to build programs supporting volunteerism in the parks (e.g., adopt-a-park, adopt-a-trail, adopt-a-planter).

## 5. PLAN IMPLEMENTATION

This chapter addresses the steps that Roseburg must take to implement the community’s vision of an ideal park system. Key decision-making criteria are described and applied to identify priority projects. These projects are proposed as the work plan for the Parks Division and the Parks and Recreation Commission for the next six to ten years. This chapter identifies anticipated costs for the highest priority projects, and a series of options for financing these projects. The ongoing maintenance implications for developing this future park system are addressed in chapter 6.



In addition to the information presented in this chapter, Appendix E contains a complete list of prioritized capital projects. Potential funding sources, including sources for funding capital and non-capital parks and recreation projects, are presented in Appendix F.

### PRIORITIZATION CRITERIA

The recommendations in the prior chapter include considerably more projects than the City of Roseburg can reasonably complete in the short term. In order to quickly and realistically move forward with these recommendations, the projects have been prioritized, based on public input and the vision, goals, and objectives detailed in Chapter 3. The following criteria were developed to realize these goals and objectives as soon as possible. By applying these criteria, the complete list of recommended projects were prioritized to identify the projects that should move forward first.

- *Meets Master Plan needs:* Projects should be prioritized based on their ability to meet park and facility needs as identified in the Community Needs Assessment (i.e., their ability to fill existing geographic gaps, create connections between parks, or satisfy relevant ADA or design guidelines).
- *Enhances partnerships:* Projects should be prioritized on their capacity to create new or strengthen existing partnerships (i.e., their ability to forge cost-sharing, joint development, or programmatic collaborations).
- *Expands recreation opportunities:* Priorities should be determined based on a project’s capacity to expand the city’s recreation opportunities (i.e., their ability to accommodate



new activities in high demand, or leverage potential for grant funding).

- *Improves existing recreation resources:* Priorities should be determined based on the ability of a proposed project to maintain or enhance the condition of existing city resources.
- *Promotes economic development:* Park and recreation projects that enhance Roseburg's position as a regional center, attract visitors, and create a positive environment for businesses and their employees should be prioritized.
- *Strengthens the community:* Lastly, proposed projects should be prioritized based on their ability to strengthen community identity, foster interaction between citizens, and build true community. For example, projects that would serve a diverse cross-section of the community or projects that support community events should be ranked high in priority.

Based on these criteria, the planning team assigned a priority of I through III for each project:

- *Priority I:* highest priority;
- *Priority II:* medium priority; and
- *Priority III:* low priority.

A complete list of projects and the priority assigned to each is provided in Appendix E of this report. The Priority I projects should be implemented as soon as possible. Priority II projects should not be begun until after specific Priority I projects are completed. For example, a site master plan should be in place prior to improving neighborhood and community parks. Other Priority II projects are simply not as urgently needed. Priority III projects are long-term projects (ten plus years in the future) that should only be implemented if special funding, such as a donation or specialized grant, is available to support them. Priority II and III projects remain important to the park system; if special funding opportunities arise, these should be reprioritized.

## PRIORITY I PROJECTS

After evaluating all projects recommended in this plan by the criteria noted above, over 60 capital and non-capital projects were identified for implementation in the next six to ten years. These projects are the focus of the implementation plan presented in this chapter. These projects have been assigned planning cost estimates to assist in developing a funding strategy for Roseburg.



The costs presented for the Priority I projects are based on current construction costs for similar parks in Oregon, as well as the experience of the planning team. It is premature to generate an exact cost for each project, since no specific plans have been developed. As a result, the costs presented in this chapter should be viewed more as preliminary project budgets than as cost estimates. As the projects move forward, site designs will result in more accurate estimates. The Priority I projects and their planning costs are presented in Table 2. Based on the criteria and prioritization noted earlier in this chapter, the total preliminary costs of Priority I projects will be approximately \$12 million.

**Table 2**  
Priority I Projects and Planning Costs

EXISTING PARKS		PLANNING COST	NOTES
PARK NAME	PRIORITY I PROJECTS		
MINI PARKS			
Brown Park	Upgrade playground	\$60,000	
	Expand park	\$153,000	
	Improve crossing of Harvard Avenue	NIC	1
Parrott Creek Park	Develop site master plan	Incl. in package	2
	<b>Subtotal</b>	<b>\$213,000</b>	

1. Projects expected to be included in other capital budgets (i.e. transportation)

2. Two site planning efforts (Beulah and Parrot Creek) bundled for efficiencies in contracting and meetings

NEIGHBORHOOD PARKS		PRIORITY I PROJECTS	
Beulah Park	Develop site master plan	\$45,000	2
	Improvements based on master plan	\$75,000	
Eastwood Park	Enhance creekbed	\$50,000	
	Enhance trail connections	\$5,000	
	Upgrade playground	\$60,000	
<b>Subtotal</b>		<b>\$235,000</b>	
COMMUNITY PARKS		PRIORITY I PROJECTS	
Gaddis Park	Enhance access points (including signage)	\$40,000	
	Enhance lighting and security	\$25,000	
	Develop large covered playground	\$250,000	
	Upgrade/enlarge group picnic area	\$100,000	
Joseph Micelli Park	Develop site master plan	\$40,000	
	Develop trail, picnic and play area	\$125,000	
Sunshine Park	Develop trails		
	Natural Area Improvements		
	Field Lighting for 3 Softball Fields	\$600,000	
<b>Subtotal</b>		<b>\$1,180,000</b>	
REGIONAL PARK		PRIORITY I PROJECTS	
Stewart Park	Implement Stewart Park Master Plan, including:		
	Expand Tennis Center	NIC	1
	Regional Play area	\$750,000	
Duck Pond	Trail Improvements	\$40,000	
Fir Grove Park	Group Picnic Area	\$200,000	
Riverfront Park	Widening trail	\$35,000	
	Add picnic tables, benches	\$10,000	
	Improve parking area off of Stewart Park Drive	\$150,000	

1. Projects expected to be included in other capital budgets (i.e. transportation)

2. Two site planning efforts (Beulah and Parrot Creek) bundled for efficiencies in contracting and meetings

REGIONAL PARK		PRIORITY I PROJECTS	
Skate Park	Develop spectator facilities	\$6,000	
	Shade structures	\$100,000	
	<b>Subtotal</b>	<b>\$1,291,000</b>	
SPECIAL USE AREAS		PRIORITY I PROJECTS	
Riverside Park	Develop trail connections to Templin Beach Park	\$20,000	
	Develop trail connection to Deer Creek Park	\$20,000	
Templin Beach Park	Bioengineer riverbank improvements	\$275,000	
	Develop Trail connections to Micelli Park	\$28,000	
	<b>Subtotal</b>	<b>\$343,000</b>	
NATURAL AREAS/GREENWAYS		PRIORITY I PROJECTS	
Charles S. Gardiner Park	Explore extending trail along creek	NIC	3
	Develop interpretive signage	\$10,000	
	Coordinate with developer to create access to new buildings	NIC	3
Deer Creek Park	Develop site master plan	\$50,000	
	Park development including:	\$250,000	
	Accessibility Improvements		
	Picnic area		
	Play area		
	Trail connection under Stephens		
Umpqua River Bike Path	Install signage	\$15,000	
	Provide additional seating, tables	\$5,000	
	Accessible river viewpoint	\$200,000	
	Develop access/viewpoints	\$50,000	
	<b>Subtotal</b>	<b>\$580,000</b>	
<b>Total Existing Parks</b>		<b>\$3,842,000</b>	

3. Projects will primarily require staff effort but may have future capital implications

PROPOSED PARKS (continued)		PLANNING COST	NOTES
PARK NAME			
<b>SCHOOL PARK SITES</b>		<b>PRIORITY I PROJECTS</b>	
Joseph Lane MS	Develop community accessible playground and turf area	NIC	3
	Connect school play area to school frontage on NE Vine Street and to NE Sunset Lane via pathways	\$100,000	
	Work with school district to improve sports fields for organized play	\$20,000	
Hucrest ES	Develop community accessible playground and turf area	\$100,000	
	Work with school district to improve sports fields for organized play	\$20,000	
<b>NEIGHBORHOOD PARKS</b>		<b>PRIORITY I PROJECTS</b>	
Proposed Neighborhood Park (P-5)	Acquire park land	\$765,000	
	Develop site master plan	\$150,000	
	Implement master plan	\$1,000,000	
Proposed Neighborhood Park (P-6)	Acquire park land	\$765,000	
	Develop site master plan	\$150,000	
	Implement master plan	\$1,000,000	
<b>COMMUNITY PARKS</b>		<b>PRIORITY I PROJECTS</b>	
Westside Community Park (CP-1)	Acquire park land	\$3,825,000	
<b>TRAILS</b>		<b>PRIORITY I PROJECTS</b>	
Trail system gaps	Develop key trail system gaps	\$120,000	
<b>Subtotal School &amp; Proposed Parks</b>		<b>\$8,015,000</b>	
<b>NON-CAPITAL SYSTEM-WIDE PROJECTS</b>		<b>PRIORITY I PROJECTS</b>	
ADA Plan	ADA transition plan	\$15,000	
Park Signage	Improve park signage throughout system	\$24,000	
Maintenance Management Plan	Develop a Maintenance Management Plan focused on River, creeks, natural area maintenance	NIC	3
Shared Use Agreement	Develop a shared use agreement with the School District	NIC	3
<b>Subtotal Non-Capital Projects</b>		<b>\$39,000</b>	
<b>Total All Priority I Projects</b>		<b>\$11,896,000</b>	

3. Projects will primarily require staff effort but may have future capital implications

## FINANCING PLAN

Following the 1996 Parks Master Plan, the community agreed to spend additional capital dollars to make key improvements needed to the park system at that time. With the current plan, Roseburg is poised to take the next step in that system's evolution and to reinvest in existing recreation facilities. This next step will require the community to reaffirm its commitment to parks and recreation. In order to finance the entire Priority I project list, Roseburg will need to significantly increase its resources for parks and recreation. However, options exist that do not require the community to immediately and solely fund all of these projects.

This section outlines the existing and potential sources of capital funding, as well as a series of options for phasing the implementation of Priority I projects over the next six years. (This six-year period is a common short-term planning horizon for capital projects.) Six years allows for the planning and implementation of projects and a reasonable estimation of costs. Beyond this six-year period, the financing plan should be revisited to estimate the funding available for the next round of projects.

## EXISTING FUNDING SOURCES

There are a number of existing funding sources that Roseburg is using to develop capital improvements in the park system. This section describes these sources and the projected amounts of funding that can be reasonably expected over the next six years. For a descriptive list of potential funding sources, see Appendix F.

Table 3, on the next page, includes a summary of the projected funding from existing sources, along with details of the types of projects that can potentially be funded by the particular source.



**Table 3**  
**Projected Existing Revenue Sources by Type**

SOURCE	AVERAGE ANNUAL PAST FUNDING	AVERAGE ANNUAL FUNDING TARGET	6-YEAR TOTAL	APPLICABLE PROJECT TYPES			
				NEW FACILITIES	EXISTING FACILITIES	TRAILS	OTHER
SDCs	\$40,000	\$80,000	\$480,000	■			
Gas Subvention	\$9,500	\$9,500	\$57,000			■	
Stewart Park Trust	\$28,000	\$28,000	\$168,000				■
Grants	\$60,000	\$100,000	\$600,000	■	■	■	■
Donations	\$60,000	\$80,000	\$480,000	■	■	■	■
General Fund Capital Contribution	\$25,000	\$75,000	\$450,000	■	■	■	■
Total Projected Capital Funding			\$2,235,000				

The \$2.2 million identified from existing sources could fund most of the improvements recommended for existing park sites and trail corridors. However, to address the future needs for neighborhood and community park sites, field lighting, and a regional play area for Stewart Park (all high priority projects), additional funding must be identified from new sources.

**SYSTEM DEVELOPMENT CHARGES**

In compliance with state law, The City of Roseburg charges a variety of system development charges (SDCs) for new residential development to offset the costs of needed improvements. The current level of system development charges for parks is very low when compared to the cost of enhancements to the park system caused by population growth. Other Oregon cities, when examining the costs to expand their park system to address growth are now typically charging between \$2,000 and \$5,000 per home; by comparison, Roseburg’s current parks system development charge is \$515 plus an 8% administrative charge. This plan recommends that the City revisit the current system development charges and update them according to the needs identified in this plan.

The City could also consider charging commercial developers for the impact to the park system that is a result of new employees' demands. Many Oregon communities are currently exploring or implementing a commercial system development charge, based on the number of parking spaces or employees the commercial development proposes. Several comparable communities that have recently updated their system development charges are presented along with Roseburg in Table 4.

**Table 4  
Residential and Non-Residential System Development Charges**

CITY	RESIDENTIAL	NON-RESIDENTIAL
Roseburg	\$515 +8% admin charge	None
Grants Pass	\$2,617	\$239 per parking space
McMinnville	\$2,118	None
Medford	\$2,544	\$44 per employee

After updating the costs in the system development charge methodology, Roseburg could easily gain, on average, approximately twice the income currently generated by SDCs. The actual increase in the charge is subject to further study and council approval. For the purposes of this plan's financial projections, it is assumed that \$80,000 per year can be generated from park system development charges (residential and commercial). The income from this source is restricted to new park improvements that are directly the result of growth in the City's population.

**GAS SUBVENTION**

A small portion of Oregon gas tax revenues are passed on to the City. This subvention is dedicated to bike trail projects, which are coordinated through the Parks Division and the Park and Recreation Commission. This funding is expected to continue at roughly the same level and can be applied to trail projects anywhere in Roseburg. The typical level of funding has been approximately \$10,000 per year.

**STEWART PARK TRUST**

The Stewart Park Trust was established in 1974 with funds from the estate of Earle B. Stewart. The income from this trust is restricted to uses in Stewart Park and at American Legion Field.



Thirty-three percent of these funds are specifically for the American Legion Field, with the remainder available for projects elsewhere in Stewart Park. The City does not control how many total dollars are available from this source, so the projected income will continue to be approximately \$28,000 per year for general improvements to Stewart Park. However, the City should on a regular basis, review the management of the Stewart Park Trust and ensure that the fund is being managed in the best long-term interests of the park.

### GRANTS

A wide variety of grants are available from private, State, and Federal sources for projects like those recommended in this plan. Roseburg has previously submitted a number of successful grant proposals, and is currently increasing its capacity to apply for grant funds. Because of these increased efforts, the projection for future grant funds is higher than the average amount Roseburg has received in the past. The amount of grant funding pursued in any given year will be determined by the relevant projects, but it is expected to average approximately \$100,000 per year. In order to increase grant revenues, Roseburg must be prepared to match grant funds with other sources of revenue, such as general funds.

### DONATIONS

Resources in this category can include a wide range of contributions, from the donation of equipment use for a minor park improvement to an ongoing gift from a major estate or trust, such as the Stewart Trust. Donations often are targeted to specific projects and will vary greatly year to year. One of the best ways to encourage donations for capital development in the park system is to form an independent parks foundation. This institution organizes the efforts of volunteers and the community at large around the highest priority park projects. With facilitation by the City to assist in forming a parks foundation, donations could become a more significant portion of the ongoing capital investment. Some resources will be required to establish a foundation, and some time will pass before the full benefit of the organization will be realized. For this reason, the estimated projection for donation funds for the next six years is only slightly higher than past performance, at \$80,000.

## GENERAL FUNDS

In recent years, the City has made an ongoing financial commitment to capital projects in Roseburg’s parks; this plan is the result of that commitment. Building on this existing support, this plan recommends an increase in general funds for capital purposes in parks. The flexibility of these funds – with none of the project-type restrictions of grants, tax subventions, or system development charges – allows for reinvestment and protection of the extensive community investment in parks and recreation facilities. The availability of general funds is also critical to matching, and thereby leveraging, grant funding. This plan recommends that the City increase the General Fund capital funds for parks from \$25,000 to \$75,000 per year.



## ADDITIONAL CAPITAL FUNDING

Even with over \$2 million identified from reasonable increases in existing resources for capital projects, over \$10 million of high priority capital projects do not yet have a source of funding identified. There are several additional funding options that the City of Roseburg should explore for funding some or all of the remaining projects. The most promising of these options are described below. The recommendation of this plan is to explore the political viability of the following options as methods to fund the larger new facilities as proposed and prioritized. It is not intended that all of the following funding sources should be implemented, but one or possibly two of these sources may be acceptable to the community.

## UTILITY FEE

Several Oregon jurisdictions have added a surcharge to their utility billings to support their park systems. This fee is paid on the regular billing cycle by all customers of the utility. The income stream from the utility fee can be used for ongoing expenses such as maintenance, or as backing for a bond measure to raise capital funds. The fee could be set by the council and would continue indefinitely unless an expiration date is set. One advantage of a utility fee as a funding mechanism in Roseburg is the extended reach of the local water utility. Collecting some revenue from residents outside of the city limits through a utility fee is in line with Roseburg’s role as the regional provider of parks and recreation.



### **PUBLIC-PRIVATE PARTNERSHIPS**

From time to time, opportunities arise to combine private development with public need. Often this comes in the form of a land developer who understands the benefits that public park land has for land values. Through a public/private partnership, a developer may agree to set aside land and build a recreation facility if the City will maintain it in the future. This type of developer partnership should be pursued with the understanding that the design guidelines included in Appendix D apply to these new park sites. In addition, the facility should be built to a public construction standard. The Parks Division should not accept the donation of park land or facilities that do not fit with the vision and policies in this Master Plan.

### **PIGGYBACK PROJECTS**

Some opportunities for land acquisition or the construction of new projects can be found by teaming with the existing efforts of other departments or divisions. For example, a recreation facility may be added to a site already acquired for stormwater retention. A bridge constructed for a water main may have the potential to include a pedestrian deck in the design. By bundling multiple public projects, taxpayers get added value for their money, and the Parks Division can optimize its capital budget.

### **SCHOOL CONSTRUCTION EXCISE TAX**

As of July 2007, Oregon School Districts are allowed to levy an excise tax on improvements to real property of up to \$1.00 per square foot of residential construction and up to \$0.50 per square foot of non-residential construction. The funds raised must be used for capital purposes by the District. The Roseburg School District is considering this funding mechanism. Depending on District capital needs, it is possible that improvements to the school sites that benefit community recreation needs could be made with some of these funds. The total annual amount this tax is likely to raise, as estimated by the District, is between \$200,000 and \$300,000.

### **CAPITAL BOND**

Following the recommendation of the prior Parks Master Plan, adopted in 1999, the City of Roseburg referred a capital bond measure to the voters. At that time residents agreed to a small additional property tax to finance capital improvements. The revenues from the tax measure have been used to pay down the

interest and principal of City-issued bonds used to fund the acquisition and development of Sunshine Park and renovations at several other parks.

The current 10-year bond, passed in 1998, will expire in July of 2008. This leaves an opening for a new capital bond measure that could be introduced without changing tax amounts. Alternately, residents could be asked to approve a funding package that includes more, or all, of the Priority I projects identified in the plan that cannot be funded using existing sources.

Table 5 presents three variations of a capital bond measure.

**Table 5  
Capital Bond Scenarios**

	BOND A	BOND B	BOND C
Total Amount Financed	\$5,000,000	\$10,000,000	\$8,000,000
Cost per \$1000 of Assessed Value	\$0.40	\$0.80	\$0.64
Annual Cost to Average Homeowner <sup>1</sup>	\$63	\$125	\$100
Key Projects	Land acquisition for 1 community park and 1 neighborhood park	All Priority I Projects	Land acquisition and planning for 3 parks and a regional play area

<sup>1</sup> Based on the 2007 median home value of \$157,000

Bond A begins with the assumption that voters would be willing to approve a bond with the same tax level as the existing property tax. The second proposal, Bond B, illustrates the details of a bond measure that could fund the remaining \$10 million of identified Priority I capital projects. The third option, Bond C, presents a middle ground position that would fund the acquisition and master planning of three new park sites and a new destination regional playground at Stewart Park. In each scenario, relatively conservative numbers are used, and the total amount financed is based on a 15-year bond at 5.00% interest.



## 6. MAINTENANCE RECOMMENDATIONS

Recognizing that investment in the capital projects is only the first stage of a project's life, this section includes a series of recommendations about the ongoing maintenance of both existing and proposed parks. This chapter also outlines the costs of implementing the tiered maintenance recommendations as well as the additional park projects. Finally, sources for additional ongoing maintenance dollars are identified.

### TIERED LEVELS OF MAINTENANCE

Roseburg's park system is currently diverse in its opportunities, and is planned to be even more so. This diversity of park type, facility type, and amount of use creates a different amount of maintenance needed for many of the parks. The primary maintenance recommendation of this plan is to define several tiers of maintenance services. When fully developed, each tier should detail what services are included. Each park site will be assigned to a level. This tiered system will be used to inform the City's maintenance management plan, which will specify performance standards, frequency goals, and time requirements. Each of the proposed tiers is described below.



### PARK MAINTENANCE

Two tiers of maintenance are proposed for traditional parks to capture the differences between, for example, Stewart Park, as the most used park in the system with a wide variety of recreation facilities, and Deer Creek Park, which is primarily just passed through by most users and requires a much simpler maintenance program. The two tiers of traditional park maintenance are explained below, along with a suggested list of the maintenance tasks that are included in each.

#### PARK MAINTENANCE TIER II

This tier of service represents the basic care that all parks should receive to keep them looking great and working optimally. This includes both routine and preventative maintenance tasks. The types of tasks that would be included in Tier II are:

##### Routine Tasks

- Mowing and trimming;
- Playground safety inspections;

- Restroom cleaning;
- Trash removal;
- Paved surface maintenance;
- Parking lot maintenance;
- Lighting maintenance;
- Irrigation maintenance; and
- Edging.

**Preventive Tasks**

- Annual fertilization;
- Pruning; and
- Structure evaluation.

**PARK MAINTENANCE TIER I**

This is intended to be the highest level of maintenance that would include regional parks, community parks, and special use areas. These areas receive the most visitors and have the most maintenance intensive facilities, such as specialized sports facilities and restrooms. This tier includes all of the services in Tier II plus:

- Annual plantings;
- Maintenance of special facilities, e.g. water spraygrounds;
- Additional turf maintenance to offset impacts of heavy use; and
- Shrub and landscape beds.



**SPORTS FIELD MAINTENANCE**

Roseburg should also identify the key tasks to maintaining sports fields, and develop an estimated annual cost per field, by type. The cost of maintaining a particular field type can be estimated based on the type of use it will get, the design of the facility, and the underlying conditions of the site. This approach will help to clarify the increase in expenditure for parks with extensive sports field use and assist in partnering with the School District in maintaining District-owned fields to a game-play standard.

**NATURAL AREA MAINTENANCE**

In addition to the existing natural area and greenway sites in the Roseburg Park System, several new natural area and greenway acquisitions are recommended in this plan. For budgeting and goal-setting purposes, each natural area should be assigned into one of two tiers of maintenance recommended for natural areas in

Roseburg. For each of these tiers of maintenance, specific maintenance tasks should be assigned that will keep the area up to the standard described in each tier. Since very limited maintenance occurs in these areas at the current time, assigning sites to these tiers will result in increased maintenance at most sites.

#### **NATURAL AREA MAINTENANCE TIER II**

Tier II is most appropriate for moderate to low use sites with minimal development. Sites designated Tier II should be managed, at minimum, to control invasive species and remove hazard trees. Trail maintenance and tasks that support public use are completed to the extent feasible within budget and volunteer limitations. An example of Tier II is the current level of development on the hill above Sunshine Park.

#### **NATURAL AREA MAINTENANCE TIER I**

Sites designated Tier I are heavily-used natural areas and greenways or those with the highest natural resource values. Tier I sites have more developed features and receive more frequent trail maintenance and natural resource management than Tier II. Natural resource value should be maintained and improved, if feasible. The goal for Tier I sites is to eventually develop a specific management plan that provides site-specific direction on topics such as weed control, forestry, revegetation, public use, and litter control. A good example of this would be a highly developed natural site such as the Duck Pond at Stewart Park or a greenway such as the Umpqua River Bike Path.

#### **UNDEVELOPED SITE MAINTENANCE**

From time to time the park system will also contain property that has not yet been developed into its final use. It is important to recognize that there are some costs associated with holding such properties, as well as limitations to be placed on how much maintenance should be done prior to development. Undeveloped sites should be managed for hazard mitigation only, such as removal of a tree in danger of falling on a trail or on to neighboring property.

#### **APPLYING TIERED MAINTENANCE**

The request to the community to support additional funding for capital projects should be considered with a complete



understanding of the costs to maintain the full range of Roseburg’s facilities to a high standard. These costs will also include any additional land and facilities added as a result of implemented recommendations.

In order to understand the impact that the tiered maintenance approach has on operations budgets, each park category is assigned to a maintenance tier. Table 6 shows each maintenance tier along with the park categories, total acreage, and the proposed maintenance expenditure per acre associated with each.

**Table 6**  
**Tiered Maintenance**

TIER	PARK CATEGORIES INCLUDED	TOTAL ACRES	MAINTENANCE COST PER ACRE	TOTAL MAINTENANCE COST
Park Tier I	Regional, Community and Special Use Parks	167	\$6,000	\$1,002,000
Park Tier II	Neighborhood and Mini Parks	12	\$3,000	\$36,000
Natural Area Tier I	Greenway, Duck Pond	44	\$2,000	\$88,000
Natural Area Tier II	Riverfront Park, Sunshine Park Natural Area	75	\$1,000	\$75,000
Undeveloped Land		0	\$500	\$0
<b>Total Maintenance Required</b>				<b>\$1,201,000</b>

The tiered system does more than simply increase the maintenance funding per acre; it spreads the maintenance dollars across the system in a way that reflects the use patterns and needs by park type.

The maintenance costs per acre proposed for Tier I represent an increase from the current four-year average. The current average expenditure on maintenance is just over \$2,000 per acre of total park land (\$4000 per acre of developed park land). In the 2007-2008 budget, the City increased the amount of funding from \$630,000 to nearly \$900,000. This equates to an adopted

maintenance level of \$2,986 per total acre (or \$4,970 per developed acre). Table 7, below, compares the recent average expenditures, the current adopted budget, and the recommended maintenance level.

**Table 7  
Maintenance Funding Comparison**

	PER TOTAL PARK ACRE <sup>1</sup>	TOTAL
4-year Average Actual Expenditures	\$2,111	\$628,934
Adopted 07-08 Budget	\$2,986	\$889,845
Recommended Maintenance Level	\$4,030	\$1,201,000
Additional Maintenance Funding		\$311,155

<sup>1</sup>. Total maintenance expenditure divided by the total of developed and open space acres

To reach the maintenance targets in this plan, an additional \$311,000 per year will be needed to maintain parks. Based on actual past staffing levels and costs, this equates to an additional 4.4 FTE in maintenance positions.

## GOLF COURSE MAINTENANCE

Maintenance of the Stewart Park Golf Course should be considered separately from the park maintenance tiers. The specialized care and equipment required to maintain the facilities is best tracked independently. This will also allow the level of maintenance to be set according to the financial resources of the enterprise fund responsible for the course. Table 8 on the next page details per acre and total maintenance expenditures as well as a maintenance goal.



**Table 8**  
**Proposed Golf Course Maintenance Goal**

	ACRES	PER ACRE	TOTAL
4-year Average Actual Expenditures	65	\$4,407	\$286,456
Adopted 07-08 Budget		\$4,833	\$314,161
Golf Maintenance Goal		\$5,000	\$325,000

**MAINTENANCE OF NEW PARKS**

It will be important to identify the maintenance resources for new parks as they are added to the system. The park types assigned to each maintenance tier will make estimating of the maintenance impact of new parks a simple matter.

**MAINTENANCE FUNDING**

Most of the funding sources noted in the previous sections primarily provide funding for capital projects and will not, as a rule, contribute toward the ongoing maintenance of parks or facilities. The types of funding already discussed that can be applied to maintenance include general funds and utility fees. Other types of funding mechanisms that apply to ongoing expenses are described below.



**SERIAL LEVY**

Similar to a bond levy, a serial levy relies on approval from voters to assess additional property taxes for a period of five years. However, instead of using the regular income to pay off the interest and principal of a bond, the funding goes directly to the operating budget of the recipient. In some circumstances, levies can also be used for a combination of operating and capital funds. Serial levies can be limited to five years by state law. If a serial levy were pursued based on retaining the tax levy expiring this summer, approximately \$480,000 could be raised for operations. This amount would more than cover the additional \$311,000 cost of maintaining the existing park system at recommended levels.

**PARK DISTRICT**

The creation of a park district is one alternative to a serial levy that can be used to fund park maintenance and operations. A park district is an independent agency that has the ability to levy

its own tax base to support park activities—both capital projects and ongoing operations. One advantage of a park district is the potential to define a wider service boundary than the city limits. With Roseburg serving a large area as a regional park provider, a larger park district could potentially collect from a more appropriately-sized property base. Douglas County Parks would be an important partner in establishing a park district and serving this region.

THIS PAGE HAS INTENTIONALLY BEEN LEFT BLANK



**APPENDIX A:  
PARK AND RECREATION INVENTORY**

THIS PAGE HAS INTENTIONALLY BEEN LEFT BLANK

APPENDIX A: PARKS INVENTORY

PARK NAME	ACREAGE	SPORTS FIELDS				OTHER ATHLETIC FACILITIES						
		BASEBALL FIELD	SOCCER FIELD	SOFTBALL FIELD	BASKETBALL COURT	SKATE PARK	TENNIS COURT	TRAIL	VOLLEYBALL COURT	AMPHITHEATER	BOAT RAMP	DISC GOLF COURSE
<b>MINI PARKS</b>												
Brown Park	0.3											
Commercial Street Park	0.2				1 (1/2)							
Parrott Creek Park	0.2				1 (1/2)							
Quintus Park	0.2				1 (1/2)							
Thompson Park	0.3				1 (1/2)							
Subtotal	1.2	0	0	0	4	0	0	0	0	0	0	0
<b>NEIGHBORHOOD PARKS</b>												
Beulah Park	7.0				1 (full)							
Eastwood Park	1.3							Y				
Laurelwood Park	2.5											
Subtotal	10.8	0	0	0	1	0	0	0	0	0	0	0
<b>COMMUNITY PARKS</b>												
Gaddis Park	22.7	4		2				Y				
Joseph Micelli Park	7.0			1				Y				
Sunshine Park	91.5	2		3				Y				
Subtotal	121.2	6	0	6	0	0	0	0	0	0	0	0
<b>REGIONAL PARK</b>												
Stewart Park	58.3	1	1	2	2 (full)	1	15	Y	2	1		
Golf Course	65.0											
Duck Pond	29.1											
Fir Grove Park	28.4		7					Y				
Riverfront Park	23.3							Y				18 holes
Skate Park	1.2											
Subtotal	205.3	1	8	2	2	1	15	0	2	1	0	18 holes
<b>SPECIAL USE AREAS</b>												
Eagles Park	0.2											
Riverside Park	2.3							Y				
Templin Beach Park	6.0										1	
Willis Park	0.6											
Subtotal	9.1	0	0	0	0	0	0	0	0	0	1	0
<b>NATURAL AREAS/GREENWAYS</b>												
Charles S. Gardiner Park	4.2							Y				
Deer Creek Park	0.6							Y				
Umpqua River Bike Path	10.0							Y				
Subtotal	14.8	0	0	0	0	0	0	0	0	0	0	0
<b>Total</b>	<b>362.40</b>	<b>7</b>	<b>8</b>	<b>8</b>	<b>7</b>	<b>1</b>	<b>15</b>	<b>0</b>	<b>2</b>	<b>1</b>	<b>1</b>	<b>18 holes</b>

APPENDIX A: PARKS INVENTORY

OTHER PARK AMENITIES										
PARK NAME	ACREAGE	DOG PARK	GOLF COURSE	GROUP PICNIC AREA	HORSE-SHOES	NATURAL AREA	PARKING AREA	PICNIC AREA	PLAYGROUND	RESTROOMS
<b>MINI PARKS</b>										
Brown Park	0.3								1	
Commercial Street Park	0.2							Y	1	
Parrott Creek Park	0.2								1	
Quintus Park	0.2							Y	1	
Thompson Park	0.3							Y	1	
Subtotal	1.2	0	0	0	0	0	0	3	5	0
<b>NEIGHBORHOOD PARKS</b>										
Beulah Park	7.0					Y			1	
Eastwood Park	1.3						Y	Y	1	
Laurelwood Park	2.5							Y	1	
Subtotal	10.8	0	0	0	0	1	1	2	3	0
<b>COMMUNITY PARKS</b>										
Gaddis Park	22.7			1			Y	Y		1
Joseph Micelli Park	7.0					Y	Y			1
Sunshine Park	91.5			2		Y	Y	Y	1	2
Subtotal	121.2	0	0	3	0	2	3	2	1	4
<b>REGIONAL PARK</b>										
Stewart Park	58.3		9 holes	3	12		Y	Y	2	3
Golf Course	65.0									
Duck Pond	29.1					Y	Y			
Fir Grove Park	28.4			1			Y	Y		2
Riverfront Park	23.3					Y	Y			
Skate Park	1.2			1			Y	Y		
Subtotal	205.3	0	9 holes	5	12	2	5	3	3	5
<b>SPECIAL USE AREAS</b>										
Eagles Park	0.2							Y		
Riverside Park	2.3						Y	Y		1
Templin Beach Park	6.0	1				Y	Y	Y		1
Willis Park	0.6									
Subtotal	9.1	1	0	0	0	1	2	3	0	2
<b>NATURAL AREAS/GREENWAYS</b>										
Charles S. Gardiner Park	4.2					Y				
Deer Creek Park	0.6					Y	Y			
Umpqua River Bike Path	10.0					Y				
Subtotal	14.8	0	0	0	0	3	1	0	0	0
<b>Total</b>	<b>362.40</b>	<b>1</b>	<b>9 holes</b>	<b>8</b>	<b>12</b>	<b>9</b>	<b>12</b>	<b>13</b>	<b>12</b>	<b>11</b>



## **APPENDIX B: PUBLIC INVOLVEMENT FINDINGS**

THIS PAGE HAS INTENTIONALLY BEEN LEFT BLANK

## APPENDIX B: PUBLIC INVOLVEMENT

To craft a plan that will best suit the residents of Roseburg, the planning process must go beyond City Hall and “into the streets.” Community members are the experts relied upon to determine what their communities need.

To learn from Roseburg’s citizens, the planning process included multiple forums for outreach, including an advisory committee, community survey, a questionnaire, focus groups, and a public workshop. Over 700 residents participated in the planning process. The planning team incorporated this input along with technical analysis to identify need.



## RECREATION SURVEY

The City of Roseburg conducted a Community Recreation Survey between May and July of 2007 to establish priorities for future improvement of parks and recreation facilities, programs, and services within the community. The survey was administered by mail and designed to obtain statistically valid results representative of households throughout the Roseburg city limits. A random sample of 2,000 households was selected based on active telephone numbers. 331 responses from the random sample provide a 95% level of confidence with a margin of error of +/- 5.35%.

## KEY FINDINGS

The majority of the survey was made up of questions about the importance of parks and recreation; the value residents place on facilities, programs, and park land; and the types of facilities that are needed. Some key points are listed below. Additional findings, along with the complete survey instruments, data tables, and write-in responses are available under separate cover as the *Survey and Questionnaire Summary Report*.

- Roseburg residents think that parks, recreation services and open space are very important.
- There is high interest in a city-owned aquatic facility and aquatic programs.
- Many residents are in favor of a city-owned community center.

- Many residents would like before and after school programs, special events and outdoor/environmental programs.
- Residents currently use parks and trails mainly for exercise and to enjoy the outdoors and nature.
- Stewart Park is the most used park in Roseburg's system and large multi-use parks are the most desired type of park.
- Safety is not a major concern in parks, but safety concerns were stated as a major reason people do not use trails.
- Many residents are willing to pay for improvements to Roseburg's park system.
- The results of the online and paper questionnaires (described below) support and strengthen these findings.

The final portion of the survey includes a list of 50 recreation activities, selected based on Roseburg's geography and community interests, and two questions asking respondents to describe their current and preferred recreation choices. Each respondent was asked to indicate how often he or she currently participates in each activity listed. The follow-up question asked, if time, money, and facilities were available, which activities would be preferred. The bullets below summarize the findings of this key set of questions.

- The activity respondents currently participate in most frequently is reading for pleasure, followed by walking for pleasure.
- Bird feeding, nature walks and wildlife watching all ranked highly and averaged higher than the typical community surveyed.
- The highest ranked organized sports fall near the middle of the list with somewhat lower participation than average. This includes basketball (the highest rated), as well as soccer, baseball, and softball.
- Both current and preferred activities align with the focus on exercise and the outdoors.
- Youth are participating more than adults in basketball, swimming, arts and crafts, jogging/running, visiting playgrounds, and soccer.
- Youth participate more in trail-related activities such as bicycling, walking, jogging/running, and dog walking.
- Adults are participating more in nature-related, passive recreation than youth, such as gardening, bird-watching, nature walks, and wildlife watching.

- Roseburg residents would like to attend more concerts, cultural events, and fairs and festivals.
- Compared to their current level of participation, residents would like to fish, swim, and camp more.
- Walking and bicycling for pleasure are activities that have high current participation and a high rank in the preferred activities.

## QUESTIONNAIRE

The Roseburg Park and Recreation Questionnaire was distributed on paper to interested groups, to community facilities including the library, and could be downloaded and printed from the city's website. The questionnaire could also be completed entirely online. There were no limits on who could participate in this questionnaire. To clarify the results, several questions were asked about the respondent; the first question asked respondents to identify themselves as residents of Roseburg or of outlying communities.

## KEY FINDINGS

- The results of the questionnaire were generally found to be similar to or supportive of survey findings.
- Small neighborhood parks and playgrounds were more popular on the questionnaire than on the survey.
- River access was less important in questionnaire results.
- More questionnaire respondents than survey respondents thought that aquatic programs are the most needed recreation service.
- Questionnaire respondents were more willing to pay for improvements to Roseburg's park system than were survey respondents.

## FOCUS GROUPS

Four focus groups were conducted in June 2007 for people in the business community, people in organized athletics, youth and seniors. A series of questions was asked based on the interests of each group.

## KEY FINDINGS

### YOUTH

- Aquatics and sports were the most popular recreation



program choices.

- Pools were the most popular recreation facility choice.
- Large community parks were a favorite.
- Most students reach parks and recreation facilities by car.
- Most participants responded that they use parks to enjoy the outdoors and to play sports.

### SENIORS

- Seniors were in favor of a community center with senior programs such as dancing and games.
- Seniors emphasized accessible trails with shaded seating and drinking fountains.
- Trail safety and maintenance were additional concerns.
- Seniors expressed interest in affordable transportation to events in parks.

### BUSINESS COMMUNITY

- A lack of public awareness about available recreation resources was a concern.
- A perceived lack of safety also troubled this group.
- A connected trail system along the river, providing river and park access, was discussed.
- Mixed-use waterfront development was also a popular suggestion.

### ORGANIZED ATHLETICS

- Athletic community members highlighted a need for sports field lighting.
- Transportation to sports fields continues to be an issue.
- Athletic group members brought up the need for more partnering with schools and other agencies for maintenance and shared information.

## VISIONING WORKSHOP

More than 45 Roseburg residents attended a Visioning Workshop to develop a vision for the future of parks and recreation in Roseburg. MIG gave a brief presentation about the planning process and existing park system. The main question that was asked was, “What are the main challenges that Roseburg will face in the next 20 years?” Participants also responded to a series of questions presented on boards by indicating their preference with dot stickers.

During the workshop, participants were asked to place their ideas for new parks, trails and facilities on individual maps of Roseburg. This exercise led to an open forum discussion about the maps and other ideas, which was recorded graphically. Ideas illustrated on Roseburg maps were recorded and used in assessing needs for parks and recreation opportunities.

## KEY FINDINGS

Findings from workshop discussions and exercises included the following themes.

- Economic and community development were highlighted as current challenges.
- Participants expressed the desire to be proactive and get ahead of development.
- A regional trail system is a priority.
- Roseburg should make better use of existing natural resources.
- A strong interest in the riverfront and Elk Island was indicated.
- Small parks in neighborhoods and linear trail corridors were the most popular types of park.
- Trails and playgrounds were the most needed new facilities.
- The most needed recreation programs indicated were outdoor/environmental education, special events and after school programs.



## SPORTS GROUP QUESTIONNAIRE

The details of sports groups' use of Roseburg fields were used to calculate field demand in the facility analysis. The City of Roseburg distributed a short questionnaire to representatives of the organized sports groups with which it is in contact. Ten sports groups, including Roseburg High School's sports teams, returned completed questionnaires indicating field use and practice and game schedules. The details generated were used to calculate demand for fields of various types in the park and facility analysis presented later in this report.

THIS PAGE HAS INTENTIONALLY BEEN LEFT BLANK



**APPENDIX C:  
COMMUNITY NEEDS SUMMARY**

THIS PAGE HAS INTENTIONALLY BEEN LEFT BLANK

## APPENDIX C: COMMUNITY NEEDS SUMMARY

### RECREATION PROGRAM NEEDS

The Program Analysis is a technical component of the needs assessment. It identifies present and future needs for additional recreation programs within the planning area. The following key findings emerged from the analysis.

- Roseburg is providing a small but active volunteer program, mostly aimed at assisting with park maintenance.
- Other recreation providers in the city include the YMCA, nonprofit and church-based sports leagues, the Boys and Girls Club, Douglas County, and the Special Olympics.
- Most populations seem to be well-served, but if Roseburg were to fill gaps, populations to target would include families, low-income residents, and seniors.
- Program types that are most needed include environmental programs and special events.
- Sports and youth programming are program areas that are particularly well-served by existing providers; the city should not duplicate their efforts.



### PARK AND FACILITY NEEDS

Park standards and recreation facility guidelines were determined and used to calculate park and recreation needs. This section summarizes the findings of this analysis, presenting the existing level of service, the new proposed standards and guidelines, and the needs identified for parks and facilities both now and in the year 2027.

TABLE C-1 PARK LEVEL OF SERVICE AND STANDARDS									
Park Type	Historic NRPA Standards	Average Standard for Comparable Agencies <sup>A</sup>	Roseburg Existing Standard <sup>B</sup>	Roseburg # of Existing Parks	Roseburg # of Acres	Roseburg Existing Level of Service (acres per 1,000 population)	Proposed Standard (acres per 1,000 population)	Additional Acres Needed to Meet Standard	
								Current Population (2000) 25,490	Projected Population (2027) 49,649
Mini Parks		0.50	0.04	5	1.20	0.05	0.02	0.00	0.00
Neighborhood Parks	2.0	1.93	1.65	3	10.80	0.42	0.86	11.12	31.90
Community Parks	8.0	1.85	2.30	3	120.90	4.74	3.15	0.00	35.49
Regional Parks			7.38	1 <sup>D</sup>	205.30	8.05	4.15	0.00	0.00
Special Use Areas		2.00	6.84	4	9.10	0.36	0.50	3.65	15.72
Natural Areas/ Greenways	N/A	16.15	26.93	3	14.80	0.58	N/A	TB	TBD
<b>TOTAL</b>	<b>10.00</b>	<b>22.43</b>	<b>45.14</b>	<b>18.00</b>	<b>362.10</b>	<b>14.21</b>	<b>8.68</b>	<b>14.77</b>	<b>83.12</b>

<sup>A</sup> Comparable agencies include the City of Eugene, City of Albany, Willamalane Park and Recreation District, and the City of Medford.

<sup>B</sup> As recommended in the 1997 Comprehensive Parks Master Plan.

<sup>C</sup> Represents the 2000 population of the City of Roseburg and the Roseburg North CDP, as reported by the U. S. Census Bureau.

<sup>D</sup> Stewart Park includes the combined sites of Duck Pond, Firgrove Park, Riverfront Park, and Skate Park.

## PARK LAND NEEDS

Roseburg has a need for the following types of parks: neighborhood parks, community parks, natural areas/greenspaces and special use areas. The table above presents the findings of the park land analysis.

One of the basic goals of this analysis is to ensure that a local park exists within walking distance (¼ to ½ mile) of all residents, in order to provide close-to-home recreation opportunities. The results of the access analysis, service area analysis, and geographic analysis show that many parts of the city are not served by local parks. Sixteen areas that lack a local park have been identified. Based on factors such as recreation facility needs, land availability and maintenance costs, the following parks are needed to meet these service gaps.

- Fourteen (14) additional neighborhood parks will be needed in the next 20 years, including eight (8) new city parks of 2-5 acres, and six (6) school parks developed as joint ventures

between the city and the Roseburg School District. This represents a need for an additional 32 acres of land.

- Two (2) community parks of 15-20 acres are needed in northern and western Roseburg by 2027 to provide recreation facilities to residents living in these underserved areas. These parks will require an additional 35 acres of land. Facilities may include playgrounds, sport fields, picnic areas/shelters, outdoor courts, skate spots, off-leash dog areas, internal pathways, community gardens, and more.

Natural areas and greenways are needed to increase open space within Roseburg (particularly on hills or crests and along waterways), to preserve significant natural resources, and to provide corridors for trail-related recreation. Although no specific standard is proposed for natural areas, the city should identify and inventory all significant natural areas to meet statewide planning goals, and then acquire priority natural areas and greenways when opportunities arise. The city should also consider restoring natural areas within existing parks and incorporating natural areas in other park types as land is acquired.

One (1) special use area of approximately 15-16 acres will be needed in the next 20 years to accommodate the proposed development of a multi-purpose aquatic/recreation center and potential sports field complex. While no other special use needs have been identified at this time, this analysis does not preclude the evaluation of any unique opportunities that may arise in the future, such as the development of an additional boat launch. Moreover, the need for a site to support an aquatic center/indoor recreation center should be re-evaluated when options for partnerships are considered. The city may find that the best site for this facility can be secured through a partnership, rather than attempting to acquire a new, separate site.

No new sites are needed for mini parks and regional parks. As a type of local park, mini parks do not provide sufficient acreage to develop the facilities that will best serve nearby residents. As regards regional parks, Roseburg is well-served by Stewart Park and three other Douglas County park sites that function as regional attractions. With no new sites, the standards for each of these types of parks will decrease to reflect the increased population of Roseburg.

The proposed total overall standard for the provision of park land in Roseburg is approximately 8.7 acres per 1,000 residents for all

park types. This proposed standard is lower than the existing level of service; however, it redistributes park acreage and facilities to better provide a variety of recreation experiences in close proximity to all city residents. Based on the needs assessment, an additional 15 acres of parks are needed to serve current residents, and approximately 83 acres will be needed by 2027 to meet the needs of the city's future population.



## RECREATION FACILITY NEEDS

The table on the next page summarizes the existing level of service, proposed guidelines and need for various types of recreation facilities in Roseburg. Listed below are the most needed types of recreation facilities, as indicated by this analysis.

- *Trails:* An additional two (2) miles of trails are needed as of this writing, and 11 more will be needed by 2027. These trails will link existing gaps between trail segments, create more nature trails in greenways, and provide close-to-home, trail-related recreation opportunities for underserved areas of the city.
- *Soccer fields:* More than 17 soccer fields will be needed to meet the needs of the growing population in the next 20 years. This future need will be met in part by utilizing multi-use fields for practices in neighborhood parks, and by building new fields at the proposed community parks and at proposed new school sites. Improved lighting and artificial turf fields could also increase the scheduling capacity of fields.
- *Baseball fields:* Seventeen (17) baseball fields will also be needed to serve the city's future population. Like soccer fields, baseball fields can be developed in proposed community parks and at proposed new school sites. New lighting will also increase the scheduling capacity of fields. Additionally, Sunday scheduling for all sports will help to alleviate the current perceived field shortage.

The following types of recreation facilities will also see increased need in the future.

- *Softball fields:* Five (6) fields will be needed by 2027.
- *Swimming pools:* Two (2) pools or aquatic centers will be needed by 2027. The city's role in meeting this need will be

TABLE C-2: RECREATION FACILITY LEVEL OF SERVICE, GUIDELINES, AND NEED

	Historic NRPA Guidelines	Average Standard for Comparable Agencies	Roseburg Existing Standard	Roseburg # of Facilities <sup>A</sup>	Other Providers # of Facilities	Total # of Facilities	Roseburg Existing Level of Service	Total Existing LOS (including other providers)	Proposed Guideline	Facilities Needed	
										2007	2027
										Baseball Fields	1/ 5,000
Softball Fields	1/ 5,000	1/ 3,413	1/ 4,000	8	2	10	1/ 3,186	1/ 3,186	1/ 3,600	-1	6
Soccer Fields	1/ 10,000	1/ 2,000	1/ 1,000	8	10	18	1/ 3,186	1/ 1,416	1/ 1,400	0	17.5
Trails (in miles)		0.35	0.5	6.6	0	6.6	1/ 3,862	1/ 3,862	1/ 2,850	2	11
Swimming Pools	1/ 20,000	1/ 22,554		0	4	4	0	1/ 6,373	1/ 25,000	0	2
Community Centers	N/A	1/ 31,667		0	1	1	0	1/ 25,490	1/ 25,000	0	1
Gymnasiums	N/A	1/ 2,711		0	14	14	0	1/ 1,821	1/ 2,800	-5	4

<sup>A</sup> Comparable agencies include the City of Eugene, City of Albany, Willamalane Park and Recreation District, and the City of Medford.

Note: The facility needs noted in this table can be met by the City Parks Department and other providers. See the text for an explanation.

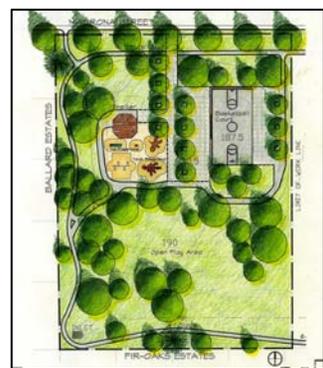
determined in part by the life span (and eventual replacement cost) of three aging pools, currently owned by other providers.

- *Indoor recreation centers:* One (1) multi-purpose recreation/ community center will be needed in 2027. The city should explore partnerships to determine how to best meet this need.
- *Gymnasiums:* Four (4) gymnasiums will be needed in 2027. Two can be provided at proposed new school sites, and two more can be added to the proposed recreation center.

In addition to the facilities detailed above, several other types of facilities should be provided in Roseburg to increase the variety of recreation opportunities available to city residents. The provision of these facilities is based on design guidelines for parks, rather than on numerical guidelines. By the year 2027, the following additional facilities will be needed:

- Outdoor basketball courts;
- Tennis courts;
- Volleyball courts;
- Multi-use fields;
- Skate parks;
- Disc golf course; and
- Boat launch.

Many of these facilities will be located at the proposed local parks, including neighborhood and community parks. Proposed community parks, in particular, will need to be of sufficient acreage to accommodate these and other desired facilities, as identified in the public involvement process (e.g., community gardens, off-leash dog parks, picnic pavilions and shade shelters, amphitheaters, BMX track, etc.) Neighborhood parks will also be important in meeting local needs for playgrounds, outdoor courts, multi-use fields, and open space areas.



## APPENDIX D: PARK DESIGN GUIDELINES

THIS PAGE HAS INTENTIONALLY BEEN LEFT BLANK

## PARK DESIGN GUIDELINES

Design guidelines are intended to provide planning and site programming guidance and direction. However, every site is different, and every neighborhood is different. The guidelines are not intended to override site specific concerns or judgments. For example, during the design of a specific park, if community preferences differ from the guidelines but are consistent with park function and the overall guidance of the Plan, citizen preferences should take precedence.

For each park classification, a description of the classification, considerations for site selection, features to provide, amenities to consider, and features to avoid (if any) are described.

### MINI PARKS

**Definition:** Mini parks in Roseburg are typically located on small lots up to three acres in size. These parks are designed to serve residents within a ¼-mile walking radius or in the immediately adjacent neighborhoods. Mini parks provide basic recreation amenities, like playgrounds, benches, and landscaping. Quintus Park and Brown Park are typical mini parks in Roseburg.

#### SITE SELECTION:

- Mini park sites are typically less than one acre and should only be considered when land constraints do not allow a larger site.
- The site should have good visibility from surrounding streets and have a minimum of 100' of street frontage.
- The site should be relatively central to the area it is intended to serve (within about ¼ mile of the intended users).
- The site should be accessible by walking, bicycling, or driving. Connections to the community trail network should be provided, where possible, to facilitate walking and bicycling. Sidewalks should be provided.

## MINIMUM PARK FEATURES :

- Playground equipment
- Open lawn area, minimum 50' x 50'
- Site furnishings (benches, picnic tables, bicycle racks, trash receptacles, signs, etc.)

ADDITIONAL PARK FEATURES  
TO CONSIDER :

- Paved courts (typically basketball or tennis courts)
- Other, small scale, sport facilities (horseshoes, bocce, lawn bowling, etc.)

## PARK FEATURES TO AVOID :

- Unique facilities that are likely to draw visitors from outside of the neighborhood
- Maintenance intensive landscaping
- Parking

## NEIGHBORHOOD PARKS

**Definition:** Neighborhood parks are designed primarily for unsupervised, non-organized recreation. Located within walking and bicycling distance of most users, these sites are generally two to five acres in size and serve people within a ½-mile radius. Neighborhood parks provide access to basic recreation opportunities for nearby residents, enhance neighborhood identity, and preserve neighborhood open space. Neighborhood parks often include amenities such as playgrounds, turf areas, picnic tables, and benches. Beulah and Eastwood Parks are examples of typical neighborhood parks in Roseburg.

## SITE SELECTION :

- Neighborhood park sites should be at least two to five acres in size. A minimum park size of five to ten acres is preferred where sports fields could be accommodated.

- At least 50% of a neighborhood park site should be suitable for active uses.
- The site should have good visibility from surrounding streets and have a minimum of 200' of street frontage.
- The site should be relatively central to the area it is intended to serve (within about ½ mile of the intended users).
- The site should be accessible by walking, bicycling, or driving. Connections to the community trail network should be provided, where possible, to facilitate walking and bicycling. Sidewalks should be provided.

#### MINIMUM PARK FEATURES :

- Playground equipment
- Open lawn area, minimum 75' x 100'
- Multi-use field
- Paved courts (minimum one basketball or two tennis courts)
- Interior accessible path (paved route connecting all site elements)
- Water fountain
- Site furnishings (benches, picnic tables, bicycle racks, trash receptacles, signs, etc.)
- Parking, on or off-street of approximately two to three spaces per acre of developed land

#### ADDITIONAL PARK FEATURES TO CONSIDER :

- Restrooms (permanent structure)
- Sports fields for baseball, softball, or soccer (artificial turf and field lighting subject to site conditions)
- Skate park or skate facilities
- Sand or grass volleyball courts
- Other sporting facilities (horseshoes, bocce, lawn bowling, etc.)
- Picnic area with shelter
- Water playground
- Community gardens
- Off-leash dog area

- Natural area interpretation (if features are present on the site)
- Other features in keeping with the function of neighborhood parks

PARK FEATURES TO AVOID:

- Regional-scale facilities (large sports complex, community center, etc.)

## COMMUNITY PARKS

**Definition:** Community parks are planned to provide opportunities for both structured (active) and informal (passive) recreation. Community parks generally include facilities that attract people from the entire community, such as pools, lighted fields and recreation centers, and require support facilities, such as parking and restrooms. These parks may also include significant natural areas and trails.

SITE SELECTION:

- Community parks should be a minimum of 15 to 20 acres.
- The site should be accessible by walking, bicycling, or driving. Connections to the community trail network should be provided, where possible, to facilitate walking and bicycling. Sidewalks should be provided. Connections to the community transit system are also important.
- The site should have good visibility from surrounding streets and have a minimum of 200' of street frontage.

MINIMUM PARK FEATURES:

- Restrooms (permanent structure)
- Playground equipment with separate areas appropriate for different age groups
- Picnic area with shelter
- Open lawn area, minimum 75' x 100'

- Sports fields for baseball, softball, or soccer (artificial turf and field lighting subject to site conditions), fields may be in complexes within the park
- Paved courts (minimum one basketball or two tennis courts)
- Interior accessible path (paved route connecting all site elements)
- Water fountain(s)
- Site furnishings (benches, picnic tables, bicycle racks, trash receptacles, signs, etc.)
- Parking, on or off-street of approximately 25 spaces per developed field and an additional two to three spaces per acre of developed park land

#### ADDITIONAL PARK FEATURES TO CONSIDER:

- Skate park or skate facilities
- Multi-use field
- Sand or grass volleyball courts
- Other sporting facilities (horseshoes, bocce, lawn bowling, etc.)
- Water playground
- Community gardens
- Off-leash dog area
- Natural area interpretation (if features are present on the site)
- Performance space, such as a stage area or bandshell
- Other features in keeping with the function of community parks

#### PARK FEATURES TO AVOID:

- Features that detract from or conflict with the community park uses
- Regional-scale facilities (pool, community center, etc.)

## REGIONAL PARKS

**Definition:** Regional parks are planned to provide access to unique features that appeal to residents from throughout the city and beyond. These parks can accommodate large group activities

and often have infrastructure to support large sporting events, special events, and festivals. Regional parks enhance the economic vitality and identity of the region. These parks may include natural areas, specialized sport facilities, or large scale play areas. Stewart Park is the regional park in Roseburg's system.

#### SITE SELECTION

- Site size should be a minimum of 25 acres in size and should be sufficient to accommodate the site's unique features or amenities.
- Access to site should be provided by a collector or arterial street.
- Site should be acquired based on its capacity to provide access to unique features such as rivers or reservoirs.

#### AMENITIES TO PROVIDE

- Appropriate site furnishings, including benches and bicycle storage
- General landscape improvements (including tree planting)
- Permanent restrooms
- On- or off-street parking to accommodate the planned use of the site (for fields intended for tournament play, as many as 50 spaces per field may be required) with a minimum of 5 spaces per developed acre of park land
- Multi-use and pedestrian trail (maybe be looped pathway system)
- Open turf for unstructured play
- Natural areas/greenspace
- Picnic areas (may include shelters and be able to accommodate 100+ people)
- Tot and youth playground equipment

#### AMENITIES TO CONSIDER

- Specialty play environment (unique, custom-designed, tot and youth playground equipment)
- Community gathering and event space
- Expanded utility and electrical service to support community events
- Concessions, vendor space, and commercial lease space (may include food service)

- Water playground or interactive water features
- Public art
- Multi-purpose centers and specialty centers/facilities
- Signature or unique facilities
- Boat ramps (if near water source)
- Fishing areas
- Off-leash dog area
- Designated sports fields for baseball, soccer and/or softball (may include lighting)
- Designated sports courts for volleyball, tennis and/or basketball (full or half court)
- Other sporting facilities (horseshoe pit, disc golf, lawn bowling, croquet, bocce etc.)
- Performance space, such as a stage area or bandshell
- Interpretive signage
- Storage or maintenance buildings (if visible they should be architecturally compatible with other park elements or screened from view if they are exterior work areas)

## SPECIAL USE AREAS

Definition: Special use areas are free-standing specialized use facilities, such as community centers, aquatic centers, sports complexes, boat ramps, historic areas, or skate parks. Since special use areas vary widely in function, there are no minimum size requirements, but special use areas must be large enough to accommodate the intended use. Support facilities such as parking and restrooms are often included. Gaddis Park and Templin Beach Park are examples of special use areas in Roseburg.

### SITE SELECTION :

- Site size should be adequate to support the proposed specialized use, as well as necessary supporting facilities, including parking, stormwater management, etc.
- Site selection criteria will be dependent on the specific specialized use proposed, and may include criteria determined through an economic feasibility study.
- The site should be accessible from the community-wide trail system.

- Prior to the addition of any special use areas, the City should prepare a detailed cost/benefit analysis and maintenance impact statement for each proposed site being considered.

MINIMUM PARK FEATURES :

- Specialized use facility (indoor or outdoor)
- Site furnishings (benches, picnic tables, bicycle racks, trash receptacles, signs, etc.) appropriate for the intended scale and use of the park
- Restrooms (permanent structure)
- Parking, on- or off-street, in appropriate numbers for the intended use

ADDITIONAL PARK FEATURES TO CONSIDER :

- Additional features and amenities that support the primary special use on the site. These could include:
  - Playground equipment
  - Open lawn area
  - Picnic area with shelter
  - Multi-use fields
  - Sports fields for baseball, softball, or soccer
  - Skate park or skate facilities
  - Sand or grass volleyball courts
  - Other sporting facilities (horseshoes, bocce, lawn bowling, etc.)
  - Water playground
  - Community gardens
  - Off-leash dog area
  - Natural area interpretation (if features are present on the site)
  - Concessions, vendor, or lease space

PARK FEATURES TO AVOID :

- Features that conflict with or detract from the site's specialized use.

## NATURAL AREAS AND GREENWAYS

Natural areas and greenways are permanent, undeveloped green spaces which are managed for both their natural value as well as for recreational use. Natural areas and greenways can be of any size, and may include wetlands, wildlife habitats, or stream corridors. Natural areas provide opportunities for nature-based recreation, such as bird-watching and environmental education. These parks may preserve or protect environmentally sensitive areas, such as unique or endangered plant species. Greenways are often linear in nature, following the path of a natural feature, such as a river or stream.

### SITE SELECTION :

- Site size should be based on natural resource and connectivity needs.
- Public use of natural open space sites should be encouraged through trails, viewpoints, and other features, but environmentally sensitive areas should be protected.
- The site should have access to a public street, to public land, or contribute to the planned open space network.
- Features in natural open space areas should be limited to those appropriate for the numbers and types of visitors the area can accommodate, while retaining its resource value, natural character, and the intended level of solitude.

### MINIMUM PARK FEATURES :

- Trails
- Site furnishings (benches, picnic tables, bicycle racks, trash receptacles, signs, etc.) appropriate for the intended scale and use of the natural area

### ADDITIONAL PARK FEATURES TO CONSIDER :

- Trailhead or entry kiosk
- Interpretive signage or exhibits
- Viewpoints

- Parking, on- or off-street
- Restrooms
- Picnic area with shelter
- Outdoor classroom/gathering space
- Interpretive center or building
- Environmental restoration areas

PARK FEATURES TO AVOID:

- Features that conflict with or detract from the site's natural resources, such as ornamental plantings, and active uses such as sports fields.

## TRAIL DEVELOPMENT STANDARDS

Trails can be designed for single or multiple uses. The trails and pathways emphasized here are those that are recreational and multi-use in nature. On-street bike and pedestrian routes that emphasize transportation are an important component of a system but are not identified in the trails plan.

The trail right-of-way will generally be between 20 and 52 feet in width. It is recognized that trail right-of-way and trail width and surfacing will vary, depending on the trail type.

The trail development standards are described below, including general trail development policies, trail classifications, and trail design standards.

## GENERAL TRAIL DEVELOPMENT POLICIES

- The Roseburg trail network is designed to meet multiple objectives, providing recreation as well as active transportation for pedestrians and bicyclists.
- Whenever possible, recreational trails in Roseburg should not be a part of a street roadway. Where routes use existing streets, the pathway should be designed to minimize potential conflicts between motorists and trail users through the use of both physical separation distance and landscaping.

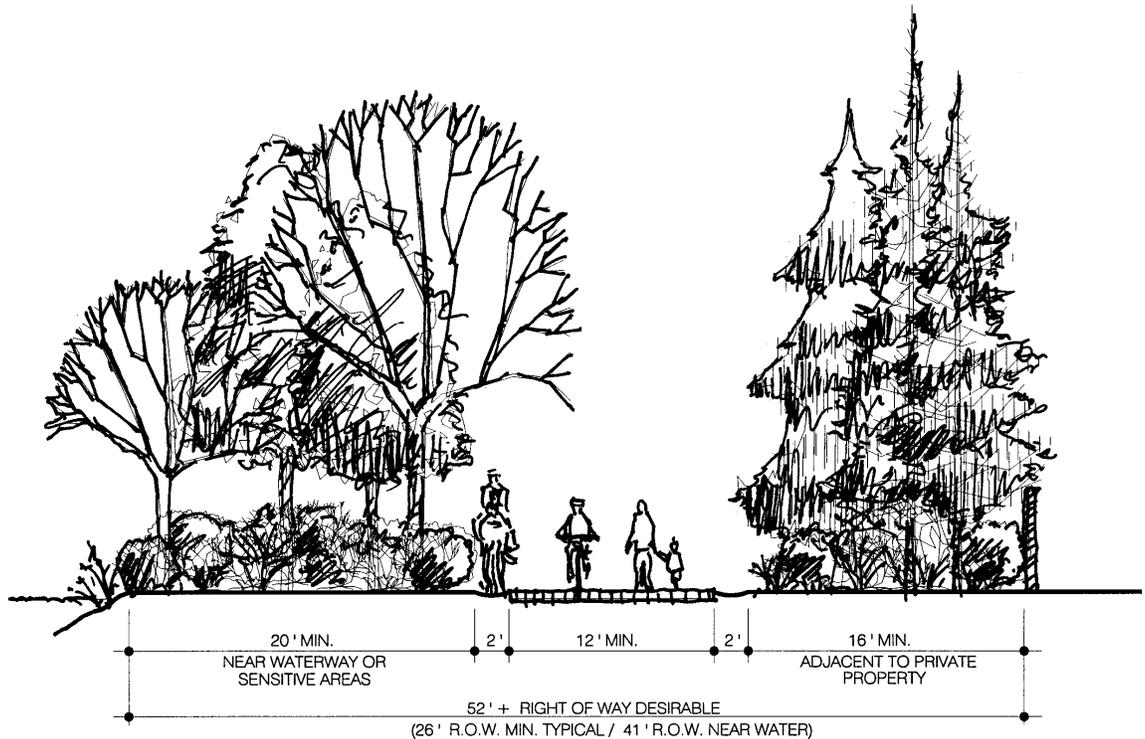
- The trail network should be aligned to maximize the number and diversity of enjoyable viewing opportunities, to increase user enjoyment and provide multiple benefits.
- Specific trail alignments should take into account soil conditions, steep slopes, surface drainage and other physical limitations that could increase construction and/or maintenance costs.
- Trails should be planned, sized, and designed for non-motorized uses, in accordance with the design standards. Trails should also be designed to accommodate maintenance and emergency response to the extent practicable.
- Centralized and effective staging areas should be provided for trail access. Trailheads should include parking, orientation and information, and any necessary specialized unloading features.
- The trail network should be looped and interconnected to provide a variety of trail lengths and destinations. The trails should link various parts of the community, as well as existing park sites.
- Developers should be encouraged to provide pathways through their development and provide access to the communitywide trail system.
- Trails should be developed throughout the community to provide linkages to schools, parks, and other destination points. Each proposed trail should be reviewed on a case by case basis to determine if it should be part of the city's overall trail system.
- Trails should be designed to meet accessibility guidelines for trails, as proposed by the Access Board.

## TRAIL CLASSIFICATIONS

Trails will be generally located off paved thoroughfares and within their own right of ways or easements. The four classifications of trails include: Regional, Local, Rustic, and Semi-Primitive. A detailed description of each of these classifications follows on subsequent pages.

1 A. REGIONAL TRAIL

This trail type is designed to accommodate multiple uses (walking, running, bicycling) and connect to adjoining jurisdictions or destinations. The surfacing should be a minimum of 12 feet wide and be constructed of a hard surface material such as asphalt or concrete. Exceptions to surfacing materials may occur to mitigate impacts to critical or sensitive areas. Equestrian use could be permitted if an additional unpaved shoulder area is provided. The right-of-way required for regional trails should be 26 to 52 feet, depending on their location and surroundings. This type of trail is typically located off roadway surfaces and within its own corridor. A diagram of this trail standard is located in Figure 1.



**Figure 1**  
**Section of Typical Regional Trail**  
**(Class 1A)**

## 2A. LOCAL TRAIL

This trail type is designed to serve the local community and also provide access to the regional trail systems. It should be considered the “backbone” of the city’s trail network. The trail width should range from six to ten feet depending on the use and the terrain involved. It can be designed to accommodate the same uses listed for the regional trail. The surface for this type of trail may be paved or crushed aggregate depending on the use. Exceptions to surfacing materials may occur to mitigate impacts to critical or sensitive areas. The right of way for the local trail can range from 24 feet to 40 feet and can also be located on-road or off-road. Figure 2 is a typical configuration of a local trail.

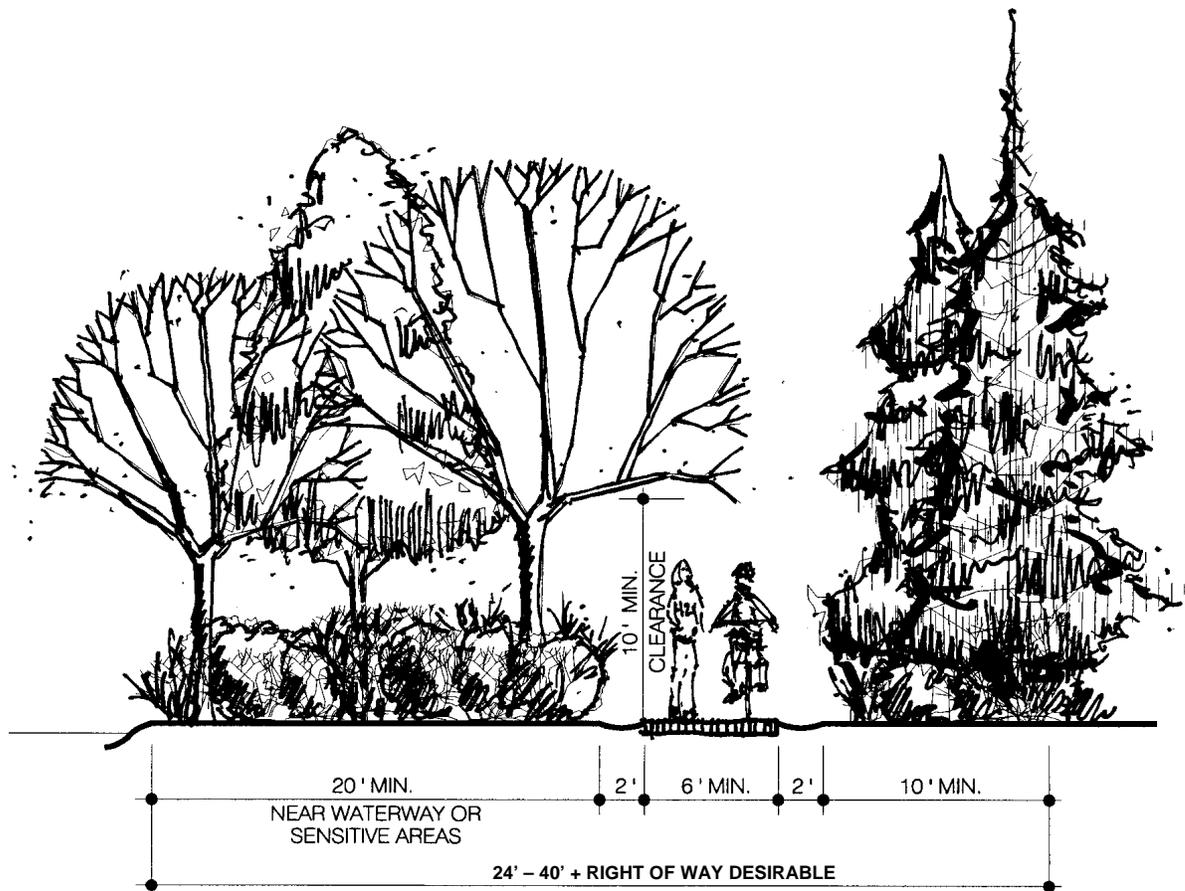
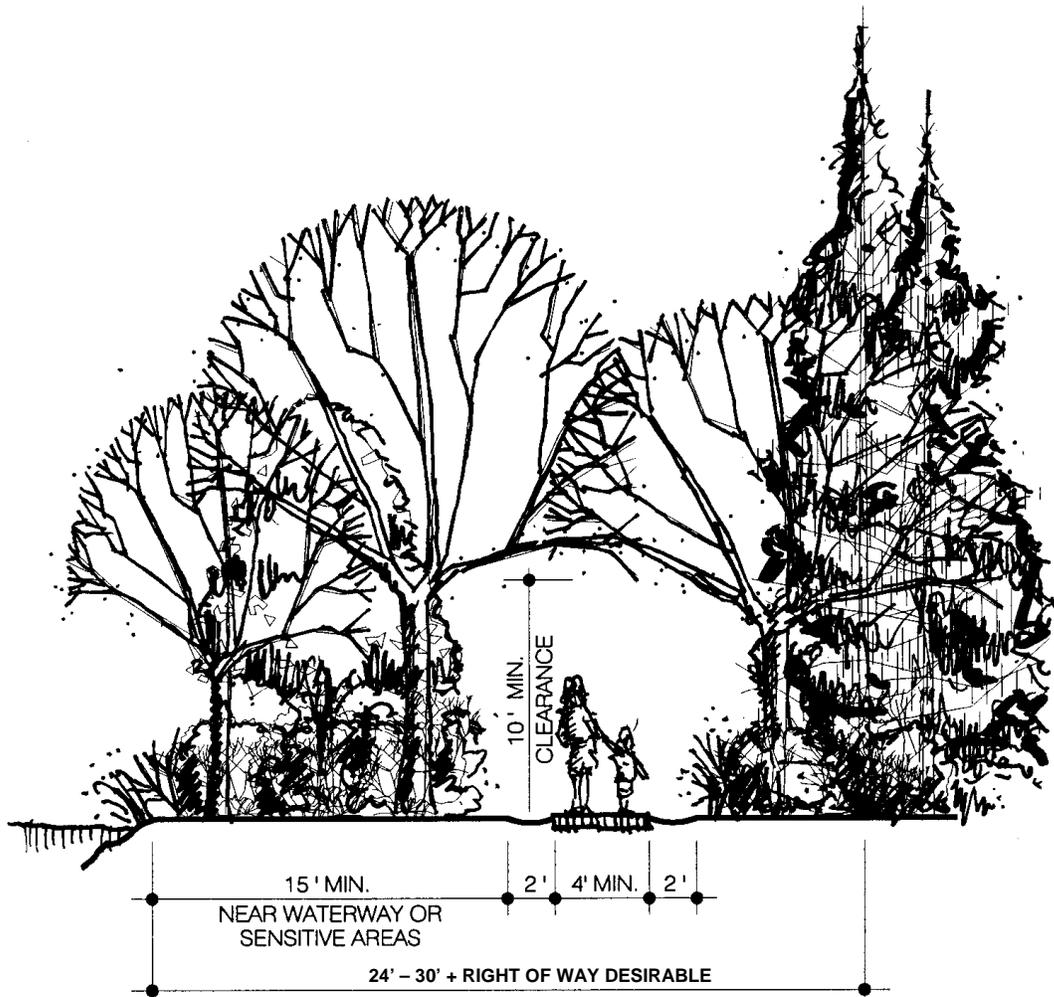


Figure 2  
Section of Typical Local Trail  
(Class 2A)

### 3. RUSTIC TRAIL

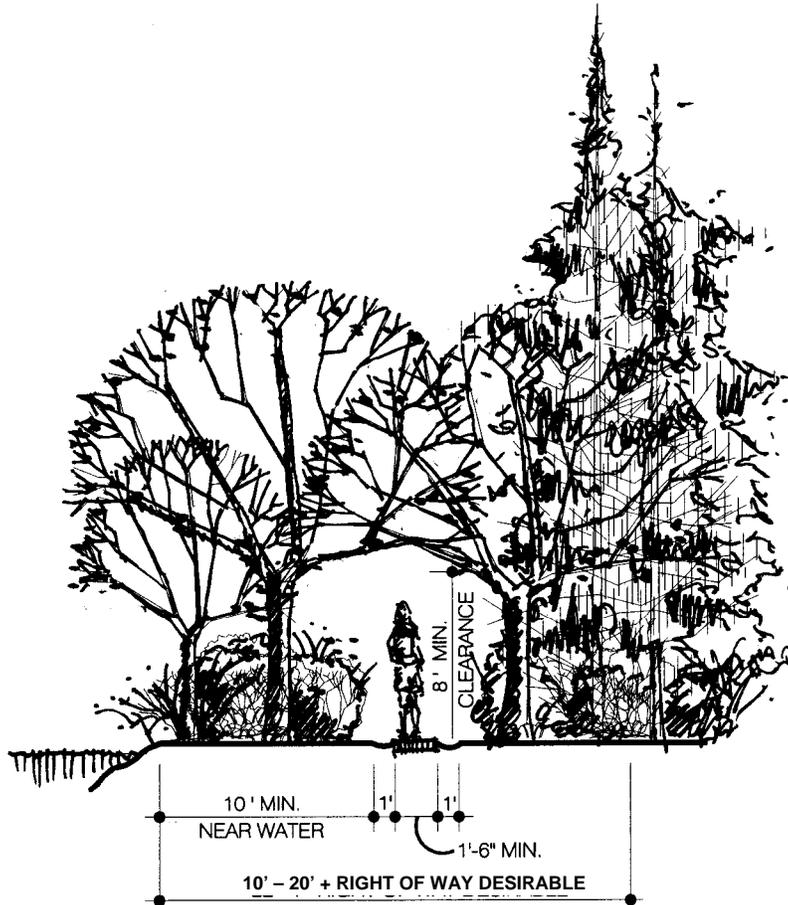
This trail type provides access to local trails, and is more neighborhood-oriented. These trails will act as collectors for neighborhoods or developments and provide links to the communitywide trail system and other adjoining destinations. The rustic trail should be a minimum of four feet wide and be surfaced with stable accessible surfacing. The primary uses of a rustic trail are intended to be walking, bicycling and equestrian. The right-of-way widths desired for the rustic trail can range from 24 feet to 30 feet or more. These trails are always off-road in nature. Figure 3 details this trail classification.



**Figure 3**  
**Section of Typical Rustic Trail**  
**(Class 3)**

#### 4. Semi-Primitive Trail

This trail type is more specialized with regard to use, but it is more easily adaptable to the open space areas. It will serve in the more sensitive open space areas located within the city. It is designed to accommodate walkers, hikers, bicyclists, and equestrian users. It is typically two to four feet in width and is made up of compacted earth or other stable surfacing. The right-of-way width can range from 10 to 20 feet. Typically, maintenance of these trails is minimal. Figure 4 below details the standards for this trail.



**Figure 4**  
**Section of Typical Semi-Primitive Trail**  
**(Class 4)**

Summary of Trail and Bikeway Standards

Table 1 summarizes trail standards by trail type. In addition to the trail classifications described previously, Table 1 includes bike lane standards as specified in the transportation plans for Roseburg.

Table 1  
Summary of Trail/Bikeway Classifications

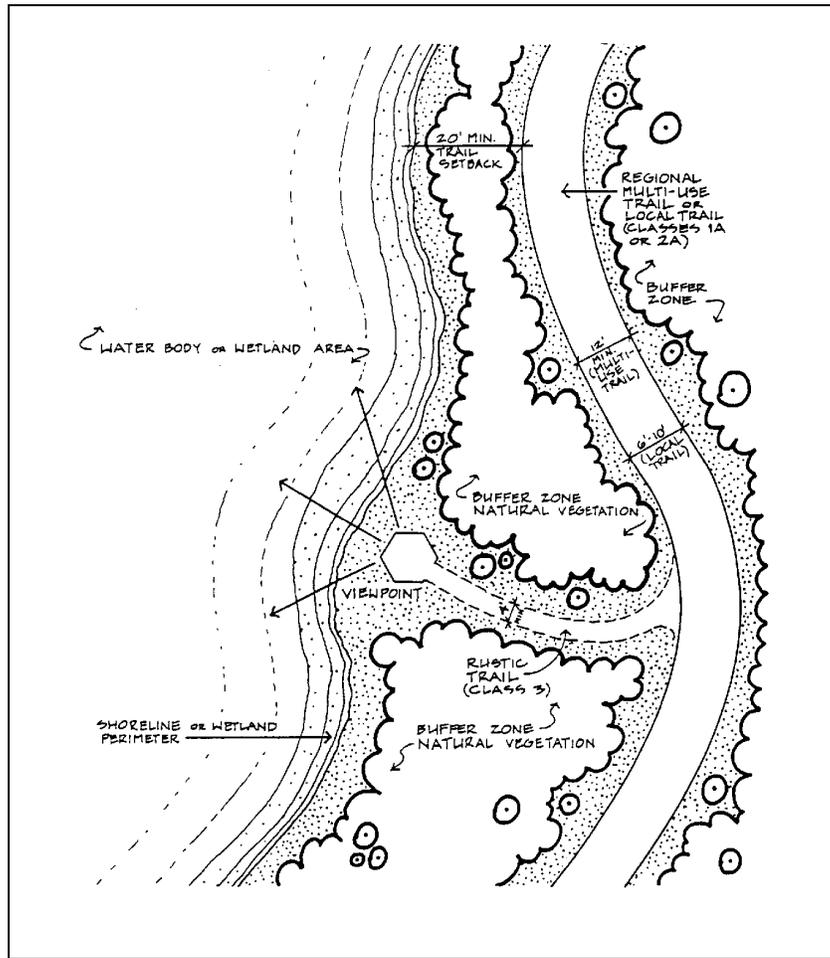
TRAIL TYPE	R.O.W. WIDTH	TRAIL WIDTH	SURFACING	CLEARANCE
1A. Regional Multi-Use Trail	26' Min. (52' or more desired)	12'+	paved asphalt or concrete	side: 2' min. height: 10' min.
1B. Regional Bike Lane	N/A	5' min.	paved asphalt or concrete	side: 2' min. height: 10' min.
2A. Local Trail	24-40' or more desired	6-10'	paved or stable, accessible surfacing	side: 2' min. height: 10' min.
2B. Local Bike Lane	N/A	4' min. may not be striped	paved asphalt or concrete	side: 2' min. height: 10' min.
3. Rustic Trail	24-30' or more desired	4'+	stable, accessible surfacing	side: 2' min. height: 10' min.
4. Semi-Primitive Trail	10-20' or more desired	1.5'+	compacted earth or similar	side: 1' min. height: 8' min.

## LOCATING TRAILS IN SENSITIVE AREAS

The large number of environmentally sensitive areas in Roseburg makes it likely that trails will be developed in some of these areas. The benefits of public access to natural areas (bird watching, nature appreciation, and environmental education) need to be balanced with the impacts of access.

Trails in environmentally sensitive areas will need to be carefully and appropriately located and designed. Exceptions to the trail improvement standards set forth in this plan may be authorized in sensitive areas consistent with current best practices. The document recommends a thorough review and assessment of existing and proposed trail corridors, and careful placement of trails within sensitive areas to aid in minimizing the impacts. Guidelines for determining the suitability of trail locations in sensitive areas include the following:

- Provide a minimum 20-foot wide vegetated buffer between wetland, sensitive area or water edge and the trail.
- Construct boardwalks, railings, see-through fences and viewpoints to allow visual access to the areas and to keep trail users on the trail and away from the habitat.
- Design wetland crossings for maximum protection of the wetland and locate them in an area suitable for public use.
- Provide adjacent vegetation at access points that is dense enough to discourage off-trail travel. If necessary, install additional thick or thorny vegetation to prevent access.
- Cover earthen-based trails with dense turf where they cross floodplains or other areas subject to periodic flooding, to reduce puddling and walkers' skirting the area.
- Site trails away from active stream channels to prevent local bank erosion cause by trampling. In streamside locations where access is permitted or encouraged, provide access via boardwalks.
- Locate bridge crossings in locations that will provide minimum impact to the water's edge and habitat while providing a rewarding experience for the trail user.



Source: Clark County Trails & Bikeway System Plan - December 1992

Figure 5  
Sensitive Area Trail Alignment Concept

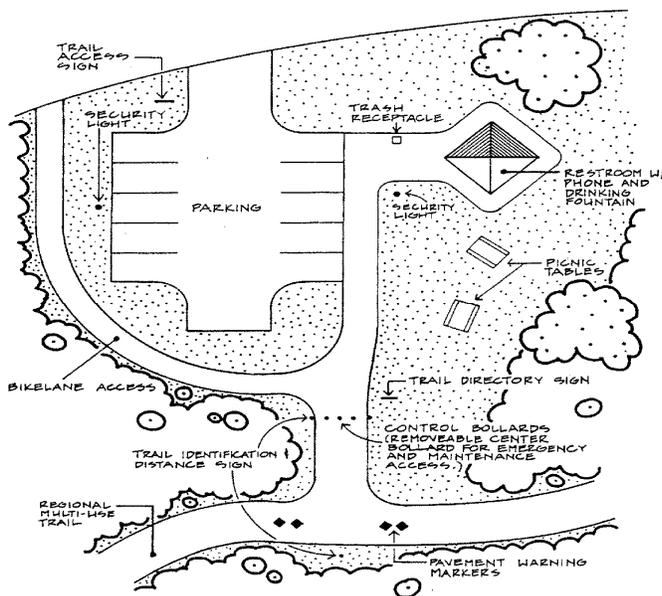
## TRAILHEADS

Two classifications of trailheads are proposed for Roseburg: primary and secondary. The majority of trailheads can occur within existing and proposed park sites. Where no other option is available and a trailhead is necessary, then a freestanding trailhead may be required.

### A. PRIMARY TRAILHEADS

Typically, primary trailheads will include:

- Off-street parking. The number of parking spots is dependent on use – 20 spaces is a guideline, but this amount is not necessarily required.
- Restroom facilities
- Drinking fountain
- Telephone
- Picnic areas
- Appropriate signage/directories



Source: Clark County Trails & Bikeway System Plan - December 1992

Figure 6  
Typical Primary Trailhead

## B. SECONDARY TRAILHEADS

Secondary trailheads will generally include:

- Appropriate signage/directories
- Off-street parking may or may not be provided for secondary trailheads. However, secondary trailheads in remote locations should have a maximum of three spaces.
- Trailhead design will need to consider the need for utility connections and regular maintenance. Ongoing monthly and long term capital costs should be minimized through the use of labor saving design elements where ever possible.

## TRAIL SAFETY

The ideal trail is planned and designed with safety considerations taken into account. There are two issues involving safety concerning trail users. One is danger due to normal trail use, and the other is personal safety of users.

A number of methods can be implemented to increase the safety of trails to users. Some of these are outlined below:

- *Open and Visible Trails:* If trail guidelines are followed, the resulting trails will provide open and visible corridors to both users and law enforcement personnel. Visibility increases a person's sense of safety.
- *Safe Design:* If deemed necessary, techniques such as emergency call boxes, lighting, security vehicle access, and landscaping can be designed can be installed to increase safety.
- *Reduction of Trail Conflicts:* A number of problems occur on multi-use trails where two types of users are interacting. Good design, signage, and awareness of trail etiquette all reduce problems associated with these conflicts.
- *Coordination with Public Safety:* By making area law enforcement and public safety officials aware of trail routes, trailheads, and potential problem areas, they can develop emergency response plans and a method of policing the area the most efficiently.
- *Bicycle Patrols:* These patrols, made up of police or volunteers, can provide security on the trails. In addition to safety, patrols can provide information, offer bicycle safety checks, and do other service duties. Overall, the

most important part is providing eyes on the trail system to reduce potential problems.

- *Organized Programs:* The City can set up programs with volunteer guides to accompany those who wish to use a specific segment as a group. This can either be on a specific request basis or be integrated into the recreation programs. Organized programs, such as a special event nature walk, increase eyes on the trail.
- *Adopt-A-Trail Program:* Through an adopt-a-trail program, private groups, organizations, or individuals are encouraged to adopt trail segments or corridors by volunteering or providing donations for maintenance and development.
- *Neighborhood Trail Watch Program:* Through a neighborhood trail watch program, property owners adjacent to trails can be encouraged to monitor nearby trails and report maintenance or operation problems to the City, and to report vandalism or other inappropriate activity to the Police Department.

THIS PAGE HAS INTENTIONALLY BEEN LEFT BLANK



**APPENDIX E:  
PRIORITIZED CAPITAL PROJECT LIST**

THIS PAGE HAS INTENTIONALLY BEEN LEFT BLANK

CITY OF ROSEBURG PARKS RECOMMENDATIONS					
EXISTING PARKS					
PARK NAME	ACREAGE		PRIORITY		
MINI PARKS		RECOMMENDED IMPROVEMENTS	I	II	III
Brown Park	0.3				
		Upgrade playground	■		
		Expand park			
		Improve crossing of Harvard Avenue			
Commercial Street Park	0.2	Accessibility Improvements		■	
		Improve landscaping			■
Parrott Creek Park	0.2				
		Develop site master plan	■		
		Accessibility Improvements		■	
		Improvements based on master plan			
Quintas Park	0.2	Restore creekbed			■
		Upgrade playground		■	
		Upgrade basketball court		■	
Thompson Park	0.3	Accessibility Improvements			
		Upgrade basketball court		■	
		Accessibility Improvements			
Subtotal	1.2				

APPENDIX E. PRIORITIZED CAPITAL PROJECTS LIST

PARK NAME	ACREAGE	RECOMMENDED IMPROVEMENTS	PRIORITY		
			I	II	III
<b>NEIGHBORHOOD PARKS</b>					
Beulah Park	7.0				
		Develop site master plan	■		
		Improvements based on master plan			
		Accessibility Improvements		■	
		Develop internal trail network			
		Develop interpretive elements			
		Formalize viewpoint at high ground			■
Eastwood Park	1.3				
		Enhance creekbed	■		
		Enhance trail connections			
		Upgrade playground			
		Accessibility Improvements		■	
		Develop parking			
Laurelwood Park	2.5				
		Develop site master plan		■	
		Develop river access path			
		Upgrade playground			
		Accessibility Improvements			
		Internal pathways			■
Subtotal	10.8				

APPENDIX E. PRIORITIZED CAPITAL PROJECTS LIST

PARK NAME	ACREAGE	RECOMMENDED IMPROVEMENTS	PRIORITY		
			I	II	III
<b>COMMUNITY PARKS</b>					
Gaddis Park	22.7				
		Enhance access points (including signage)	■		
		Enhance lighting and security			
		Develop large covered playground			
		Upgrade/enlarge group picnic area	■		
		Enhance trail connections		■	
		Consider off-leash dog park			
		Add accessible parking			
		Accessibility Improvements			
Joseph Micelli Park	7.0				
		Develop site master plan	■		
		Develop trail, picnic and play area			
		Trail Connection across rail line to downtown		■	
		Accessibility Improvements			
		Develop riverfront access			■
Sunshine Park	91.5				
		Develop trails	■		
		Natural Area Improvements			
		Field Lighting for 3 Softball Fields			
		New attractive amenities (Dog park, spray ground)		■	
		Accessibility Improvements			
		Provide additional group picnic areas			
Subtotal	121.2				

APPENDIX E. PRIORITIZED CAPITAL PROJECTS LIST

PARK NAME	ACREAGE	RECOMMENDED IMPROVEMENTS	PRIORITY		
			I	II	III
Stewart Park***	123.3				
		Implement Stewart Park Master Plan, including:			
		Expand Tennis Center	■		
		Regional Play area			
		Relocate maintenance facility		■	
		Close/remove Stewart Park Drive		■	
		Renovate/expand parking off of Stewart Parkway		■	
		Consider small boat launch (carry-in only)			
Duck Pond	29.1				
		Trail Improvements	■		
		Develop a group picnic area		■	
		Enhance interpretive signage			
Fir Grove Park	28.4				
		Group Picnic Area	■		
		Redevelop plaza between art center and community college facilities		■	
		Improve front lawn of Art Center to support festivals		■	
		Add interactive water feature in plaza			
Riverfront Park	23.3				
		Widening trail	■		
		Add picnic tables, benches			
		Improve parking area off of Stewart Park Drive			
		Consider small boat launch (carry-in only)		■	
		Develop riverside viewpoint			
Skate Park	1.2				
		Develop spectator facilities	■		
		Shade structures			
Subtotal	205.3				

APPENDIX E. PRIORITIZED CAPITAL PROJECTS LIST

PARK NAME	ACREAGE	RECOMMENDED IMPROVEMENTS	PRIORITY		
			I	II	III
<b>SPECIAL USE AREAS</b>					
Eagles Park	0.2				
		Consider interactive water feature			
Riverside Park	2.3				
		Develop trail connections to Templin Beach Park			
		Develop trail connection to Deer Creek Park			
		Restore river edge			
		Provide additional picnic tables			
		Accessibility Improvements			
		Tie park into adjacent convention center development			
		Expand landscaping areas			
		Consider adding small play area			
Templin Beach Park	6.0				
		Bioengineer riverbank improvements			
		Develop Trail connections to Micelli Park			
		Develop community garden			
		Accessibility Improvements			
Willis Park	0.6				
		No capital recommendations at this time			
Future Special Use Site					
		For future sports complex or community center to meet additional sports field needs			
Subtotal	9.1				

APPENDIX E. PRIORITIZED CAPITAL PROJECTS LIST

PARK NAME	ACREAGE	RECOMMENDED IMPROVEMENTS	PRIORITY		
			I	II	III
SCHOOL PARK SITES					
Northeast Property (SP-1)					
		Develop community accessible playground and turf area			
		Examine site for suitability for future ball fields			
Joseph Lane MS (SP-2)					
		Develop community accessible playground and turf area			
		Connect school park site to school frontage on NE Vine Street and to NE Sunset Lane via pathways			
		Work with school district to improve sports fields for organized play			
Eastwood ES (SP-3)					
		Improve ball fields in collaboration with school district			
		Develop community accessible playground and turf area			
Freemont MS (SP-4)					
		Improve ball fields in collaboration with school district			
Fullerton ES (SP-5)					
		Improve ball fields in collaboration with school district			
West Property (SP-6)					
		Examine site for suitability for future ball fields			
		Develop community accessible playground and turf area			
Hucrest ES (SP-7)					
		Develop community accessible playground and turf area			
		Improve ball fields in collaboration with school district			
Winchester ES (SP-8)					
		Arrange access to play area for community residents			
Umpqua Community College (SP-9)					
		Develop community accessible playground and turf area in partnership with Umpqua Community College			
North Property (SP-10)					
		Develop ball fields for school and community athletic use			

APPENDIX E. PRIORITIZED CAPITAL PROJECTS LIST

PARK NAME	ACREAGE	RECOMMENDED IMPROVEMENTS	PRIORITY		
			I	II	III
<b>NATURAL AREAS/GREENWAYS</b>					
Charles S. Gardiner Park	4.2				
		Explore extending trail along creek	■		
		Develop interpretive signage	■		
		Coordinate with developer to create access to new buildings			
		Develop additional seating		■	
Deer Creek Park	0.6				
		Develop site master plan	■		
		Park development including:	■		
		Accessibility Improvements	■		
		Picnic area	■		
		Play area	■		
		Trail connection under Stephens	■		
		Explore extending trail along Deer creek		■	
		Monitor nearby homesites for future acquisition			■
Umpqua River Bike Path	10.0				
		Install signage (mile markers, interpretive signage, etc.)	■		
		Provide additional seating, tables	■		
		Accessible river viewpoint	■		
		Develop access/viewpoints	■		
		Widen trail to 10' standard		■	
Elk Island		Acquisition		■	
	Subtotal	14.8			
	Total	362.40			

APPENDIX E. PRIORITIZED CAPITAL PROJECTS LIST

PROPOSED PARKS			PRIORITY		
PARK NAME			I	II	III
<b>NEIGHBORHOOD PARKS</b>					
Proposed Eastside Neighborhood Park		Acquire park land	■		
		Develop site master plan			
		Implement master plan			
Proposed Westside Neighborhood Park		Acquire park land	■		
		Develop site master plan			
		Implement master plan			
Other Identified Neighborhood Park Sites		Acquire park land			■
		Develop site master plan			
		Implement master plan			
<b>OPEN SPACE</b>					
OS-1		Acquire park land		■	
		Develop site master plan			
		Implement master plan			
<b>COMMUNITY PARKS</b>					
Westside Community Park		Acquire park land	■		
		Develop site master plan			
		Implement master plan			
<b>TRAILS</b>					
Trail system gaps		Acquire and develop key trail system gaps	■		
New natural trails		Acquire and develop natural corridors for trails		■	
<b>SYSTEM WIDE</b>					
ADA Plan		ADA transition plan	■		
Park Signage		Improve park signage throughout system			
Maintenance Mangement Plan		Develop a Maintenance Mangement Plan focused on River, creeks, natural area maintenance			
Shared Use Agreement		Develop a shared use agreement with the School District			



**APPENDIX F:  
POTENTIAL FUNDING SOURCES**

THIS PAGE HAS INTENTIONALLY BEEN LEFT BLANK

## APPENDIX F: POTENTIAL FUNDING SOURCES

There are a number of possible funding sources for programs, non-capital projects, and parks and facilities acquisition, development, and maintenance. Most sources are limited in scope and can only be used to fund specific types of projects or improvements. The recommended funding sources are explained in chapter 5 of this plan. The following funding sources are provided for reference purposes.

### CAPITAL PROJECTS AND OPERATIONS

The following financing sources may be used for capital improvement projects as well as for ongoing operations and maintenance costs.

- **General Fund:** These funds come from the City's annual operating budget and are competitive with all other services the City is offering.
- **Local Option Levy/Serial Levy:** This is a property tax assessment that can be used for the construction, operation, and/or maintenance of parks and facilities, and for recreation programming. This type of levy is established for a given rate or amount for up to five years, or, in the case of capital only, up to ten years. Passage requires a double majority (a majority of registered voters must vote and a majority of those voting must approve the measure), unless during a general election in even-numbered years, in which case a simple majority is required. Local option levies have become more difficult to pass in Oregon because of the double-majority requirement. In the future, the use of a local option levy may be difficult due to a \$10/\$1,000 of real market value tax rate limitation for all taxing agencies in the area except schools.

Potential revenue from a local option levy may be reduced due to the \$10/\$1,000 of real market value property tax rate limitations for general government taxes. If the \$10 limitation is exceeded for any individual property, all general government-taxing authorities receive only a prorated share

of their tax levy, so that the total general government taxes remain within the cap. This situation is called compression. Compression occurs in two stages, with local option levies compressed first and then permanent tax rates.

- **Public/Government Grant Programs:**

- *Recreation Trails Program:* This is a grant program funded through the Oregon Parks and Recreation Department. Projects eligible under this program include: 1) maintenance and restoration of existing trails; 2) development and rehabilitation of trailhead facilities; 3) construction of new recreation trails; and 4) acquisition of easements and fee simple title to property. Grants are distributed on an annual basis and require a 20% match.
- *Oregon State Marine Board Grants:* The Oregon State Marine Board manages Oregon's waterways. The agency also provides construction grants for waterfront improvements, such as boat ramps, restrooms, parking, and other related projects, as well as operations funds for maintenance and patrol. It receives its revenue for grants from the licensing of pleasure boats and a portion of the automobile gas tax.

- **Private Grants and Foundations:** Private grants and foundations provide money for a wide range of projects. They are sometimes difficult to find and equally difficult to secure because of the open competition. They often fund unique projects or projects that demonstrate extreme need.
- **Public/Private Partnerships:** In this approach, a public agency enters into a working agreement with a private business or non-profit entity to help fund, build, and/or operate a public facility. Generally, the three primary incentives that a public agency can offer is free land to place a facility (usually a park or other piece of public land), certain tax advantages, and access to the facility.
- **Fees and Charges:** User fees and facility charges generate revenue for parks and programs by charging users some or all of the costs of providing services. Some program areas, such as adult programs, are more suitable for higher fees and charges. The City can increase revenue for park services by expanding rental facilities (picnic shelters, meeting rooms, etc.) or by increasing rental fees and other facility-use charges.

- **Earned Income:** Food, beverage, and merchandise vendors or concessionaires that operate restaurants, coffee-kiosks, or other revenue-generating facilities in parks also can generate excess revenues to support the parks system.

## CAPITAL PROJECTS

The following funding sources may be used for capital expenses only:

- **System Development Charges:** Systems development charges (SDC), which are applied to all new residential development, are an important source of funding for the acquisition and development of new parks and natural areas. Since SDCs are paid for by new development, the fees are meant to fund capacity enhancement projects that are needed as a result of the development. SDCs cannot be used for the preservation and maintenance of existing parks and facilities.
- **Donations:** Donations of labor, land, materials, or cash by service agencies, private groups, or individuals is a popular way to raise small amounts of money for specific projects. Service agencies often fund small projects such as picnic shelters or playground improvements, or they may be involved in larger aspects of park development.
- **Local Improvement District:** Under Oregon law, a city may use a Local Improvement District (LID) to subsidize specific capital improvement projects. Through the formation of a LID, a city may impose special assessments on all properties benefiting from a local improvement project. LIDs are often used to subsidize transportation and infrastructure systems but may also be extended to parks and recreation areas. Because the properties within the district must receive a special benefit from the project, it is most likely to be useful for neighborhood parks and recreation areas.
- **General Obligation Bond:** This voter-approved bond comes with authority to levy an assessment on real and

personal property. Funding can be used for capital improvements, but not furnishings, fixtures, equipment, or on-going maintenance. As with local option levies, passage requires a double majority, unless during a general election in even-numbered years. This type of property tax does not affect the overall tax rate limitation as described previously in Local Option Levy.

▪ **Public/Government Grant Programs:**

- *Community Development Block Grants (CDBG):* These grants from the Federal Department of Housing and Urban Development are available for a wide variety of projects. CDBG funds have limitations and are generally required to benefit low and moderate income residents. Grants can cover up to 100% of project costs.
- *Land and Water Conservation Fund:* This is a federal grant program that receives its money from offshore oil leases. The money is distributed through the National Park Service and is administered locally by the Oregon Parks and Recreation Department. In the past, this was one of the major sources of grant money for local agencies. In the 1990s, funding at the federal level was severely cut, but in recent times more money has become available. The funds can be used for acquisition and development of outdoor facilities and require a 50% match.
- *Intermodal Surface Transportation Efficiency Act (ISTEA):* Over the years, Oregon has received considerable revenue for trail-related projects from this federal program. Originally called The Intermodal Surface Transportation Efficiency Act (ISTEA), it funded a wide variety of transportation-related projects. In 1998, this program was modified as TEA-21. In August 2005, TEA-21 was updated and revised as the Safe, Accountable, Flexible, Efficient, Transportation Equity Act: A Legacy for Users (SAFETEA-LU), which authorizes programs for the 5-year period 2005-2009. A total of \$370 million will be provided through 2009 to develop and maintain trails for recreational purposes that include pedestrian, equestrian, bicycling and non-motorized snow activities, as well as off-road motorized vehicle activities. New eligibilities are provided, including construction and maintenance equipment, real estate costs, educational program costs, state administration costs, and assessment of trail conditions.

- *Local Government Grants:* This Oregon program uses Lottery dollars to fund land acquisition and development and rehabilitation of park areas and facilities. A 50% match is required for larger agencies and a 40% match for small agencies (cities/districts with a population of less than 5,000 and counties with a population of less than 30,000). The Oregon Parks and Recreation Department staff reviews and approves small projects of \$50,000 or less. Large projects exceeding this amount, but less than \$500,000, are reviewed and approved by the Local Government Advisory Committee. The funds for this program are available on a biannual basis.
- *Urban Forestry Grants:* There are several grant programs that provide money for urban forestry projects. One is funded by the U.S. Small Business Administration and provides grants to purchase and plant trees. This program sometimes funds urban street tree planting programs.
- *Oregon Watershed Enhancement Board:* The Oregon Watershed Enhancement Board (OWEB) is a State agency led by a policy oversight board. Together, they promote and fund voluntary actions that strive to enhance Oregon's watersheds. The Board fosters the collaboration of citizens, agencies, and local interests. OWEB's programs support Oregon's efforts to restore salmon runs, improve water quality, and strengthen ecosystems that are critical to healthy watersheds and sustainable communities. OWEB administers a grant program that awards more than \$20 million annually to support voluntary efforts by Oregonians seeking to create and maintain healthy watersheds.
- **Land Trusts:** Private land trusts such as the Trust for Public Land and the Nature Conservancy employ various methods, including conservation easements, to work with willing owners to conserve important resource land. Land trusts assist public agencies in various ways. For example, land trusts may acquire and hold land for eventual acquisition by the public agency.
- **National Tree Trust:** National Tree Trust provides trees through two programs: America's Treeways and Community Tree Planting. These programs require that volunteers plant trees on public lands. In addition, America's Treeways requires that a minimum of 100 seedlings be planted along public highways.

- **Lifetime Estates:** This is an agreement between a landowner and the City that gives the owner the right to live on the site after it is sold to the City.
- **Exchange of Property:** An exchange of property between a private landowner and the City can occur. For example, the City could exchange a less useful site it owns for a potential park site currently under private ownership.

## INNOVATIVE FUNDING MEASURES

Due to the increasing limitations on property taxes, some cities and public agencies are looking toward alternative methods of funding the park systems that citizens find essential to quality of life. These alternative mechanisms generally include new taxes, and some are more viable than others as funding sources. For example, many cities use a utility tax to help fund park maintenance.

The City of Roseburg could explore the potential of other alternative mechanisms as part of the City's overall revenue strategy. This strategy may include the use of the following taxes to fund park and recreation development:

- Entertainment Taxes
- Corporate Income Tax
- Income Tax Surcharge
- Personal Income Tax
- Gross Receipts Tax
- Payroll Tax
- General Sales Tax
- Restaurant Tax
- Business License Tax
- New Construction Fees